

Budget Formulation 2017/2018

A review of the 2017 process and the
2018 process.

Office of Budget and Performance Management
November 2015

Previously...

In September of 2014, OBPM launched the 2017 Formulation site.



A portion of that site contained the detailed instructions to help the regions fill out the forms OBPM requested.

FY 2017

Budget Formulation Guidelines

REGIONAL BUDGET FORMULATION SESSIONS: DETAILED INSTRUCTIONS

Indian Affairs Budget Formulation Process

Regional Budget Formulation Teams ensure tribal programs input to begin the Indian Affairs (IA) budget formulation process. Each Region convenes on an annual basis, during September through December to determine their respective budget recommendations. A unified regional submission is prepared to reflect those recommendations.

Regional submissions are collected and compiled by the Central Office Budget Formulation Work Team to review during the Tribal Interior Budget Council (TIBC) National Budget Meeting. At this session, regional representatives agree on a set of national recommendations for the upcoming budget year to advocate for the IA budget.

Tribal testimony is formally presented to the Department of the Interior during the TIBC National Budget Meeting, in March.

The Budget Subcommittee convenes and develops the national budget submission and testimony, presenting these to the Assistant Secretary – Indian Affairs, based on consolidated rankings and recommendations from TIBC.

Regional Budget Formulation Team

For FY 2017 process, in order to ensure that Indian Tribes are able to provide meaningful input for the IA budget request, IA shall use the timeframe to coincide with the Department of the Interior's schedule as mentioned under **Timeframe**, page 3.

The role of regional representatives during the National Budget Meeting:

- Attend and participate in the IA FY 2017 National Budget Meeting.
- Be familiar with the details of their regional recommendations and be prepared to

present and actively discuss recommendations.

- Have authority to negotiate regional tribal priorities in order to produce National budget recommendations and initiatives to the Assistant Secretary – Indian Affairs and the Secretary of the Interior.

Regional Instructions

All Regions are required to complete and submit budget recommendations and tribal initiatives, using the worksheets provided. Following these instructions will ensure that the data used at the National Budget Meeting is complete and comparable; assisting the Regional Budget Teams in accomplishing their charge of producing a national set of FY 2017 tribal initiatives for IA funded programs.

Each Region will provide:

- Annual training on the Federal Budget Process to budget teams as necessary;
- Performance Measures/Assessments.

Upon request, Central Office Budget Formulation Work Team will provide training materials on the Federal budget process and Performance Measures and Assessments; additional one-on-one training may be provided by the Regional Budget Officer, or regional team member designated.

The following identifies the deliverables to be submitted by each Region:

- ☐ Budget Funding Table
- ☐ Budget Recommendations (top 10)
- ☐ Budget Recommendations Narrative (+10%)
- ☐ Regional Budget Initiatives Narrative
- ☐ Success Story
- ☐ New or Expiring Legislation
- ☐ List of Budget Formulation Teams/POCs
- ☐ Other Tribal Concerns
- ☐ Evaluation

Narratives were sent to analysts at the Central Office.

These documents went into a process to see how the tribal priorities matched each regions ranking.

FY 2017 REGIONAL BUDGET - TOP 5 NARRATIVES CONSOLIDATED

BUREAU of INDIAN EDUCATION – Scholarships and Adult Education [Top 1]

SOUTHERN PLAINS

+28,979,000 (unmet need)

The Scholarships and Adult Education program addresses two of Indian Affairs' objectives: 1) to improve communities' quality of life by developing economies, and 2) to improve the success of students at each educational level by providing financial assistance for eligible students. Further, this supports the President's commitment to education in general.

Funding for TPA is distributed directly to tribes in their base funding. Each individual tribe determines the allocation of funding for the components of the program, and may elect to change the allocation from year to year. Thus, the funding for the three components noted as follows (scholarships, adult education, and tribally-designed education programs), are estimates based on past years' aggregate tribal allocations.

