



# Spirit Lake Nation

RECOVERY PLAN

December 2010

# Spirit Lake Nation

## RECOVERY PLAN

December 2010

Prepared by:



With Assistance from:



**FEMA**



## Preface

The FEMA ESF-14 Long Term Recovery Effort is not new to the Spirit Lake Dakota Nation, but rather is an extension of a past and present positive leadership that is focused on grassroots or community (Tiospaye) expertise. The community-based effort continues to build on past strategic plan priorities while gathering new priorities based on additional input from all four communities on the Spirit Lake Nation Reservation. The Long Term Recovery effort is anticipated to yield focused cost and time efficient strategies to address the 17+ years of flooding experienced by our people.

The Dakota Itanca (leaders) traditionally made decisions focused on ensuring the survival of the entire camp in relation to shelter, food and water supply, ally and rival territories, and spiritual sites. The historical knowledge focused on ensuring an adequate food and water supply existed to sustain the number of people in the camp. Game in the form of buffalo and deer were important as the four legged relatives provided shelter and clothing. Water also continues to be needed for all aspects of life.

Newly acquired knowledge was provided through the physical and spiritual realm as the Itanca would send those trained in scouting techniques to gather information to guide decision making. Decisions were not rushed as the Itanca would contemplate what they heard from their own Tiospaye (extended family) in addition to the objective information heard from the scouts. Spiritual communications assisted the Itanca in ensuring the decisions that men made were consistent with what Wakan Tanka (Great Spirit) wanted the leaders to do.

The following document entitled Spirit Lake Nation Recovery Plan is a compendium of this work that will eventually connect public and non-profit funding entities with the needs of the Spirit Lake Nation. This is only the beginning as current and future Itanca must continue to stress the importance of this document to begin the process of healing for our community, families, and individuals affected by this slow moving natural disaster. Read this document with an open heart and know that your input has guided our many FEMA relatives in helping this important work to occur.

Mitakuye Oyasin (All My Relatives)  
Spirit Lake Tribal Council

# Acknowledgements

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## The Youth of Spirit Lake Nation

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### Special Thanks

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Cankdeska Cikana Community College  
Four Winds Community School  
Warwick Public School  
Spirit Lake Gaming Commission  
Sioux Manufacturing  
Spirit Lake Casino & Resort  
The Glass Shop, Quince Hambek  
Nuts Online

### Recovery Partners

U.S. Army Corps of Engineers  
U.S. Bureau of Reclamation  
U.S. Department of Agriculture  
U.S. Department of Energy  
U.S. Department of Health and Human Services  
U.S. Department of Housing and Urban Development  
U.S. Department of Labor  
U.S. Economic Development Administration  
U.S. Veterans Administration  
Environmental Protection Agency  
Small Business Administration  
Indian Health Services  
Natural Resources Conservation Service Corporation for National and Community Service  
Resource Conservation & Development  
Rural Development  
North Dakota Office of the Governor  
North Dakota National Guard  
North Dakota Department of Emergency Services  
North Dakota Department of Transportation  
North Dakota Voluntary Organization Active in Disaster  
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## Executive Summary

The Spirit Lake Nation Recovery Plan is a Tribe-based initiative, which was set in motion and directed by Spirit Lake Nation (SLN) leadership. This process began when Myra Pearson, Chairperson of the SLN, appealed directly to the White House for assistance with the Tribe's recovery from nearly two decades of chronic flooding of Devils Lake, a closed-basin watershed. The SLN includes the southern shore of Devils Lake and has lost land, homes and economic opportunity since the flood waters began to inundate the area in the early 1990s. As a result of Chairperson Pearson's request, an Emergency Support Function #14 (ESF #14) Long-Term Community Recovery (LTCR) team was deployed to the SLN to provide technical assistance and support the Tribe in developing a Recovery Plan.

The LTCR team helped the Tribe further analyze the various impacts of the flooding on the community and provided planning expertise to address specific long-term disaster impacts. The SLN priority issues had been previously identified as substance abuse, housing, recreation, economic development and emergency response in the *Spirit Lake Tribe Strategic Plan 2008-*

2013 (Strategic Plan). Additional issues were identified during the LTCR team engagement with the Tribe. All these issues were categorized into six sectors: Community Planning and Capacity Building, Health and Social Services, Housing, Infrastructure, Economic Development and Natural and Cultural Resources. Nine Tribal stakeholder advisory Working Groups were formed to facilitate discussion of the issues related to the six sectors. These discussions yielded project proposals which were refined by the Working Group members. In addition to the Working Group meetings, eight community meetings were held to solicit feedback and other concerns from the community at large including input from focused audiences such as elders and youth.

The LTCR team was guided by the principles below to ensure that the long-term recovery planning engagement was sensitive to the unique needs of the Tribe.

### **INTEGRATE DISASTER MITIGATION INTO THE DISCUSSIONS**

As issues and projects were discussed by the Tribe, the LTCR team helped the Tribe determine how they are linked to the flooding disaster. Consequently, the Tribe applied recovery

categories to each project - Core Recovery, Recovery, and Community Recovery to help organize the multitude of projects. Mitigation of future impacts was discussed on a project-by-project basis where applicable.

### **INTEGRATE CULTURAL OPPORTUNITIES, TRIBAL VALUES AND SUSTAINABLE PRINCIPLES INTO PROJECTS**

The projects are designed to complement Tribal culture and values, including the core concept of sustainability. Projects involving facilities also included discussion of how to design them in a way that is culturally appropriate. For instance, programs addressing the challenges of substance abuse reflect the Tribal value of sobriety. All of the Working Groups recognized the importance of economic, environmental and cultural sustainability as they generated projects.

### **RECOGNIZE TRIBAL PROTOCOL**

The role of the LTCR team during the engagement was to assist the Tribe in their efforts to reach their goals. The Tribe directed the recovery planning efforts; and all recovery decisions during this process were made by or approved by Tribal leadership.

### **INCREASE COMMUNITY PARTICIPATION THROUGH ADVISORY GROUPS**

The Working Groups determined the scope of each project in the Recovery Plan. Among these projects, various advisory groups were proposed (e.g. for elders, for youth). A Champion has been selected for each project to motivate community participation, engender broad-based support and ensure its successful implementation.

As the Tribe-based Working Groups developed projects to address their priority issues and long-term disaster recovery, the LTCR team coordinated with Federal, State, non-profit and private-sector partners to help clarify Tribe needs related to the projects, build relationships, and discuss potential resources the partners could offer the Tribe to help implement the projects. This Recovery Plan, the end result of Working Group sessions, community engagement, LTCR team technical assistance, and partner identification, will help the Tribe achieve long-term disaster recovery for the Spirit Lake Nation.



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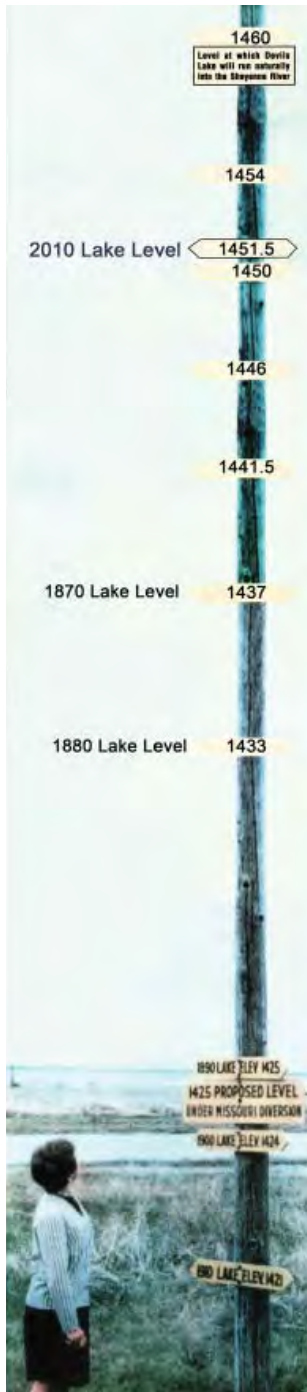
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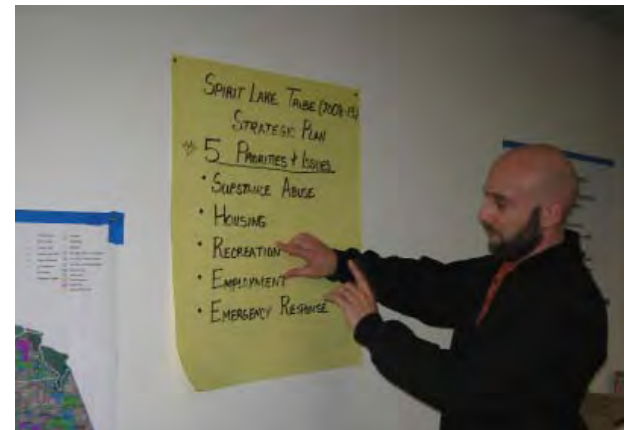




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Quill Work - Lonna Jackson



Courtesy of LRHS



# 1

## Introduction

### Devis Lake Flooding

Devis Lake is located within a 3,810 square-mile closed basin in North Dakota. Throughout its history, Devis Lake has been fluctuating from overflowing to dry. This variability is the normal condition of the lake—reflecting climate change. Devis Lake has reached its spill elevation of 1,458.0 feet above mean sea level (amsl) and overflowed into the Sheyenne and Red Rivers at least twice during the past 4,000 years. The last Devis Lake spill into the Sheyenne River occurred less than 2,000 years ago. It has risen approximately 29 feet in the last 17 years and is close to reaching its spill level.



In that time, rising water levels have expanded the lake from 45,000 acres to 146,000 acres and inundated the lands all around it, including those of the Spirit Lake Nation (SLN). At its spill elevation, Devils Lake will cover more than 261,000 acres, or 408 square miles. This is more than six times its original size. Long-term initiatives to abate the rising lake level have centered on the construction of an outlet project that has proven to be highly controversial and only partially effective in reducing the water level. Water quality issues and downstream flooding concerns complicate and delay any additional outlet projects designed to reduce or prevent catastrophic overspill, should Devils Lake exceed its spill level 1,458 feet amsl. The lake is presently at 1,452 feet amsl.

## Spirit Lake Nation

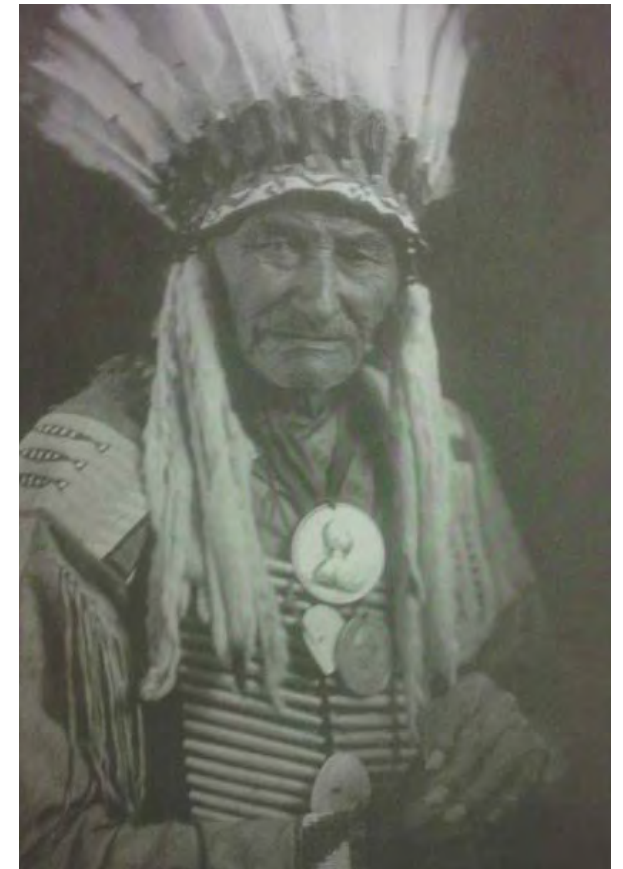
Of the seven original council fires (ceremonial fire kept burning while natives hold their councils) of the great Dakotah Nation, the two that make up the majority of the “Mni Wakan Oyate” (the People of the Spirit Water) are the Sisseton and Wahpeton bands. The Spirit Lake Tribe (Spirit Lake Nation), established by the Treaty with the Sioux-Sisseton and Wahpeton Bands in 1867, is located in east central North Dakota. According to the Bureau of Indian Affairs (BIA) Labor Force report of 2005, there were 5,927 enrolled members of the Spirit Lake Tribe. Total population within the Nation boundaries is 6,223.

The topography of the SLN is generally consistent with the Northern Plains region, with both flat terrain and rolling hills, and some wooded areas. The major surface water feature of the SLN is Devils Lake. The SLN covers approximately 405 square miles primarily in Benson County, with the southern part in Eddy County. Nelson County borders on the east and Ramsey County to the north. The total land area within the SLN as of 1998 was 245,141 acres consisting of 26,283 Tribe-owned acres, 34,026 allotted (trust) land acres, 375 U.S. Government and State acres, and 184,451 acres of fee land.

The Sheyenne River forms the southern boundary of the Reservation. The portion of the Sheyenne within the Reservation is approximately 50 miles long. Ultimately the Sheyenne River discharges into the Red River, which flows northerly between North Dakota and Minnesota into Manitoba, Canada. The rivers and streams of the reservation have substantial areas of associated wetlands and prairie potholes.

The last two decades of the Lake is rising has inundated lands and destroyed homes on the SLN. Unlike a disaster with immediate results like a hurricane or an earthquake, this disaster has been occurring slowly, gradually exacerbating a wide range of problems on the Reservation. SLN chairperson appealed directly to the White House for assistance with this disaster. As a result, an ESF #14 Long Term Community Recovery (LTCR) team was deployed to the SLN to help

the Tribe refine projects that address recovery and the priorities listed in their Strategic Plan. The Strategic Plan lists the priority issues the Tribe wishes to address as determined through public input. The top priorities include: addressing substance abuse, lack of housing, lack of recreation, need for economic development and enhanced emergency response.



*Tiowaste was the first chief of the Spirit Lake Tribe once they settled in the (reservation) area*

Courtesy of LRHS

## ~ CREATION ~

There was a band of people who lived under the earth, even under the water. There was a young brother and sister, who always played together in the same area. One day, the young boy went exploring. But this time, he went a little farther than he ever did before, until he came to a very different area. When he looked up, he could see something blue. So he reached up and it took him. It was a whirlpool. It took him up to the surface of the earth. He couldn't swim, but he did his best to stay on the surface of the water. When he got to the shore, he was very tired. The water threw him up onto the shore. He did not know where he was or how he even got there. He began looking around. He found this was a very beautiful place. He wandered away from where he surfaced. As he did, he lost this place. He again began to wander around.

Meanwhile, his sister was looking for him. After many days, she went where he usually went, but he was not there. She noticed there were tracks and followed them. She hoped to find her brother. The tracks kept going and she kept following. She came to the same whirlpool. She was also very curious. So she reached up and the whirlpool took her. Just as her brother, the water put her on the shore. She looked around, but she did not see her brother. She did see trees and hills. This was a very different place. But she thought to herself, "how beautiful!" because it was not much different from where she had come. She began to walk in the direction that she thought he might have gone. She was also looking for shelter. As all young people of this time, she knew the skills of survival. She did not need much to eat for there were berries and roots. The weather was warm.

After many, many days, she came to a stony ridge. From walking for so many days, she became very thirsty. To keep from getting too thirsty, she put a small stone into her mouth. By accident, she swallowed the stone. This stone traveled through her body and developed into a child.

When the boy child was born, she named him "STONE BOY." This is how the Dakota people began on the surface of the earth. This is why the Dakota honor a stone. In both stories, we began from a stone.

Creation narrative retold by Alvina Alberts.

Ms. Alberts was an enrolled member of the Spirit Lake Tribe and a respected Tribal Elder.

## How to Use This Document

This plan is a roadmap to Tribal recovery. The Spirit Lake Nation Recovery Plan is intended to serve as a long-term guide in decision making as the Tribal Council and Tribal government departments build on the key priorities identified in the previously prepared Spirit Lake Tribe Strategic Plan 2008-2013. It can be used to coordinate recovery strategies, initiatives and projects, and identify implementation priorities.

This Recovery Plan provides action steps for each project but it does not provide a timeline for the projects. Plans can change over time and recovery activities evolve as initiatives are undertaken or as more details become known. It is important to be flexible and assess changes based on the Tribe's vision for financial, cultural, and environmental self-sustainability as well as overall principles of the LTRC process.

This Recovery Plan includes brief summaries of more than 40 projects identified by the Tribe as important for long-term recovery. These projects represent a holistic view of recovery that is required to promote overall Tribal resiliency. The projects, based on priority issues as identified in the Strategic Plan, address the flooding impacts both directly and indirectly. When viewed in a broad context, LTRC projects may have an impact beyond their original scope or purpose. In all cases, individuals and departments within the Tribal government should coordinate with State,

Federal, non-profit, and private-sector partners for assistance throughout each project.

Projects that positively contribute to the Tribe's long-term recovery typically address a wide range of issues that encourage a functioning and healthy economy, support infrastructure optimization, encourage a full range of housing opportunities and enhance the environmental, financial, and cultural sustainability of the Tribe. To clarify the recovery process, this plan is organized in sectors including Community Planning and Capacity Building, Health and Social Services, Housing, Infrastructure, Economic Development and Natural and Cultural Resources. Within those sectors, the projects are divided by the Tribe as Core Recovery, Recovery and Community Recovery. Each project may be put into one of three categories. There is no value or timeline associated with these designations. The three recovery project categories simply characterize how a particular project stimulates the Tribe's recovery and contributes to the long-term sustainability of the Tribal community within the context of the overall Recovery Plan. These categories are described below:

### CORE RECOVERY PROJECTS

An essential project or process that serves as a catalyst or stepping stone for other recovery projects is a Core Recovery Project. These projects serve as important building blocks for Tribal recovery.

### RECOVERY PROJECTS

A project or process with clear and positive impacts on long-term recovery that directly addresses some aspect of the disaster or one of the key priorities of the Strategic Plan is a Recovery Project.

### COMMUNITY RECOVERY PROJECTS

A project or process that enhances the long-term sustainability of the Tribe is a Community Recovery Project. These projects complement other recovery efforts but may not have a direct link to the disaster and its damages.

This general organization of the projects will assist the Tribe as they make decisions concerning the implementation of the various projects. This implementation is expected to occur over a period of several years during which economic conditions and other key factors affect are likely to change. Equipped with an understanding of how each project fits into the overall Recovery Plan, the Tribal leadership and stakeholders will be able to make informed choices that contribute to both short-term and long-term goals. By recognizing the relationship of individual projects to the totality of the recovery effort, the Tribe can chart the best path toward the vision of being a self-sustainable Tribal Nation.

While this plan provides guidance for the SLN's recovery, there are many challenges ahead.

Finding funding, creating sustainable funding streams, and understanding that some of the recovery projects will take a long time to fully implement are some of the biggest challenges the SLN will face. These overarching challenges and more specific ones are listed for each of the projects as applicable.

While the Spirit Lake Tribe will be the primary user of this Recovery Plan, State, Federal, non-profit and private-sector partners in the long-term effort may also use this document to assist in Tribal long-term recovery. Various State and Federal agencies as well as other entities will be key to acquiring needed funding for project implementation. For each project there is a summary that provides a description for partners to use in determining whether or not they can support the project. A project champion (or advocate) is listed. In some cases, this champion is an individual and in others, the champion is a Tribal department.

Cost estimates are shown but it should be noted that these estimates include only direct costs to the Tribe. Finally, potential resources are listed. In some cases, these may be funding resources. In others, they may be technical assistance resources. Project Champions are encouraged to contact potential patrons to learn more about the resources they offer.

## Long-Term Community Recovery Manager

An LTRC manager should be selected by the Tribe and given the responsibility for facilitating the implementation of identified action steps, guiding ongoing efforts and moving recovery activities forward. The LTRC manager will coordinate closely with the Tribal Council and Tribal government departments to encourage open communication, cooperation and accountability from all parties.

Each of the strategies, initiatives and projects in this document will require a Project Champion to assume ownership to ensure projects move forward. The Project Champions are selected based on the premise that in most instances, it is beneficial to have someone who is familiar with the project work with appropriate entities needed to accomplish the task. In some cases, the LTRC manager may be the Project Champion.

To this end, the Tribal Council unanimously passed Resolution No. A05-11-030 on November 22, 2010, authorizing the Cankdeska Cikana Community College to apply to the US Department of Commerce Economic Development Administration on behalf of the Tribe to fund the Spirit Lake Nation Office of Recovery. It further directed that the Office of Recovery be “overseen and housed at the college” to “serve

as a resource to conduct independent studies, resolve emerging issues, and build consensus among tribal entities and individuals directly related to the Spirit Lake Nation Long Term Recovery Plan.”

## Preparation of this Plan

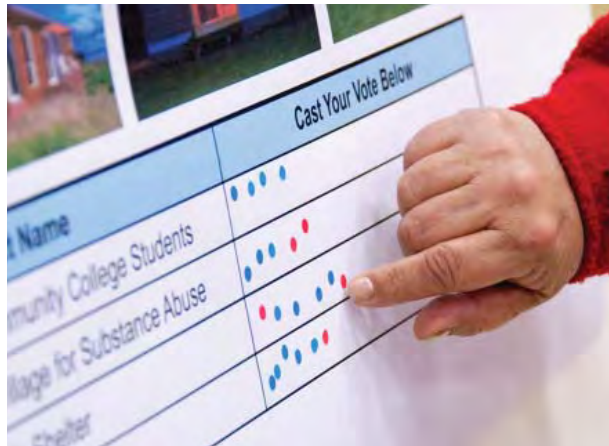
This plan is the product of the Tribal Recovery Committee, prepared with substantial technical and writing assistance provided by the ESF #14 LTRC team.

## ESF #14 LONG-TERM COMMUNITY RECOVERY

The LTRC mission is to work in partnership with the State, Tribal, and local jurisdictions to promote successful long-term recovery for communities suffering extraordinary damages, where local capacity to implement recovery is limited.

LTRC provides a framework to facilitate delivery of Federal assistance to local governments for community recovery, reconstruction, and redevelopment in unique and challenging disasters. LTRC attempts to identify gaps and to avoid duplication of Federal programs. Unlike FEMA's Individual Assistance, Public Assistance and Hazard Mitigation programs, LTRC has no program funds of its own. Support is provided primarily through coordination of existing Federal programs and resources, and targeted technical assistance. The types of support are based on an assessment of disaster impact and the community's capacity to recover on its own.







# 2

## Tribe-Based Recovery

### Recovery Partnership

As the first step in the recovery planning process the Tribe determined their most critical needs and decided on the most promising projects to meet those needs. The process involved the Tribe's leading a series of small Working Groups and large Community Meetings, providing a forum for new perspectives and acting as a catalyst for Tribal government stakeholders to make informed decisions about the most efficient steps to accomplish rebuilding and long-term recovery. The Tribe had the help of a close and supportive relationship with the LTCR team to aid them with technical assistance in developing, implementing and navigating this process. The product of this effort is the Recovery Plan.

Addressing the Spirit Lake Tribe's long-term recovery requires comprehensive assistance. The Tribe's resources are limited: They are not sufficient to deal with basic problems of unemployment, inadequate housing, poor health care and other issues. Add to that the twenty-year battle with the rising waters of Devils Lake, and the Tribe has had almost no time or money to deal with long-term recovery.

### Recovery Principles

Throughout the process of developing the Recovery Plan the LTCR team was guided by the following principles.

- Integrate mitigation where and when possible.
- Integrate cultural opportunities into projects.
- Incorporate Tribal values.
- Recognize and respect Tribal protocol.
- Integrate sustainable principles into all aspects.
- Increase community participation through advisory groups.

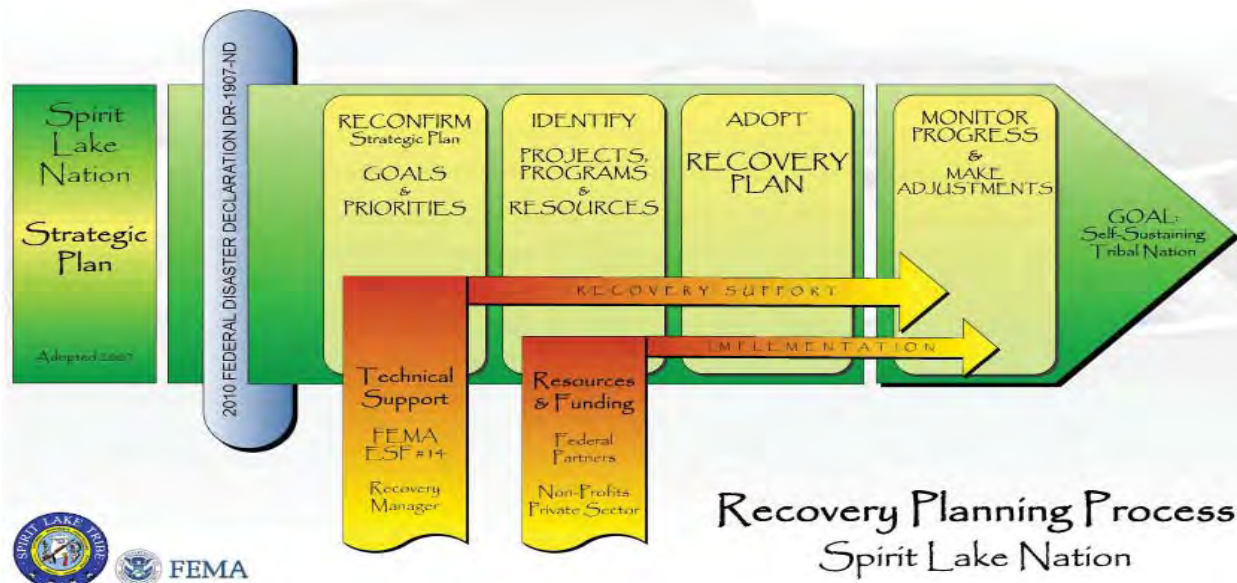
These principles were developed in consultation with, and approved by Tribal leadership prior to

initiation of the recovery planning for the Spirit Lake Nation.

### Recovery Process

Nine working Groups were formed to address the six sectors. These Working Groups consisted of Tribal leadership, Tribal government officials and business operators. The Working Groups, with input gathered during community meetings, and the assistance of ESF 14 LTCR team, developed the Recovery Plan to provide a road map to long-term recovery and serve as a companion document for the Spirit Lake Tribe Strategic Plan (Strategic Plan). The Spirit Lake Nation (SLN) LTCR process included the following steps:

- Analyzing the impact of the disaster on its operations and communities. This includes existing and projected impacts due to the ongoing disaster.
- Evaluating measures to enhance the Tribal Government’s internal capacity to act on its recovery needs.
- Identifying strategies that optimize resources to move its recovery forward.
- Coordinating Federal, Tribal, State, non-profit, and private-sector agencies and organizations to assist the Spirit Lake Nation in its LTCR process.
- Producing a Tribe-driven Recovery Plan as a companion document to the previously prepared Strategic Plan where relevant and appropriate.



### Recovery Working Groups

The LTCR planning process included an evaluation of the Tribe’s strategic goals and development of actionable projects, based on

those goals, which meaningfully contribute to the Tribe's goal of self-sustainability. To facilitate broad-based Tribal involvement, Working Groups were formed to address the following sectors:

- Working Group Planning , Finance and Recreation (a subgroup of the Community Planning and Capacity Building Sector)
- Emergency Services and Tribal Courts (a subgroup of the Community Planning and Capacity Building Sector)
- Health Services (a subgroup of the Health and Social Services Sector)
- Social Services (a subgroup of the Health and Social Services Sector)
- Housing
- Infrastructure
- Economic Development
- Natural Resources (a subgroup of the Natural and Cultural Resources Sector)
- Cultural Resources (a subgroup of the Natural and Cultural Resources Sector)

Note that subgroups were created by the LTCR team with Tribal approval in order to facilitate more focused discussions on specific topics.

The Working Group members consisted of Tribal leadership and staff, non-profit and private-sector leaders, and in some cases representatives of Federal agencies. Each Working Group met at least twice during the LTCR planning process, during which they identified, organized and studied projects, discussed potential resources

to address each issue, determined how to categorize the projects by recovery category (See Section 2, Tribe-Based Recovery Process), and selected project champions. Each Working Group was facilitated by a LTCR subject-matter expert.

As the Working Groups progressed through the planning process, leaders within each group emerged. As the process progressed, the LTCR team stepped back and played a more passive role during the working sessions. The Working Groups are now entirely facilitated and coordinated by community members and will continue meeting to discuss the progress of recovery efforts in the future and assist with project implementation. They will help ensure that projects are implemented in a manner that meets Tribal needs while making maximum use of resources.



## Community Involvement

### BACKGROUND

The Spirit Lake Tribe has been deeply involved in the LTRC planning process. Their efforts began in September 2007, prior to this LTRC process, when five priorities that needed to be addressed were identified to enable the Spirit Lake Nation to increase self-sustainability. Some Recovery Plan projects are based on the issues identified by the Tribe in the Strategic Plan and others were generated during the LTRC planning process.

