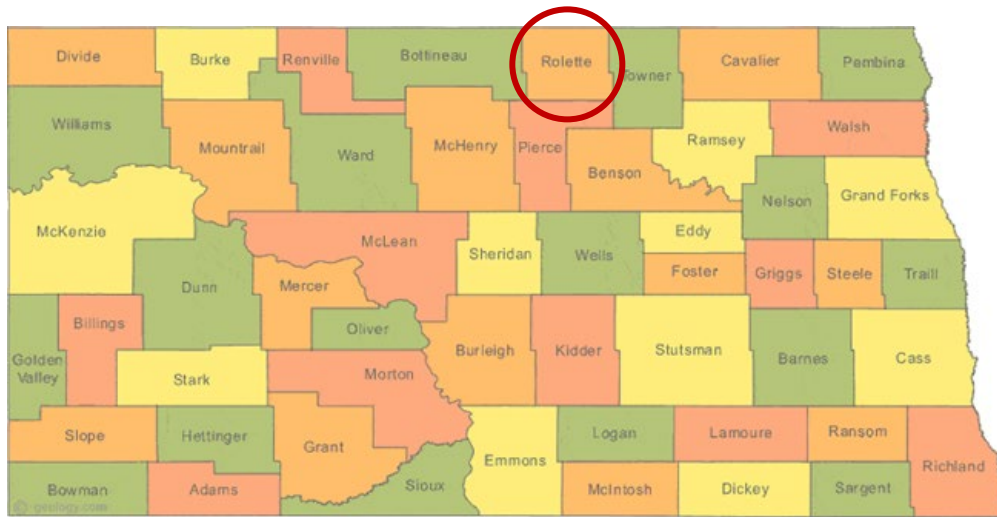




a. Description of the Issue

Applicant Agency – The Turtle Mountain Band of Chippewa is the applicant and is a federally recognized tribe. Currently there are 30,100 enrolled members with an estimated 14,000 residing on the reservation.

Targeted Community – The Turtle Mountain Band of Chippewa Tribe is in the rural, high-poverty and persistent-poverty area¹ of Rolette County, North Dakota and based in the town of Belcourt. The US Census shows the population of Rolette County is 14,176.² The poverty rate in this area is significantly higher at 25.9% compared to North Dakota statewide average of 10.6%. Rolette County is one of three counties in North Dakota characterized as a persistent-poverty county, or where 20% or more of the population has been at or below the federal poverty level for at least 30 consecutive years. Rolette county was ranked the lowest quality of life county in North Dakota by the 2020 County Health Rankings. Rolette County and the town of Belcourt are both rural by USDA definitions³ and Belcourt is located 10 miles from the Canadian border.



¹ US Census per 1990, 2000 decennial census and 2010 American Community Survey

² US Census 2019 population estimates

³ <https://www.ers.usda.gov/topics/rural-economy-population/rural-classifications/what-is-rural/>



Target Population - Services will be offered to all adult (18 and over) enrolled members of the Tribe, both living on and off the reservation. If the number of enrolled members seeking treatment at the Center begins to decline due to declining substance use among the tribe, the Center will begin marketing their Native American culturally based treatment to other Indigenous tribes and non-Indigenous clientele. It's estimated 250 Tribal members will be served in year one; with 500 served annually once the Turtle Mountain Recovery Center (TMRC) is completed.

Impact of opioids, stimulants, and other substances – The Turtle Mountain Tribal law enforcement data for the most recent fiscal year, ending September 30, 2020, shows there were 132 arraignments for drug convictions and 87 for Driving Under the Influence in Belcourt, a town with a population of 2,270, per 2019 ACS Census data. The 2020 incident report shows 24 overdoses with Narcan deployment, 618 assaults and 705 disorderly conducts; we estimate the majority of the assaults and disorderly conducts were substance abuse related.

The staff contacted the local Indian Health Service hospital for data regarding intake for substance abuse and/or overdose deaths and we were informed the hospital does not track this data. However, prior Indian Health Services data has shown 445 individuals have tested positive for drugs/opioids during a three and a one-half year period (2015 to June 2018). According to Indian Health Services Pharmacy data, within a 30-month period (Jan 2016 to June 2018), 242 prescriptions were filled for Hydrocodone; 82 prescriptions were filled for Oxycodone; and 237 prescriptions were filled for Tramadol.