The Scholarship component (estimated at \$28,025,000) provides tribes with resources to facilitate economic development by providing community members with advanced educational opportunities to attain needed skills to meet community objectives. Scholarship grants are awarded by tribes to provide financial aid to eligible American Indian and Alaska Native students attending accredited post-secondary institutions. Each tribe may determine the number and amount of scholarships to be made available. Typically, individual grants are based on each student's certified financial aid requirements as identified in the Department of Education's Student Financial Assistance programs. Approximately 19 percent of these funds cover tribal costs of grant processing and distribution. At an estimated average award of \$2,700, the FY 2015 request will provide 8,957 awards after adjustment for tribal administrative costs.

The Adult Education component (estimated at \$2,075,000), enables adults to obtain a GED or the basic skills needed to transition to a community college or job placement. Both the Bureau of Indian Education (BIE) and tribes are implementing strategies to improve the literacy and high school graduation rates, which are lower than the national average and contribute to the high unemployment found on reservations. Through adult education programs, tribes and BIE seek to foster "life-long learning." Tribes offer adult education programs to meet unique tribal education needs through tribally developed education and outreach programs. These efforts improve tribal literacy rates and help individuals complete their GED requirements.

Adult education improves educational opportunities for adult American Indians and Alaska Natives who lack the level of literacy skills necessary for effective citizenship and productive employment. The program supports the advancement of students to higher levels of education. American Indian and Alaska Native participation in adult basic education, community education, and development courses leads to upgraded skills and abilities to match job placements with community members. This program contributes to a stronger local economy in American Indian and Alaska Native communities.

The third component of this program, Education Tribal Design (estimated at \$1,090,000), enables tribes

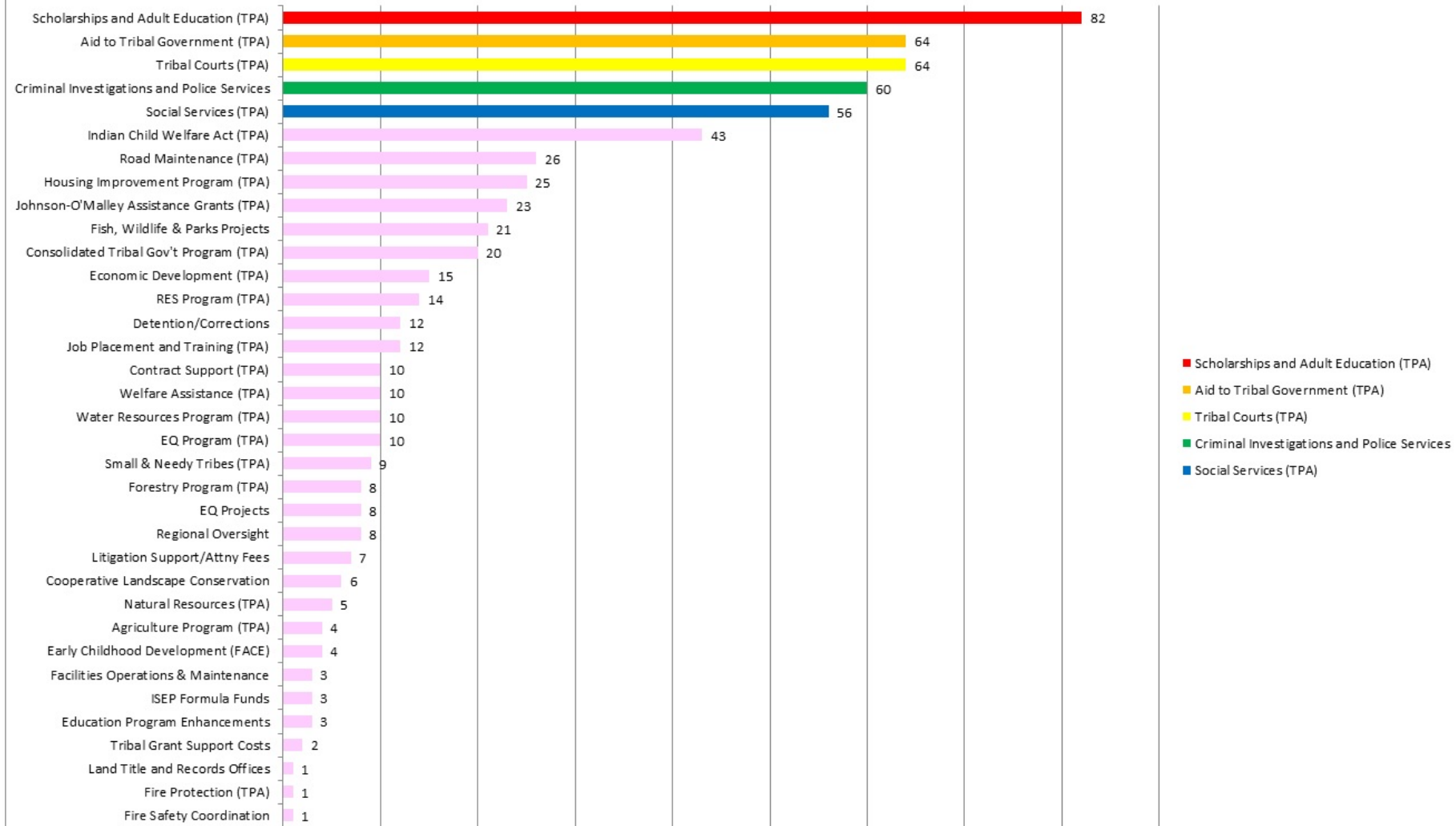
Regions were asked to consult with Tribes and rank their top priorities.