### COMMUNITY ENGAGEMENT

Eight community meetings were held, one in each of the four Districts (Crow Hill, Fort Totten, St. Michael, and Woodlake) plus four other meetings described below. Each attendee voted for his or her primary and secondary priority recovery projects. This was accomplished by giving attendees two sets of colored dots to stick on display boards listing all the projects contained in the Recovery Plan. Project stakeholders and subject matter experts were present at display boards to discuss the projects in more detail so that people could make informed decisions as





to what they thought were the most important and relevant projects. Community members contributed their input about project prioritization and contributed their own ideas for additional projects by sticking Post-it notes on the boards. The community input gathered at these public meetings was used by the Working Groups to help make decisions and categorize projects.

### YOUTH AND ELDER ENGAGEMENT

Community meetings also were held at Four Winds Community School, Warwick Public School, and Cankdeska Cikana Community College as well as during Elders Day Out, a monthly social event for tribal elders. These meetings provided an opportunity for Tribal youth and elders to contribute their ideas in a forum exactly like the community meetings in each District. Tribal youth added their ideas for projects or initiatives they would like to see the Tribe undertake. These included establishing a local theater group, purchasing more land for the Tribe, and expanding sports leagues. Elders also voted on projects that were of high importance to them like an agricultural center or wind energy generation.

The planning process incorporated tribal values in all planning activities by showing respect to the two most important groups in Dakota Sioux culture: children and elders. Opinions of youth and elders were specifically sought in order to ensure that all groups in the community had the



opportunity to contribute to the process. Input from these groups and the rest of the community was crucial as these members of the Tribe are the primary beneficiaries of the projects in the Recovery Plan. While the Working Groups brought technical expertise to the table, broad-based input from the community at large was essential for the successful identification of all the recovery projects.

### TRIBAL COUNCIL ENGAGEMENT

Tribal Council members were regularly updated both on the progress of each Working Group and the public input results gathered from the community meetings. All Tribal Council members were participants in the Planning, Finance and Recreation Working Group, and the Tribal Administrator and/or Tribe Planner attended most of the other Working Group meetings. This ensured that as Working Groups progressed



through the process and the community provided their input, Tribal policy makers were kept informed.

### PARTNER ENGAGEMENT

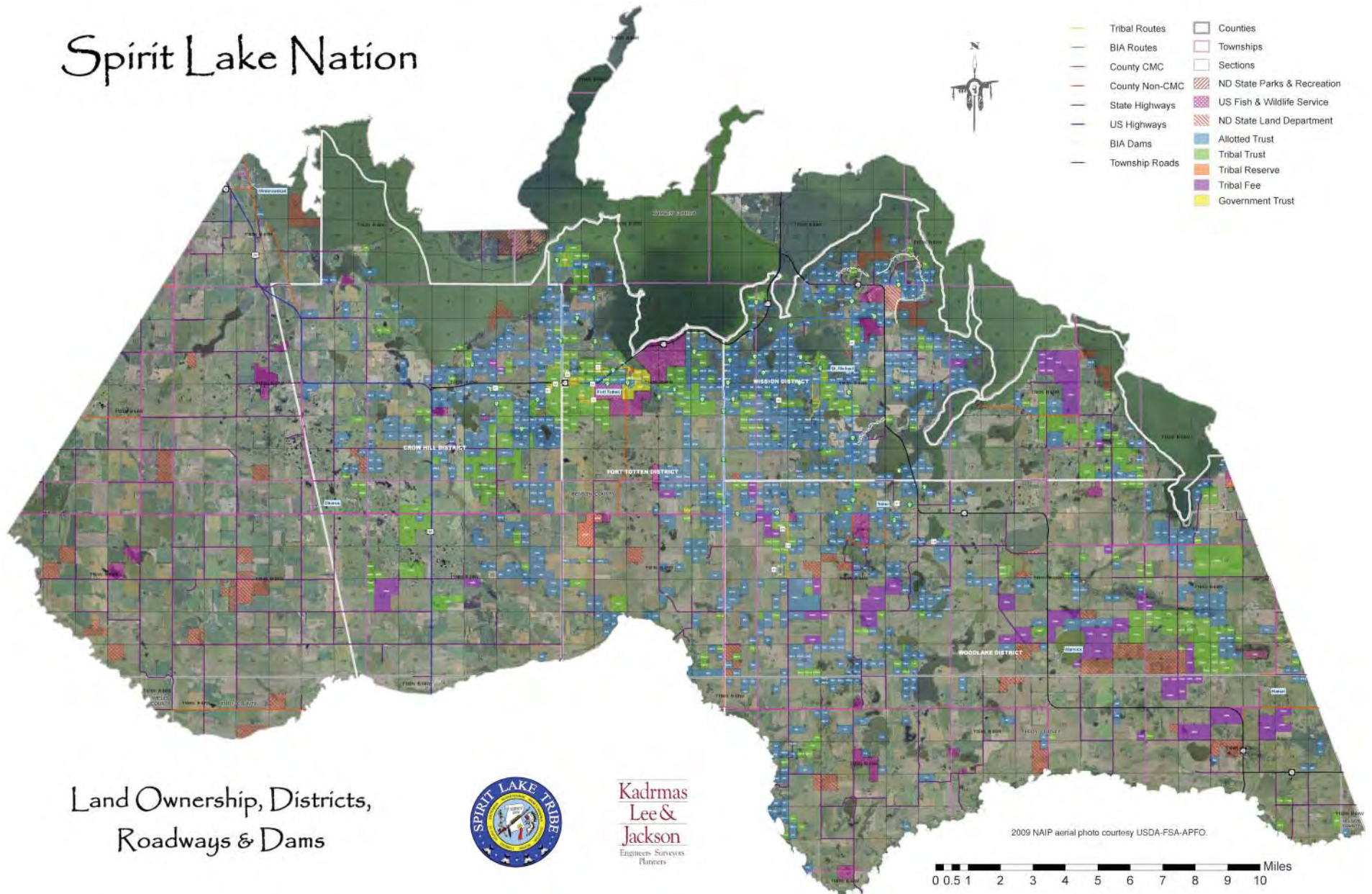
Throughout the planning process, Federal, non-profit, and private-sector partners were called on to explore ways in which partner resources might be made available to help the Tribe address their LTRC issues. While Federal partners were kept informed of the Tribe's progress in moving through the LTRC planning process, direct involvement was limited to encourage the Tribe to develop their own projects and priorities without Federal influence. On projects that working groups required Federal partner expertise, ideas and information was exchanged, connections were made, and relationships were strengthened as these projects were refined.

### Recovery Resource Conference

The final community engagement event for this phase of the LTRC process was the Recovery Resource Conference, December 8, 2010.

The Recovery Plan was presented to the Tribe and to Federal, non-profit and private-sector partners. Tribal political leadership, Working Group leadership and Project Champions had the opportunity to interact with partners during the conference to discuss the projects in more detail and begin determining the resources that the partners may be able to provide. This event established new relationships and strengthened existing ones between the Tribe and partners, paving a path towards successful tribal recovery. It is important to note that this conference marked not the end, but the beginning of the next phase in the Tribe's LTRC efforts as they work toward the goal of self-sustainability.

# Spirit Lake Nation



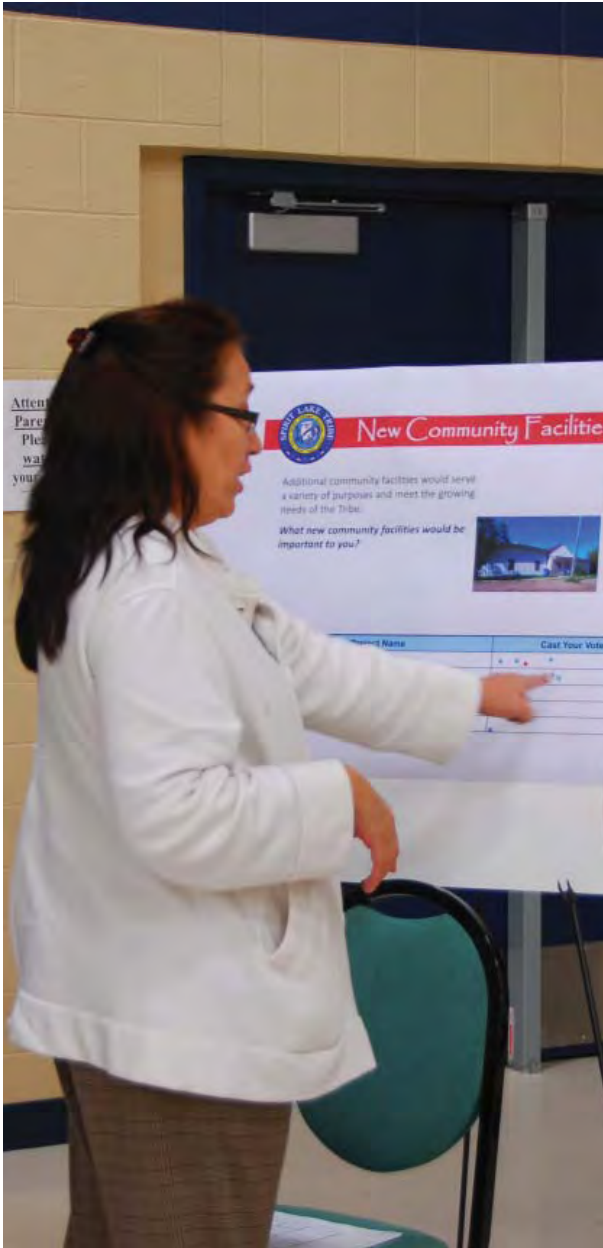
Land Ownership, Districts,  
Roadways & Dams



Kadmas  
Lee &  
Jackson  
Engineers Surveyors  
Planners

2009 NAIP aerial photo courtesy USDA-FSA-APFO.

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# 3

## Community Planning and Capacity Building

The Community Planning and Capacity Building Working Group divided into two subgroups: Planning, Finance and Recreation and Emergency Services and Tribal Courts. The Planning, Finance and Recreation Working Group discussed projects related to planning and capacity building, finances and recreation (wellness) opportunities. The Emergency Services and Tribal Courts Working Group discussed projects related to emergency response and the court system.



## Planning, Finance and Recreation/Wellness

### Planning

Community planning and capacity building are a foundation of recovery. While all of the projects in this Recovery Plan support recovery, the need to plan for the future and build capacity is essential. Planning provides a common direction to ensure that everyone is working together towards common future goals. Planning is what empowers the Tribe to take control of its own future. Planning also ties nearly all of the projects together including those related to health and social services, housing, infrastructure, economic development, and natural and cultural resources.

Currently, there are few planning documents used by the Tribe. For example, a comprehensive plan with long term goals and guidance for logical development does not exist. Nor does a consolidated capital improvements plan, though many individual departments do plan for their own capital improvements budgets. The Working Group acknowledges the lack of planning is a major hindrance to the Tribe's recovery. Immediate hazard mitigation concerns drove a great deal of the Working Group discussion. The need for land-use planning, a zoning ordinance and a building code were a top concern of the group. These relate directly to hazard mitigation planning that is currently in progress.

Coordinated planning efforts are necessary to help the Tribe successfully implement most of the projects in this plan as well as future projects that may be proposed by the Tribe. Many of the Recovery Plan projects are linked back to the need for planning in their respective action steps. The ordering of the plans listed below does not necessarily imply the order in which they should be implemented. Rather, it reflects the importance of the projects as discussed by the Working Group.

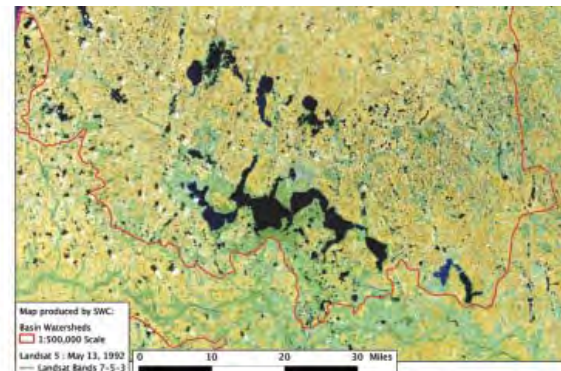
#### COMPREHENSIVE PLAN

The comprehensive plan conveys the Tribe's vision and goals providing guidelines for future development, typically over a 20- to 30- year period. It is an important tool to guide future development. This Recovery Plan includes projects that may be appropriately included in a comprehensive plan. As with a land use plan, the comprehensive plan also demonstrates forward thinking and stability to resource providers.

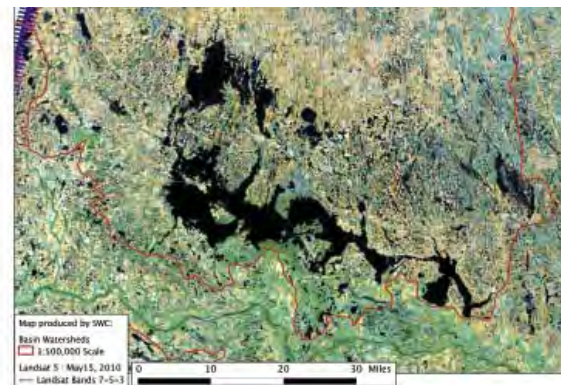
#### HAZARD MITIGATION PLAN

A hazard mitigation plan for the SLN is in progress. The hazard mitigation plan will identify flooding hazards and direct future development away from those areas. This is crucial to ensure that in the future, development is placed responsibly so as to avoid the potential for more flooding-related issues as they apply to housing and other development. A land use plan, zoning

Landscape Image of Devils Lake Basin on May 13, 1992



Landscape Image of Devils Lake Basin on May 13, 1992



ordinance and implementation of building codes are directly tied to hazard mitigation.

### LAND USE PLAN

A land-use plan addresses many issues, shows what land is suitable for development and addresses potential land use conflicts. For example, by planning ahead, the Tribe can ensure that future residential areas are close to existing services and infrastructure. This type of planning also ensures that development does not occur on lands that are subject to flooding or high water tables. This is critical to the overall hazard mitigation process. Finally, a land-use plan will encourage responsible development and it will give potential resource providers a clear idea of land-use requirements and how each particular project will relate to adjacent existing or future development.

### ZONING ORDINANCE

A zoning ordinance supports smart land use by providing detailed guidelines for development. A zoning ordinance that specifies setbacks from roads and other structures as well as access to developments, etc, helps ensure that structures are sited in a logical way that promotes a sense of community and takes advantage of existing or proposed infrastructure. Zoning is also an effective tool to enhance and maintain the beauty and livability of the community by regulating nuisances.

### BUILDING CODE

Building codes provide safety and quality standards for structures, which is also a key component of hazard mitigation. Building codes also provide guidelines that support the longevity and appearance of structures. For example, in North Dakota, pitched roofs are safer than flat roofs since heavy snow can cause structural damage to buildings with flat roofs. Also, building codes can address mold concerns because they incorporate design and materials standards to help prevent excessive moisture. Many communities use the Uniform Building Code. The Tribe could adapt this widely accepted code to meet their specific needs.

### CAPITAL IMPROVEMENTS PLAN

A capital improvements plan provides a consolidated view of financial requirements to fund infrastructure and community facility improvements. Many Tribal departments currently make projections of their own financial requirements for various projects. A consolidated plan provides a single reference for future budgeting, avoids duplication and waste, and clearly demonstrates funding needs to potential resource providers.

### Capacity Building

Without certain capabilities and capacities, it will be challenging to successfully implement projects. For instance, since there is no dedicated planning



department, there is limited ability to plan. Also, not all departments have qualified grant writers, which limits their ability to compete for funding necessary to complete projects. The following areas were identified as areas of focus for capacity building:

- Communication
- Community Resiliency
- Sustainability – including environmental, financial and cultural.

### COMMUNICATION

Currently, many departments seek the same funding resources without working together. This leads to a duplication of efforts which is not efficient. A communications policy ensures that work on plans and projects are not duplicated because it requires the sharing of information. A comprehensive communications strategy should be adopted by the Tribe in order to facilitate open dialogue among various departments and to find opportunities to work together on certain projects.

Communication between the Tribal government and the public is also critical. Initiatives undertaken by the Tribal government should be communicated clearly and regularly. Encouraging community input in appropriate ways in planning efforts is essential to instilling public confidence in government. Public participation will help refine projects and make the community stronger by giving citizens a voice in decisions that will affect them.

Increased capacity and communication contribute

to overall community resiliency. The community must have a voice in public decision making. It is important to empower all generations to come together and speak about issues that affect them. Youth, adult, elder, and veterans advisory groups should have opportunities to contribute to government. Two projects in this Recovery Plan will directly address these issues.

### Financial Sustainability

Financial sustainability must be achieved. The desire for financial independence and sustainability was a major factor in the Strategic Plan. Many current Tribal programs and jobs associated with them are grant-funded. While grants are a worthwhile source of funding, there is often uncertainty that any given grant will be renewed. Encouraging sustainable revenue streams will lessen reliance on grant funding. There are many methods of achieving sustainable revenue sources that may be explored by the Tribe including taxes, fees, and income-generating businesses. Grant funding should be a supplement to these more stable sources of revenue. The Tribe would also benefit by pursuing technical assistance in financial management to ensure Tribal agencies are meeting the requirements of various grant providers.

### Recreation/Wellness

A top priority listed in the Strategic Plan is increased recreation and wellness opportunities to contribute to the health and resilience of the community. The flooding disaster has exacerbated social issues on the Reservation such as lack of



Community Planning and Capacity Building

family functionality, alcoholism, etc. A wellness center would encourage family activities and cross-generational communication.

While increasing the capacity for new recreation and wellness options is important, it is also important to reevaluate the overall mission of the Tribal recreation centers. Physical recreation is often geared towards youth. However, it is important that the centers serve all segments of the population and address both recreation and practical education.

### Emergency Services and Tribal Courts

The enhancement of emergency services and the Tribal courts system contribute to the Tribal recovery and its capacity to become self-sustaining.

#### EMERGENCY SERVICES

A critical component of Tribal recovery and resilience is the improvement of emergency services. This includes the provision of facilities and equipment to help emergency responders better serve the Tribe in a way that will ultimately save lives. The SLN is subject to severe weather conditions that cause major delays to emergency response, especially in the fall and winter months. There is a need for centralized operations and enhanced services to improve the effectiveness of emergency response, a top priority listed in



the Strategic Plan. This is also critical to meet the needs of outside emergency service providers. They serve the SLN in extreme emergency situations where Tribal emergency services do not have the capacity to respond adequately.

#### TRIBAL COURTS

The challenges faced by the Tribal Courts to appropriately dispense justice is a major hindrance to recovery. Because the existing facilities and programs do not sufficiently address the needs of the Tribe, attention and resources are diverted away from recovery projects to address those needs.



## CORE RECOVERY PROJECT

### Increase Community Resiliency

#### PROJECT CHAMPIONS

*Spirit Lake Tribe Boys and Girls Club*

Resiliency is the ability for any community to effectively recover from a disaster. Per discussions held by the Working Group, increasing community resiliency for the Tribe means increasing community engagement in the recovery process. Increasing community resiliency requires establishing organized community groups to encourage active participation in Tribal affairs. These groups would include, but are not limited to, an elder advisory group, a youth advisory group, and a veterans' advisory group. The purpose of these groups is to give all community members the opportunity to contribute their ideas toward tribal programs, projects and other initiatives.

All tribal members are stakeholders in recovery and the projects in the Recovery Plan. Having active community groups share their ideas about projects is important because their ideas may provide clarity and definition, thus helping to refine projects. This helps ensure that projects meet the recovery needs of the people intended to benefit from them.

#### Action Steps:

- Consider ideas for organized community groups in addition to those already mentioned, such as a women's community group, a community group for the disabled, etc.
- Provide meeting space for the community groups.
- Formalize community groups by designating a leader and a regular meeting schedule.
- After convening the community groups, respective community group leaders should contact the Tribal Secretary-Treasurer to request inclusion on public meeting agendas as necessary.

#### Challenges:

The primary challenge to forming community groups is finding membership for them. While many individuals are interested in contributing ideas, being a member of an organized, formal group requires a time commitment that may be difficult for many to make. After the groups are formed, their sustainability becomes the biggest challenge. Participation in community groups must result in real action for participants to see the value in continuing. One way to do that is for the Tribal Council to support the groups' efforts by allowing them to share their findings and ideas at public meetings. Giving a voice to community groups by including them on the agendas for these public meetings acknowledges their

influence in the Tribe's decision-making process.



#### Cost Estimate:

This project can be accomplished at little cost. No external funding sources are required.

#### Potential Resources:

External funding is not required to accomplish this project. However, existing Tribal resources such as Cankdeska Cikana Community College, the secondary schools, and Spirit Lake Casino can help facilitate community group meetings should be considered.

## CORE RECOVERY PROJECT

### Enhance Tribal Finance Management and Raise Sustainable Revenues

#### PROJECT CHAMPIONS

*Tribal Finance Office*

Enhancing the Spirit Lake Tribe's financial management systems is crucial to ensure that grants are managed properly, proposed expenditures are clearly projected and that sources of sustainable revenue are explored.

Grants management training for the Tribal Finance and Environmental Protection Offices is already scheduled to take place. This will help these offices understand the expectations of U.S. Environmental Protection Agency grant programs. Understanding Federal grant expectations is critical as the need for funding recovery projects increases.

Exploring sources of sustainable revenue is also important. Moving toward financial sustainability while simultaneously moving along the path to recovery provides an ongoing benefit for the tribe. Implementing policies to increase revenue through taxes, fees, etc., will help promote financial sustainability and less reliance on grant funding. Financial sustainability will allow the

Tribe to fund programs consistently and offer long-term careers instead of temporary grant-reliant jobs.

#### Action Steps:

- Pursue financial management training – In progress as of December 2010
- The Planning and Finance Working Group should continue to meet and discuss potential revenue sources for the Tribe.
- Develop a plan for making expenditures transparent to the entire Tribe, especially if taxes are levied.
- Upon approval of the working group (which consists of all the voting elected officials), implement sustainable revenue sources agreed upon immediately.

#### Challenges:

There are potential challenges to implementing this project, especially as it relates to generating revenues. As is seen in many instances, there is resistance to levying taxes and fees. It is important that the Tribal government convey to the public the reason additional revenues are necessary and what existing programs are suffering as a result of not having these revenues. It should be noted that in meeting these challenges, it is possible to exempt enrolled Tribal members from certain proposed taxes and fees.

Another challenge is ensuring that Tribal financial systems are set up to both meet the common requirements applicable to Federally funded programs and to recognize and accommodate any differences. This will require Federal agencies to work together with the Tribe to identify these similarities and differences.

#### Cost Estimate:

This project can be accomplished at little cost. No external funding sources are required.

#### Potential Resources:

Other tribes who have implemented policies to increase their revenues and improve their financial systems may be able to offer support and advice. Other tribes have already experienced the challenges mentioned above and could share their experiences. With respect to financial management, the EPA offers a course on grants management. EPA is pursuing partnerships with other federal agencies so that the differences and commonalities among those agencies' respective grants requirements can be discussed.

## CORE RECOVERY PROJECT

### Develop and Implement a Communications Policy

#### PROJECT CHAMPIONS

*Tribal Administrator's Office*

In order to develop and implement a successful communications policy, it is important all agencies and representatives of the Tribal government be involved. Adopting and utilizing communications policies within Tribal government and between the Tribal government and the general public will strengthen lines of communication and increase collaboration. Adopting clear policies for communications processes ensures the productive use of resources and cooperation for the successful pursuit, design and implementation of future projects, programs and other initiatives. This involves implementing a regular meeting schedule and reporting requirements for Tribal agencies to discuss any project, program or initiative to be undertaken and to look for avenues of cooperation among other potential stakeholders. This level of communication and cooperation is critical to support the projects outlined in this Recovery Plan as well as projects proposed by the Tribe in the future.

Another component of this project is the communication of Tribal initiatives to the public.

There are many ways to do this: newsletter, email newsletter, social networking web sites, KABU Radio, regular reports at district meetings, etc. Keeping people informed and giving them an opportunity to provide input is a way to refine projects to meet the needs of the entire Tribe.

A communications policy is important because it provides an opportunity for different Tribal agency heads to cooperate in accomplishing various projects, programs and initiatives effectively

and efficiently. For instance, if the Housing Department regularly shares information with Tribal utilities departments in planning a strategy for new development, they have an opportunity to work together to ensure that new development occurs responsibly and in a financially feasible manner (e.g. building where infrastructure already exists or is planned). Regular communication also creates efficiency by limiting circumstances where efforts are duplicated by multiple agencies.



### Action Steps:

Develop a formal policy for regular communications processes among Tribal agencies. Communications strategies include, but are not limited to:

- Regular meeting requirements for Tribal agencies
- Regular reporting requirements from Tribal agencies
- Electronic newsletter summaries of all agency activities sent regularly

Develop a formal policy for regular communications to the public. Communications strategies include, but are not limited to:

Newsletters/Flyers listing current Tribal initiatives in hard copy, on bulletin boards in community facilities, via email, social networking web sites, KABU radio and at district meetings.

### Challenges:

There are potential challenges to implementing a communications policy.

As of December 2010, the Tribal government has already undertaken some initiatives to start working groups among different Tribal agencies. The working groups formed during the recovery planning efforts will also continue as different recovery projects are implemented. However, Tribal leaders who are accustomed to operating independently may resist efforts that require regular communications. The benefits

of communication must be shared with them to overcome inter-departmental territoriality and encourage active and enthusiastic participation. While agency heads are often expected to be experts in their fields, even experts do not always have all the answers nor should they be expected to. It is important to encourage the open sharing of ideas and opinions among all of the agencies that could be involved with a particular project so that a shared pool of knowledge is available.

### Cost Estimate:

This project can be accomplished at little cost. No external funding sources are required.

### Potential Resources:

While no external funding is required to accomplish this project, the Tribe should consider sustainable resources in implementing communications strategies including electronic communications, social networking web sites and KABU radio. Limited flyers could be made available in community facilities such as the Administrative Building and reservation businesses.



## CORE RECOVERY PROJECT

### Community Planning

#### PROJECT CHAMPIONS

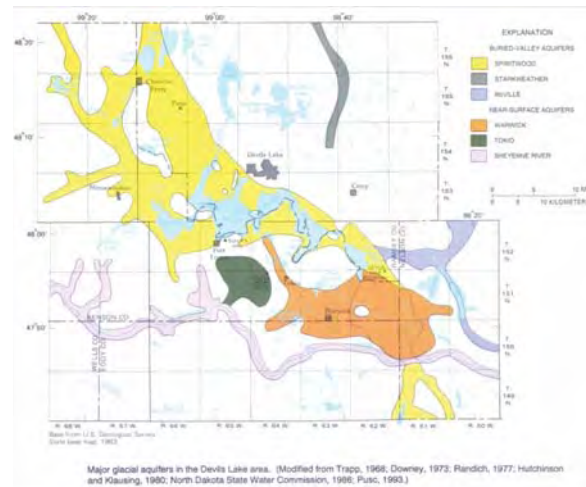
*Spirit Lake Nation Planning Office*

Multiple planning efforts are critically needed on SLN. Planning efforts require participation and concurrence from Tribal decision makers, Tribal government departments and citizens as the different components of this project require extensive cooperation. Specific planning efforts needed on the reservation include comprehensive planning, land-use planning and zoning in conjunction with the adoption of building codes and capital improvements planning.

- **Comprehensive Planning:** SLN seeks to evaluate its vision and goals for the next 20 to 30 years. Comprehensive plans speak to many different community needs, such as housing, infrastructure, recreation, etc. It is important to consider the distinct needs and visions of the four districts that comprise the SLN as part of the overall comprehensive planning effort. Comprehensive plans tie together other plans like land use plans, zoning and hazard mitigation by providing a broad framework to support these plans.
- **Land Use and Zoning:** While land use and zoning are controversial topics, the result of

not having these guidelines has already been seen in the form of housing damages from saturated soils. Land-use plans must take into consideration areas that are not safe or appropriate for building. Zoning codes must include siting standards that create a sense of place within neighborhoods.

- **Building Codes:** Quality standards will ensure that structures are safe and durable.
- **Capital Improvements Planning:** Tribal agencies work together to develop a consolidated and transparent capital improvements plan so that decision makers can see all of the Tribe's projected capital needs in one consolidated document.



#### Action Steps:

- Create a Planning or Community Development Department dedicated entirely to reservation planning and code enforcement efforts. Identify where there may be gaps in the capacity for planning and consider resources such as AmeriCorps Vista that may be able to fill those gaps to increase planning capacity.
- Consult with planning technical assistance and/or funding providers to discuss the scope of each of the planning efforts listed.
- Formalize working groups comprised of community members of varying backgrounds so that the planning efforts best meet the needs of the Nation and that community buy-in can be secured. This step needs to be completed for each planning effort.
- Develop a comprehensive plan based on the community's vision and adopt a policy to update this plan at least every five years.
- Evaluate existing land hazards and culturally significant areas and build a land use plan around them.
- Develop zoning codes.
- Adopt building codes to meet reservation needs.
- Adopt a policy to review land use, zoning and building codes at least once per year.
- Develop a five-year consolidated capital improvements plan for all tribal agencies.

Adopt a policy requiring annual updates to this plan so that it perpetually projects expenditures five years out.

- Develop a comprehensive plan based on the community's vision. Adopt a policy requiring an update to this plan at least every five years.



### Challenges:

Challenges associated with this project include the need to fund and reprogram the tribal planning department to make it a planning-only office, the need to sustain enthusiasm toward the planning efforts as they can sometimes take a long time, the need to find technical assistance and/or funding to help with the plan writing efforts, and the need to enforce codes and planning policies implemented by the Tribe.