Current Challenges and Need for Funding – This rural community faces many challenges that lead to substance abuse – lack of employment opportunities, few recreational activities, and years of oppression and poverty all contribute. The negative impacts of substance abuse affect every member of the Turtle Mountain Tribe - families are torn apart, there is increased crime, domestic



violence, reckless driving, and homelessness, to name a few. In 2017, 21% of Rolette County adults reported binge or heavy drinking. From 2014-2018, 58% of driving deaths in Rolette County involved alcohol—above North Dakota’s County average of 43%. Rolette County’s life expectancy from 2016-2018 of 71.9 was *8 years lower* than the average life expectancy of North Dakota residents.⁴

Determining the demand for substance use treatment is challenging in most communities. It is difficult to assess how many people are engaging in illicit or destructive behaviors for many reasons. In most areas, county or state level data may be used to determine need for services. Although county and state level data exist, they are not reflective of the Turtle Mountain Tribe. In order to estimate the demand for services, data from the 5th Generation Healing Center, local Indian Health Services Hospital, court system, housing authority, and law enforcement and corrections was analyzed. Based on that information, it’s estimated that during 2019, **750 members of the Turtle Mountain Tribe needed substance use treatment**. The current provider, 5th Generation, only had the capacity able to treat **137**. As of June 1, 2021, 5th Generation has over 30 people on the waiting list for in-patient services, per their staff, and they graduate an average of six people every 90 days. There are so many people waiting for outpatient services they are not able to have a waiting list for these services. There is a dire need for additional substance abuse treatment services in the Turtle Mountain Tribal community.

COSSAP Funding Impact – This award will allow outpatient services to begin in year one of the grant, with an estimated 250 unduplicated Tribal members helped through outpatient counseling for substance and/or alcohol abuse by September 30, 2022. In years two and three, treatment will be further increased once the Turtle Mountain Recovery Center (TMRC) is completed, with 500

⁴ <https://www.countyhealthrankings.org/app/north-dakota/2021/rankings/rolette/county/outcomes/overall/snapshot>



Tribal members annually served through both in-patient and outpatient treatment, in collaboration with the current provider, 5th Generation Healing Center, who will move into the TMRC. This award will also create a medication take-back program, hire Peer Support Specialists, and implement a screening tool.

Other Funding and Resources – Project activities will be supported through funding provided through New Market Tax Credits for construction, grants from private foundations to offset costs for the Project Director and outreach activities, as well as contributions provided to date by the Tribe for land purchase and development of business and clinical plans for the TMRC. The proposed project will collaborate closely with 5th Generation Healing Center, who will move into the Recovery Center once completed. 5th Generation has a current US Substance Abuse and Mental Health Services Administration, Tribal Opioid Response (TOR) grant that provides MAT and Naloxone training and the proposed project will collaborate to support participation in these trainings by local law enforcement and first responders. Finally, six houses have been built with other funding that will be used for transitional, recovery housing for at least 24 people at a time.

b. Project Design and Implementation

Overview - The Turtle Mountain Recovery Center (TMRC) and campus, based in Belcourt, will provide a much-needed resource for addressing substance use and offer a place of healing and cultural reclamation for this rural community. The construction is in process and anticipated to be completed by fall of 2022 (via other loans and awards). The TMRC will consist of a 34,000 square foot building with two 8-bed residential wings; one for men and one for women. There will be multiple group therapy rooms, and a large kitchen and group eating area. All services will be delivered in a culturally competent manner and support long-term recovery, including recovery housing. Cultural and spiritual support will be intertwined in all services and the healing campus



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will include an equine therapy center, confidence course, outdoor classrooms, sweat lodges, and a nature trail. TMRC will partner with the Turtle Mountain Community College to refer those in recovery to classes that build employable skills, as well as refer to other supportive services such as permanent housing, food assistance, clothes and similar. Services will support healing of the whole self and will include the family of those in recovery, following the Seven Teachings of the Grandfathers:

- i. Nbwaakaawin (Wisdom)
- ii. Zaagi'idiwin (Love)
- iii. Minaadendamowin (Respect)
- iv. Aakwa'ode'ewin (Bravery)
- v. Debwewin (Truth)
- vi. Dibaadendiziwin (Humility)
- vii. Gwekwaadiziwin (Honesty)

This request will allow outpatient services to begin prior to the completion of the building, promote the TMRC to the community through events with local law enforcement present, and provide other services, including Peer Support Specialists, that will result in a reduction in opioid, stimulant, and/or substance abuse.