Region	WESTERN REGION		[Dollars are in thousands]								Regional Budget Initiatives	
	ACTIVITIES	Consolid.	2015	+/-	2017	+/-	2017	Region	+/-	2017	Change	Regional
CONTRACTABLE	Subactivities	TIBC	2013	2014	President's	Change	udget Reque	Change	udget Reque	Priority	(from 2015)	Initiatives
	Program Elements	Priority	Enacted	Enacted	Budget	(from 2015)	0%	(from 2015)	+10%	Priority	(from 2015)	Total
		2016			Request	0	Total	0	Total	2017	81,892	Total
	OPERATION OF INDIAN PROGRAMS											
	BUREAU OF INDIAN AFFAIRS											
	TRIBAL GOVERNMENT											
A0T90	Y Aid to Tribal Government (TPA)	5	28,167	25,839	24,614		24,614	5,000	29,614	9		24,614
A0T91	Y Consolidated Tribal Gov't Program (TPA)		73,366	74,623	76,348		76,348	15,270	91,618	8	500	76,848
A0T92	Y Self Governance Compacts (TPA)		149,977	152,881	158,767		158,767		158,767			158,767
A0T93	Y Contract Support (TPA)	10	207,743	242,000	246,000		246,000		246,000			246,000
A0T94	Y Indian Self-Determination Fund (TPA)		1,895	5,000	5,000		5,000		5,000			5,000
A0T95	Y New Tribes (TPA)		303	463	463		463		463			463
A0T97	Y Small & Needy Tribes (TPA)		1,845	1,845	1,845		1,845		1,845			1,845
A0T96	Y Road Maintenance (TPA)	7	24,123	24,303	24,461		24,461	40,000	64,461	6	700	25,161
	Tribal Government Program Oversight		8,066	8,128	8,181	0	8,181	0	8,181		0	8,181
A0T50	N Central Oversight		2,514	2,534	2,548		2,548		2,548			2,548
A0T60	N Regional Oversight		5,552	5,594	5,633		5,633		5,633			5,633
	Total, Tribal Government		495,485	535,082	545,679	0	545,679	60,270	605,949		1,200	546,879
	HUMAN SERVICES											
A0H90	Y Social Services (TPA)	2	32,494	35,763	40,871		40,871	7,000	47,871	4	1,250	42,121
A0H91	Y Welfare Assistance (TPA)		70,879	74,809	74,809		74,809	7,480	82,289		3,000	77,809
A0H92	Y Indian Child Welfare Act (TPA)	6	9,995	10,710	15,433		15,433	2,000	17,433	10	1,300	16,733
A0H93	Y Housing Improvement Program (TPA)		11,943	8,000	8,009		8,009	5,000	13,009		1,500	9,509
A0H94	Y Human Services Tribal Design (TPA)		414	411	407		407		407			407
	Human Services Program Oversight		3,054	3,085	3,105	0	3,105	0	3,105		0	3,105
A0H50	N Central Oversight		899	903	907		907		907			907
A0H60	N Regional Oversight		2,155	2,182	2,198		2,198		2,198			2,198
	Total, Human Services		128,780	132,778	142,634	0	142,634	21,480	164,114		7,050	149,684
	TRUST - NATURAL RESOURCES MANAGEMENT											
A0N9A	Y Natural Resources (TPA)		4,939	5,165	5,089		5,089	10,000	15,089		250	5,339
A0N30	Y Irrigation Operations and Maintenance		11,322	11,342	11,359		11,359	5,500	16,859			11,359
A0N31	Y Rights Protection Implementation		29,437	35,297	35,420		35,420		35,420			35,420
A0N32	Y Tribal Management/Development Program		9,220	9,230	9,244		9,244		9,244			9,244