### Cost Estimate:

\$1 million

### Potential Resources:

- Action Strategy (private sector)
- American Planning Association – Indigenous Tribes Division
- AmeriCorps State and National Indian Tribes Planning Grants
- AmeriCorps Vista
- Angoon Business Center
- International City/County Management Association – Center for Sustainable Communities
- Other Tribes (for technical consultation)
- U.S. Department of Agriculture Rural Housing Office – Rural Community Development Initiative
- U.S. Department of Homeland Security FEMA

– Mitigation Planning

- U.S. Department of Housing and Community Development – Indian Community Block Development Grant
- U.S. Department of the Interior Bureau of Indian Affairs – National Geospatial Resource Center
- U.S. Environmental Protection Agency - Smart Growth Program
- Urban Land Institute Foundation

## CORE RECOVERY PROJECT

### Enhance Emergency Services

#### PROJECT CHAMPIONS

*Spirit Lake Nation Emergency Management Office*

Enhancing the SLN emergency services system will help Tribal as well as outside service providers respond more efficiently to emergencies on the reservation. Addressing the need for enhanced emergency services is a top priority in the Strategic Plan.

The existing radio system needs to be upgraded for compliance with P25 standards (to be adopted by the Federal Communications Commission in 2013). The cost for upgrading the system is estimated at \$200,000 - \$350,000. Appropriate street signage must be incorporated consistently throughout the Reservation to ensure emergency responders are able to successfully find their way around. This data also needs to be incorporated into a GPS system usable both internally and by outside responders. Emergency alerts must be provided for all emergencies and plans for handling emergency situations must be constantly tested and reevaluated to ensure that they are effective. Emergency shelters need to be

established in conjunction with other projects. For example, if a new wellness center is built, it should be constructed to standards consistent with an emergency weather shelter to encourage multi-purpose use. A transportation plan for those without access to a vehicle should also be established. Finally, emergency service providers need training in waterborne search and rescue, structural fire fighting, ATV use, etc.

This project is important because it can save lives. Improving efficiency of emergency response services is one of the top five priorities listed in the Strategic Plan. Currently, there is a long lag time between requests and response to various emergency situations. In many cases, these emergency situations involve the difference between slight damage and total loss of property. Sometimes, they are cases of life and death. Tribal members and other residents and even visitors to the reservation need to feel secure in the knowledge that if an emergency arises, emergency responders will be able to assist them.

#### Action Steps:

- Upgrade the existing radio communications system among all emergency services providers (assessment complete).
- Install street signs and 911-address signs throughout the Reservation. This data should also be inputted into a GPS system.
- Enhance emergency alert systems including reverse-911, stationary sirens and radio



broadcasts of emergencies and road outages.

- Test and evaluate the school plan for emergencies on a regular basis.
- Create emergency shelters and implement transportation to those shelters. These should be identified for inclusion in a comprehensive plan.
- Provide training for Reservation emergency service providers.

### Challenges:

The primary challenge associated with this project is finding the funding to purchase equipment, signage and other enhancements, and to pay salaries and offer training opportunities competitive with those available to outside emergency service providers. These are major challenges, but meeting them is vital to ensure that emergency service providers are familiar with the neighborhoods and most importantly, the people they are serving on the Reservation.

The challenge to creating an effective reverse-911 system is getting people to register their phone information and keep it updated. Communicating to residents the need to submit their current phone numbers to the reverse-911 provider is critically important for their safety.

Finally, the current addressing system may need to be updated. This project could meet resistance from people who do not want to go through the hassle of changing their home addresses, but there are problems such as instances where both

even and odd numbered addresses are on the same side of a street. This is not consistent with typical 911 addressing systems.

### Cost Estimate:

\$850,000+

### Potential Resources:

- U.S. Department of Agriculture Rural Development – Community Facilities
- U.S. Department of Homeland Security FEMA – Emergency Management Institute

## CORE RECOVERY PROJECT

# Enhance the Tribal Justice System

### PROJECT CHAMPIONS

*Tribal Courts*

Enhancing the tribal justice system strengthens the Tribal Court's role in the community. The goal of this project not only involves making internal changes to the system, but also increasing outreach from the court to the community at large. The project has many components, relating to increased staff and to relationship- building between tribal members and the courts.

The components of this project include:

- The enhancement of probation and supervisory capacity (hiring additional staff);
- The creation of a traditional tribal justice system where offenders are judged by their peers instead of by a judge;
- The implementation of alternative sentencing including a program that encourages rehabilitation and probation for veterans who commit minor substance abuse or depression related crimes,
- Outreach between the courts and the community.

### Action Steps:

- Determine additional staff required and secure funding to support them. Use sustainable funding sources if possible.
- Consult with other tribes on the implementation of a traditional tribal justice system.
- Outreach to U.S. Department of Justice to promote awareness of this system.
- Consult with Federal agencies and other tribes on the implementation of alternative sentencing programs.
- Form advisory groups or work with existing community groups to help the court enhance its programs.

### Challenges:

The primary challenge associated with enhancing the tribal justice system is finding funding to support and sustain increased staff needs. Supporting staff with grants is not sustainable because there is never a guarantee that a grant will be renewed from term to term. Finding ways to encourage sustainable revenue to support staff for the long term is a major challenge and will need to be done in cooperation with other tribal government decision makers.

There are also challenges to implementing a traditional tribal justice system. Learning from other tribes and educating agencies familiar the U.S. Justice System is important to encourage

increased awareness and understanding of the system. The establishment of advisory groups is probably the least challenging component of this project on its face, but it requires that the court be actively involved in promoting the groups themselves and encouraging regular and open meetings. This is especially true for a youth advisory group where participants may be afraid to discuss legal issues openly.

### Cost Estimate:

\$79,000 for consulting fees

\$423,000/year to support additional staff

### Potential Resources:

- U.S. Department of Veterans Affairs – VA Fargo American Indian Activities Coordinator
- U.S. Department of Justice – Office of Tribal Justice
- Office of Justice Programs
- Other Tribes

## RECOVERY PROJECT

### Construct an Emergency Operations Center

#### PROJECT CHAMPIONS

*Spirit Lake Nation Fire Department*

Constructing an Emergency Operations Center (EOC) addresses the need for faster emergency response on the reservation. Addressing this need is a top priority in the Strategic Plan. An EOC would house emergency services including monitoring and dispatch services and could also house fire department and emergency medical services equipment.

The new EOC will be a secure facility with space for a dispatch center, a monitoring center, indoor classroom and outdoor training areas, office and support space such as a kitchen, space for personal storage, etc. to accommodate 24/7 staffing. A garage would also support users of the facility. This garage would need to be climate-controlled for potential emergency service vehicle storage, such as fire trucks, which are subject to freezing issues in the winter.

The central EOC is to be strategically located in St. Michael because it is centrally located and it is the district most subject to flooding emergencies. The facility will be placed on a site

that is not flood prone as it will be a staging area for equipment to serve the Tribe in an emergency situation. The project also calls for satellite facilities located in Crow Hill and Woodlake. The satellite facilities will be smaller, with office space, support space and garage space. The satellites will provide primary response to emergencies in their respective districts and support the other districts as required. The existing Fort Totten facility could become the third satellite facility if a new EOC is built in St. Michael.

#### Action Steps:

- Work with the Tribal Planning Office to be included as part of the Comprehensive Plan.
- Decide what services will be housed in the EOC and annexes.
- Select a site (and alternative sites) for the EOC and annexes, making sure they can adequately support the facilities.
- Acquire the preferred sites if they are not already Tribe-owned.
- Hire an architect to design the facilities.
- Secure funding for the facilities by clearly demonstrating the need and documenting the planning efforts.

#### Challenges:

Major funding will be required to complete this project and it will require justification and

documentation of progress. Obtaining input as to exactly which services should be included in the facility is also important. Continued Emergency Services and Tribal Courts Working Group meetings must occur to ensure the project is refined. Community groups should be organized and maintained to provide further input as the project nears fruition. Finally, the construction of a new facility will take time to complete.

**Cost Estimate:** \$1.96 million

#### Potential Resources:

- AmeriCorps State and Local - AmeriCorps State and National Grants FY 2011
- Lake Region Dispatch Center
- U.S. Department of Agriculture Rural Development – Community Facilities
- U.S. Department of Housing and Urban Development – Indian Community Development Block Grant
- U.S. Environmental Protection Agency– Region 8 Office of Emergency Response

## RECOVERY PROJECT

### Construct a New Wellness Center

#### PROJECT CHAMPIONS

*Spirit Lake Tribe Boys and Girls Club*

Constructing a new wellness center addresses a wide variety of community needs that directly contribute to Tribal recovery, including providing recreation opportunities, (a top priority in the Strategic Plan), opportunities for learning and personal and family development, and cross-generational communication. A new wellness center may house classrooms for various types of instruction (including classes in general health, sex and safe-sex education, etc.) facilities for physical activities including exercise rooms, and even a swimming pool. Activities in the Wellness Center will be designed and promoted to include people of all age groups, with a special focus on families. This will encourage communication, sharing of values and learning opportunities between elders and youth and among families.

A new wellness center would house both physical recreation activities as well as facilities for learning that encourage cross-generational communication which should contribute to preservation of the Spirit Lake Dakota cultural

traditions. This center would enhance the capacity for recreation and wellness both in terms of physical space and diversification of opportunities.



A new wellness center might include highly-desired components like a swimming pool, volleyball courts, a boxing ring, exercise rooms, classrooms for practical and cultural learning, and other features that were suggested during community meetings. While members of all age groups were given an opportunity to participate in the community meetings associated with this Recovery Plan, providing a forum for a more focused discussion with another opportunity for people to share ideas about what should be included in a new wellness center would be ideal before the project starts. Partnerships between the wellness center and other organizations such as Boys and Girls Club, 4-H, YMCA, etc. should be considered to maximize opportunities for overall wellness. Deciding on ways to make the best use of a new center is important. For

example, a new wellness center could also be a shelter during weather emergencies.

This project would improve overall quality of life on the reservation by providing increased opportunities for recreation, learning activities for all generations, and by encouraging healthier lifestyles.

#### Action Steps:

- Decide what activities will be facilitated in the Center.
- Decide as to what agencies will be housed in the Center.
- Work with the Tribal Planning Office to include as part of the Comprehensive Plan.
- Select a site (and alternative sites) for the Center, making sure they can adequately support the facility.
- Acquire the preferred site if it is not already Tribe-owned.
- Hire an architect to design the facility.
- Secure funding for the facility by clearly demonstrating the need and documenting the planning efforts. Note that funding for maintaining the facility must also be considered.

The facility is described as a “Wellness” Center rather than a “Recreation” Center because even though wellness centers incorporate many of the same activities as recreation

centers, they encourage educational activities for people of all ages and families. Also, there are more opportunities for potential partners to fund wellness centers which benefit the entire community as opposed to recreation centers that tend to cater to youth.

### Challenges:

Major funding will be required to complete this project. Initial funding for the project will require justification, and continued funding will require documented progress. Obtaining input as to what sorts of activities should be included is also an important step; reaching out to Tribal members in a forum where they are comfortable sharing their ideas is critical. The community meetings that were conducted as part of Recovery Planning efforts yielded some input, such as the desire for a swimming pool and boxing facilities. Community groups should be organized and maintained to provide further input as the project nears fruition. Finally, the construction of a new facility will take time to complete.

All of the challenges related to agreement and cooperation are surmountable. The biggest challenge will be maintaining momentum and administrative oversight during what could be a number of years to project completion. It will be up to the Tribe to keep the community, applicable tribal agencies, federal agencies, and other resource providers up to date on progress and milestones achieved.

**Cost Estimate:** \$5.24 million

### Potential Resources:

- U.S. Department of Agriculture Rural Development – Community Facilities
- U.S. Department of Housing and Urban Development - Indian Community Development Block Grant
- U.S. Department of Housing and Urban Development – Choice Neighborhoods Initiative
- Boys and Girls Clubs
- National 4-H Council

### An Alternative:

An alternative project would be to expand and renovate the existing recreation facilities. Less funding is required but some of the aforementioned steps must still be taken including determining whether the existing sites can support expanded wellness facilities, securing and monitoring funding and changing the name of the “recreation centers” to “wellness centers” to help secure funding directed toward community facilities. Also, using the existing facilities for the aforementioned wellness activities now will further justify the need for wellness center funding.



## COMMUNITY RECOVERY PROJECT

### Construct a New Tribal Justice Complex

#### PROJECT CHAMPIONS

*Tribal Courts*

The construction of a new Tribal justice complex meets the need for a consolidated justice facility as identified by the Tribe to effectively and efficiently address Tribal justice issues. The project has many components including:

Separate areas for juvenile and adult courts as well as offices to support tribal court judges, attorneys, probation officers, social services and other staff critical to meet the needs of the tribal justice system;

- Separate long term holding facilities for juveniles and adults;
- Separate short term holding facilities for juveniles and adults;
- A sex offender registry room;
- A Victims Assistance Office;
- A medical isolation room;
- An FBI satellite office;
- A secure evidence room;

- Other office, general storage and vehicle storage will also be included.

Note that offices and uses listed above were determined by the Emergency Services and Tribal Courts Working Group in the Long Term Community Recovery planning process. Formal agreement must be obtained from Tribal officials and other federal agencies to be housed in the proposed complex.

#### Action Steps:

- Decide which Tribal and Federal agencies will be housed in the complex and secure agreement from them.
- Work with the Tribal Planning Office to be included as part of the Comprehensive Plan.
- Select a site (and alternative sites) for the building, making sure each one can adequately support the facility.
- Acquire the preferred site if it is not already Tribe-owned.
- Hire an architect to design the building.
- Secure funding for the building by clearly demonstrating the need and documenting the planning efforts.

#### Challenges:

This project requires major funding. Also, there are many components to this project, all of which require agreement by many people including

tribal elected officials, tribal agencies and federal agencies. Having all parties involved come to an agreement on a site, what is to be included in the facility and the design of the facility may take some time.

**Cost Estimate:** \$10.1 million

#### Potential Resources:

- U.S. Department of Agriculture Rural Development – Community Facilities
- U.S. Department of Justice – (FY11 Grants TBD)

## COMMUNITY RECOVERY PROJECT

### Construct a New Administrative Building

#### PROJECT CHAMPION

*Jason Thompson / Tribal Council*

Constructing a new administration building meets the need for the Tribal government to have suitable office space to carry out its day-to-day operations. It would also be a new 'face' for the reservation as the administration building is a primary gathering place for the Tribe as well as visitors conducting business at SLN.

#### Action Steps:

- Decide what agencies will be housed in the building.
- Work with the Tribal Planning Office to include as part of the Comprehensive Plan.
- Select a site (and alternative sites) for the building, making sure they can adequately support the facility.
- Acquire the preferred site if it is not already owned by the Tribe.
- Hire an architect to design the building.
- Secure funding for the building by clearly

demonstrating the need and documenting the planning efforts.

#### Challenges:

Major funding will be needed to complete this project which will require justification and documentation of progress. Also, the construction of a new facility will take time to complete.

**Cost Estimate:** \$5.16 million

#### Potential Resources:

- U.S. Department of Agriculture Rural Development – Community Facilities
- U.S. Department of Interior Bureau of Indian Affairs

#### Alternatives:

An alternative project would be to perform extensive renovations on the existing building. This alternative would be possible only if the flooding issues can be solved at the existing site.





# 4

## Health and Social Services

The Health and Social Services Working Group was divided into two subgroups: Health Services and Social Services. This was done with Tribal approval to facilitate focused discussion.

The Health and Social Services Working Groups assessed the challenges faced by the Tribe and determined there were 23 issues that must be addressed in order for Spirit Lake Nation to recover from the direct and secondary effects of the flooding. The Working Groups then identified 19 strategies and projects that can address priority issues.

The comprehensive health needs of the Spirit Lake Tribe are not fully served and the nearest major healthcare facilities are over 100 miles away. In addition rising lake levels have impacted access to healthcare, as well as physical and mental health. The road and transportation network are regularly damaged and under repair, adversely impacting access to healthcare facilities on the SLN and to the closest emergency healthcare facilities in Devils Lake and Carrington, 15 and 50 miles away respectively. The road network also affects the ability of emergency services to respond to critical situations efficiently. Mold in living spaces, basements, and crawl spaces from storm water soil saturation are also posing a significant health risk to the Tribe, increasing asthma attacks, allergic reactions and pulmonary conditions most notably in the young and elderly. The persistent flooding has also exacerbated poverty and high unemployment, which Tribal officials feel has significantly contributed to a problem with substance abuse, a high suicide rate, and unlawful behavior.



## Preamble - Social Services Working Group

We the people of Spirit Lake Tribe, in Order to form a more perfect society in an environment of healing and unity, establish Justice in the fulfillment of our treaties with the United States government and in the operation of social services on our reservation, insure domestic Tranquility, provide for the healthy growth of our individuals, families and communities, promote the general Welfare, and secure the Blessings of the Creator of our Dakota traditions and values and our Posterity, do ordain and establish this Social Services Working Group for the Spirit Lake Tribe.



## CORE RECOVERY PROJECT

### Social Services Staffing Increase

#### PROJECT CHAMPION

*Kevin Dauphinais, Social Services*

The current social services staffing is insufficient to meet the scope and required ratios of provider assistance. Without increased capacity, SLN will be unable to overcome the Health and Social Service challenges it faces. Presently, there is one social worker to work with 88 children and the required ratio in North Dakota is one caseworker per 24 children. The resources for foster home placement on the reservation are currently limited to 12 foster families, so children must be placed outside the reservation when they are removed from dangerous situations.

Addressing these problems requires additional social service staff to provide counseling services to children and parents locally, support abuse counseling, teaching life skills, counseling for anger management, and the investigative support needed to document the cases of abuse, neglect, and abandonment. The additional staff would also allow staffing for a small group home that could provide emergency shelter for children in need of protective services. Expanding social service staffing will have additional benefits: Other social

service programs will be able to expand programming and Native American/Non-Native American population in the surrounding counties of Benson and Ramsey North Dakota will have access to many of the SLN services

#### Action Steps:

- Conduct a study to determine the actual additional needs within the reservation.
- Collect and analyze the data to start developing plans for funding applications.
- Establish relationships with donors and begin the grant application process

#### Challenges:

Finding the funding for additional staffing will be a challenge and will need to be coordinated with the Tribe in all aspects of the Strategic Plan. It will require reaching out to all possible funding sources.

**Cost Estimate:** \$486,000/year

#### Potential Resources:

- The Basic Center Program- Grant from the Administration for Children & Families from the Department of Health & Human Services
- HUD-Rural Housing and Economic Development, Indian Community Block Grants (CDFA NO. 14.862)
- HUD - Housing And Urban Development
  - Supportive Housing Program

- Rural Housing and Economic Development
- McKinney-Vento Homeless Technical Assistance
- Homeless Prevention and Rapid Re-Housing Program

- (The) Charles A. Frueauff Foundation, Inc.
- (The) Kresge Foundation
- USDA Rural Development
- Corporation for Supportive Housing
- North Dakota Coalition for Homeless People
- The Housing Alliance for North Dakota
- Otto Bremer Foundation

## RECOVERY PROJECT

### Spirit Lake Medical Center

#### PROJECT CHAMPIONS

*SLN Tribal Health Department (SLTH)*

*Peggy Cavanaugh & Veronica Leaf*

This project calls for the construction of a 120,000-square-foot health facility to replace the current joint Indian Health Services (IHS) and Tribal Health (SLTH) space of 44,000 square feet. The new facility will provide greatly expanded capacity for services vital to improving health care access for the Tribe. The proposed services include emergency/urgent care (extended hours), kidney dialysis, increased behavioral health/psychiatry service capacity, respiratory therapy, minor surgery, step-down care, preventative health care, specialty care clinics, hospice care, and traditional healing/alternative medicine. Currently, due to the clinic's limited capabilities, most all specialty outpatient services and all inpatient services are referred to an off-reservation contract facility.

This project would greatly reduce the Tribe's reliance upon distant contract facilities, ranging from 102 to 189 miles away, for urgent referrals and diagnostic tests that IHS physicians require to provide appropriate health care to their patients. In addition, the Medical Center will enhance SLTH capability to respond to future

health needs related to the projected 10-15 more years of continuous flooding of Devils Lake, and enable long-term community self-sufficiency. Planning for the facility is in its early stages. The IHS Planning staff and Office of Environmental Health in Aberdeen, SD, assisted SLTH to identify all of the space and staffing requirements based on a comprehensive population Health Service Planning (HSP) model and historical patient demand for the health services.

The health needs of the Spirit Lake Tribe are not fully served. Statistics indicate that the Tribe has increased rates of mortality and morbidity compared to state and national averages. The IHS is the principal agency responsible for health care delivery to the Tribe. Ready access to health care is a challenge. Patients report waits of 1-2 days for a walk-in visit and 30-60 days for a regular health appointment.

The 17 years of repetitive flooding since 1993 have created additional health-care needs and challenges to its delivery. Ground saturation from the rising water level has brought mold into homes causing increased respiratory illness and a high rate of asthma in the affected population. Behavioral staff report increased incidence of mental health diagnoses such as Post Traumatic Stress Disorder, increased suicide, child abuse, and substance abuse attributable to the flood-related housing shortage. At any time, the existing road networks can become damaged, closed, or be under massive reconstruction due to repetitive flooding. These events have made getting to routine and emergency care impossible. Recently,

in October 2010, a severe storm with 70-mile-an-hour winds and torrential rain closed all access from the reservation to Devils Lake for two days.

The rising water level of Devils Lake is further isolating the four Tribal communities and degrading overall health conditions. Currently, the nearest facility providing Emergency Care is located 15 miles away at Mercy Hospital in Devils Lake, and the second closest is 50 miles away in Carrington. Depending upon road conditions between the Reservation and Devils Lake, emergency evacuation over alternative routes to Mercy Hospital can take over 1 hour (57 miles) around the West or over 2 hours (93 miles) around the East side of the lake. The proposed medical facility will provide patients prompt access to extended-hour emergency care and thereby reduce patient suffering and reliance upon uncertain evacuation routes. Vastly improved and expanded health care on the Reservation would result in a safer, healthier community.

Finally, this project addresses a community priority as demonstrated by the number of votes it received during the community meetings. A total



of 151 votes were cast for this project, making it the highest-scoring project. The second-highest scoring project received 94 votes.

### Action Steps:

- Secure fundable placement on the IHS facility construction listing to respond to disaster-related needs (approved placement includes 100% building construction and 100% operation and staffing dollars for the new facility).
- Seek selection to the IHS Joint Venture Construction Program, which pays for 100% staffing and operations for a newly built facility.
- Secure funding for architectural and engineering services to design the facility per IHS-HSP methodology.
- Identify and select an appropriate 72-to-80-acre site for the proposed Medical Facility and Quarters.

### Challenges:

The greatest challenge to this project is funding. While IHS has an annual construction budget of about \$40 million, the list of proposed projects is very long, and it is unlikely that Spirit Lake can expect funding from that source in the near future. A possible alternative could be the IHS Joint Venture Construction Program (JVCP). Under a JVCP agreement, a tribe expends tribal, private, or other available non-IHS funds for the

acquisition or design and construction of a tribally owned health-care facility. Once the facility is in place, IHS provides funds to supply, operate, staff and maintain it. The JVCP may be open for application in FY 2011 for the FY 2012 program.

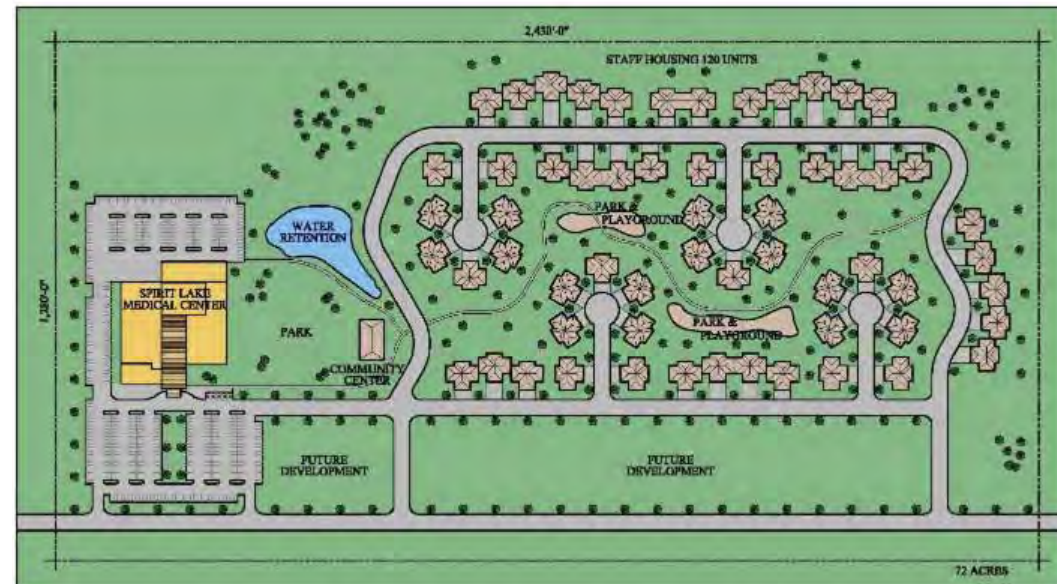
Targeted congressional funding through a special appropriation could be another way to fund the construction of the Medical Center. While possible, projects of this nature have a historically low probability of receiving funding.

It is also significant to note that health care is an individual right guaranteed by international treaty, in which the SLN gave up land to the United States in return for a promise to provide a host of services, including health care. The Spirit Lake Medical Center project will not only make the difference between life and death, it will also deliver on the promise of one nation to another.

**Cost Estimate:** \$30 million for the health facility and \$18 million (2020 dollars) for IHS housing

### Potential Resources:

- U.S. Department of Health and Human Services – Indian Health Services – Joint Venture Construction Program
- U.S. Department of Agriculture Rural Development – Community Facilities
- U.S. Department of Housing and Urban Development – Indian Community Development Block Grant
- The Charles A. Frueauff Foundation, Inc. – Health Program Grant
- The Kresge Foundation - Caring Communities / Safety-net Facility Improvement Fund Grant





## RECOVERY PROJECT

### Otonwe Cli'stinna Yuasni Healing Village

#### PROJECT CHAMPIONS

*Linda Duckwitz and Kevin Dauphinais,  
Youth Wellness & Healing and Social Services*

Currently many SLN residents in need of services are sent off the Reservation to other facilities where the family interactions become difficult because of transportation issues. The Spirit Lake Healing Village will house a community-based program that will serve the Native American/Non-Native American population in the surrounding counties of Benson and Ramsey. This family-centered treatment concept will allow for intensive treatment and culturally appropriate care that will increase the success rate of the existing program and allow for expansion of the current program without disrupting families. It will offer a safe and secure facility where individuals and families can enjoy a stable environment and live in a healthy home while receiving the support and counseling they need in order to make changes in their lives. This support may include substance abuse counseling (the top priority from the Strategic Plan); counseling for physical, emotional and/or sexual abuse; job training and

counseling; home maintenance training; life skills; anger management and much more. The vision behind this project is to help adolescents and their families become drug and alcohol free, develop stable family lives and learn to live with other families in unity in the community, and to learn how to be an active and responsible community member willing and able to contribute to the well-being of the community. The opportunity to provide treatment to individuals and their families locally will be the key to a successful program.

#### Action Steps:

- Determine which agency will take the lead in developing and managing the project.
- Conduct a study to determine the actual need within the reservation.
- Determine which groups will be eligible to use this facility: veterans, elderly, families, etc.
- Collect the data and start developing plan for the facility, as well as policies to manage it.
- Work with the Tribal Planning Office to make this a part of a comprehensive plan.
- Hire an architect to design the facility.
- Establish relationships with private, public, and corporate foundation donors and begin the grant application process.
- Secure funding for the facility by demonstrating the need and planning efforts.

#### Challenges:

Funding this project will be a challenge and will need to be coordinated with the Tribe in all aspects of the Strategic Plan. It will require several Tribal and donor agencies to come together for the development of this project. It may take several years to complete the research, develop regulations, and obtain the necessary funding for the construction and continued administration of the Healing Village.