Proposed project allowable and priority activities – Funds will be used for the following: 1) Implement a take-back medication program in collaboration with the BIA law enforcement, Turtle Mountain Agency; 2) Expand access to evidence-based treatment and recovery support services; 3) Implement peer recovery support services through Peer Support Recovery Specialists; 4) Utilize an evidence-based screening tool for use by first responders, law enforcement, and others to assess

Turtle Mountain Recovery Center Architectural Rendering



for substance abuse indicators, and; 5) Build trust and communication with local law enforcement through community outreach and education events. MAT and Naloxone training as well as recovery housing will be provided as well, through other funding. The photo below shows the architectural rendering of the TMRC once completed.



How the project will be implemented –

1) Implement a take-back medication program in collaboration with the BIA law enforcement, Turtle Mountain Agency:

- i. This award will purchase a kiosk that will be located at the Belcourt police department and managed by local law enforcement. Residents will be able to drop off unused medications during regular business hours. Please see attached letter of commitment by Chief of Police Charbonneau.
- ii. Mobile medication disposal units will also be purchased and available at all community outreach and education events, with local law enforcement overseeing medication drop off at each event.
- iii. The importance of disposing unused medications and the ability to do it through both of these avenues will be included in outreach and educational materials and via social media and local media.



2) Expand access to evidence-based treatment and recovery support services:

- i. During year one, this award will allow TMRC to provide outpatient counseling and treatment services by hiring staff and renting a temporary space. The space is currently available. Local residents and Tribal members will receive priority for hiring for all positions. This will allow TMRC to provide outpatient treatment to 250 unduplicated Tribal members during year one of the award. All services will be provided by well-qualified professionals with appropriate certifications and experience and follow evidence-based treatment strategies. However, culturally appropriate services will also be included that meet the needs of Tribal members and support whole healing. Referrals will be from community partners including education, law enforcement, judicial system, and the current provider, 5th Generation Healing Center. The Licensed Addiction Counselor to be hired will hold an average of three to five groups a week, of varying levels of service ranging from one hour to a full day of services. Estimate an average of five people in each group. Each group meets 30 to 60 days, depending on the level of service needed. Based on this, we estimate 250 unduplicated Tribal members will receive outpatient services in year one for a nine-month period. Please see the timeline for additional detail.
- ii. During year two, estimate by January 15, 2023, the TMRC will be completed and able to treat inpatient and outpatient services. Additional staff will be hired and both inpatient and outpatient services will be provided, with the majority of costs covered through program fees (billable services). Estimate 500 unduplicated Tribal members will receive treatment annually. If capacity allows, others will receive treatment at TMRC, such as members of nearby Tribes.



3) Implement peer recovery support services through Peer Support Recovery Specialists:

- i. This award will allow the hiring and training of three full-time Peer Support Specialists, all persons in recovery and Turtle Mountain Tribal members. The Peer Support Specialists will provide outreach and education to the community, liaison with local law enforcement and other stakeholders, and advocate for those in treatment and recovery. They will also facilitate accessing longer-term recovery services such as housing, and most importantly, serve as someone with lived experience for those currently struggling with substance abuse. The Peer Support Specialists will be trained utilizing the North Dakota Division of Behavioral Health's Peer Support Certification program. It's estimated that through outreach events, attending meetings, and reaching out to Tribal members, the three Peer Support Specialists will provide outreach and education to 1,000 unduplicated Tribal members annually.