2017 RESULTS

Top 5 Priorities	2017 pts.	2016 rank
1.Scholarships and Adult Education	82	1
2.Aid to Tribal Governments	64	5
3.Tribal Courts	64	3
4.Criminal Investigations	60	4
5.Social Services	56	2

2017 PRIORITY RANKING RESULTS - ALL REGIONS



FY 2017 Top 5 Priorities		FY 16 Top 10 TIBC Priorities	GREAT PLAINS	SOUTHERN PLAINS	ROCKY MOUNTAIN	ALASKA	MIDWEST	EASTERN OKLAHOMA	WESTERN	PACIFIC	SOUTHWEST	NAVAJO	NORTHWEST	EA STERN	TOTAL POINTS	FY17 Top 10 Priorities
Scholarships and Adult Education (TPA)																
Aid to Tribal Government (TPA)																
Tribal Courts (TPA)																
Criminal Investigations and Police Services																
Social Services (TPA)																
TRIBAL GOVERNMENT																
Aid to Tribal Government (TPA)		5		10	3	10	2	7	2	10	10			10	64	2
Consolidated Tribal Gov't Program (TPA)			5	7			5		3						20	
Self Governance Compacts (TPA)																
Contract Support (TPA)		10				5	3					2			10	
Indian Self-Determination Fund (TPA)																
New Tribes (TPA)																
Small & Needy Tribes (TPA)										9					9	
Road Maintenance (TPA)		7	9				1		5	5	6				26	7
HUMAN SERVICES																
Social Services (TPA)		2	6	3	7	0	6	5	7	0	8	5	2	7	56	5
Welfare Assistance (TPA)			7			2				1					10	
Indian Child Welfare Act (TPA)		6			4	9	7		1	8	5			9	43	6
Housing Improvement Program (TPA)					6	7	0					4		8	25	8
TRUST - NATURAL RESOURCES MANAGEMENT																
Natural Resources (TPA)					1		4								5	
Agriculture & Range																
Agriculture Program (TPA)				4											4	
Forestry																
Forestry Program (TPA)													8		8	
Water Resources																
Water Resources Program (TPA)												1	9		10	
Fish, Wildlife and Parks																
Fish, Wildlife & Parks Projects											2	9	10	0	21	10