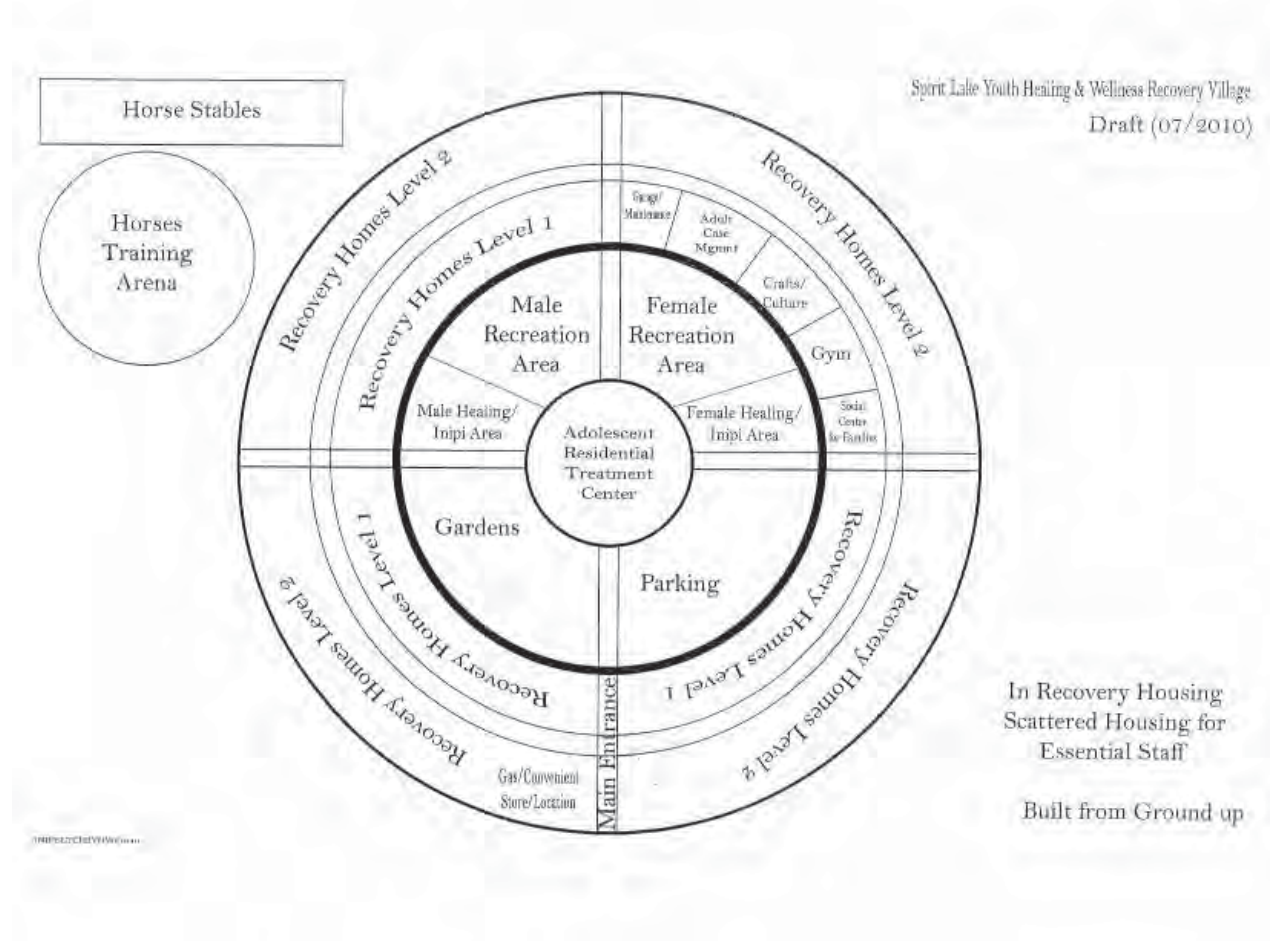
#### Cost Estimate:

\$1.2 Million

#### Potential Resources:

- The Basic Center Program—a grant from the Administration for Children & Families from the Department of Health & Human Services
- HUD-Rural Housing and Economic Development, Indian Community Block Grants
- HUD- Housing And Urban Development
  - Supportive Housing Program
  - Rural Housing and Economic Development
  - McKinney-Vento Homeless Technical Assistance
  - HOME Funds

- Supportive Housing for the Elderly Program
- Homeless Prevention and Rapid Re-Housing Program
- U.S. Department of the Interior/ Bureau of Indian Affairs/Office of Indian Energy and Economic Development-Indian Loan Guaranty Program
- (The) Charles A. Frueauff Foundation, Inc.
- (The) Kresge Foundation
- USDA Rural Development
- U.S. Dept. Of Health and Human Services(DHHS)/ Health Resources and Services Administration (HRSA)
- Corporation for Supportive Housing
- Enterprise Rural and Native American
- North Dakota Housing Finance Agency
- North Dakota Coalition for Homeless People
- The Housing Alliance for North Dakota
- Otto Bremer Foundation
- Federal Home Loan Bank Programs
- Veterans Administration



Healing Villiage concept includes central facility in circular building

Health and Social Services

## RECOVERY PROJECT

### Construct a New Spirit Lake Children's Center

#### PROJECT CHAMPION

*Becky Larson, Head Start Director*

A new Spirit Lake Children's Center is required to house the expanding Head Start Program and other complementary programs. This project is proposed to expand and co-locate the current head Start Program and a traditional daycare facility on the SLN Reservation. It is proposed to be centrally located in Ft. Totten and combine and consolidate all of the facilities currently involved with the Head Start Program. The Center will include a bus barn, 11 classrooms, gardens, and indoor and outdoor play areas. It will include programs for the Women, Infants and Children's Program (WIC) and Healthy Tracs as well as education and health screening. The project will incorporate wind energy and thermal heat to facilitate energy conservation and efficiency. The identified 5-acre site is owned by the Tribe.

#### Action Steps:

- Decide what programs will be included in

the Center. Involve all project stakeholders including representatives from all of the programs proposed to be housed in this Center in the decision-making process.

- Work with the Tribal Planning Office to make this a part of a comprehensive plan.
- Hire an architect to design the Center.
- Secure funding for the building by clearly demonstrating the need and planning efforts.

#### Challenges:

Some of the challenges involved with this project include the fact that it is expensive and may take a long time to complete. The project has been submitted to Head Start and was turned down due to the size of the project.

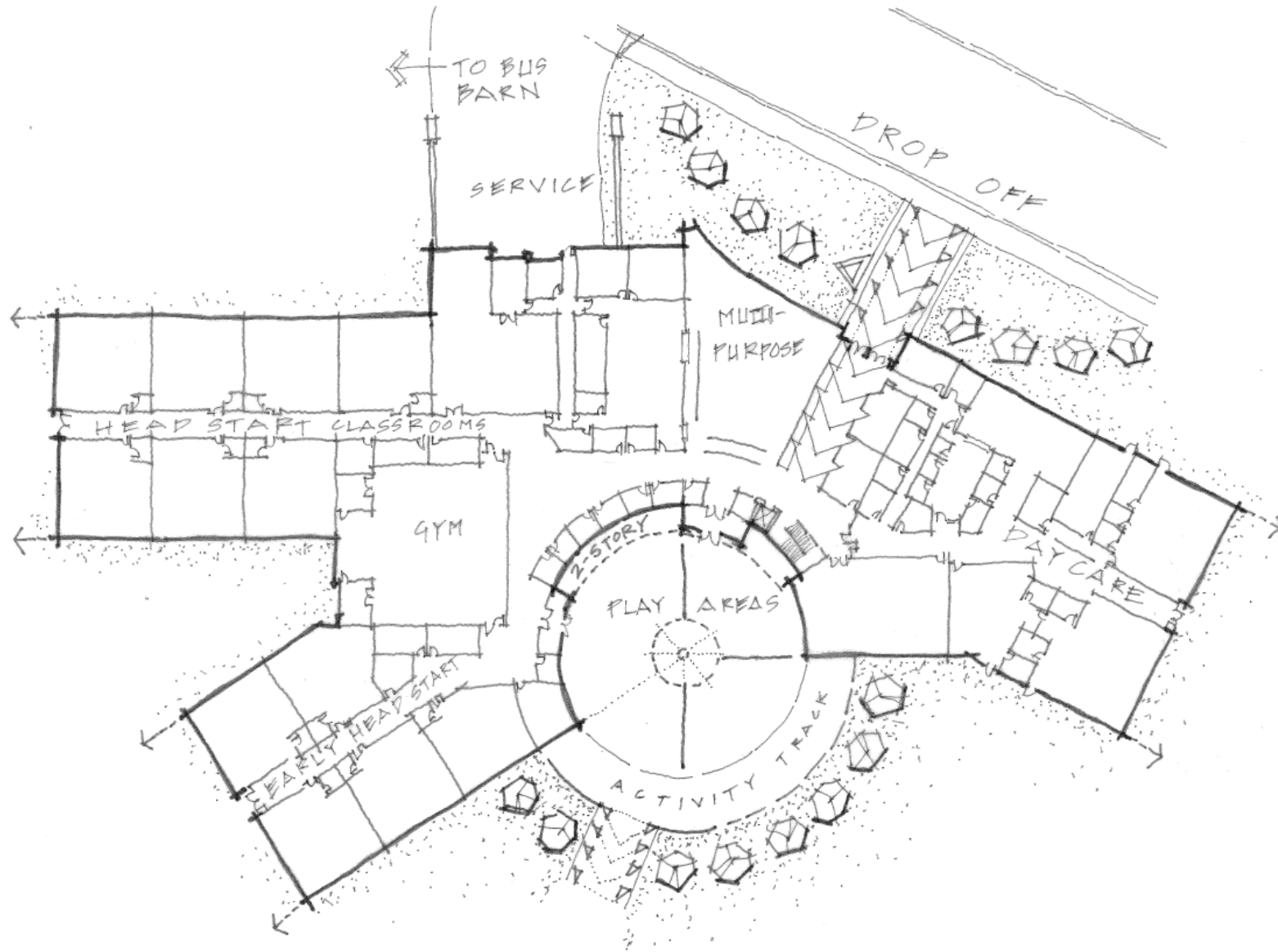
#### Cost Estimate:

\$27 million

#### Potential Resources:

- BNCCORP, Inc.
- MDU Resources Group, Inc.
- U. S. Department of Education- Early Reading First
- U.S. Department of Education Indian Education-Special Programs for Indian Children
- U.S. Department of Education- Even Start

- Department of Health and Human Services- Administration for Children and Families Affordable Care Act (ACA) Tribal Maternal, Infant, and Early Childhood Home Visiting Program
- Health and Human Services-Administration for Children and Families-The Basic Center Program
- The U.S. Department of Housing and Urban Development, Indian community Block grants
- The Charles A. Frueauff Foundation, Inc.
- The Kresege Foundation
- The U.S. Department of Rural Development
- The Otto Bremer Foundation



## RECOVERY PROJECT

### Wiconi Wast' Yuhapikta (You Will Have a Good Life) Domestic Violence Center

#### PROJECT CHAMPIONS

*Melissa Merrick, Victims Assistance*

The Center will provide a safe and secure residence for women and children who have been affected by domestic violence. They will live in efficiency apartments and share common areas. The counselors will live on site and be available to provide group and individual counseling. There will be recreation and childcare facilities on site.

#### Action Steps:

- Determine which agency will take the lead in developing and managing the project.
- Work with the Tribal Planning Office to make this a part of a comprehensive plan.
- Conduct a study to determine the actual need.
- Collect the data and develop a plan for the facility, including policies to manage it.
- Establish relationships with donors and begin the grant application process.

- Involve the community in determining the most appropriate name.

#### Challenges:

Obtaining the funding for the facility and staffing will require extensive research. Securing agreement from all the stakeholders could be time consuming. Advocating for this project and completing the necessary research to justify the project will take time and energy

#### Cost Estimate:

The cost will be determined by the size of the project. There is no local facility at present and there is a need for at least ten units.

#### Potential Resources:

- The Basic Center Program - a grant from the Administration for Children & Families from the Department of Health & Human Services
- HUD-Rural Housing and Economic Development, Indian Community Block Grants (CDFA No. 14.862)
- HUD- Housing And Urban Development
  - Supportive Housing Program
  - Rural Housing and Economic Development
  - McKinney-Vento Homeless Technical Assistance

#### ➤ HOME Funds

- Homeless Prevention and Rapid Re-Housing Program
- US Department of the Interior/Bureau of Indian Affairs/Office of Indian Energy and Economic Development-Indian Loan Guaranty Program
- The Charles A. Frueauff Foundation, Inc.
- USDA Rural Development
- DHHS Health Resources and Services Administration (HRSA)- Project grants to construct, renovate, expand, equip, or modernize health care related facilities
- Corporation for Supportive Housing
- Enterprise Rural and Native American Initiative
- North Dakota Housing Finance Agency
- North Dakota Coalition for Homeless People
- Native American Housing Assistance
- The Housing Alliance for North Dakota
- Otto Bremer Foundation
- The Mary Kay Foundation

## COMMUNITY RECOVERY PROJECT

### Construct Phase II of proposed Elderly Center Complex Center

#### PROJECT CHAMPION

*Tony Delorme, Spirit Lake Nation Planning Department*

Planning has already begun on construction of a community-based Elderly Center Complex. The project will house Tribal elders age 55 and older. They will be required to apply to reside in the complex and pay income-based rent equivalent to 30 percent of their income. The complex will contain 18 units that can accommodate up to 36 people. Construction is set to be completed by March 2011.

The initial plan for this complex was developed nine years ago. A second phase is now required because the waiting list for occupancy has doubled to 215. The need to increase the size to 36 units capable of housing 72 people has been articulated by the Tribe.

#### Action Steps:

- Refine the second phase of this project to determine more precise projections as to how many units may be required to accommodate

the growing waiting list.

- Work with the Tribal Planning Office to make this a part of a comprehensive plan.
- Make sure the existing site can adequately support expansion of the Complex. If not, select another site (and alternative sites) for a second building.
- Acquire the preferred site if it is not already owned by the Tribe.
- Hire an architect to design the second phase of this Complex.
- Secure funding for the second phase by clearly demonstrating the need and planning efforts.

#### Challenges:

Funding this project will be a challenge and will need to be coordinated with the Tribe. Some of the other challenges include the additional planning required, and sustaining enthusiasm during the long time it will take to complete the project.

#### Cost Estimate:

\$3 million

#### Potential Resources:

There are many sources for funding a future second phase of this project that will require grant applications. Some of them include:

- HUD-Rural Housing and Economic Development, Indian Community Block Grants
- HUD-Supportive Housing Program
- U.S. Department of the Interior/ Bureau of Indian Affairs/Office of Indian Energy and Economic Development-Indian Loan Guaranty Program
- USDA Rural Development





# 5

## Housing

One of the five top priorities identified by the Tribe in the *Spirit Lake Nation Strategic Plan 2008-2013* is the need for housing. The need is becoming critical as the population increases and the housing stock decreases due to environmental hazards and condemnation. Water from snow, rain, and continued flooding is causing mold issues and other health hazards that require immediate attention as well as long-term solutions that include planning, building codes, utilities and the construction of new homes.





Since Devils Lake began rising, the Spirit Lake Nation has lost hundreds of acres of land and has lost or moved more than 96 houses. In addition, more than 400 homes have been damaged by the increased hydrostatic pressure caused by the rising water table. This pressure has caused foundation cracking, wall buckling, and high moisture levels in houses leading to environmental, structural and health hazards. The Tribe has estimated that more than half of the SLN population has been directly affected by flooding issues.



According to the Spirit Lake Enrollment Office, there are more than 6,700 enrolled (Tribal members with more than half living on the Reservation. Tribal officials have noted that that U.S. Census data is not accurate because many families are reluctant to provide the actual number of people living in their homes due to fear

of eviction due to a lease violation of exceeding the maximum permitted number of occupants). A recent independent study estimated that there are more than 2,900 Tribal members living in approximately 725 houses on the SLN. This indicates an average of 4 people living in each house within the SLN compared to an average household size of 2.4 for North Dakota. The number of people living in each house is not only high within SLN, but children comprise 40% of the population which indicates an even greater future housing need as these children become adults.

Recognizing housing as a priority issue, the LTCR team worked with SLN leaders to determine housing projects that should be implemented. With additional input from the, community and Tribal leaders, the following projects were identified as priority housing projects:

- Comprehensive Housing Plan

- Community revitalization project
- Asbestos and lead abatement
- Mold remediation
- Construction of transitional housing, and
- Cankdeska Cikana Community College student housing.

The Tribe has moved many homes, started building more homes, and implemented mold remediation projects, but because of the ongoing disaster, the Tribe's housing needs currently exceed available resources. Additional resources from many partners will be needed to implement the projects listed, which include long-term strategies to prevent future flooding issues. The key for housing recovery will be to continue to strengthen the SLN's relationship with Federal, State, local partners and to seek out internal revenue streams through economic development.



*Typical Two Generation home provides separate living areas*

## CORE RECOVERY PROJECT

# Comprehensive Housing Plan

### PROJECT CHAMPIONS

*Spirit Lake Housing*

Currently there are over 116 Tribal families on the Spirit Lake Housing Corporation's waiting list who are in need of a home, with another 45 families looking for affordable rental units. This does not take into account the number of families that may be on other housing waiting lists or those who are not on anyone's list but are still in need of decent housing because they are currently living in sub-standard housing that may be beyond repair. Given the widespread need, it is important to have a coordinated approach by developing and adopting a comprehensive housing plan. This plan would look at suitable land to build on, current and future



infrastructure needs, types of houses to be built, building standards and a proposed timelines for renovating older homes and building new ones. A plan of this type will convey the increasing urgency of the Tribe's housing needs, and help coordinate the efforts of various agencies to start meeting those needs.



### Action Steps:

- Communicate with all the Tribal departments to determine potential funding sources and contact them.
- Secure funding.
- Hire a consultant.
- Continue meeting with the housing-related agencies to gather and communicate needs, priorities and other available information.
- Coordinate closely with the Tribal Planning Office to make sure the housing plan is integrated into the overall Comprehensive Plan.
- Establish the plan and gain approval from all relevant Tribal agencies and the Tribal Council.

- Begin implementation of the comprehensive housing plan.
- Review regularly and update plan as needed.

### Challenges:

This project will require many agencies to meet regularly to research and develop a plan. This is a challenge because many of the agencies needed to develop a comprehensive housing plan already lack the resources necessary to complete their normal work requirements. Given limited personnel resources, it may be necessary to hire an outside consultant to aid in the research and development of a viable housing plan.

### Potential Resources:

- U.S. Department of Housing and Urban Development (HUD)
  - Sustainable Communities Regional Planning Grant
  - Indian Community Development Block Grant
  - Choice Neighborhoods Initiative
  - Rural Housing and Economic Development Program
- Environmental Protection Agency
- U.S. Department of Agriculture
  - Rural Community Development Initiatives Grant

**Cost Estimate:** \$75,000 - \$150,000

## CORE RECOVERY PROJECT

### Mold Remediation Project

#### PROJECT CHAMPIONS

*Tribal Environmental Protection Agency*



Due to spring flooding, near-record rain and snow, as well as flooding and hydrostatic pressure from continued expansion of Devils Lake, homes on the SLN are experiencing high levels of moisture and dampness. The moisture is seeping into living areas, basements and crawl spaces causing mold growth on foundations and in walls and ceilings. It is estimated by SLN housing officials that more than half the homes on the reservation are experiencing mold-related problems. If this mold continues to grow it could lead to increased health problems for those living in these houses, with the highest impact being felt by the young and

elderly. This could lead to a ripple effect within the community, affecting jobs and school attendance as people become sick and also decrease the housing stock as even more houses become condemned.

Mold remediation projects have been implemented in the past but they were limited to short-term clean-up, and not long-term solutions. This mold remediation project would establish a priority list of homes that require immediate attention, giving top priority to homes with the most severe mold problems and homes with elderly and/or small children. This project addresses not only the immediate mold problems but also proposes the implementation longer-term solutions, including landscaping, installation or repair of gutters, installation of sump pumps in basements, and tiling around foundations.



#### Action Steps:

- Communicate with the different interested agencies in the SLN and determine which one will take the lead.
- Conduct an evaluation on the existing housing on the SLN to determine and prioritize which houses need mold remediation and long-term solutions.
- Determine costs associated with mold remediation and implementation of long-term solutions.
- Develop a plan for implementation.
- Determine temporary housing solutions including a plan for what to do with the temporary homes once the project has been completed.
- Coordinate with potential government and non-government grant organizations to determine funding sources.
- Secure necessary project funding.

#### Challenges:

Funding the project is the main challenge. Some funds are already available but not for insulating, repairing drywall, and replacing carpeting. Available funding is not enough for installation of sump pumps and foundation tilling, or sealing of basement and crawlspace walls to prevent future mold.

Another challenge is gathering the necessary funding to implement long-term solutions. With the continued increased hydrostatic pressure mold will continue to return if houses are not moved or water is prevented from entering homes by the installation of tiling, sump pumps, and other actions which divert water away from homes foundations.

### Cost Estimate:

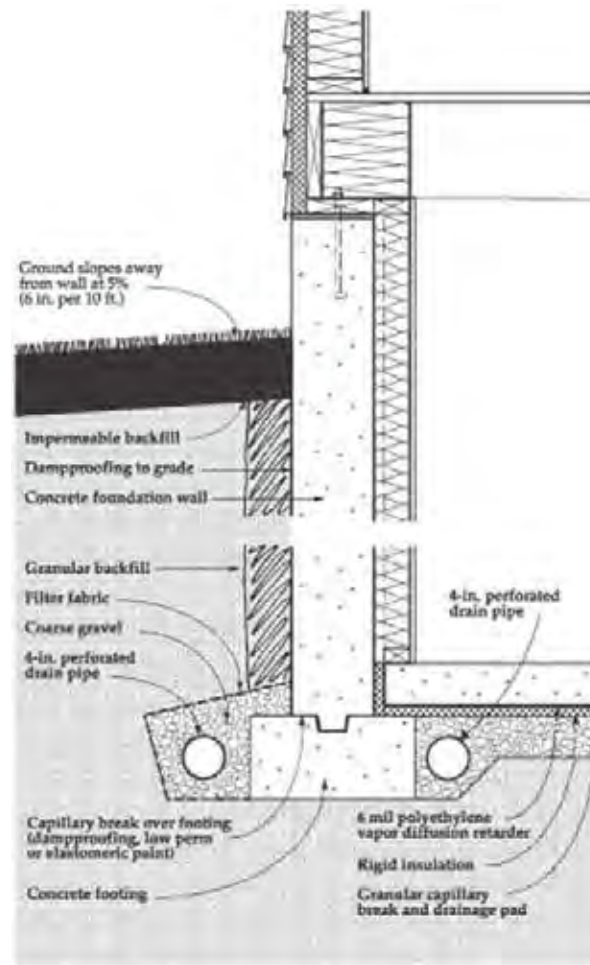
Mold Remediation and Repair: \$1,000 - \$5,000 per unit

Implementation of Long-Term Solutions: \$5,000 to \$15,000 per unit

Cost Estimate for 400 units: \$2.4 million to \$8 million.

### Potential Resources:

- Southern Baptist Convention Disaster Relief
- The U.S. Department of Housing and Urban Development (HUD)
  - ICDBG fUNDS
  - ICDBG Imminent Threat
- U.S Department of Agriculture
- Environmental Protection Agency
  - Community Action for a Renewed Environment



Drainage Techniques at foundation can protect against mold.

## RECOVERY PROJECT

### 60 Unit Revitalization Project

#### PROJECT CHAMPIONS

*Spirit Lake Housing*

In the district of Ft. Totten there is a neighborhood of 60 homes that were built more than 30 years ago and are in need of repair and revitalization. Four of them are boarded up and vacant. Within the 56 occupied housing units there are many health and structural concerns, including mold, insufficient insulation, leaky roofs, cracked foundations, possible asbestos and lead paint issues, improper ventilation and electrical hazards. An inspection of these homes and a cost-benefit study of the options are needed to determine which structures should be repaired and which may need to be demolished and replaced. (It should be noted that the Tribe would have to provide temporary housing for families to live in while awaiting their new or renovated homes.) The revitalization project would help increase energy efficiency within new and refurbished units, reducing monthly utility bills. It will also reduce health issues threatening the many families who live in these units, reducing trips to clinics, doctors' offices and emergency rooms. It would also reduce the number of work and school days lost due to illnesses.

#### Action Steps:

- Determine which Spirit Lake Tribal agency will take the lead.
- Conduct an evaluation of the existing structures and land, including comparison of costs associated with revitalization versus building new houses.
- Get input from other agencies such as Health and Social Services and Utilities, and develop a plan that includes costs and timelines.
- Coordinate closely with Tribal Planning Office and other agencies to make sure that any new homes or housing development integrates with the overall Comprehensive Plan
- Determine temporary housing solutions, including a plan for how to use them once the project has been completed.
- Coordinate with potential government and non-government grant organizations to determine funding sources.
- Secure project funding.

#### Challenges:

Depending on the results of the inspection and cost-benefit analysis this could be a very large and expensive project. It will be challenging to find the funding necessary not only to meet this project's needs but also to address the ongoing housing shortage on the Reservation. Currently there are more than 116 families waiting for adequate housing.

#### Potential Resources:

- Green and Health Homes Initiative (GHHI)  
U.S. Department of Urban Development
- ICDBG fUNDS
  - ICDBG Imminent Threat
  - Choice Neighbors
  - Hope VI Revitalization Grant
  - Asthma Interventions in Public and Assisted Multi-Family Housing
  - Health Homes Production Grant
- U.S. Department of Agriculture
- Housing Preservation Grant
  - Rural Rental Housing Loan
  - Guaranteed Rental Housing
  - ICDBG Imminent Threat
- Environmental Protection Agency
- Community Action for a Renewed Environment
- U.S. Department of Energy
- Weatherization Innovation Pilot Program
  - Energy Efficiency and Conservation Block
  - State Energy Program (SEP)
  - Weatherization Assistance Program (WAP)
- U.S. Department of Health and Human Services
- Low Income Energy Assistance Program

#### Cost Estimate:

Remodel: \$960,000 - \$1,500,000

Per Unit: \$16,000 - \$25,000

New Development: \$7,000,000 - \$10,000,000

Per Unit: \$115,000 - \$165,000

## RECOVERY PROJECT

### Asbestos and Lead Abatement Project

#### PROJECT CHAMPIONS

*Tribal Environmental Protection Agency*

Many homes within the SLN contain harmful asbestos and lead-based products. A majority of the houses were built more than 30 years ago and many of them have not been renovated since they were built. Also, in 1999, the United States Air Force donated about 80 modular homes. These homes were built in the late 1960s and reportedly contain friable asbestos and lead.

This project seeks to remediate asbestos and lead hazards in at least 50 houses and mobile homes by installing replacement windows and new exterior doors, as well as sealing and covering any asbestos flooring. It will also remove and dispose of the nearly 20 vacant and vandalized Air Force homes. This project will not only improve the health and well being of the hundreds of men, women and children who live in them, it will have the added benefit of better attendance at work and school, reduced doctor and hospital visits, and lower energy costs.

#### Action Steps:

- Communicate with interested agencies within the SLN and determine which one will take the lead.

- Conduct an evaluation to determine which houses need asbestos and lead remediation
- Determine exact costs of the project.
- Develop a plan for implementation based on information gathered during the evaluation and costing phase.
- Determine temporary housing solutions, including a plan for the use of temporary houses once the project has been completed. (Temporary housing is necessary because families will not have any place to live while their houses are being renovated.)
- Coordinate with potential government and non-government grant organizations to locate funding sources.
- Secure necessary project funding.

#### Challenges:

Finding a funding source for this project will be a major challenge, especially because many homes need other repairs to bring them up from the sub-standard category. In addition displaced families would need a place to live while their homes are



being repaired.

#### Cost Estimate:

Asbestos and Lead Abatement (50 homes):  
\$400,000 to \$500,000

Additional Renovations and Weatherization:  
\$250,000 to \$350,000

Disposal of unoccupied Air Force Homes:  
\$300,000

Total Cost: \$950,000 - 1.15 million

#### Potential Resources:

- The Green and Healthy Homes Initiative (GHHI)
- U.S. Department of Housing and Urban Development (HUD)
  - Healthy Homes Program
  - Health Homes Production Grant
  - The Health Homes Technical Student Program
  - The Healthy Homes Demonstration Grant
- The Environmental Protection Agency (EPA)
  - Tribal Lead Grant programs
  - Community Action for a Renewed Environment

## RECOVERY PROJECT

# Candeska Cikana Community College Student Housing

### PROJECT CHAMPIONS

*Cankdeska Cikana Community College – Phillip Lewis*

The Cankdeska Cikana Community College (CCCC) student housing project is designed to encourage more students from outside the Reservation to attend the college. Increasing outside enrollment brings in more income for the Tribe and enhances the overall student learning experience through diversity on the campus. Students on the Reservation may also be able to take advantage of student housing, avoiding crowded conditions and health hazards at home.

The college currently has architectural drawings for a three-story student housing project that would provide housing for up to 57 students. Students would live in a one- or two-bedroom apartment with a kitchen and a bathroom. To minimize costs, the college plans to use its own construction crew and equipment; this approach has the added benefit of providing on-the-job training for construction-trade students.

### Action Steps:

- Conduct an evaluation on the need for student housing, determining number of students within the Tribe who may benefit from student housing as well as the projecting the number of students from outside of the tribe who would use it.
- Work with Tribal Planning Office to include as part of the comprehensive plan
- Refine architectural plans if needed.
- Determine funding necessary for continued operations and maintenance of a student housing project.
- Coordinate with potential government and non-government organizations grant organizations to determine funding sources.
- Secure funding.

### Challenges:

Funding resources for student housing may be limited.

**Cost Estimate:** \$6 million

### Potential Resources:

- Bureau of Indian Affairs (BIA)
- U.S. Department of Education
- United States Department of Agriculture (USDA)
  - Community Facilities Grants and Loans
  - Tribal College Initiative Grant Program
- U.S. Department of Housing and Urban Development ( HUD)
  - Tribal College and Universities Program (TCUP)







## COMMUNITY RECOVERY PROJECT Transitional Housing Project

### PROJECT CHAMPIONS

*Tribal Housing*

There is a serious housing shortage on the Reservation. Many people have been forced to crowd in with friends and family. Others have been forced from homes due to flooding, disagreements, divorce and building condemnation due to health issues. There are others on the Reservation who have chosen to live in a vehicle, garage, or tent or, if they can afford it, seek accommodation in Devils Lake. A transitional shelter facility would serve individuals and families who need housing.

The shelter would offer separate accommodations for men, women and families. Communal areas would include a dining area and a common room, but separate units for families may have cooking facilities and living rooms. For safety reasons, the facility would require 24-hour staffing. The facility would not only provide temporary housing but could work closely with Tribal Social Services to provide family counseling, job training and help to find a long-term housing solution.