4) Utilize an evidence-based screening tool for use by first responders, law enforcement, and others to assess for substance abuse indicators:

- i. This award will allow for purchase and utilization of the TAAD5 evidence-based screening tool. TAAD stands for "Triage Assessment for Addictive Disorders" and is a brief structured interview designed to identify current alcohol and drug problems. This 10-minute assessment tool covers all DSM-5 criteria for substance use disorders. It offers high internal reliability. The TAAD-5 produces alcohol and drug use disorders profiles similar to those of more time intensive instruments. Having a tool that is easy for lay people to use and that is not time-intensive to complete is important for useability. Estimate 10 officers and 10 first responders will receive training in its use each year and estimate 300 residents



will be screened annually. Additional questions may be added by stakeholders to capture other negative indicators, such as homelessness, unemployment, and food insecurity.

5) Build trust and communication with local law enforcement through community outreach and education events:

- i. During year one, six outreach and education events will be held to raise awareness of the issues of substance abuse in the Turtle Mountain community, how to get help currently as well once the TMRC is completed, what services will be provided at the TMRC, and how TMRC will support healing for the entire community. Events will be mainly coordinated by the Peer Support Specialists and will also provide avenues to promote medication take-back, with local law enforcement present as a community resource to build trust with residents. Law enforcement will use best practices to build trust with the community at these events, using International Association of Chiefs of Police recommendations.⁵ At least one local officer will be present at each event. It's estimated 250 residents will attend five of the outreach events; the sixth event will be an indoor pow-wow and 1,000 attendees are estimated to attend. Costs for the events will be provided through in-kind support and other grants. During years two and three, two events will be held annually.

Please see the timeline for additional detail and project goals and objectives.

Deliverables to be produced – The proposed project will produce the following deliverables: 1) Purchase and utilize the TAAD5 evidence-based screening tool for use by local law enforcement, first responders, and others to assess for substance abuse as well as identify appropriate referral channels; 2) Purchase and utilize, in partnership with local law enforcement, a medication take-back kiosk; 3) Hire and train Peer Recovery Support Specialists; 4) Hire staff to begin outpatient

⁵ <https://www.theiacp.org/resources/steps-to-building-trust>



services and billing, estimate 250 Tribal members will receive outpatient services in year one; 5) Partner with 5th Generation Healing Center for MAT and Naloxone training provided under their TOR grant; and 6) Assess and report on the project as required by BJA.

Priority considerations met by proposed project – The proposed project meets priority areas of: 1) Lack of accessibility to treatment providers and facilities; 2) High-poverty and persistent-poverty area; and 3) Will support Department of Justice focus on building trust between law enforcement and the community.

Potential barriers and strategies to overcome them – Potential barriers to expand substance abuse treatment in this community includes:

Activity	Potential Barrier	Strategy to Address
Expand access to substance abuse treatment	Current provider does not have capacity to meet need	Build the TMRC, increasing the number able to be helped
	Those struggling with substance abuse don't have support	Hire and train 3 Peer Recovery Support Specialists
	Lack of awareness of how to get help	During year one, six outreach and education events held, also materials created
	Lack of ability of law enforcement and first responders to assess for substance abuse	Implement an easy to use, evidence-based screening tool (TAAD5)



<p>Medication disposal</p>	<p>Lack of awareness of importance of and how to dispose of medications</p>	<p>Implement a medication take-back program, with kiosk located at local law enforcement and conduct outreach and provide education to the community about the program</p>
<p>Build trust in local law enforcement</p>	<p>Lack of trust of law enforcement, may not be viewed as a resource to help</p>	<p>In year one, hold six events with “meet your local law enforcement” so residents can get to know officers; in years’ two and three, two events annually will be held</p>

Evaluation of project – If funded, Turtle Mountain Tribe agrees to fully collaborate with the BJA evaluator. There is a lack of data for the Tribe in many areas and we welcome any efforts to increase our understanding of the scope of this issue, as well as a deeper assessment of the impact of the project activities.

Assessment by project staff will include challenges encountered by all staff and how addressed, screening tool use and efficacy, feedback from those using the screening tool on its ability to help identify substance abuse issues, peer recovery support services provided and results, including success of outreach events, feedback from residents the Peer Recovery Support Specialists provide information and support to, and success of the medication take-back program. Those receiving outpatient services will be asked to complete a survey on the effectiveness of the services and how services can be improved. Finally, all reporting required by this award will be completed in a timely manner.