FY 2017 Top 5 Priorities		FY 16 Top 10 TIBC Priorities	GREAT PLAINS	SOUTHERN PLAINS	ROCKY MOUNTAIN	ALASKA	MIDWEST	EASTERN OKLAHOMA	WESTERN	PACIFIC	SOUTHWEST	NAVAJO	NORTHWEST	EASTERN	TOTAL POINTS	FY17 Top 10 Priorities
Scholarships and Adult Education (TPA)																
Aid to Tribal Government (TPA)																
Tribal Courts (TPA)																
Criminal Investigations and Police Services																
Social Services (TPA)																
TRUST - REAL ESTATE SERVICES																
Land Title and Records Offices				1												1
Real Estate Services																
RES Program (TPA)								10		4						14
Environmental Quality																
EQ Program (TPA)												10				10
EQ Projects												8				8
Rights Protection																
Litigation Support/Attny Fees													7			7
Trust - Real Estate Services Oversight																
Regional Oversight				8												8
PUBLIC SAFETY AND JUSTICE																
Law Enforcement																
Criminal Investigations and Police Services		4	8	5	8	0	10	6	10	3	4		6		60	4
Detention/Corrections		9							4		3		5		12	
Facilities Operations & Maintenance												3			3	
Tribal Courts (TPA)		3	10		9	3	9		8	2	7	6	4	6	64	2
Fire Protection (TPA)						1									1	
COMMUNITY and ECONOMIC DEVELOPMENT																
Job Placement and Training (TPA)			2	2	2	6									12	
Economic Development (TPA)			1		5			8					1		15	
BUREAU OF INDIAN EDUCATION																
Elementary and Secondary (forward funded)																
ISEP Formula Funds			3												3	
Education Program Enhancements														3	3	
Tribal Education Departments Grants																
Early Childhood Development (FACE)														4	4	
Tribal Grant Support Costs														2	2	
Elementary/Secondary Programs																
Johnson-O'Malley Assistance Grants (TPA)		8		9		4			6				3	1	23	9
Scholarships and Adult Education (TPA)		1	4	6	10	8	8	9	9	7	9	7		5	82	1
PUBLIC SAFETY AND JUSTICE CONSTRUCTION																
Fire Safety Coordination											1				1	

2018 Process

Due to Regional and Tribal requests, OBPM has changed the process for Regions to input their annual requests for Formulation. To effectively evaluate the budget formulation process and the ability of Indian Affairs to incorporate tribal recommendations, IA will assess:

- The effectiveness of the methods used to receive verbal comments from participating Indian Tribes, Indian organizations, Indian Affairs management, and other invited participants regarding the process used to formulate the budget;
- The results summary obtained from the evaluation forms provided to participating Indian Tribes, Indian organizations, and other invited participants to collect written feedback regarding the process used to formulate the budget;
- The effectiveness of the method implemented, including IA and tribal views regarding the level of attendance and the number of responses received from tribal officials;
- The effectiveness of IA activities related to promoting tribal input regarding the process used to formulate the budget;
- The effectiveness of collaboration with Indian organizations and other federal agencies to resolve issues for the mutual benefit of Indian Affairs and Indian Tribes;
- The recommendations received from Indian Affairs, Indian Tribes, and other federal agencies to improve the formulation process and promote meaningful outcomes.

2018 Submission

- **1** Region Table – 8% increase/Unfunded Obs
 - Each Region will outline a proposed 8% budget increase and unfunded obligations by budget line at the regional level.
- **2** 8% Increase Narrative
 - Each Region will submit a Narrative worksheet that provides support for their proposed 8% increases.
- **3** Agency/Tribe Table – Unfunded Obligations
 - “C-Agency Table” will be used by tribes and agencies to outline unfunded obligations.