### Action Steps:

- Determine who is going to take lead on this development of this project (Housing or Health and Human Services).
- Gather data on the number of individuals and families who may need shelter in a given month. Data should include number of children, males, females, and families.
- Work with Tribal Planning Office to be included as part of the comprehensive plan
- Determine the size, location, and layout of the facility.
- Develop facility rules and regulations.
- Coordinate with potential government and non-government grant organizations to determine immediate and long-term funding sources.
- Secure funding.

### Challenges:

Funding for the construction of this facility may be found, but the more difficult challenge will be funding for its sustained operation. The shelter will be owned by the Tribe, and since it will not generate an income, funds will be needed to pay for continued maintenance, utilities, food, and a staffing salary.

There will also be the challenge of establishing and enforcing rules for those who stay in the shelter.

### Estimate Cost:

Construction: 10 units - \$1.5 million - \$2 million

Operations: \$100,000 – \$200,000 annually

Cost of Services: \$130,000 - \$160,000 annually

### Potential Resources:

- US Department of Housing and Urban Development
  - Indian Housing Block Grant
  - Rural and Economic Development
  - Supportive Housing Program
- US Department of Health and Human Services
  - National Clearing House on Families and Youth Transitional Living Program
  - The Administration on Children, Youth & Families Basic Programs Funds Facilities and Counseling for Children and Youth
- North Dakota Housing Finance Agency
- Corporation for Supportive Housing
- Enterprise Community Partners, Inc.
- Women Helping Others (W.H.O) Foundation
- US Bancorp Foundation.

## COMMUNITY RECOVERY PROJECT Veterans Cabin Relocation

### PROJECT CHAMPION

*Kenny Graywater*

The Cankdeska Cikana Community College donated a log cabin to the Spirit Lake Veterans. A condition of this donation was that the log cabin must be moved from the college grounds to another site. There are several sites that are being considered: Veterans Memorial Park, Pow Wow Grounds, or next to the proposed central Emergency Operations Center in St. Michael. The cabin would be used to provide housing for homeless veterans and could also be used as a meeting area for veterans on the reservation.

### Action Steps:

- Determine whether the cabin can be moved in one piece or if it needs to be disassembled.
- Determine and then contact potential funding sources.
- Secure funding.

### Challenges:

Timing is critical, because the college wanted the cabin to be removed by summer of 2010. Professional building movers are needed to determine

the best and safest way to relocate the structure – all together, or in pieces.

### Potential Resources:

- U.S. Department of Agriculture
  - ICommunity Facilities Grants and Loans
  - Veterans Support Foundation
- Foundation for American Veterans
- Department of Veterans Affairs
  - Homeless Veterans Grant and Per Diem Program
- Veterans of Foreign Wars (VFW)
- Ashner Family Evergreen Foundation
- Raskob Foundation for Catholic Activities Inc.

**Cost Estimate:** \$100,000 - \$125,000



## 6

## Infrastructure

The Infrastructure Working Group issues relate primarily to the construction of utilities and roads, which will play a critical role in the recovery, safety, and quality of life on the Spirit Lake Nation (SLN). It is critical that as infrastructure projects develop they are closely coordinated with the planning office. This will ensure that infrastructure and development occur in a logical and cost-effective manner. Some of the projects cannot happen without planning efforts taking place first. While the long-term flooding and high ground water issues have had a devastating impact on the continuity of utility service on the SLN, proper planning provides an opportunity to improve these utilities for the long term. Recovery Plan infrastructure projects build upon existing strengths and assets while striving to meet the current and future needs of the community.



In the May 3, 2010, Devils Lake Summit in Grand Forks, North Dakota, the U.S. Geological Survey reported that average annual rainfall in the Devils Lake basin has increased by 4 inches per year since 1980. They also reported that there is tremendous storage capacity in the soils, lakes and wetlands in the upper basin, and most of the precipitation eventually evaporates before reaching the lake. However, in 1993 this upper basin became full, causing an increase of the flow into Devils Lake. The upper basin is a major contributor to the high ground-water levels, causing loss of soil strength, foundation failures, water in crawl spaces and basements and water infiltration into sewer, septic and water systems. The high ground water is in the shallow aquifer that is used for most wells and is believed to be causing the recent increases of arsenic content in the water.

The SLN utility and road organizations have been working diligently to maintain existing infrastructure with their normal means of funding from Indian Health Service (IHS) and Bureau of Indian Affairs (BIA). Increased demand for services and maintenance has not been met with increased funding. There has been limited funding by other agencies as contributors to IHS projects.

There are eleven infrastructure projects in the Recovery Plan. These include: development of a wind farm, a road development plan, a water/well plan, a sewer/septic plan, a solid waste plan, a storm/surface water plan, a transportation plan, an electrical distribution plan, a lake outlet, a

bridge to Graham Island and an auxiliary power strategy for public buildings. In all instances, the focus is either to improve existing infrastructure or to develop more efficient services.

The LTCR Working Group planning process identified several issues including malfunctions in sewer and water lines, high arsenic in drinking water, structural problems associated with high ground water, road access challenges, lack of access to Tribally-owned property, unreliable electricity and the lack of capital to invest in projects. Each of these infrastructure projects is directly related to housing issues, a top priority listed in the Strategic Plan.

The infrastructure projects are crucial to a successful Tribal recovery because they provide facilities, resources and infrastructure that will improve the well-being of current and future residents, benefit current and future businesses, and improve life in general on the Reservation.

While all the projects promote self-sustainability and an increased quality of life, the wind farm also has the potential to provide for financial sustainability because of the revenues it would generate. It would also decrease the Tribe's reliance on unsustainable grants to support projects and jobs.

Finally, unlike the projects listed in other sections of this document, some infrastructure projects discussed here are referred to as project "components". Tribal departments manage components and funds allotted by BIA or IHS

on an annual basis to fund the department. The supervisor/director of the department works with the Tribal Council to decide which components are most important. The departments try to complete all of the components, but sometimes unforeseen high-priority maintenance requirements develop that cause projected components to be delayed. The term "component" is used because the funding source does not operate like that for a nontribal construction project.

## CORE RECOVERY PROJECT

### Lake Outlet

#### PROJECT CHAMPIONS

*To Be Determined*

This project is designed to reduce lake flooding. It is a disaster mitigation project currently being funded and performed by the State of North Dakota. The State could request cooperation from the Tribe in permitting a discharge line to run across Tribal lands. This effort is to reduce the probability of Devils Lake overflowing. The permitting process is not complete and written permission of the Canadian Government is still required because the long-term effects of Devils Lake Flooding eventually reach Canadian waters.

#### Action Steps:

Monitor the State's work on the eastern outlet

#### Challenges:

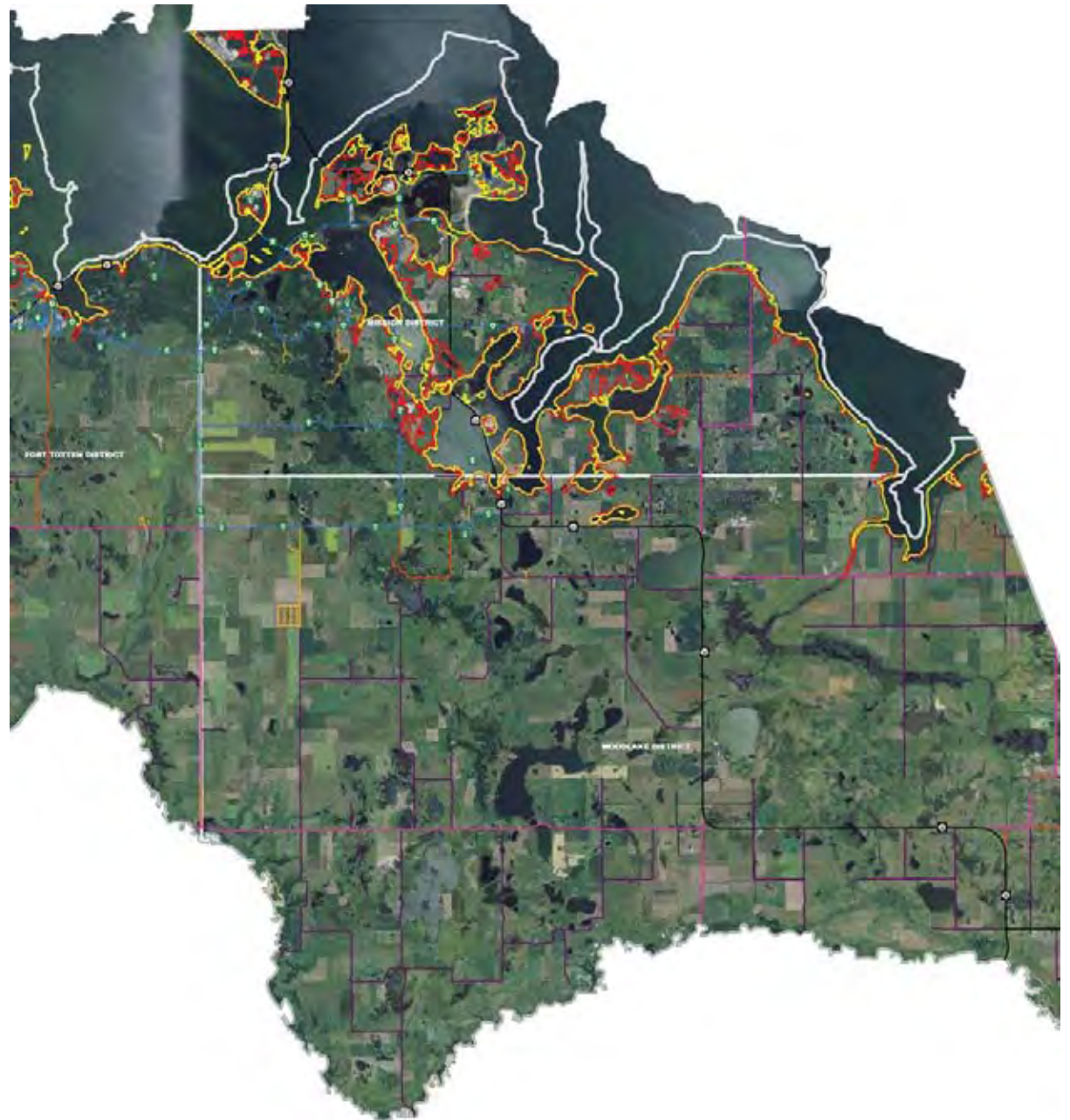
The State of North Dakota may seek help in getting a right-of-way for the eastern outlet.

#### Cost Estimate:

No cost estimates at this time because there are no Tribal projects identified by the State.

#### Potential Resources:

None required.



## CORE RECOVERY PROJECT

(21 Components)

## COMMUNITY RECOVERY PROJECT

(3 Components)

## Road Department Plan

### PROJECT CHAMPION

*Clarence Green, Spirit Lake Roads Department*

There are two ongoing Core Recovery Project components that are funded by Federal Highway Administration (FHWA). The first is the raising of Roads Acting As Dams (RAAD) and the second is the pumping of Mission Bay to maintain the water level below Devils Lake so that State Route 20 does not have to be raised.

There are 18 road components, all funded through the Bureau of Indian Affairs Section 638. Six are BIA roads and 12 are Indian Reservation roads. This is all maintenance work required because of high ground water conditions.

The last Core Recovery Project component is placement of road signs at each intersection. The signs will have two road names/numbers. One name is the 911 route number as assigned by the county in accordance with the statewide numbering scheme. The other is the route which identifies the road for budgetary and FHWA

purposes. This latter name is also the most recognized route number by the public. (Note that this project complements a component of the 'Enhance Emergency Services' Project in Section 3 of this Recovery Plan.)

There is one funded Community Recovery Project component for Pedestrian Pathways in three areas: Tokio, Crow Hill, and a segment connecting Fort Totten with Crow Hill. These are funded by the BIA Section 638 funds.

There are two non-funded Community Recovery Project components. One is a new shop and salt-storage unit for the Road Department. Currently they have no salt-storage area and their equipment no longer fits in the shop so that some equipment is stored outside. This component is estimated to cost \$2 million. The second component is a Wetland Mitigation Site to be used by the Road Department when roads under contract have a work stoppage issue associated with a wetland situation. The road department can trade the disputed wetland area for an equal area in the Wetland Mitigation Site and proceed with the road work. The component is estimated to cost \$25 million.

### Action Steps:

- Schedule the maintenance projects for 2011 and perform as much work as possible.
- Contract those components that the road department cannot complete.
- Work with the Tribal Planning Office to include the project in the comprehensive plan.

- Secure money for installing the signage at each intersection.
- Secure funds and location for the new shop and salt-storage area
- Secure funds and a site for wetland mitigation.

### Challenges:

- The funds secured from BIA are probably not enough to complete all the required work since BIA funds have not increased in years and the cost of work has continually increased.
- Securing funding for the signage, new shop, salt barn and wetland mitigation site

### Cost Estimate:

- \$500,000 for installation of road signs reservation wide
- \$2 million for new shop and salt storage
- \$2.5 million for wetland mitigation site

### Potential Resources:

- U.S. Department of Agriculture
- U.S. Environmental Protection Agency - Region 8

## CORE RECOVERY PROJECT

### Grahams Island Bridge

#### PROJECT CHAMPION

*Clarence Greene, Spirit Lake Roads Department*

A bridge spanning Devils Lake between the north end of BIA 25 on the Reservation and the southern part of Grahams Island would provide access for pedestrians, vehicles and electric cables. The only access to Grahams Island is over 48th Street NE, which is 60 mile-round-trip from the Reservation; the bridge would shorten that round trip to 10 miles.

The Forty-eighth Street access is threatened. If Ramsey and Benson counties cannot provide the cost-share funds for the grade-raise on that road, there will be no vehicle access whatsoever to Graham's Island. In that case, the proposed bridge from the Reservation's BIA 25 would be the only non-water access to the island. (The cost of the grade raise is an estimated \$14.5 million with 20-percent cost share).

In addition to vehicle and foot traffic, the bridge would provide a secure route for a Northern Plains Electric Cooperative cable to connect the Grahams Island distribution station to the Fort Totten substation. This cable will permit back feeding either location from the other if one primary feeder fails. This would provide back-up

to the community of Ft. Totten in case of a power outage on its main power line.

If the bridge is not built, and all land-vehicle access to the island is lost, there is a potential loss of \$65 million tourism dollars each year to the Devils Lake area, according to the Upper Great Plains Transportation Institute.

There is Tribal land on the island and connecting it with the Reservation mainland would create possibilities for extensive economic development, including a convenience store and gas station, strip mall, and fishing-bait store, as well as a fishing pier and trails for riding horses, riding bikes, walking, snowmobiling, cross-country skiing. The backup electrical feeder for Fort Totten could be used when electrical outages occur on other lines feeding the SLN.

#### Action Steps:

- Work with Tribal Planning Office to be included as part of the comprehensive plan.
- Determine routing and landing points and resolve any issues with property ownership.
- Develop preliminary budget for funding applications.
- Make application for funding.

#### Challenges:

Some of the challenges involved with this project include the fact that building a new bridge is more expensive than raising the grade of 48th Street

NE. This should be weighed against the potential loss of annual revenue generated by tourists or economic activity that would be promoted by the construction of the proposed bridge.

**Cost Estimate:** \$65 million

#### Potential Resources:

- Federal Highway Administration (FHWA) emergency funds
- Any agency that is concerned with potential loss of income from tourism in the Devils Lake area



## CORE RECOVERY PROJECT

(11 Components)

## COMMUNITY RECOVERY PROJECT

(2 Components)

## Sewer/Septic Plan

### PROJECT CHAMPION

*Sean Lambert, Sioux Utilities*

The most important part of this multi-faceted effort is the Core Recovery Project component for the construction of a new lagoon system to replace the St. Michael North Lagoons, which are not functioning satisfactorily because of ground water intrusion. Residential septic systems currently connected to the existing lagoon can then be connected to the relocated lagoon.

There are other projects located across the Spirit Lake Reservation that are currently considered essential to the recovery effort. The following project components are designed to overcome issues associated with high water levels of Devils Lake or high ground water due to wet climate conditions:

### CORE RECOVERY PROJECT COMPONENTS

- One component is to reline all sewer pipes,

manholes and pumping stations to relieve the sewer system of water intrusion from high lake levels and increased rainfall. This is a Core Recovery project.

- There are eight components to attach additional homes to the sewer systems and to enlarge sewers to meet increased flows. There are two components to repair or replace disaster-damaged pumping stations at a cost of \$700,000. These ten components are Core Recovery Projects.

### COMMUNITY RECOVERY PROJECT COMPONENTS

- There is a component associated with the correction of deficiencies brought about because the manholes in one community sewer system were installed backwards. This is not disaster related. Total funding for reworking the system is \$115,000.
- And finally, there are four components associated with operations and maintenance, such as fencing around lagoons and other maintenance projects. These are not disaster-related. Total funding required is \$500,000.

### Action Steps:

- Request that the Indian Health Service design and estimate costs for the relining of the sewers, manholes and pump stations.
- Work with Tribal Planning Office to be included in a comprehensive plan.

- Resolve funding for St. Michael Lagoons.
- Try to locate other sources of funding for the eleven IHS projects.

### Challenges:

Some of the challenges involved with this project include the fact that it is expensive and Federal funding is limited. The use of contributions from other agencies to the Indian Health Service projects is a good way to support these projects.

### Cost Estimate:

- St. Michael Lagoons: \$2.73 million.
- Reline all sewer, manholes and pumping stations: \$620,000
- Core Recovery Project (10 components): \$5.47 million
- Deficiency component: \$115,000
- Operation and Maintenance 4 components: \$500,000

### Potential Resources:

Total funding required for the St. Michael Lagoon project is \$2.73 million. Currently the U.S. Department of Agriculture – Rural Development (\$1 million) and IHS (\$825,000) have budgeted major funding for this project but there is still a funding gap.

Funding for the relining project component is

estimated to be \$620,000; costs of the sewer and pumping station projects are \$5.5 million. These two costs apply to 11 project components at a combined cost of \$6.1 million. None of these project components is currently funded; the relining project has not yet been added to the IHS list of projects.

The five Community Recovery Project components are not funded at this time, but they are on the IHS list of projects.

These unfunded projects will need to get additional funding through IHS or get contributions from other agencies so that IHS's limited funds can be stretched further. US Department of Agriculture and US Bureau of Reclamation have historically funded some of these projects.



## CORE RECOVERY PROJECT

(1 Component)

## COMMUNITY RECOVERY PROJECT

(2 Components)

### Solid Waste Plan

#### PROJECT CHAMPION

*Peggy Cavanaugh, Indian Health Service*

The Core Recovery Project component is the closing of 38 existing uncontrolled dumps or landfills that would cause groundwater contamination should the groundwater level rise above the level of one of the dump/landfill sites. This project is not funded and is on the Indian Health Services listing of potential projects for next year.

The first four phases of the Spirit Lake Solid Waste Program have been completed. This Community Recovery Project component would be Phase 5. It is a list of additional solid-waste buildings and equipment that would enable the current facility to handle additional categories of solid waste – construction and debris. The buildings and equipment are estimated to cost \$1.5 million.

The second Community Recovery Project component is Phase 6 of the Spirit Lake Solid

Waste Program. The Committee has prepared a proposal for handling both municipal solid waste and inert solid waste. The committee also has added a list of equipment and storage needs for recyclable goods. The total cost to furnish these facilities and equipment is \$1.6 million.

All three projects have been written up as Indian Health Service projects with appropriate design, engineering and estimating. They are not currently funded.



#### Action Steps:

- Secure funding.
- Work with the tribal planning office to be included in a comprehensive plan.
- Determine how the work for funded project components will be accomplished and prepare the supporting documents, contracts or purchase orders to acquire the services needed to complete the work.

#### Challenges:

The uncontrolled open dump sites must remain closed if the reduction in exposure to contamination is to be effective.

#### Cost Estimate:

- Closing 38 existing uncontrolled dump sites: \$591,000
- Phase 5 Spirit Lake Solid Waste Program: \$1.5 million
- Phase 6 Spirit Lake Solid Waste Program: \$1.6 million

#### Potential Resources:

- Indian Health Services (phases 5 and 6 and controlled dump cleanup)
- U.S. Department of Agriculture (phases 5 and 6)
- U.S. Environmental Protection Agency (phases 5 and 6)

## COMMUNITY RECOVERY PROJECT

### Storm/Surface Water Plan

#### PROJECT CHAMPIONS

*To Be Determined*

Climate change in the Devils Lake basin area has resulted in an average of four inches per year increase in precipitation. Since 1993, the ground around many homes has become so saturated that septic systems have malfunctioned and drinking water was contaminated. Basements and crawl spaces became infested with mold.

The common remedy for ground water saturation is to drain the swamp. However, that measure would most likely turn the area into a desert during the 120-year dry cycle that will inevitably occur. (In fact, in the 1940s, officials began to build canals to bring water into a drying-up Devils Lake. A decade or so later, the cycle turned and the lake began to fill up again.)

The resolution to the wet soil problem will have to be a Surface Water Runoff System that can be controlled to let the water soak into the ground for use during the dry periods.

If the ground water can be drained away, septic systems should work and cleaning up mold will not have to be a constant battle.

Coordination with the Tribal Planning Office is

essential to gather data about existing home sites, and to make sure that future construction of homes, businesses, and other development be located high and dry enough to avoid groundwater issues in the future.

#### Action Steps:

Incorporate as part of the SLN's comprehensive plan.

#### Challenges:

Perform alternate planning if the climate switches to a dry cycle.

#### Cost Estimate:

Not known at this time.

#### Potential Resources:

US Environmental Protection Agency – Region 8

## CORE RECOVERY PROJECT

(10 Components)

## RECOVERY PROJECT

(1 Component)

## COMMUNITY RECOVERY PROJECT

(6 Components)

## Water/Wells Plan

### PROJECT CHAMPION

*Robert Thompson, Water Resources*

The major objective of the Water/Wells Plan project is to deal with the high levels of arsenic in well water on the Reservation. Wells are continually being flooded and contaminated by ground water intrusion because of the higher-than-normal precipitation. The Water Resources Program is being proactive by attempting to achieve lower levels of arsenic in the water. The Water Treatment Plant proposed in this plan will establish a source of clean water for the Tribe.

There are nine disaster-related Core Recovery Project components that deal directly with this issue:

- Four components will connect the water system fed by the treatment plant with existing community well systems and homes near existing or planned feeder lines.

- One component calls for water filters to be installed on wells in remote locations.
- Four more components will drill new wells or use new water mains to connect homes to the water system.

The next group of components will upgrade inadequate existing water lines. When the lines are upgraded, the increased capacity will enable homes with wells to be added to the system. In one case the capacity of a booster pump will need to be increased. In some situations new wells will be drilled to replace contaminated wells. These project components are not tied to the disaster and are considered Community Recovery Project components.

The last project component is to seal abandoned wells. This is considered disaster related because the abandonment of the wells is a result of high ground water.

### Action Steps:

Continue construction of the Water Treatment Plant. The contract has been awarded and construction is just getting started.

Work with the Tribal Planning Office to be included in a comprehensive plan.

Continue searching for funding for the remaining projects.

### Challenges:

Some of the challenges involved with this project include the fact that it is expensive and may

take a long time to complete. Like other Indian Health Service projects these would benefit from contributions from other agencies to make the IHS funding go farther.

### Cost Estimate:

The Water Treatment Plant is being built with U.S. Bureau of Reclamation Funds of \$7.1 million and Indian Health Services (IHS) funds of \$100,000.

The nine Core Recovery Project components are estimated at \$3.6 million.

These six Community Recovery Project components are not funded and are estimated at a cost of \$1.4 million.

The Recovery Project component to seal abandoned wells has been estimated at a cost of \$378,000.

### Potential Resources:

- Indian Health Services
- U.S. Department of Agriculture
- US. Bureau of Reclamation
- U.S. Environmental Protection Agency - Region 8

## COMMUNITY RECOVERY PROJECT

### Wind Energy

#### PROJECT CHAMPIONS

*Tribal Environmental Protection Agency*

The Wind Energy project could dramatically improve the lives of every person on the Reservation. If successful, the project could bring the Reservation millions of dollars every year, from \$2 million at first to \$7 million a year by 2020, with much more to come after that. The project calls for the construction and operation of up to 120 wind turbines that will generate 300 megawatt of energy. It has five developmental phases on three sites. All three sites are on Tribe-owned lands, and have been approved by the Tribal Council for wind-farm use. Construction on the first phase is expected to begin in 2011. In 2013, profits should begin flowing to the Tribal Corporation that owns the wind power operation. The income should start at \$2 million a year, and increase about half a million dollars each year for ten years. With the construction of additional wind generators, by 2023, the Tribe could expect to earn about \$50 million a year.

#### Action Steps:

- First phase: Erect 12 turbines at a site along US 281 about 3.5 miles east of Oberon.

- Second phase: Determine how to connect to the Eastern Grid with the remaining 280 MWs and develop the plan for construction.
- Third phase: Develop the remaining 28 turbines on the first site.
- Fourth phase: Develop the second 300 MW site.
- Fifth phase: Develop the third 300 MW site.
- All phases should be coordinated with the Tribal Planning Office.

#### Challenges:

Some of the challenges involved with this project include the fact that start-up costs are expensive and the entire project may take ten years to complete. But the financial prospects are so positive on the income side that grants are there to pay for required studies and permitting. There is private commercial funding available to cover

construction costs. Through a contract with a developer, initial construction financing will be paid back during the first ten years of operation, but after that the Tribe will own 99-percent of the financed portion.

#### Cost Estimate:

\$750 million for three 100 Megawatt sites and highline to Eastern Grid

#### Potential Resources:

- U.S. Environmental Protection Agency - Region 8
- U.S. Department of Energy
- Private developers



## COMMUNITY RECOVERY PROJECT

### Electrical Distribution

#### PROJECT CHAMPIONS

*Frank Black Cloud, Tribal EPA*

This project calls for formation of a Tribal Utility Authority that could supervise all the Tribe's utility operations. Among other advantages, this would increase the Tribe's opportunities to connect wind-generated power to the main power grid. This is especially important as the Tribe's wind-generating capacity comes on line and increases over the years.

#### Action Steps:

- Form a Tribal Utility Authority with the help of Department of Energy.
- Work with the Tribal Planning Office to be included in a comprehensive plan.

#### Challenges:

The greatest challenge will be to act quickly to take advantage of important financial opportunities available with the Tribal wind-energy project. To do this, all parties must stay committed to good planning.

#### Cost Estimate:

About \$10,000

#### Potential Resources:

None required



## COMMUNITY RECOVERY PROJECT

### Auxiliary Power for Shelters/ Public Buildings

#### PROJECT CHAMPION

*Joe Alberts, SLN Emergency Management*

The Spirit Lake Tribe needs a series of identified emergency shelters in existing buildings that are properly equipped and situated. Once public buildings have been identified, appropriate shelter locations, along with emergency power requirements, structural modifications, additions and so forth will be determined. Furnishing these shelters is a community recovery project and will require considerable planning. The infrastructure working group needs to insure that the infrastructure elements can support the performance of the shelters.

#### Action Steps:

- Identify suitable buildings.
- Work with the Tribal Planning Office to include in a comprehensive plan.
- Select best buildings and match them with occupants.
- Get tribal approval for buildings and occupants.
- Get a professional review of the shelter

with the assigned occupants and determine needed equipment and alterations to the structure.

#### Challenges:

This project will take a lot of coordination effort and will be difficult to fund.

#### Cost Estimate:

This is a function of the number and size of shelters and impact that the residents have on the requirements list.

#### Potential Resources:

- Federal Emergency Management Agency
- North Dakota Department of Energy Services



## COMMUNITY RECOVERY PROJECT

### Spirit Lake Nation Transportation Plan

#### PROJECT CHAMPIONS

*Infrastructure Workgroup*

This project is to develop a community Transportation Plan that will mesh with the Tribal Zoning/Land Use Plan and Master Plan and will provide a public transportation system. This plan could have a route system that runs between all public facilities on the SLN. There may be other components, similar to Dial-A-Ride that will provide specific transportation to important health and social services available on the SLN.

This project is important because it could reduce the overall family transportation costs. This is important in many new housing development programs like sustainable development which incorporates community design with transportation planning to provide a total economical living experience.

#### Action Steps:

- Monitor the progress on the master plan to determine the locations of public buildings and the location of new (proposed) neighborhoods.

- Work with the Tribal Planning Office to make sure this plan is in sync with other proposed planning efforts.