MAT provided through other funding – As indicated, 5th Generation Healing Center has a current TOR grant that is providing MAT training. The proposed project will collaborate with 5th Generation in all services and specifically to support their efforts to provide MAT training to law enforcement and/or first responders.

Peer recovery services to be provided – This award will allow the hiring of three Peer Recovery Support Specialists. These will be hired from Turtle Mountain Tribal members who reside in the area and have successfully recovered from substance abuse. The Peer Recovery Support Specialists will follow SAMHSA recommendations for core competencies and best practices for their services and be certified. The North Dakota (ND) Peer Support Specialist certification process will be followed to ensure compliance. Within the process, the Peer Support Specialists will; 1) attend a ND Division of Behavioral Health-approved certification course; 2) complete application requirements including letters of support, clinical hour verification, and \$50 application fee; and 3) Once certified (Peer Support Specialist I or II), the Peer Support Specialist will be responsible for complying to Code of Ethics outlined in ND Administrative Rule and continuing education standards to maintain appropriate credentials. The Peer Recovery Support Specialists will provide outreach and education to the community, act as liaisons with local law enforcement and other community stakeholders, advocate for people in recovery, and facilitate access to supports needed to support longer-term recovery. These staff will provide essential “lived experience” that will be vital to guide project activities and support. The Peer Support Recovery Specialists will be trained and supervised by the Project Director, who will evaluate and measure their efforts, challenges, and collect feedback from them to continue to adjust services to meet the needs of the community.



c. Capabilities and Competencies

Management structure and staffing – TMRC has a Project Director has experience in building and launching Tribal recovery services. He will assist in design of the TMRC, recommend staffing needs, and will oversee hiring of staff in year one, and assist with planning and implementation of community outreach efforts and events. Please see “project coordinator” section below for his credentials and experience. Staff to be hired during year one to allow for services to begin prior to the completion of the TMRC are: One full-time Licensed Addiction Counselor to provide outpatient treatment services; three full-time Peer Support Recovery staff, to support Turtle Mountain tribal members in recovery, provide community outreach and education, and liaison with Turtle Mountain police department officers; one full-time Case Manager, who will assist those in recovery in identifying their goals, provide follow through and assist with referrals to other supportive services to support recovery, such as housing, job training, education, food, etc; one full-time Medical Coder, who will implement third party billing for services, supporting the sustainability of these efforts, estimated revenue for year one is \$35,649, with most costs covered in year two for staff and other services; by year three all costs to operate the TMRC will be covered by third party billing revenue. All staff will be supervised by the Project Director. Administrative Support will be provided through current Turtle Mountain Tribe staff, to collect information and complete required quarterly reports, estimate four hours for each report.

The Turtle Mountain Band of Chippewa currently has five BJA grant awards and has successfully managed and reported on these and all prior BJA and other federal grant awards. The Tribe has a full-time Chief Financial Officer and other administrative and financial staff in place to accurately track and manage the COSSAP award.



Partner agencies – The two primary partners for the project are the BIA local law enforcement and 5th Generation Healing Center. Please see attached letters of commitment for BIA law enforcement and the Memorandum of Understanding between 5th Generation and Turtle Mountain. BIA law enforcement will host and manage the medication kiosk at the police department location in Belcourt, with ability for residents to drop off medications during regular business hours. Law enforcement representatives will be trained in the use of the TAAD5 screening tool and will use the tool to assess for substance abuse issues among those arrested. Local law enforcement officers will also participate in community outreach and education events. 5th Generation Healing Center will assist in promotion of the TMRC and will move into the TMRC once it has been completed. Their TOR grant will provide MAT and Naloxone training for the community, including law enforcement and first responders. Finally, once staff have been hired through this award, 5th Generation will refer those asking for help for outpatient they do not have the capacity to serve to the TMRC outpatient services offered during year one.