The Regional Table

- Each Regional Team is asked to work with their tribes to outline an 8 percent budget increase.
- The increases should focus on program lines that are the greatest priority for the region as a whole.
- The Region table also includes a column to outline tribal unfunded obligations by budget line. The region will receive the unfunded obligation amounts from the agency tables that are submitted and consolidate them into an overall regional unfunded need.

A	B	C	D	E	F	G	H	I	J
		(Dollars are in thousands)						Unfunded Obligations	
					+/-	2018		+/-	2018
	INDIAN AFFAIRS	2013	2014	2015	8% Change	Budget Request		Change	Regional
		Enacted	Enacted	Enacted	(from 2015)	8%		(from 2015)	Total
					6,720	Total		0	
	OPERATION OF INDIAN PROGRAMS								
	BUREAU OF INDIAN AFFAIRS								
	TRIBAL GOVERNMENT								
A0T90	Aid to Tribal Government (TPA)	1,121	1,215	1,147		1,147			1,147
A0T91	Consolidated Tribal Gov't Program (TPA)					0			0
A0T92	Self Governance Compacts (TPA)					0			0
A0T93	Contract Support (TPA)	6,112	6,875	7,104		7,104			7,104
A0T94	Indian Self-Determination Fund (TPA)					0			0
A0T95	New Tribes (TPA)					0			0
A0T97	Small & Needy Tribes (TPA)					0			0
A0T96	Road Maintenance (TPA)	2,322	2,318	2,525		2,525			2,525
	Tribal Government Program Oversight	312	464	374	0	374		0	374
A0T50	Central Oversight					0			0
A0T60	Regional Oversight	312	464	374		374			374
	Total, Tribal Government	9,867	10,872	11,150	0	11,150		0	11,150
	HUMAN SERVICES								
A0H90	Social Services (TPA)	4,197	4,469	4,688		4,688			4,688
A0H91	Welfare Assistance (TPA)	1,947	1,946	1,759		1,759			1,759
A0H92	Indian Child Welfare Act (TPA)	472	565	587		587			587
A0H93	Housing Program (TPA)	846	605	732		732			732
A0H94	Human Services Tribal Design (TPA)	44	45	44		44			44
	Human Services Program Oversight	234	335	237	0	237		0	237
A0H50	Central Oversight		100			0			0
A0H60	Regional Oversight	234	235	237		237			237
	Total, Human Services	7,740	7,965	8,047	0	8,047		0	8,047
	TRUST - NATURAL RESOURCES MANAGEMENT								
A0N9A	Natural Resources (TPA)	153	162	159		159			159
A0N30	Irrigation Operations and Maintenance	74	104	76		76			76
A0N31	Rights Protection Implementation					0			0
A0N32	Tribal Management/Development Program	718	908	918		918			918
A0N3A	Endangered Species	75	156	61		61			61
A0N33	Tribal Climate Resilience	9	10	193		193			193

8% Increase Narrative

- The Narrative worksheet contains the budget line, corresponding funding and increase from the Regional Table.
- Regions will provide background information to support the increase
- The narrative will outline the need for the increase. This section will be used to explain what is expected to be achieved by increasing funding;
 - How the funds should be disbursed;
 - Data metrics that will be measured to track results;
 - Does this increase support any existing initiatives or contribute to Agency Priority Goals.

	A	B	C	D	E
		2014 ENACTED	2015 ENACTED	2018 Proposed 8% increases	2018 Request
1	BUDGET ACTIVITY/SUBACTIVITY				
2					
3					
4					
5					
6	Background: (Provide background information that outlines the need for an increase)				
7					
8					
9	Narrative: (Outline what the increase is expected to do; outline how funds are to be distributed [e.g., proposal based, pilot site specific, across the board distribution]; include any data sets/metrics that support the need for the increase that can be tracked to show results for implementation.)				
10					

Agency/Tribe Table

- **Agency Superintendents must** work with the tribes within their location to:
- Provide the “C-Agency/Tribe Table” worksheet to their tribes to outline their unfunded obligations by budget line.
- Provide guidance to the tribes to ensure they understand how to complete the table.
- Submit completed Agency/Tribe tables back to the region.