#### Challenges:

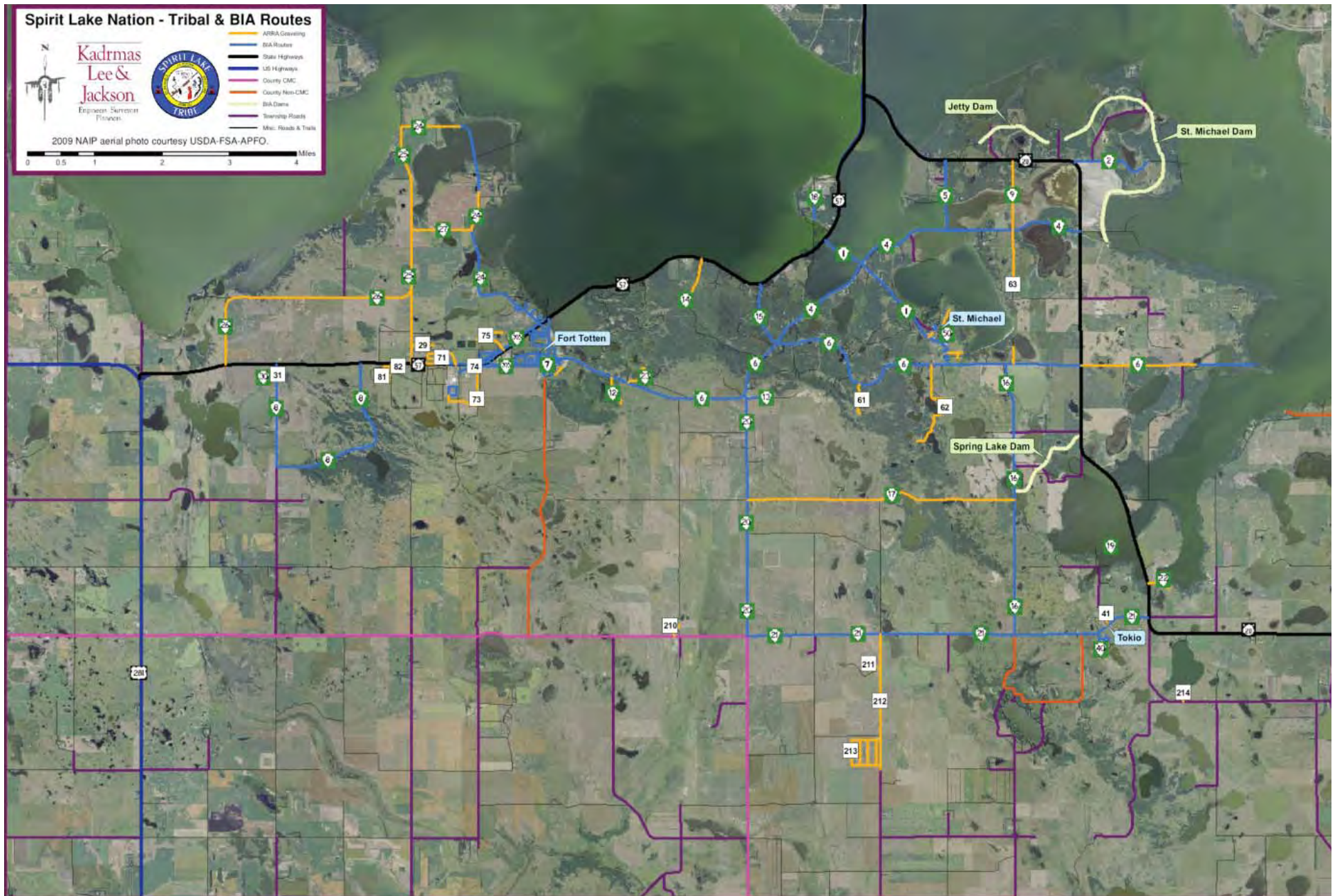
Challenges involved with this project include the fact that it is expensive and may take a long time to complete. A possible strategy to overcome this would be to implement the plan in stages. There is some existing bus service available, but this plan is to be an overall plan that will take advantage of individual grants and integrate them into an overall plan for the community

#### Cost Estimate:

No costs established at this time.

#### Potential Resources:

None required at this time.







# 7

## Economic Development

Lack of employment opportunities is among the top five important issues identified in the *Spirit Lake Nation Strategic Plan 2008-2013* (Strategic Plan). The on-going disaster has drastically impacted the Spirit Lake Nation, a community already suffering from high unemployment and poverty. It is estimated that there are currently more than 6,700 enrolled members in the Spirit Lake Tribe. According to the latest Bureau of Indian Affairs Labor Force Report (2005), 1,369 members (about one-fifth) are employed. Of those employed, 80 percent still lived below the poverty level. In the past, many opportunities for economic development and job creation have not been pursued by the Tribe because capacity, funding and attention have been diverted to response measures and other needs created by the ongoing disaster.

The disaster has impacted the SLN economy and job market in several ways. The rising water of the lake has overtaken businesses, homes and land, adversely affecting the livelihood and economic stability of many people. The loss of homes and the lack of adequate housing has directly affected people employed on the Reservation, requiring many to commute to surrounding communities to find available housing. The instability of the lake also is a major hindrance to more development and expansion of existing businesses. The high groundwater table is a major cause of damage to foundations and infrastructure. Infrastructure repairs and improvements will be vital for new development and the stability of existing businesses. Therefore, it is important that employment and economic issues are addressed. Resolving those issues will be key to the SLN's long-term recovery.

The Economic Development Section of the Recovery Plan addresses lack of employment, the need for economic diversity, services and opportunities, sustainability of current major employers, and dependency on grants.

The projects recommended to address economic development include the following:

- Long Term Strategy for Training and Certification Programs
- Tribal Banking, Financial Services and Resources for Economic Development Opportunities
- Establish Tribal Economic Development &

Tourism Director and Business Development Council

- Improvements and Expansion for Major Employers
- Spirit Lake Sand and Gravel Quarry Pit Company
- Retail and Commercial Development
- Small Business Development Incubator and Cultural Artwork Cooperative Center
- Comprehensive Strategy and Action Plan for Tourism

These projects are designed to create a sustainable and diverse economic base that allows for the development of new businesses and a skilled workforce. The projects take into consideration the input from attendees of community meetings, in particular those ideas that received a high number of votes.

Some of the projects in this section are reflective of the economic development efforts already being pursued by the Tribe such as the Tribal bank or credit union. Several projects in other sections of the Recovery Plan also relate to economic development: For example, wind-power development and the development of a cultural museum. In addition, many of the proposed projects address multiple issues or priorities listed in the Strategic Plan.





## CORE RECOVERY PROJECT

### Training and Certification Programs

#### PROJECT CHAMPIONS

*Leander “Russ” McDonald, Ph.D., VP of Academic Affairs, Cankdeska Cikana Community College (CCCC)*

*Jolene Cross White, SLN Training and Employment*

*Allen McKay, Tribal Employment and Rights Ordinance Office (TERO)*

*SLN Education Departments*

This project calls for the development of a long-term strategy to work with existing Tribal entities and other organizations to provide on-line, on-the-job, and classroom training and internships in a wide range of job skills, including:

- Plumbing, electrical, HVAC, sheet-metal & construction management
- Heavy equipment operation
- CDL truck and ATV driving
- Auto & small engine repair
- Internships programs
- Mold remediation, asbestos, lead (other hazardous materials) abatement
- Renewable energy i.e. solar panels,

windsmiths, etc.

- Home health care, child care, etc.
- Money management, budgeting and life skills
- Grant writing and management
- Casino management, operations, and hospitality skills

The Training and Certification strategy calls for the collaboration of tribal departments and organizations including Spirit Lake Training and Employment, Tribal Employment and Rights Ordinance Office (TERO), SLN Education departments and Cankdeska Cikana Community College (CCCC), along with major employers. These project advocates would work together to plan and implement training and certification programs. Also, the strategy would address the need for and location of a training facility. The project advocates would determine the need for additional space, technology requirements, equipment needs and other resources. This group would develop a directory of individuals certified and trained through this program,



along with each person's skill set, and make this directory available to the public.

This project requires collaboration with tribal departments and Federal, State, and private agencies, which would optimize resources. It would develop a training strategy that focuses on assessing, developing and implementing a program with the goal of providing employees for existing and future businesses, including those that may be contracted to accomplish many of the projects envisioned in this action plan.

#### Action steps:

- Work with the Tribal Planning Office to include as part of a Comprehensive Plan.
- Develop partnerships and collaboration strategies.
- Determine the location for the training facility with enough space to store large vehicles and equipment, and enough open space for students to train on equipment, trucks and other vehicles.
- Research and determine funding sources.
- Develop a facility or operational plan to conduct training and manage the facility.
- Identify resources.
- Determine what training programs should be incorporated as part of the program.

### Challenges:

One of the challenges of this project would be funding sources for the training programs, the facility itself and the required equipment. Another challenge may involve territorial issues that may arise in the collaboration and coordination of many existing Tribal departments and organizations that are currently providing training. It would be important for all stakeholders to work together in a comprehensive approach to implement the training and certification strategy that would benefit the entire community.

- U.S. Department of Health and Social Services
- North Dakota Department of Labor
- North Dakota Department of Commerce
- Northwest Area Foundation
- National Organization of Tribal Employment Rights Office
- Shakopee Mdewakanton Sioux Community Foundation
- Angoon Business Development Center
- Native American Enterprise Development
- Four Bands Community Fund, Inc.
- Microsoft Corporation

### Cost Estimate:

Training programs \$50,000 - \$200,000

Equipment & Renovations or New Facility  
\$200,000 - \$750,000

### Potential Resources:

- U.S. Department of Commerce  
Economic Development Administration
- U.S. Department of Housing and Urban  
Development
- U.S. Department of Agriculture
- U.S. Small Business Administration
- U.S. Department of Labor
- U.S. Department of Education
- U.S. Environmental Protection Agency



## CORE RECOVERY PROJECT

### Establish Tribal Banking and Financial Services

#### PROJECT CHAMPION

*Jason Thompson, SLN Tribal Council*

The project involves establishing Tribe-owned lending institution such as a bank or credit union, a revolving loan program and the utilization of the SLN's Economic Development Fund (EDF) for business and economic development.

Establishing a Tribe-owned lending institution will provide opportunities for all Tribal members who may find it difficult to obtain loans from traditional lending institutions. The Revolving Loans Program will enable start-up businesses to purchase supplies and equipment, secure space, and handle initial cash flow demands. In addition, a micro-loan program and a matching savings program would allow younger Tribal members to save money for college or other needs. This program would be similar to other Tribal programs such as the innovative, nationally recognized Youth Individual Development Account (IDA) program for matching teen job internships and employment, providing financial literacy training, and saving for higher education and careers.

Increasing the EDF grant fund amount

for economic and business development opportunities would generate additional income. Currently, the EDF fund spends only 8 to 9.5 percent on business and economic development with a larger percentage going to social and service programs. With these funding programs, members and businesses will not have to depend solely on Federal dollars or grants to fund projects. Increasing EDF investment in developing businesses would not only generate more revenue for the SLN, but would also spur more economic development in general.

This project would greatly improve Tribal members' access to financial services and capital. Currently, the Tribe generates millions of dollars of economic activity, which is placed in outside banks that do not supply needed services. Tribal businesses and individual members find it extremely hard to access capital, build assets and leverage them to create new opportunities.

Individuals without saving or checking accounts are far less equipped to own a home, start a business or build wealth, and they are often forced to borrow from high-interest "pay-day" operations. With a bank of their own, SLN Tribal members will have basic financial services, expanded access to bank accounts, affordable mortgages, and small business loans, as well as financial literacy training.

#### Action Steps:

- Work with the Tribal Planning Office to be included as part of a Comprehensive Plan.

- Seek expert advice to develop a bank or credit union.
- Develop a portfolio of loan and saving programs.
- Locate a successful Native American lending institution to use as a model.
- Seek technical assistance from existing Native American lending institutions and other traditional financial institutions to assist and provide guidance in developing programs.
- Select a committee to oversee these funds, including a cross section of the community, to ensure impartiality when awarding and dispersing funds.
- Set guidelines and regulations for the revolving loan and EDF grant funds (grant and loan options, amount of funds and types of projects), etc.
- Learn about and develop special services to enable members to gain new skills and build their assets.
- Look to fill positions with Tribal members.

#### Challenges:

Parts of this project will be very complicated to complete. The Tribe is currently pursuing plans to develop a Tribe-owned bank or credit union on the Reservation, so it may be beneficial to consult with other Tribal Nations that have been successful in establishing banks and other lending services. This project also recommends

increasing the percentage of EDF to allow for more economic development. With limited revenue, this will be a challenge.

### Cost Estimate:

\$938,000 for 2,500 sq. ft. bank building

### Potential Resources:

- U.S. Department of Commerce Economic Development Administration
- U.S. Department of Housing and Urban Development
- U.S. Department of Agriculture
- U.S. Department of Treasury
- National Credit Union Administration
- Shakopee Mdewakanton Sioux Community Foundation
- Northwest Area Foundation
- Merrill Lynch & Company Foundation, Inc.
- MetLife Foundation, Inc.
- Bank of America Foundation
- Otto Bremer Foundation
- Lakota Fund - Oglala Sioux Tribe
- Native American Enterprise Development
- Colville Confederation Tribes
- Four Bands Community Fund, Inc.

## CORE RECOVERY PROJECT

# Tribal Economic Development Director and Business Development Council

### PROJECT CHAMPION

*Carl McKay, Sioux Manufacturing Corporation*

This project calls for establishing a director and organization that will focus on economic and business development, including the promotion of tourism, on the Reservation. This could be a group formed specifically for this purpose, or an already existing group taking on this important task. Its main goal will be to provide guidance, planning and information regarding economic development on the Reservation.

The individuals in this group would have knowledge of local issues and resources, and could advocate for the business development and economic interests of the SLN. The ultimate goal is to create a full-time position for an economic development and tourism director and a business development council with those responsibilities. This person and group would work with the Tribal Council to help make decisions regarding economic development needs, and would provide planning, organization, and implementation that will be vital to the ongoing success of economic development and tourism on the reservation.

The director position and business council could be supported by a Vista Volunteer and SCORE who could add support, technical assistance and guidance for the group.

One position would be funded for at least two years. As economic development projects are developed this should become a self-sustaining position, funded with economic development revenue and grant administrative fees. The Business Development Council will consist of group of volunteers, made up of Tribal member business leaders and other individuals with expertise in relevant fields, such as banking and finance, business development, planning, tourism, marketing, law, design and construction.

### Action Steps:

- Determine funding sources.
- Define the role of the economic and tourism position.
- Determine where the new position or department will be located in administrative building, or proposed training center or small business incubator.
- Work with the Tribal Planning Office to include as part of a Comprehensive Plan.
- Recruit and form the Business Development Council or Action Committee.
- Join organizations such as the Native American Chamber of Commerce or other local and state chambers.

- Compile all existing data to determine what additional studies need to be conducted regarding economic development and tourism.
- Oversee the implementation of Recovery Plan Economic Development projects.

### Challenges:

Some of the challenges involved with this project include the funding for the director position. Another challenge will be recruiting qualified and experienced individual(s) with local knowledge of and concern for the economic needs and opportunities of the reservation. This project would also require existing business owners and members of the reservation to form a business development council or action committee to address these issues, which would require continued commitment from those individuals.

**Cost Estimate:** \$200,000

### Potential Resources:

- U.S. Department of Commerce Economic Development Administration
- U.S. Department of Housing and Urban Development
- U.S. Department of Agriculture
- U.S. Small Business Administration
- U.S. Department of Labor

- Corporation for National & Community Service
- North Dakota Department of Tourism
- North Dakota Department of Commerce
- North Central Planning Council
- Turtle Mountain Tourism Association
- Standing Rock Tourism
- Mississippi Band of Choctaw Indians
- Peoria Tribe of Indians of Oklahoma

## RECOVERY PROJECT

# Improvements and Expansion for Major Employers

### PROJECT CHAMPIONS

*Paul M. Matheny, General Manager Spirit Lake Casino & Resort*

*Carl McKay, Sioux Manufacturing Corporation*

*David Kraft, Facility Manager, Sioux Manufacturing Corporation*

This project addresses improvements and expansion of the Spirit Lake Casino and Resort and the Sioux Manufacturing Corporation – the two major employers on the reservation. It deals with infrastructure issues that threaten existing operations and hinder future expansion, including problems with lagoons, wetlands, water and sewer, drainage, road access and ground water. Many of these issues were caused or made worse by heavy rain and snow, flooding, and a wide range of problems caused by increasing water levels of Devils Lake. Many improvements called for here would normally have been addressed, but funds and attention were diverted to response and recovery efforts.

Infrastructure and other improvements needed at the Sioux Manufacturing Corporation include:

- Utilities building foundation repairs

- Shipping dock slab and stairs repairs
- Liquid nitrogen facility foundation and system improvements
- Ground water and storm drainage
- Divert roof down spouts to storm drains
- Fire suppression system capacity improvements
- Marketing strategy for promoting services or diversification into commercial manufacturing

Infrastructure and other improvements needed at the Spirit Lake Casino and Resort include:

- Emergency measures and improvements for only road access
- Loss of property and real estate, including the shoreline and jetty reconstruction
- Lagoon and sewer improvements
- Facility improvements and new retail and commercial development
- Topographic map of the site



Both the manufacturing company and the casino operation have been identified by Working Group members as significant to the reservation's economy. The project would help make the most of these existing assets and enhance their ability to create more employment opportunities. Sioux Manufacturing and the Spirit Lake Casino combined employ more than 500 people and both have important historical significance to the Tribe. SMC was founded in 1973, starting as a joint venture with Brunswick Corporation. In 1989, the Tribe purchased the last remaining shares,



thereby gaining full ownership. SMC is the oldest Tribe-owned and managed industrial business in the country. SMC has nearly 30 years experience providing products for the Department of Defense. The Spirit Lake Casino and Resort was opened 1998 as a Tribe-owned casino and it is currently largest generator of revenue for the Tribe.

### Action Steps:

- Determine the specific needs for infrastructure and facility improvements for both businesses using design and engineering professionals.
- Work with the Tribal Planning Office to include as part of a Comprehensive Plan.
- Determine potential funding sources.
- Establish a strategy and marketing plan for potential expansion and development opportunities.

### Potential Resources:

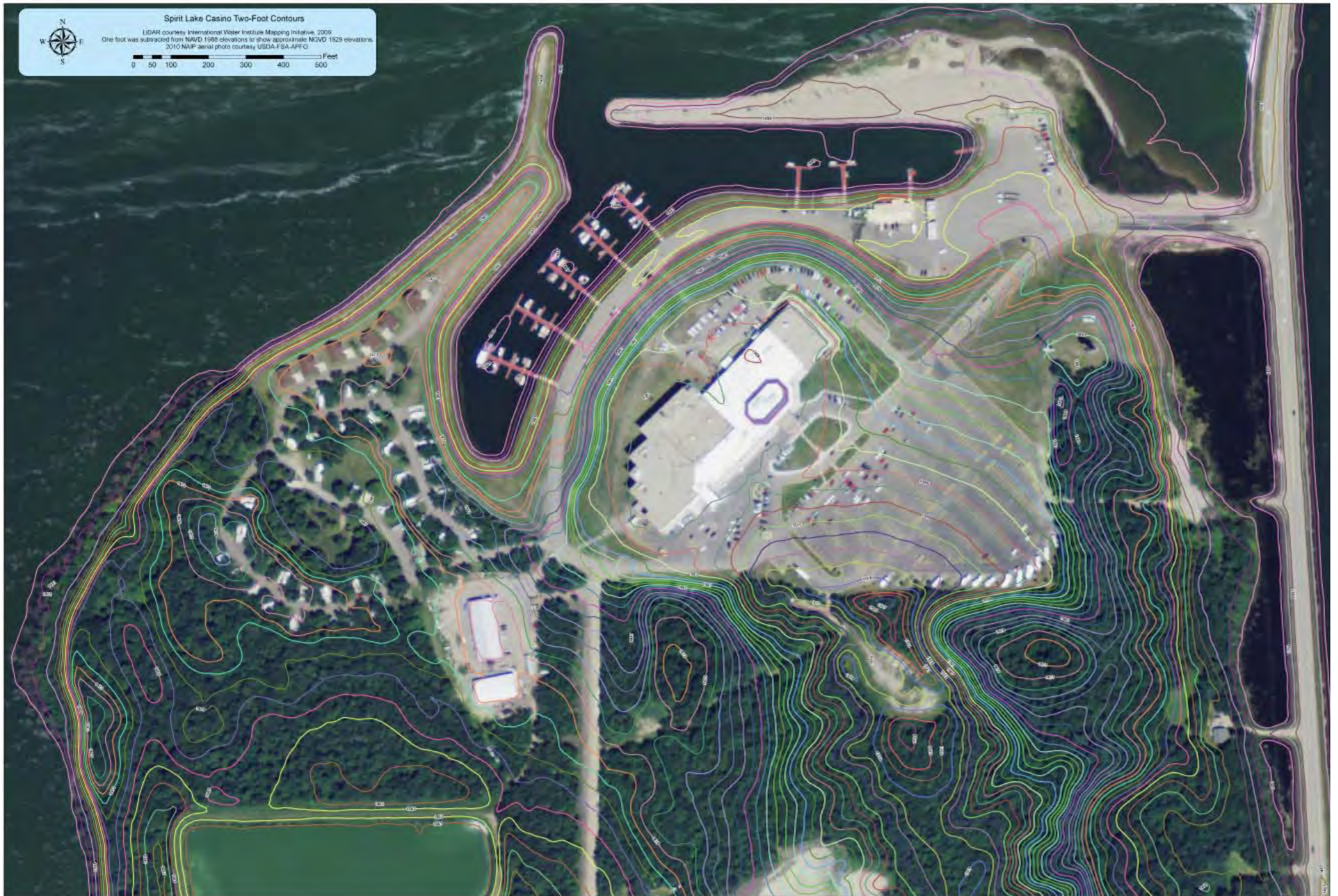
- U.S. Department of Commerce Economic Development Administration
- U.S. Department of Housing and Urban Development
- U.S. Department of Agriculture
- U.S. Department of Defense
- U.S. Small Business Administration
- U.S. Department of Interior, Bureau of Indian Affairs
- U.S. Department of Energy

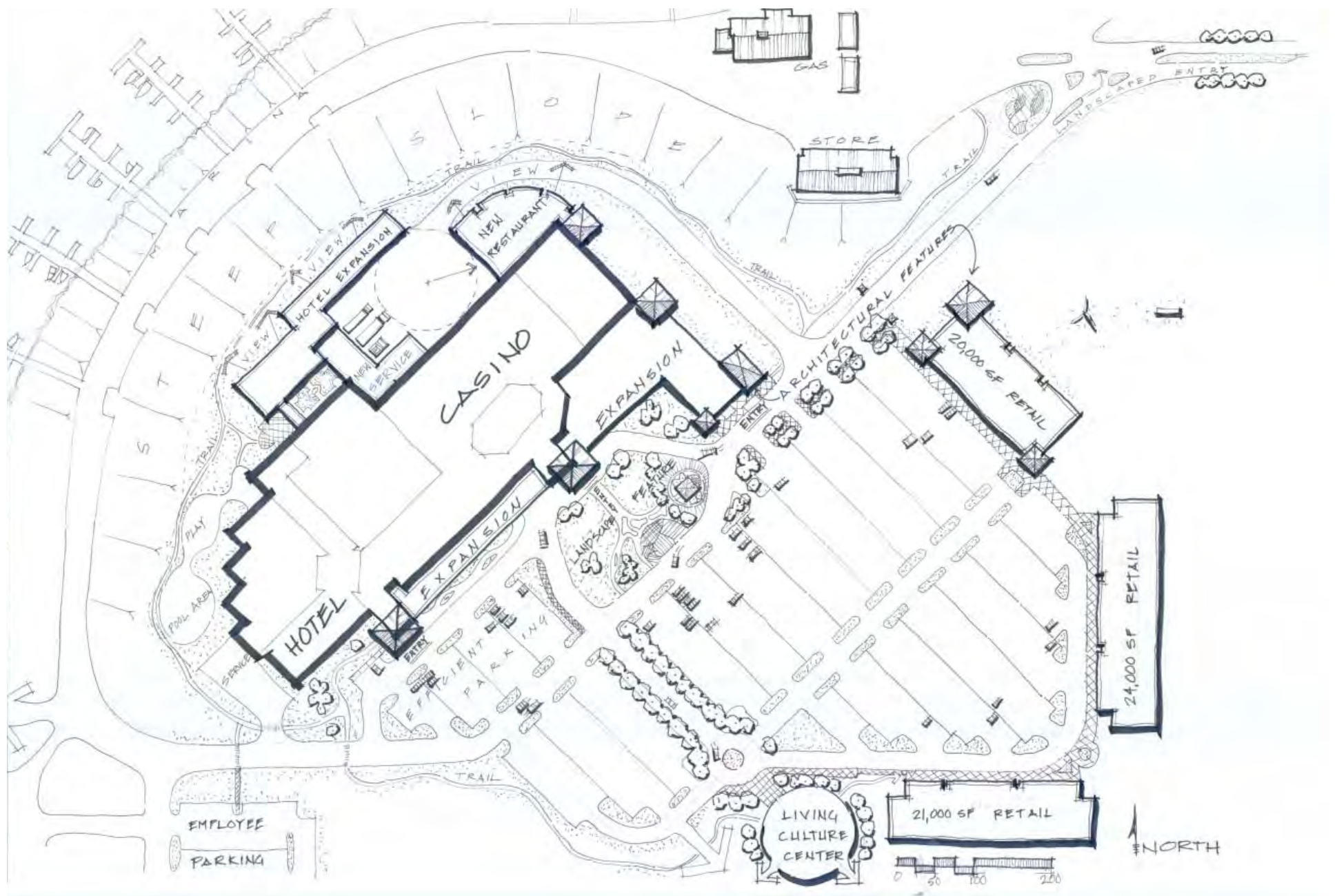
### Challenges:

These improvements will be expensive, so making them happen will require collaboration from different funding sources. In addition, the project will require commitment for the Tribal government, SMC and SLC&R companies to work together more closely.

**Cost Estimate:** \$500,000- \$1,000,000









## RECOVERY PROJECT

# Establish Sand and Gravel Quarry Pit Company

### PROJECT CHAMPIONS

*Justin Yankton, SLN Tribal Council*

*Walt Hollifield, SL Finance Department*

*David Steffen, Sioux Manufacturing Corporation*

This project calls for the establishment of a Tribe-owned sand and gravel quarry business. The Sand and Gravel Quarry will produce certified stone products and aggregates to be used to build roads, sidewalks and foundations, and so on. Once the quarry has received certification, a portable concrete batch plant will be purchased or rented to develop a certified concrete operation in the future. The new business needs to become certified as a Small Disadvantage Business (SDB), a Small Business Development SBA 8(a), and a HUB-Zone Small Business.

The Tribe is already creating a business plan for this venture. Three pieces of heavy equipment have been purchased – a front-end loader, a screener and a rock crusher. The Spirit Lake Road Department is already using this equipment and has begun mining their own sand and gravel on leased land for use on Tribal road projects as well as projects funded by FEMA.

The prospects for future demands for sand and

gravel appear to be substantial, which makes it critical to develop a company as soon as possible. The construction and improvements of roads are scheduled to continue for another two years with millions of dollars spent each year. The development of the wind farm project with twelve large wind machines is scheduled to start the summer of 2011 and the need for gravel and concrete will be enormous. In addition, there are many other construction projects proposed in the recovery plan, including residential and commercial development, infrastructure repairs and upgrades, and Tribal facilities improvements.



It is important that the SLN develop the business as a separate corporation. This legal separation would allow other departments and other suppliers to purchase materials from the business and instill accountability standards for Federal reimbursement. The company would need to have a gravel pit manager/bookkeeper position to successfully manage the operation. The

enterprise would produce other jobs such as lab personnel to test construction aggregates and mix designers customize mixes to meet the specific customer needs. Also, jobs will be created for drivers and heavy equipment operators. The training and certification strategy addresses the need for training heavy equipment operators and drivers. More equipment and a storage facility will be needed. Also, a Reservation-wide mineral and natural resources assessment will need to be completed to help determine sites for future mining.

An option for the Tribe to consider when developing the business is to partner with an existing sand and gravel company that would be interested in working with a Tribe-owned 8(a) company. The more established company could provide the expertise in developing the business, help complete the certification requirements, and assist in managing the corporation. Finally, coordination with the Tribal Planning Office is required to ensure selected sites do not adversely affect other development or infrastructure.

### Action Steps:

- Develop a business plan using the existing SWOT Analysis.
- Incorporate the company.
- Determine an accounting system and administrative staff to operate an efficient business.

- Work with the Tribal Planning Office to include as part of a Comprehensive Plan.
- Complete certification process to become SBA's 8(a), SDB, and HUBZone classifications.
- Determine funding sources.
- Fill position of gravel pit manger/bookkeeper.
- Complete minerals and natural resource assessment.
- Complete stone certification process for use in federal and state highway contracted road projects.
- Develop site, fence site and provide storage for equipment.
- Purchase additional equipment.
- Become listed on the State bidding list.



- Rent or purchase concrete batch plant.

### Challenges:

Some of the challenges involved with this project include the elaborate incorporation process and management of the business. It will be time-consuming and challenging to complete the requirements for certification as an SBA 8(a), SDB, and HUBZone business. Fortunately, there is an existing Tribal company, Sioux Manufacturing Company, that has completed that process and would provide assistance for the SLN Sand and Gravel Business management team. Another challenge for the project is the need to complete the certification and meet all the Federal and State highway department standards. Also, a mineral and resources assessment will need to be completed to help determine sites for future mining of materials. According to project champions, this is the most critical and essential part of the business plan and future planning.

### Cost Estimate:

\$500,000 with potential  
 \$100,000 annual return on investment  
 \$735,000 for equipment

### Potential Resources:

- U.S. Department of Commerce Economic Development Administration
- U.S. Department of Housing and Urban Development
- U.S. Department of Agriculture
- U.S. Small Business Administration
- U.S. Geological Survey (USGS)
- U.S. Department of Transportation
- SLN Economic Development Fund

## COMMUNITY RECOVERY PROJECT

### Retail and Commercial Development

#### PROJECT CHAMPIONS

*Paul M. Matheny, General Manager Spirit Lake Casino & Resort*

*David Steffen, Director of Business Development, Sioux Manufacturing Corporation*

The goal of this project is to develop sustainable retail and commercial businesses owned and operated by members of the Tribe. The development of new, locally owned retail and commercial businesses would help diversify the Tribe's economy and supply needed services such as:

- sporting goods
- laundromat
- bakery
- fitness center
- clothing stores
- carwash
- restaurants
- beauty salon

Currently, residents of SLN must travel to surrounding areas for many basic necessities. It was suggested by the Economic Development Working Group that a good starting point for

determining the types of development needed is to look at the kinds of businesses and services that tribal members seek off the reservation.