Other partners are the seven members of the Advisory Board. The Advisory Board members represent 1) Law enforcement; 2) The judicial system (probation); 3) Turtle Mountain Community College; 4) K-12 Education (BIE); 5) Local hospital, Indian Health Services; 6) Person in Recovery; and 7) Tribal Elder. All are enrolled members of the Turtle Mountain Tribe and will provide advice and guidance on services provided.

Project coordinator – The current Project Director (coordinator) is Ty Thompson, a member of the MHA Nation (Three Affiliated Tribes) in North Dakota. Ty is a North Dakota Board of Addiction Counselors Examiners Certified Clinical Supervisor and Licensed Master Addiction Counselor. He holds a Master’s degree in Counseling from University of North Dakota and a Bachelor’s degree in Psychology from Dickinson State University in North Dakota. Ty has five



years' experience in substance and alcohol abuse counseling and administration. Ty was instrumental in creating and launching the Good Road Recovery Center in Bismarck, North Dakota and served as Executive Director there from 2018 to 2020. Ty has experience in creating and implementing Medicaid billing, planning and facilitating a construction project for treatment services, hiring and supervising clinical staff, creating administrative functions to produce a functioning, successful recovery center, including financial planning and management, and working with Tribal Council. He will serve as a consultant on the project for year one of the proposed project with a full-time Project Director hired and on staff by the end of year one or September 30, 2022.

Collaborate with evaluator – If awarded, Turtle Mountain Tribe will gladly collaborate with the BJA evaluator and assist in any way we are able. We would welcome a site-specific evaluation as that will help our project services improve. The Project Director will have primary responsibility for collaborating with the BJA evaluator and assisting them in their efforts.

d. Plan for Collecting Data for BJA Performance Measures

Responsible staff for data collection and how collected – The Project Director will have primary responsibility for data collection; however, all staff will assist in capturing program data as part of their responsibilities. Monthly staff meetings will review the BJA Performance Measures as well as the timeline for this award and assess progress, discuss any barriers encountered and how to address. Once outpatient services begin, the effectiveness of those services will be assessed. Data will be collected from local law enforcement for the medication take-back program, from Peer Recovery Support Specialists regarding services they have provided, and all users on the effectiveness of the screening tool.



Responsible staff for BJA reporting – The Project Director will assist in ongoing assessment of project activities with information captured by staff, Peer Recovery Support Specialists, and stakeholders. For BJA reporting, current administrative staff with Turtle Mountain Tribe will gather required data for reporting and submit in the BJA system as requested.

Other performance metrics to be captured – Assessment by project staff will include challenges encountered by all staff and how addressed, screening tool use and efficacy, feedback from those using the screening tool on its ability to help identify substance abuse issues, peer recovery support services provided and results, including success of outreach events, feedback from residents the Peer Recovery Support Specialists provide information and support to, and comments and feedback received from the general community about the project and activities. Those receiving outpatient services will be asked to complete a survey on the effectiveness of the services and how services can be improved.

Data sources to be used – Project staff will work with local law enforcement and the judicial system to assess data on crimes related to substance abuse, the Indian Health Services local hospital to assess data on overdose deaths and admissions for heroin, opioids, and stimulants, if possible, or other data that gives indicators of the scope of the issue.

Conclusion

The Turtle Mountain Band of Chippewa has tremendous support of the community for this project; a Recovery Oriented Systems of Care Coalition was formed with representatives from education, law enforcement, judicial system, Indian Health Services, Tribal Council representatives, persons in recovery, spiritual leaders, and Tribal elders. The Coalition discussed how substance abuse affects the community and created a map that showed where there are gaps



in referrals to treatment. TMRC staff are using this map to identify where connections can be improved to ensure those struggling with substance abuse are able to receive help.

The Tribe has completed planning and feasibility studies for the TMRC, including focus groups with community members. A Clinical Plan and Business Plan has been created with the partnership of Purdue University. The construction of TMRC is underway with funding provided from other loans and grants.

The BJA COSSAP grant will help the Tribe provide critically needed substance abuse services, engage more deeply with the community, build trust for local law enforcement, and create programs to reduce the devastating impact of substance abuse in the Turtle Mountain Tribe.