A	B	C	D	E	F	G	H	I	J
1	AGENCY TABLE TO CALCULATE NEED								
2	[Dollars are in thousands]								
3									
4	INDIAN AFFAIRS	2013	2014	2015					
5		Enacted	Enacted	Enacted					
6									
74	Alaskan Native Programs	0	0	0		0	0		
75	A0R90 Alaskan Native Programs (TPA)							0	
76	Rights Protection	0	0	0		125	125		
77	A0R91 Rights Protection (TPA)							0	
78	A0R31 Water Rights Negotiations/Litigation							0	
									The tribe/agency/region currently does not receive funding for Litigation Support/Attny Fees and we have a treaty case pending for which we need to conduct research and begin preparation. Costs for travel, and salary for 1 researcher and 1 research assistant total \$125,000.
79	A0R32 Litigation Support/Attny Fees					125	125		
80	A0R60 Other Indian Rights Protection							0	
81	Trust - Real Estate Services Oversight	1,427	1,378	1,481		0	1,481		
82	A0R5C Central Oversight							0	
83	A0R6C Regional Oversight	1,427	1,378	1,481				1,481	
84	Total, Trust-Real Estate Services	15,578	15,156	15,763		125	15,888		
85	PUBLIC SAFETY AND JUSTICE								
87	Law Enforcement	3,821	4,300	4,230		0	4,230		
88	A0J30 Criminal Investigations and Police Services		154	201				201	2.8 Officers to 100,000 population
89	A0J31 Detention/Corrections							0	
90	A0J32 Inspections/Internal Affairs							0	
91	A0J33 Law Enforcement Special Initiatives							0	
92	A0J34 Indian Police Academy							0	
93	A0J35 Tribal Justice Support	466	712					0	
94	A0J36 Law Enforcement Program Management							0	
95	A0J38 Facilities Operations & Maintenance	3,355	3,434	4,029				4,029	
									We have a monthly case backlog of about 580 cases. We currently have a staff of 4 that processes an average of 600 cases per month. We need 4 more staff at a cost of \$300,000 in salaries (2-\$75K, 1-\$55K, 1-\$95K) to eliminate the backlog.
96	A0J90 Tribal Courts (TPA)	5,683	6,132	6,004		300	6,304		
97	A0J91 Fire Protection (TPA)	82	85	90				90	
98	Total, Public Safety and Justice	9,586	10,517	10,324		300	10,624		

Agency/Tribe Table (continued)

- **Tribes** need to do the following in Calculating the “Unfunded Obligations” column.
- If there is a standard calculation outlined in in the final column, this calculation **MUST** be used to determine unfunded obligations.
- In the final column “J-Explanation of Criteria,” the tribe needs to fill in the specific numbers and variables used to calculate and determine unfunded obligations and an explanation. For those lines that do not have standard calculations, we need to have the criteria that you used spelled out clearly so we can understand how you arrived at your level of unmet need. Even if a standard calculation is used, we still need the specific numbers outlined.

Office of Budget Performance and Management

Central Office Budget Formulation Work Team

- Provides staff support to the Deputy Assistant Secretary – Management, Director, Bureau of Indian Affairs, and Director, Bureau of Indian Education for budget formulation.
- Develops the Indian Affairs budget request in accordance with DOI and Office of Management and Budget guidelines.
- Provides information on the formulation process and budget requests as needed.
- Ensures tribal initiatives are included at the National Budget Meeting and provides recommendations to the working sessions of the tribal budget sub-committee.
- Ensures tribal initiative packages are provided to Central Office programs for use in formulating their budgets.
- Ensures the consolidated tribal initiative package is provided to the Assistant Secretary – Indian Affairs for use in making budget decisions.