The project would address issues that may hinder the success of the business, such as lack of access to capital. It has been suggested that Sioux Manufacturing or Spirit Lake Casino and Resort or even the Tribe itself own the businesses initially. Individual business people would then manage the operation and eventually purchase an interest in the business.

New retail and commercial developments could be located near sites of existing business locations such as the SLN "Mall" and the Spirit Lake Casino and Resort. This would provide more exposure for these new ventures and attract more customers to those established businesses. More money will be spent on the Reservation as more goods as services become readily available for purchase. New retail and commercial developments would create job opportunities for tribal members, including part-time employment for young people.

#### Action Steps:

- Develop a marketing survey to identify what products and services are most needed, and find ways to capture existing and future demand.
- Work with the Tribal Planning Office to include as part of a Comprehensive Plan.

- Determine funding sources, such as the proposed tribal bank or revolving loan program.
- Work with the proposed business development council and business development incubator center.
- Identify strategies to benefit existing small businesses.
- Determine locations and sites for new commercial development.
- Promote sustainable practices.
- Join local and national chambers of commerce and other organizations to promote and market new businesses.
- Work with the SLN to develop and create access to start-up and expansion loans.

#### Challenges:

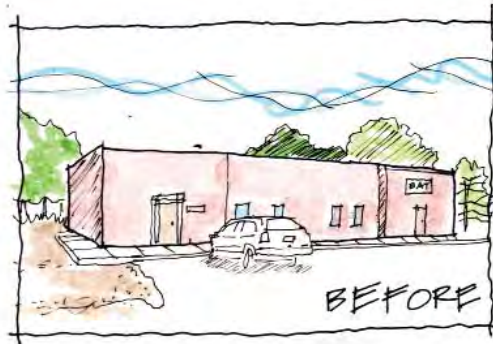
This project may be expensive and take a long time to complete. It would also be challenging to develop sustainable businesses or provide the assistance and support needed for individuals starting businesses because the first years of operation are critical to success. Securing funds to develop the new retail and commercial businesses could be a challenge, but there are measures proposed in the recovery plan that will address those challenges. The ownership arrangements and issues with the Tribe and its members will need to be determined.

**Cost Estimate:**

\$895,000

**Potential Resources:**

- U.S. Department of Commerce Economic Development Administration
- U.S. Department of Housing and Urban Development
- U.S. Department of Agriculture
- U.S. Small Business Administration
- U.S. Department of Interior, Bureau of Indian Affairs
- U.S. Department of Labor
- U.S. Department of Health and Social Services
- Shakopee Mdewakanton Sioux Community Foundation
- Northwest Area Foundation
- Native American Enterprise Development



*Building and Site Improvements can significantly improve business*



## COMMUNITY RECOVERY PROJECT

### Business Development Incubator and Cultural Artwork Cooperative

#### PROJECT CHAMPIONS

*Leander “Russ” McDonald, Ph.D., VP of Academic Affairs Cankdeska Cikana Community College*

*Jolene Crosswhite, SLN Training and Employment SLN Vocational Rehabilitation Center*

*David Steffen, Director of Business Development, Sioux Manufacturing Corporation*

This project creates a small business development incubator and artists’ cooperative center. The goal is to help small businesses attain long-term success using technology, management, networking, and other support services supplied by existing Tribal resources and other support off the SLN. The SLN Business Development Incubator would provide space for developing businesses, business training and counseling as well as office and meeting space. The center would assist individuals with the development of business plans and serve as a data storage center for businesses.

An important part of this project is the development of an artists’ cooperative center that would provide workspace, supplies and retail display space for Tribal artists to promote and market their work and develop arts and

crafts skills. This would be beneficial for many local artists who would like to start a business. This facility could create a “main-street” type of environment where businesses can have gain the advantage of clustering, exposure, attract customers, and learn from one another. This project also would help artists and craft makers sell their work online.

Many Tribal members have well conceived ideas for new businesses and some may also have business plans, but they are unable to secure financing or locate space. This project would work in conjunction with other proposed projects such as the Tribal bank and revolving loan program to create a low-interest loan or grant programs to help encourage the development of new businesses.

It is important to have a local coordinator or committee that understands the issues and resources and could advocate for arts-and-craft-oriented businesses, and provide guidance and expertise. The position can be supported by a Vista Volunteer or SCORE Volunteer.

There are several possibilities for sites including a part of the Cankdeska Cikana Community College campus or on the Spirit Lake Casino and Resort site near the proposed Cultural Center and new retail and commercial development.

The Center would encourage artists, young and old – experienced and just starting out – to create more and gain more exposure to market their creations. This would also help to preserve the culture.

#### Action Steps:

- Work with the Tribal Planning Ofce to include as part of a Comprehensive Plan.
- Conduct a feasibility study or needs assessment, entrepreneurial demand and community support for the facility
- Conduct preliminary planning to identify potential stakeholders.
- Determine funding sources.
- Select a site for the center.
- Determine management team and operational plans for the facility.
- Determine what support services are needed.
- Indentify local artist and crafts makers.
- Create and sustain new businesses to provide goods and services.
- Assist with business plan development.
- Assist with marketing online for local artist and craft makers.



- Join local and national chambers of commerce and other organizations to promote and market new businesses.
- Develop and create access to start-up and expansion loans.

### Challenges:

Some of the challenges for this project include finding adequate funding and selecting the site for the facility. The project would need to have a knowledgeable and experienced individual or group to manage the center. The success of this project would depend on the organization and management of the facility.

### Cost Estimate:

\$1.5 million - \$3.1 million depending on the size of the facility.

### Potential Resources:

- U.S. Department of Commerce Economic Development Administration
- U.S. Department of Housing and Urban Development
- U.S. Department of Agriculture
- U.S. Small Business Administration
- U.S. Department of Labor
- National Foundation on the Arts and the Humanities
- U.S. Department of Interior, Bureau of Indian Affairs
- National Organization of Tribal Employment

### Rights Office

- Shakopee Mdewakanton Sioux Community Foundation
- Northwest Area Foundation
- Angoon Business Development Center
- Otto Bremer Foundation
- Native American Enterprise Development
- U.S. Chamber of Commerce

- Microsoft Corporation
- Four Bands Community Fund, Inc.
- First Peoples Fund
- SLN Economic Development Fund (EDF)



*Courtesy of CCCC*

## COMMUNITY RECOVERY PROJECT

### Tourism Strategy and Action Plan

#### PROJECT CHAMPIONS

*Trina Brownshield, Spirit Lake Casino and Resort Marketing Department*

*Daniel Lohnes, Spirit Lake Marina*

This project would create a master plan and strategy to develop year-round tourist attractions on the SLN. The types of tourism projects discussed by working group members include:

- Trail systems for horseback riding, hiking and snowmobiling, all terrain vehicles (ATVs)
- Campsites, cabins and other rental properties
- Grahams Island commercial development
- Tribal Museum and visitors center with arts and crafts gift shop
- Boat access and piers for fishing with more handicapped access to the lake
- Scenic by-ways
- Skiing and ice skating
- Golf course, go-carts, etc.
- Residential and hotel development such as Ski Lodge, Bed and Breakfast Teepee
- Farmers' market
- Spirit Lake Park

SLN land has features that would promote economic development by creating unique tourism opportunities. The plan would recommend types of tourism projects that would be most economically beneficial to the Tribe while protecting cultural integrity and honoring tribal values. A well-researched strategy is needed to determine how to develop and then increase the visibility and accessibility of cultural, historic and eco-tourism attractions on the Reservation. The plan would establish a coordinated, region-wide marketing program to promote Spirit Lake the tourist attractions.

There are several attractions that currently bring people to the area, including the Spirit Lake Casino and Resort, Grahams Island, Camp Grafton, Sullys Hill, Fort Totten Historic Site, and lake recreation in general. The Tribe could develop many additional attractions to draw those tourist and their dollars to the reservation.

#### Action Steps:

- Work with the Tribal Planning Office to include as part of a Comprehensive Plan.
- Establish a Tourism Action Committee or work with the Economic and Business Development Action Committee
- Identify natural and cultural assets.
- Determine funding resources for planning.
- Hire a consultant to create a plan.
- Develop plan and implement it.

- Decide on initial projects and determine funding sources for that project.
- Consider adding a visitor's center and museum with gift shop featuring local artisans' arts and crafts.
- Develop and implement a cooperative region-wide marketing campaign for all attractions

#### Challenges:

One challenge is deciding which project to develop or pursue first. Another challenge will be securing the funding to develop the projects. Fortunately, once some of the tourism projects start to come on line the revenue generated will allow for the development of more projects or expansion of existing projects.

**Cost Estimate:** \$50,000

#### Potential Resources:

- U.S. Department of Commerce Economic Development Administration
- U.S. Department of Housing and Urban Development
- U. S. Department of Fish and Wildlife
- U.S. Department of Interior, Bureau of Indian Affairs
- U.S. Department of Transportation
- U.S. Department of Interior National Park

### Service

- Urban Land Institute Community Action Grant
- National Trust for Historic Preservation
- North Dakota Department of Tourism
- Convention and Visitors Bureaus
- Shakopee Mdewakanton Sioux Community Foundation
- Northwest Area Foundation
- Standing Rock Tourism
- Turtle Mountain Tourism Association
- SLN Economic Development Fund





Courtesy of CCCC



Jody White - CCCC Student



Courtesy of CCCC



Lindsey Walking Eagle - CCCC Student



Beaded Medallions - SLN Germaine Thompson

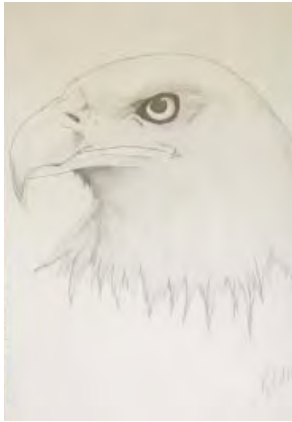


Jody White - CCCC Student





Robert Littleghost



Robert Littleghost



Demi Rae Butts



Samantha Sherman

## Natural and Cultural Resources

The Natural and Cultural Resources Working Group was divided into two subgroups: Natural Resources and Cultural Resources. This was done with Tribal approval to facilitate focused discussion.

### Natural Resources

More than seventeen years of flooding have resulted in loss of rangeland and wildlife habitats. For example: The construction projects to raise the elevation of the roads have forced the beavers to relocate their dens from alongside Highway 57; the Bald Eagles no longer have large trees at the edge of the lake from which to spot fish, and the deer have been unable to return to some food sources because they are underwater. Recovery Plan projects in this sector support the *Spirit Lake Tribe Strategic Plan 2008-2013* by increasing wildlife- and range-management capabilities, adapting areas to replace lost habitat, and improving the health of wildlife throughout the Spirit Lake Nation (SLN). These projects also seek to expand opportunities for the responsible use of the Tribe's natural resources, capitalize on community interest in farming and ranching, and provide facilities for Tribal programs and plant/animal-oriented education.



These projects are important because they assist with responsible management of the Tribe's lands and natural resources; they help ensure a healthy natural environment and proper management of wildlife; capitalize on Tribal members' interest in farming and ranching, and create Tribal equivalents to state and federal regulations. By keeping a vibrant wildlife population through land and wildlife management programs, the Tribe can preserve and enlarge its wildlife population for hunting-based tourism and prevent wildlife disease and illness from spreading.



#### Natural Resources Working Group Goals

- Restore or replace wildlife habitats damaged by flooding or recovery construction.
- Reduce vulnerability to invasive species.
- Promote responsible hunting and fishing, and at the same time capitalize on the fishing and boating tourism that was a result of the flooding of the lake.
- Expand services and capabilities of the Tribal Fish & Wildlife Department.
- Provide training programs and experiential learning for future farmers and ranchers.
- Expand and improve the Sunka Wakan Ah-ku (Bringing Back the Horses) youth rehabilitation program.
- Expand and improve the buffalo ranching program so that more Tribal members have access to this supply of food.
- Expand and improve educational opportunities and activities for youth.
- Ensure high level of coordination and cooperative planning between Tribal departments so that future flood recovery becomes easier and structures are set in place to address wildlife and land recovery efforts.
- Expand the Tribe's ability to independently manage and make use of its lands.

#### Cultural Resources

Native American culture is a rich legacy that is rapidly disappearing throughout the country. The Spirit Lake Tribe is rapidly losing its culture, language, and traditions. There is a significant lack of fluent Dakota speakers and even fewer people who know all the traditions of their grandparents and forefathers. The SLN has expressed the need for increased cultural resilience and the preservation of traditional beliefs, life ways, and history in order to stem the tide of the loss of tradition and cultural identity. Recovery Plan projects are designed with this purpose in mind. It is through culture that people learn what it means to be a community member, where they create their personal identity, and define social roles. Conversely, it is our cultural uniqueness that draws the attention of those outside a culture and through them individuals can further learn about themselves; it is therefore important to promote Dakota culture not only within the Tribe but also to those outside the SLN. Recovery Plan projects include the creation of a Culture Center with two specific programs, an Oral History Project and Season Culture Camps (described in the appendix) which are targeted at youth and families. Through the efforts of the Cultural Resources Working Group and the community's input, these projects are proposed to effectively increase cultural resilience and interest. Further, the projects will expand Dakota language learning opportunities, strengthen community solidarity, and increase social cohesion.



Courtesy of CCCC

### Cultural Working Group Goals

- Increase the ability of the Tribe to preserve its history.
- Increase Tribal members' knowledge about Spirit Lake Dakota culture and traditions.
- Increase Tribal members' ability to identify with traditional Dakota culture.
- Increase Dakota language fluency of Tribal members.
- Increase youth-elder social and cultural engagement.
- Increase constructive recreational opportunities for youth.
- Decrease cultural isolation and increase cultural openness.



Danielle DeCoteau CCCC Student



Courtesy of CCCC

## RECOVERY PROJECT

### Clean Launch Program

#### PROJECT CHAMPIONS

*Spirit Lake Fish & Wildlife Department*

The Clean Launch Program, in conjunction with a new boat-wash facility located at the Spirit Lake Marina, will not only help control invasive species and create Tribal equivalents of existing environmental regulations, it will also generate a modest amount of income. In this program, before launching a vessel into Devils Lake from Tribal property (primarily the Spirit Lake Marina) a visitor must first wash his/her boat and receive a Clean Launch tag for a fee that is priced comparatively with the boat launch fees of other marinas in the region.

More than 17 years of flooding has brought disastrous consequences for the SLN. Conversely, a positive aspect of the flooding has been the increased interest by sportsmen and recreational boaters to utilize the lake on frequent basis. While this type of tourism brings in money and increases the Tribe's exposure and connection to the rest of the country, it also makes the possibility of invasive species brought into the lake on the boats of visitors a very real threat. Despite the negative impacts of the flooding, the

growth of the lake can be a good thing if properly managed. This project would enhance proper management of the lake.

The first phase of this project calls for the construction of a boat-wash station at the Spirit Lake Marina and the initial implementation of the Clean Launch program. The second phase calls for the construction of at least two more boat washes and launch ramps on the smaller lakes on the reservation.



#### Action Steps:

- Work with the Tribal Planning Office to include in the Comprehensive Plan.
- Identify location for new boat-wash station.
- Determine physical layout of station and timeline for construction, and solicit bids from contractors.
- Begin construction.

- Determine methods of implementation for the Clean Launch Program and begin marketing campaign.
- Hire one additional employee at the Spirit Lake Marina to conduct wash inspections.

#### Challenges:

This project's challenges mostly involve the expense necessary for proper implementation. In addition, the proper management may require a new staff member. Finding the funding and time needed for this endeavor may prove difficult, but ultimately well worth the effort.

#### Cost Estimate:

\$100,000 to \$150,000. Based on three power-washers plus the facility/disposal infrastructure and cost for Clean Launch supervisor.

#### Potential Resources:

- USDA Rural Development – Community Facilities Program

## RECOVERY PROJECT

### Community Pride Days

#### PROJECT CHAMPIONS

*To Be Determined*

Community Pride Days are designed to encourage social interaction, group work, civic responsibility and community pride. Clean-up and fix-up activities would include picking up trash on roadways and in yards, repairing and painting houses, and tearing down abandoned buildings. There is almost no limit to the type of work that could be performed and this project could also regularly be utilized by other Working Groups to complete their projects.

Following the work, there could be a festive group meal to further solidify the communal experience and reward the volunteers for their work. Community Pride Days – held periodically throughout the year – can bring friends, neighbors and relatives closer as people of all ages join forces to accomplish together what no one person could do alone.

This community recovery project will result in cleaner communities, increased positive community relations, and a healthier reservation. It is important because the Tribe has been

experiencing an ongoing disaster for over 17 years and many communities and roadways show significant deterioration and damage. There is currently no coordinated effort to clean these areas, nor is there an agency or person responsible for the cleaning. On Community Pride Days neighbors would plan, organize, get together and complete certain cleaning/repairing/revitalization projects several times a year. A suggestion: one Community Pride Day each in April, June, August, and October.

#### Action Steps:

- Determine ideal dates for all Community Pride Days and ensure they are well advertised publicly, in the schools, churches, recreation centers, etc. and within Tribal administration.
- Determine appropriate projects for each selected date as it draws near.
- Coordinate with relevant Tribal departments to supply materials and tools.

#### Challenges:

Financial investment in this project is negligible. Most projects undertaken for Community Pride Day events will cost less than \$1,000 in terms of materials, supplies, and food/drink. Work is voluntary and therefore only a meal and beverages need be provided. The biggest challenge to this project will be securing community members' participation and dedication to the projects.

#### Cost Estimate:

Food: \$500.00

Supplies: \$500.00

Total: \$1000.00

Cost Gap: \$1000.00

#### Potential Resources:

- Spirit Lake Waste Management
- Tribal Roads Department
- Spirit Lake Environmental Protection Agency
- Four Winds Community School
- Warwick Community School
- Cankdeska Cikana Community College
- Tribal Council Members
- U.S. Environmental Protection Agency
- District Recreation Centers

## COMMUNITY RECOVERY PROJECT

### Agricultural Center

#### PROJECT CHAMPIONS

*Spirit Lake Nation Fish & Wildlife Department and Buffalo Program*

The Spirit Lake Agricultural Center is a multi-use facility directly serving the *Sunka Wakan Ah-ku* (Bringing Back the Horses) youth rehabilitation program, the Tribal buffalo ranching program, and the Spirit Lake Fish & Wildlife Department. Centrally located just outside of Ft. Totten on the western edge of the current buffalo pasture, the center will also serve as an experiential learning and training center for Warwick and Four Winds community schools, Cankdeska Cikana Community College, and the general public. The facility will include classroom spaces, an indoor arena for year-round use, a small kitchen, horse stable, feed storage, clean room for minor



veterinary care, areas for native flora and farming examples, and could be expanded to include a petting zoo, horseback trail rides, and natural resource/agricultural interpretive center.



*Courtesy of CCCC*

#### Action Steps:

- Work with relevant Tribal departments and working groups to determine the composition and design of Spirit Lake Agricultural Center.
- Work with the Tribal Planning Office to include in the Comprehensive Plan.
- Determine necessary equipment and cost of equipment.
- Identify location and solicit bids for construction.
- Apply for relevant programs with USDA Rural Development and Natural Resource Conservation Service.
- Begin construction.
- Begin marketing campaign to ensure that all

community members and community schools are aware of the services and programs from the Spirit Lake Agricultural Center.

#### Challenges:

The most challenging part of this project is getting it funded, determining the exact location, and identifying and acquiring relevant technologies and equipment.

#### Cost Estimate:

\$1.2 million to \$1.48 million based on a 5,000 sf. building plus a \$150,000 prefabricated indoor arena attached to the building.

#### Potential Resources:

- USDA Rural Development – Community Facilities Program
- USDA Natural Resource Conservation Service – Technical Assistance Program



## RECOVERY PROJECT

### Wildlife Habitat Assessment Plan

#### PROJECT CHAMPIONS

*Spirit Lake Nation Fish & Wildlife Department*

Due to ongoing Devils Lake flooding, wildlife habitat is decreasing, threatening health and lowering populations. This recovery project establishes a structure for monitoring wildlife habitat areas and coordinating wildlife habitat expansion. It is necessary to assess the available habitat range on a yearly basis to measure decreased habitat acreage and resulting higher densities of animals. The Spirit Lake Fish &



Wildlife Department (SLFWD) will take the lead on this project in conjunction with Tribal Realty to identify current habitat areas, capacities and densities, and plan for future land program participation with the United States Department of Agriculture's (USDA) Natural Resource Conservation Service (NRCS), the United States Fish & Wildlife Service (USFWS), and North Dakota Game & Fish Department (NDGFD).

#### Action Steps:

To be done on a yearly basis:

- Identify current wildlife habitat areas.
- Identify current wildlife population densities/ capacities.
- Assess current habitat land base in conjunction with population densities/ capacities and determine if habitat expansion is necessary.
- Work with the Tribal Planning Office to include in the Comprehensive Plan
- Identify and assign plots of land ideally suited for wildlife habitat expansion (through NRCS, NDGFD, or USFWS).

#### Challenges:

This project is relatively straight-forward and presents no significant challenges. The monitoring of wildlife populations and habitat locations, along with the identification of habitat expansion areas, will be the key elements of this program.

#### Cost Estimate:

There should be no significant cost for this program.

#### Potential Resources:

- USDA Natural Resource Conservation Service – Wildlife Habitat Incentive Program, Cover Crop Program, Wetland Reserve Program
- US Fish & Wildlife Service – Conservation Planning Assistance Program
- North Dakota Game & Fish Department – Private Lands Open to Sportsmen (PLOTS)



## COMMUNITY RECOVERY PROJECT

### Department of Natural Resources

#### PROJECT CHAMPIONS

*Spirit Lake EPA and Tribal Planning*

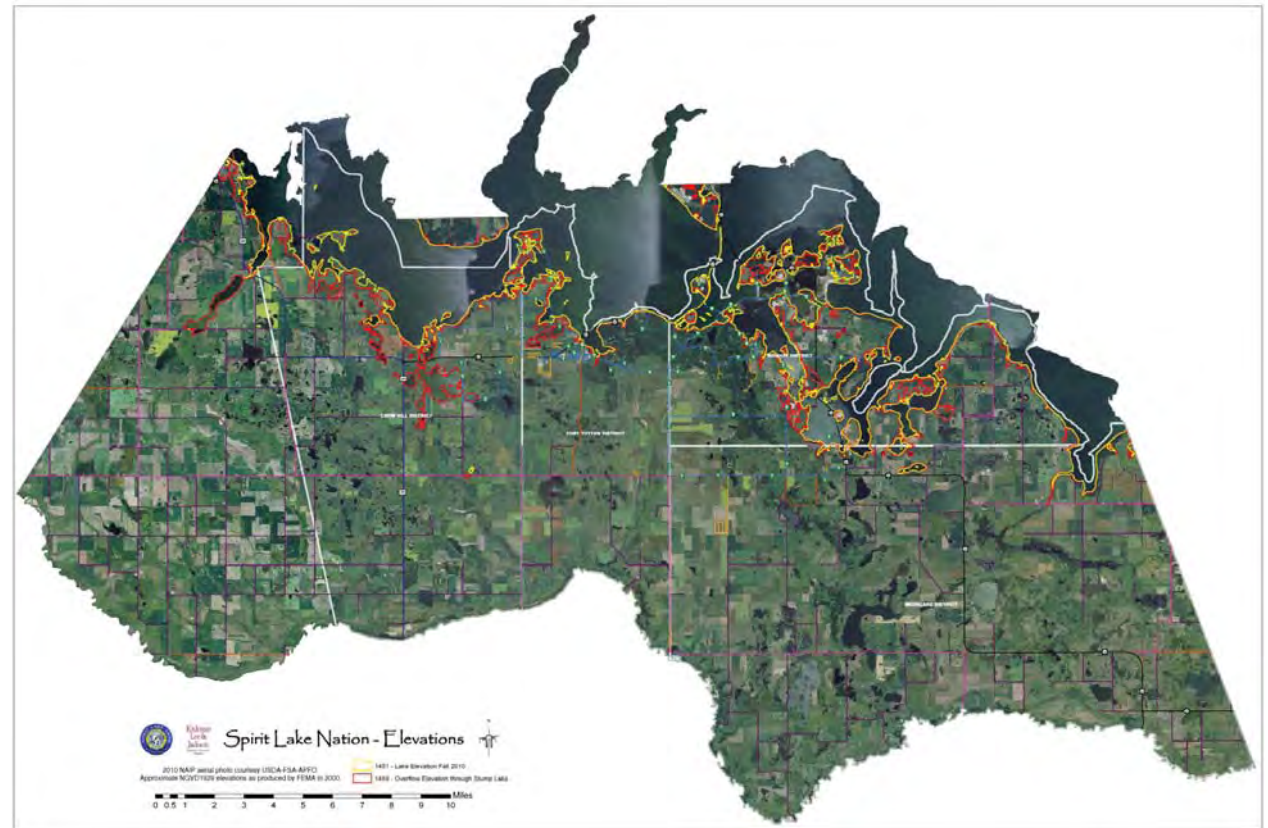
The SLN Department of Natural Resources (DNR) would ensure that all natural resource-oriented departments (Fish & Wildlife Department, Tribal Realty, Water Resources, and Tribal Environmental Protection Agency) keep each other informed of their plans and activities. Representatives from other departments would address specific issues by forming committees such as a Land Use Committee, a Resource Assessment Committee or Economic Development Committee, and/or Program and Grant Monitoring Committee. This type of coordination and planning efforts would be facilitated by the DNR.

The DNR would be a coordinating branch of Tribal Administration. The DNR would collect and archive all documentation regarding land use, natural resources mineral assessments, agriculture, animal management, and other natural resource concerns.

A major component of the DNR would be the Spirit Lake Soil Conservation District (SLSCD). By operating separately from soil conservation districts in Benson, Ramsey and Eddy counties, the Spirit Lake DNR would demonstrate that the Tribe is able to control responsible use of its own lands, and be able to assist land owners in the proper stewardship of their holdings. Like all soil conservation districts, the Spirit Lake SCD would be responsible for working with land owners to determine the best use of conservation programs;

the Spirit Lake SCD would also offer services such as tree acquisition and planting for erosion control, soil testing, custom manure spreading, the aeration of soil, composting services, and equipment rentals.

The SLSCD would be a sub-agency of the DNR that would work closely with the relevant Federal agencies and become part of the North Dakota Association of Soil Conservation Districts (NDASCD) as well as the National Association of Conservation Districts (NACD). Membership



in the NDASCD will allow the SLSCD to utilize their nursery for acquiring trees and other plant materials and supplies.

### Action Steps:

- Identify qualified individual to serve as Director of Natural Resources.
- Work with the Tribal Planning Office to include in the Comprehensive Plan.
- Identify appropriate organizational structure for DNR and SLSCD.
- Begin process of establishing a Spirit Lake Soil Conservation District (SLSCD).
- Implement marketing campaign/client outreach for SLSCD.
- Establish schedule for Natural Resource Coordination Meetings.
- Identify members for committees and establish schedule for committee meetings.
- Begin to collect and organize natural resources documentation.
- Identify gaps in program usage and make recommendations.
- Expand DNR and SLSCD as appropriate.

### Challenges:

While it may be beneficial for the Tribe to have its own SCD, it will be a lengthy process to get it established and operating up to effective capacity. Initially, the SCD will not require a large amount



of funding, but to be utilized to its fullest it will be necessary to have access to equipment such as tractors, trucks and other industrial equipment and planting tools. Coordination with NRCS, FSA and other related agencies will be crucial in determining what equipment and resource access will be required, and because the SCD will be the means by which Federal conservation programs are implemented.



### Cost Estimate:

The initial start-up of the DNR should only cost the amount of the salary of the Director of Natural Resources. It is not feasible to estimate a cost for the SCD at this time.

### Potential Resources:

- USDA Natural Resource Conservation Service
- USDA Farms Service Agency
- North Dakota Association of Soil Conservation Districts
- National Association of Soil Conservation Districts

## COMMUNITY RECOVERY PROJECT

### Living Culture Center

#### PROJECT CHAMPIONS

*Cultural Resources Working Group*

The Living Culture Center (LCC) is designed to increase the cultural resilience of the SLN by serving as both a repository and dispensary of traditional knowledge and life ways. Integrating both a museum and community spaces, the LCC seeks to educate visitors on the history and culture of the *Mne Wakan Oyate* (Spirit Lake Dakota Tribe) as well as giving them a chance to experience the culture interactively through language demonstrations and classes, oral histories, community cultural events and locally made traditional arts and crafts. The Living Culture Center will draw visitors/members from the four SLN communities (Crow Hill, Ft. Totten, St. Michael, and Woodlake/Tokio), as well as tourists to the area and especially from the Spirit Lake Casino & Resort.

Not only is there a desperate need for cultural revitalization in the local community, but also for addressing the issue of cultural openness and pride in tradition and community. By locating the LCC in a manner that allows easy access for tourists, the Spirit Lake community is effectively

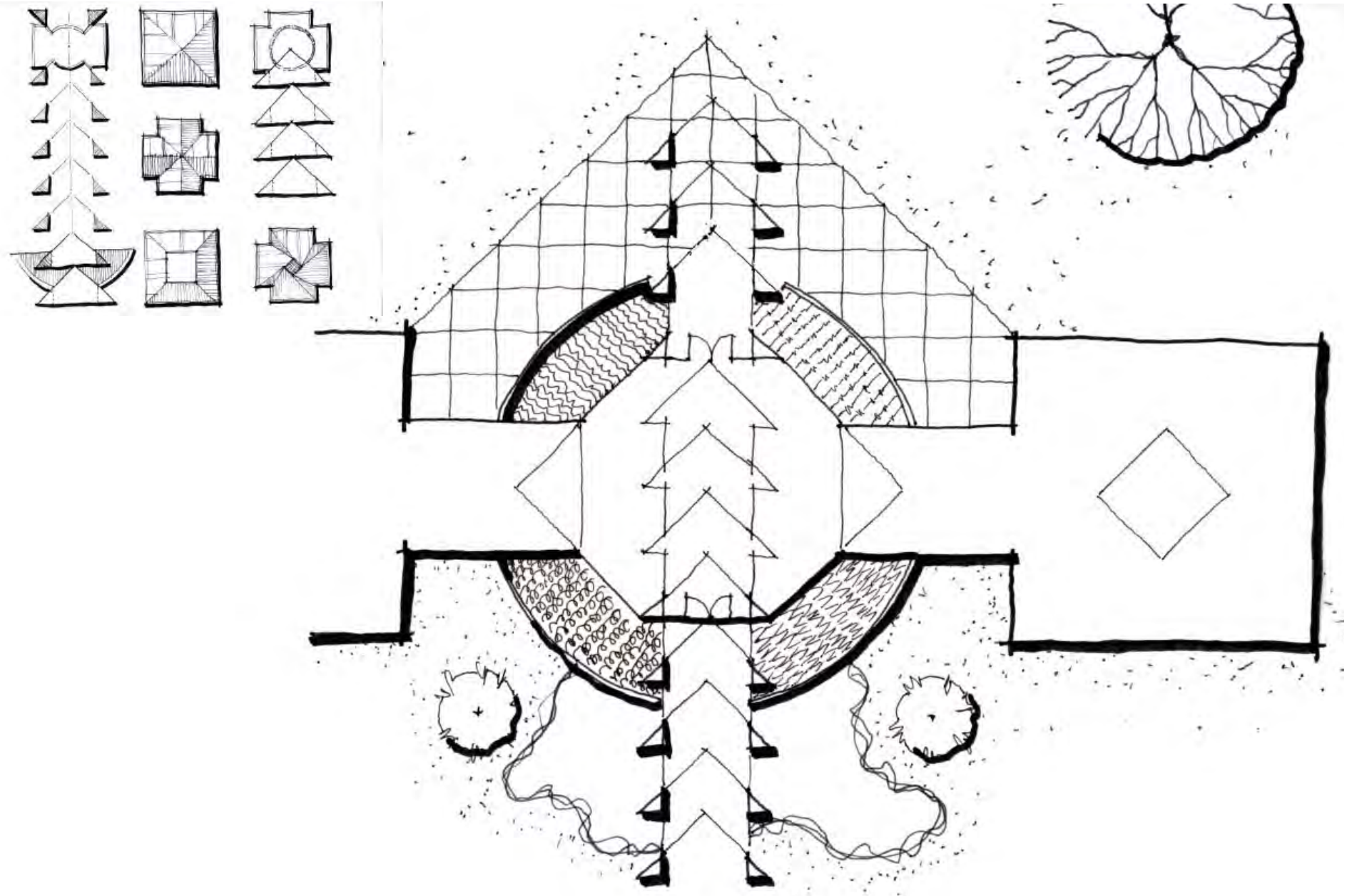
opening its doors to the world and proudly representing their cultural heritage. By linking the LCC programming with Cankdeska Cikana Community College, community schools, Elders Program, and Social Services, exposure and use of the facility by Spirit Lake residents and Tribal members will be greatly increased.

Dakotah speakers are vanishing at a staggering rate and traditional ceremonies are becoming

less and less customary as they are forgotten. The LCC would help to stem the tide of culture and language loss. The Tribe adopted a Language Resolution that mandates that the Dakota language be taught in schools. The LCC would enhance the effectiveness of that resolution and provide for extracurricular language learning in a cultural context outside of the classroom. Additionally, the LCC would be able to generate additional income of its own through the gift shop,



*Courtesy of LRHS*



donations and entrance fees, which could be used to sustain the Center and reinvest in cultural programming.

### Action Steps:

- Determine layout and required facilities within the LCC by working with the Cultural Resources Working Group.
- Work with the Tribal Planning Office to include in the Comprehensive Plan
- Solicit bids for construction.
- Apply for relevant programs from list of Potential Resources below.
- Begin construction.
- Begin process for creating a Tribal Historic Preservation Office via the National Park Service.
- Begin process for acquiring relevant inventories and paperwork from NAGPRA (within the National Park Service).
- Begin marketing campaign.

### Challenges:

The biggest challenge related to the construction and operation of the Living Culture Center is the financial investment. Though there are revenue generating mechanisms within the LCC, it may take many years to achieve self-sustainability. It will therefore be essential to retain the support of the Tribal Council to help ensure the longevity of the Living Culture Center.

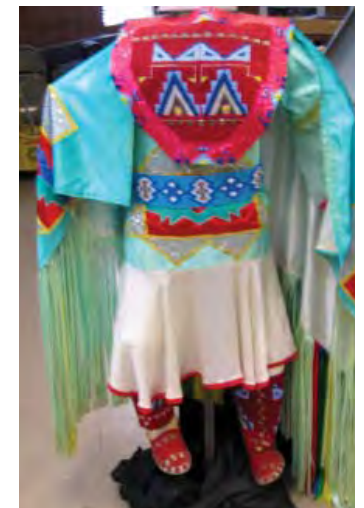
Volunteer support will be crucial throughout the life of the LCC, but particularly in the first several



Courtesy of CCCC



Title of Artwork: Tohono O'ddtham Sunburst  
Alonzo Chico



Courtesy of LRHS

years. Acquiring qualified volunteers should begin in the initial phases of the project and volunteers should be constantly solicited for their services even beyond project completion.

Finally, it will be necessary to start a Tribal Historic Preservation Office, and appoint/hire an Officer (THPO). The THPO could be the same individual filling the role of LCC Director and would be responsible for organizing and administering the Tribe's historic preservation efforts. This position would also greatly increase the ease of the repatriation process under the Native American Graves Protection and Repatriation Act (NAG-PRA).

#### Cost Estimate:

\$2.7 million - \$3.7 million based on a proposed 10,000 sf. Culture Center.

#### Potential Resources:

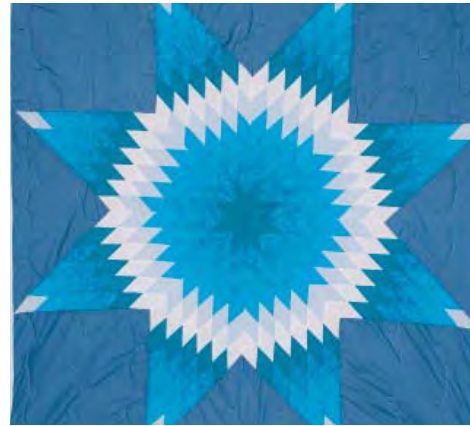
- Institute of Museum and Library Services – Native American Museum Services
- USDA Rural Development – Community Facilities Program
- American Association for State and Local History
- National Association for Tribal Historic Preservation Officers
- National Park Service – Tribal Preservation Program
- American Association of Museums – Museum Library Program



*Courtesy of LRHS*



*Courtesy of CCCC*



Star Quilts - CCCC Local Artists



# 9

## Next Steps

There are many critical steps to be taken by the Spirit Lake Tribe to sustain and build on the *Spirit Lake Nation Strategic Plan 2008-2013* (Strategic Plan) and the Long-Term Community Recovery (LTCR) planning efforts. The momentum of the process should be maintained to ensure the successful adoption and implementation of the policies and projects listed in this Recovery Plan.

The recovery process will continue from planning to implementation. This implementation process should begin as soon as possible to stimulate positive changes within Tribal government and implement policies and procedures that are streamlined and efficient. Creating a comprehensive plan that reflects the Tribe's vision of what the community will look like, such as the placement of homes, Tribal government buildings, extensive infrastructure, new businesses, and recreational spaces should be one of the first activities for implementation.



Most of the projects outlined in this Recovery Plan are linked back to a Comprehensive Plan which will make it a powerful decision tool. However, recovery is community process guided by Tribal Leaders including Tribal Council, Project Champions and Recovery Working Group members. It is important to communicate regularly about projects to ensure efforts are not duplicated. Finally, it is important to understand that the Recovery Plan is a living document that can be updated as needed by the Tribe as circumstances evolve. The plan categorizes projects as Core Recovery, Recovery and Community Recovery. Core Recovery projects provide a foundation for Recovery projects that directly address Tribal recovery needs. Community recovery projects enhance recovery by providing additional services to the Tribe. There is no rigid timeline or order that must be followed since many projects may be implemented at the same time. Resources may be uncovered in the future that can be made immediately available to fund and expedite a project that is not currently considered a high priority.

Constant refinement, prioritization and evaluation of the projects are critical as the Tribe continues along the path to recover. Each project's implementation should be made as efficient as possible, optimizing the use of resources. The Tribe should consider questions like:

**IF ONE PROJECT MAKES OTHER PROJECTS EASIER TO ACCOMPLISH, SHOULD IT BE IMPLEMENTED FIRST?**

For example, comprehensive plans direct a vision and long term goals for a community. Implementing a comprehensive plan to determine where new residential development should occur helps guide logical growth. Land use plans make the siting of new homes more efficient and they direct growth to areas that make sense in the long term. Resource providers will be more likely to fund a home-building project if the plans include home sites logically located to reduce infrastructure costs and environmental impacts.

**ARE THERE ANY HIGH VISIBILITY PROJECTS THAT COULD HAPPEN SOON?**

Projects that have high visibility and are known to provide some benefit to the Tribe will sustain enthusiasm for the recovery process. For example, wind turbines are high visibility and the implementation and funding process is already underway. Projects that improve individual homes are also high visibility because those who benefit from them are likely to share their experience and convey excitement about the recovery process to other Tribe members.

**DOES THE PROJECT ADDRESS A PRIORITY ISSUE FROM THE STRATEGIC PLAN?**

For example, implementation of effective emer-

gency response systems lowers emergency response times, directly improving the safety of the community.

This Recovery Plan is a tool to guide the next steps in the recovery process which supports the Tribe's Strategic Plan. Community leaders including the Tribal Council, the Working Groups and the Project Champions, will begin putting the plan into action. Input from the entire community, including Tribal elders and youth, will also continue because all Tribal members are stakeholders in this process. Broad-based community input is critical for both projects already underway and those that are proposed. It is important that the entire Tribe remain actively involved in the process.

Finally, an LTCR manager will be hired to oversee the recovery process and ensure accountability. The LTCR manager will be a central point of contact for recovery project management both internally and for outside resource providers. He or she will continue to identify funding sources and work with partners and appropriate Tribal contacts to pursue resources. The LTCR manager will also support the work of Tribal leaders to communicate project issues to all appropriate stakeholders in the implementation process.

Enhancing communication between departments, agency heads, etc. will encourage accountability and build partnerships between departments in the Tribal government. Each Tribal department

will facilitate communication with Tribal Leadership, among other departments and among Working Group leaders and champions to ensure the success of recovery projects.

**Initial Action Steps For Recovery**

Adopt a formal communications policy between and among Tribal agencies and among Working Groups and identify effective communication techniques for gathering and sharing information necessary for successful recovery and future growth such as:

- Set regular meeting to ensure that coordination of and clear communication about projects and initiatives takes place between tribal agencies and other stakeholders.
- Consider “all hands” meeting for open discussion about projects among all agencies, Working Groups and champions.
- Communicate project initiatives and progress regularly to the public.

**COLLABORATION**

Continue collaboration on project refinement and development to identify additional opportunities for partnership and resource leveraging across the community.

**PRIORITY EFFORTS**

Identify and begin implementation of priority

efforts (land-use planning, comprehensive planning, et.) that will act as a foundation and contribute to the successful development of other recovery projects. This will be especially helpful for projects that involve the construction of new homes or community facilities.

**BUILDING SUCCESS**

Begin implementation of projects categorized as Core Recovery or Recovery. All of the projects are important, but those that address policies that will make other projects successful or those that most directly address Tribal recovery should be focused on first.

- Consider the question listed above to ensure that beginning work on a particular project makes sense.
- Contact recovery partners to get a clear idea of requirements for funding and/or technical assistance.







# Appendix

## Abbreviations and Acronyms

ACA – Affordable Care Act  
 Amsl – Above Mean Sea Level  
 ATVs – All Terrain Vehicles  
 BIA – Bureau of Indian Affairs  
 CCCC – Cankdeska Cikana Community College  
 CFDA – Catalog of Federal Domestic Assistance  
 CNCS - Corporation for National & Community Service  
 DHHS – U.S. Department of Health and Human Services  
 DNR – U.S. Department of Natural Resources  
 DoD - U.S. Department of Defense  
 DOL – U.S. Department of Labor  
 DOT – U.S. Department of Transportation  
 EDA – U.S. Economic Development Administration  
 EDF – Spirit Lake Nation Economic Development Fund  
 EDU- U.S. Department of Education  
 EECBG - Energy Efficiency and Conservation Block Grant  
 EMI – Emergency Management Institute  
 EOC - Emergency Operations Center  
 EPA – U.S. Environmental Protection Agency  
 ESF – Emergency Support Function  
 FEMA – Federal Emergency Management Agency  
 FHWA – Federal Highway Administration  
 FY – Fiscal Year  
 GHHI – Green and Healthy Homes Initiative  
 H&SS – Health and Social Services  
 HRSA - Health Resources and Services Administration  
 HSP – Health Service Planning  
 HUBZone - Historically Underutilized Business Zones  
 HUD – U.S. Department of Housing and Urban Development

IDA - Individual Development Account  
 ICDBG – Indian Community Development Block Grant  
 IHS – Indian Health Service  
 JVCP - Joint Venture Construction Program  
 LCC - Living Culture Center  
 LTCR – Long Term Community Recovery  
 NACD - National Association of Conservation Districts  
 NAGPRA - Native American Graves Protection and Repatriation Act  
 NAHASDA - Native American Housing Assistance and Self-Determination Act  
 NDASCD - North Dakota Association of Soil Conservation Districts  
 NDGFD - North Dakota Game & Fish Department  
 NRCS – Natural Resource Conservation Service  
 PLOTS - Private Lands Open to Sportsmen  
 RAAD - Roads Acting like Dams, 43  
 Recovery Plan - Spirit Lake Nation Recovery Plan  
 RSF – Recovery Support Function  
 SBA – U.S. Small Business Administration  
 SCD - Soil Conservation District  
 SDB - Small Disadvantage Business  
 SEP – State Energy Program  
 SLAC - Spirit Lake Agricultural Center  
 SLFWD - Spirit Lake Fish & Wildlife Department  
 SLN – Spirit Lake Nation  
 SLSCD - Spirit Lake Soil Conservation District  
 SLT – Spirit Lake Tribe  
 SLTH - Spirit Lake Nation Tribal Health Department  
 SMC – Sioux Manufacturing Corporation  
 SMSC - Shakopee Mdewakanton Sioux Community  
 Strategic Plan – Spirit Lake Tribe Strategic Plan  
 TBD – To be determined  
 TCUP - Tribal Colleges and Universities Program  
 TERO - Tribal Employment and Rights Ordinance

Office  
 THPO - Tribal Historic Preservation Officer  
 USDA – U.S. Department of Agriculture  
 USFWS – U.S. Fish & Wildlife Service  
 USGS - U.S. Geological Survey  
 VFW – Veteran of Foreign Wars  
 W.H.O – Women Helping Others Foundation  
 WAP – Weatherization Assistance Project  
 WIC – Women Infants & Children

**Spirit Lake Tribe  
Resolution No. A05-11-030**

**WHEREAS**, the Spirit Lake Tribe, formerly known as the Devils Lake Sioux Tribe, is a federally recognized Tribe governed by a revised Constitution dated May 5, 1950, approved by the Acting Commissioner, Bureau of Indian Affairs, July 14, 1961, and subsequently amended July 17, 1969; May 3, 1974; April 16, 1976; May 4, 1981 and August 19, 1996; and

**WHEREAS**, the Spirit Lake Tribal Council (hereinafter the Tribal Council), as the governing body of the Tribe is empowered to engage in any business that will further the economic, physical, and social well-being of the members of the Spirit Lake Tribe; and

**WHEREAS**, the Tribal Council recognizes the critical importance of strategic planning, qualitative and quantitative research application, policy development, funding application, and community partnerships in regard to addressing economic development infrastructure; and

**WHEREAS**, an apparent need exists to develop and implement a Office of Disaster Recovery that would be responsible for providing professional level planning and implementation of the Spirit Lake Nation's Long Term Recovery Plan; and


**WHEREAS**, Cankdeska Cikana Community College (CCCC) continues to serve as a community based research resource and has been successful in conducting research, report writing, funding application, construction initiatives, policy development, and research application that are based in the Dakota culture; and

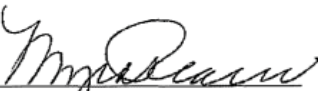
**NOW, THEREFORE BE IT RESOLVED** that the Spirit Lake Tribe Council hereby authorizes Cankdeska Cikana Community College to develop and submit a proposal to the U.S. Department of Commerce Economic Development Administration on behalf of the Spirit Lake Nation to fund the Spirit Lake Nation Office of Recovery; and

**FURTHER BE IT RESOLVED** that the Office of Recovery will be overseen and housed at CCCC and will serve as a resource to conduct independent studies, resolve emerging issues and build consensus among tribal entities and/or individuals directly related to the Spirit Lake Nation Long Term Recovery Plan.

**CERTIFICATION**

I, the undersigned as Secretary-Treasurer of the Tribal Council, do hereby certify that the Tribal Council is composed of six (6) members of whom six (6) were present, constituting a quorum for a Special Meeting duly called and convened on this 22<sup>nd</sup> day of NOVEMBER, 2010, and approved this resolution by an affirmative vote of four (4) in favor, none (0) opposed, none (0) abstaining, and none (0) absent. (the Secretary-Treasurer does not vote and the Chairman votes only in case of a tie.)

  
Justin Yankton  
Secretary-Treasurer

  
Myra Pearson  
Chairperson

Treaty with the Sioux - Sisseton and Wahpeton Bands, 1867

Feb. 19, 1867.  
 16 Stat., 616.  
 Ratified April 16,  
 1867.  
 Proclaimed May 8,  
 1867.  
 Preamble.

Whereas it is understood that a portion of the Sisseton and Wahpeton bands of Santee Sioux Indians, numbering from twelve hundred to fifteen hundred persons, not only preserved their obligations to the Government of the United States, during and since the outbreak of the Medewakantons and other bands of Sioux in 1862, but freely perilled their lives during that outbreak to rescue the residents on the Sioux reservation, and to obtain possession of white women and children made captives by the hostile bands; and that another portion of said Sisseton and Wahpeton bands, numbering from one thousand to twelve hundred persons, who did not participate in the massacre of the whites in 1862, fearing the indiscriminate vengeance of the whites, fled to the great prairies of the Northwest, where they still remain; and



Whereas Congress, in confiscating the Sioux annuities and reservations, made no provision for the support of these, the friendly portion of the Sisseton and Wahpeton bands, and it is believed [that] they have been suffered to remain homeless wanderers, frequently subject to intense sufferings from want of subsistence and clothing to protect them from the rigors of a high northern latitude, although at all times prompt in rendering service when called upon to repel hostile raids and to punish depredations committed by hostile Indians upon the persons and property of the whites; and

Whereas the several subdivisions of the friendly Sissetons and Wahpeton bands ask, through their representatives, that their adherence to their former obligations of friendship to the Government and people of the United States be recognized, and that provision be made to enable them to return to an agricultural life and be relieved from a dependence upon the chase for a precarious subsistence; Therefore,

A treaty has been made and entered into, at Washington City, District of Columbia, this nineteenth day of February, A. D. 1867, by and between Lewis V. Bogy, Commissioner of Indian Affairs, and William H. Watson, commissioners, on the part of the United States, and the undersigned chiefs and head-men of the Sisseton and Wahpeton bands of Dakota or Sioux Indians, as follows, to wit:

ARTICLE 1. The Sisseton and Wahpeton bands of Dakota Sioux Indians, represented in council, will continue their friendly relations with the Government and people of the United States, and bind themselves individually and collectively to use their influence to the extent of their ability to prevent other bands of Dakota or other adjacent tribes from making hostile demonstrations against the Government or people of the United States.

ARTICLE 2. The said bands hereby cede to the United States the right to construct wagon-roads, railroads, mail stations, telegraph lines, and such other public improvements as the interest of the Government may require, over and across the lands claimed by said bands, (including their reservation as hereinafter designated) over any route or routes that *that* may be selected by the authority of the Government, said lands so claimed being bounded on the south and east by the treaty-line of 1851, and the Red River of the North to the mouth of Goose River; on the north by the Oocse River; and a line running from the source thereof by the most westerly point of Devil's Lake to the Chief's Bluff at the head of James River, and on the west by the James River to the mouth of Mocasim River, and thence to Kampeska Lake.

ARTICLE 3. For and in consideration of the cession above mentioned, and in consideration of the faithful and important services said to have been rendered by the friendly bands of Sissetons and Wahpetons Sioux here represented, and also in consideration of the confiscation of all their annuities, reservations, and improvements, it is agreed that there shall be set apart for the members of said bands who have heretofore surrendered to the authorities of the Government, and were not sent to the Crow Creek reservation, and for the members of said bands who were released from prison in 1866, the following-described lands as a permanent reservation, viz:

Beginning at the head of Lake Travers(e), and thence along the treaty-line of the treaty of 1851 to Kampeska Lake; thence in a direct line to Reipan or the northeast point of the Coteau des Prairies(s), and thence passing north of Skunk Lake, on the most direct line to the foot of Lake Traverse, and thence along the treaty-line of 1851 to the place of beginning.

ARTICLE 4. It is further agreed that a reservation be set apart for all other members of said bands who were not sent to the Crow Creek

Contracting parties.

Friendly relations.

Cession of rights to construct wagon roads, railroads, mail stations, and telegraph lines.

Boundaries.

Permanent reservation set apart.

Boundaries.

Reservation.

reservation, and also for the Cut-Head bands of Yanktonais Sioux, a reservation bounded as follows, viz:

**Boundaries.** Beginning at the most easterly point of Devil's Lake; thence along the waters of said lake to the most westerly point of the same; thence on a direct line to the nearest point on the Cheyenne River; thence down said river to a point opposite the lower end of Aspen Island, and thence on a direct line to the place of beginning.

**Reservations to be apportioned in tracts of 160 acres, to, etc.** **ARTICLE 5.** The said reservations shall be apportioned in tracts of (160) one hundred and sixty acres to each head of a family or single person over the age of (21) twenty-one years, belonging to said bands and entitled to locate thereon, who may desire to locate permanently and cultivate the soil as a means of subsistence: each (160) one hundred and sixty acres so allotted to be used to conform to the legal subdivisions of the Government surveys when such surveys shall have been made; and every person to whom lands may be allotted under the provisions of this article, who shall occupy and cultivate a portion thereof for five consecutive years shall thereafter be entitled to receive a patent for the same so soon as he shall have fifty acres of said tract fenced, ploughed, and in crop: *Provided*, [That] said patent shall not authorize any transfer of said lands, or portions thereof, except to the United States, but said lands and the improvements thereon shall descend to the proper heirs of the persons obtaining a patent.

**Tracts to conform to legal subdivisions.**

**Patent when to issue, effect of.**

**Congress will make appropriations to enable Indians to return to an agricultural life, etc.** **ARTICLE 6.** And, further, in consideration of the destitution of said bands of Sisseton and Wapeton Sioux, parties hereto, resulting from the confiscation of their annuities and improvements, it is agreed that Congress will, in its own discretion, from time to time make such appropriations as may be deemed requisite to enable said Indians to return to an agricultural life under the system in operation on the Sioux reservation in 1862; including, if thought advisable, the establishment and support of local and manual-labor schools; the employment of agricultural, mechanical, and other teachers; the opening and improvement of individual farms; and generally such objects as Congress in its wisdom shall deem necessary to promote the agricultural improvement and civilization of said bands.

**Agents.** **ARTICLE 7.** An agent shall be appointed for said bands, who shall be located at Lake Traverse; and whenever there shall be five hundred (500) persons of said bands permanently located upon the Devil's Lake reservation there shall be an agent or other competent person appointed to superintend at that place the agricultural, educational, and mechanical interests of said bands.

**Expenditures.** **ARTICLE 8.** All expenditures under the provisions of this treaty shall be made for the agricultural improvement and civilization of the members of said bands authorized to locate upon the respective reservations, as hereinbefore specified, in such manner as may be directed by law; but no goods, provisions, groceries, or other articles—except materials for the erection of houses and articles to facilitate the operations of agriculture—shall be issued to Indians or mixed-bloods on either reservation unless it be in payment for labor performed or for produce delivered: *Provided*, That when persons located on either reservation, by reason of age, sickness, or deformity, are unable to labor, the agent may issue clothing and subsistence to such persons from such supplies as may be provided for said bands.

**Goods, provisions, etc., not to be issued to Indians, etc., unless**

**Proviso.**

**To permit to trade for furs and peltries.**

**ARTICLE 9.** The withdrawal of the Indians from all dependence upon the chase as a means of subsistence being necessary to the adoption of civilized habits among them, it is desirable that no encouragement be afforded them to continue their hunting operations as means of support, and, therefore, it is agreed that no person will be authorized to trade for furs or peltries within the limits of the land claimed by said bands, as specified in the second article of this treaty, it being con-

templated that the Indians will rely solely upon agricultural and mechanical labor for subsistence, and that the agent will supply the Indians and mixed-bloods on the respective reservations with clothing, provisions, &c., as set forth in article eight, so soon as the same shall be provided for that purpose. And it is further agreed that no person not a member of said bands, parties hereto whether white, mixed-blood, or Indian, except persons in the employ of the Government or located under its authority, shall be permitted to locate upon said lands, either for hunting, trapping, or agricultural purposes.

Members of bands only, except, etc., to locate on lands.

**ARTICLE 10.** The chiefs and head-men located upon either of the reservations set apart for said bands are authorized to adopt such rules, regulations, or laws for the security of life and property, the advancement of civilization, and the agricultural prosperity of the members of said bands upon the respective reservations, and shall have authority, under the direction of the agent, and without expense to the Government, to organize a force sufficient to carry out all such rules, regulations, or laws, and all rules and regulations for the government of said Indians, as may be prescribed by the Interior Department: *Provided*, That all rules, regulations, or laws adopted or amended by the chiefs and head-men on either reservation shall receive the sanction of the agent.

Chiefs and head men may elect their

In testimony whereof, we, the commissioners representing the United States, and the delegates representing the Sisseton and Wapeton bands of Sioux Indians, have hereunto set our hands and seals, at the place and on the day and year above written.

Lewis V. Bogy,  
Commissioner of Indian Affairs.  
W. H. Watson.

Signed in the presence of—  
Charles E. Mix.

Gabriel Kenzile, head chief Sisseton and Wa(r)peton bands.  
Wandiupidate, his x mark, head Sisseton chief.  
Tacadupahotankia, his x mark, head Wa(r)peton chief.  
Oyehduze, his x mark, chief Sisseton.  
Umpehtatoken, his x mark, chief Wapeton.  
John Orharday.  
Akjitananjin, his x mark, Sisseton soldier.  
Waxetanmaza, his x mark, Sisseton soldier.  
Wasukiye, his x mark, Sisseton soldier.  
Wandilota, his x mark, Sisseton soldier.  
Hokxidawaxte, his x mark, Sisseton soldier.

Wakanto, his x mark, Sisseton soldier.  
Ecanajinke, his x mark, Sisseton soldier.  
Cantciyapa, his x mark, Sisseton soldier.  
Tihdonica, his x mark, Sisseton soldier.  
Tawanahamaza, his x mark, Sisseton soldier.  
Wandiyeas, his x mark, Sisseton soldier.  
Tacadupipeta, his x mark, Sisseton soldier.  
Wicunripinumps, his x mark, Wa(r)peton soldier.  
Xupchiya, his x mark, Wa(r)peton soldier.  
Eestukiya, his x mark, Wa(r)peton soldier.  
Kangiduta, his x mark, Wa(r)peton soldier.

Witnesses to signatures of above chiefs and soldiers:

Charles E. Mix.  
Benj'n Thompson.  
J. R. Brown.  
Anexas M. A. Brown, Interpreter.  
Chas. Crawford.

Thos. E. McGraw.  
J. H. Leavenworth.  
A. E. Norton.  
Geo. R. Jones.  
Frank S. Mix.



## CD Contents:

The Spirit Lake Nation Recovery Plan companion CD includes the following information

- A PDF copy of the Recovery Plan
- General Resources:
  - Contact Information for Partners
  - Project Resources
  - Community Meeting Tally and Comments Received
  - The Community Meeting Boards
- Resources for each Sector:
  - Tribal Points of Contact
  - Project Summaries
  - Cost Estimate Data
  - Additional Resources



Alex Wells



Kirsten Morken

Prepared by:



With Assistance from:



**FEMA**

