

Applicant Name: Little Traverse Bay Bands of Odawa Indians

Purpose Area #2 Comprehensive Tribal Justice Systems Strategic Planning Program (BJA, COPS, OJJDP, OVC, OVW)

## Narrative

- 1. Identify the crime and public safety problem(s) described in the Tribal Community and Justice Profile that the tribe plans to address through the proposed grant funding to develop a comprehensive tribal justice system-wide strategic plan and describe the problem(s) with as much additional detail, including data, as necessary to clearly describe the nature and extent of the problem(s).**

The Little Traverse Bay Bands of Odawa Indians (LTBB) will address its overall crime problems through a strategic planning process that will identify justice system gaps and resources available. The LTBB justice system partners will create a plan that will improve collaboration across agencies rather than operating in silos to ensure victims are getting the full support of wraparound services. Based on current crime data, the strategic plan will include overall crime issues with a focus on domestic abuse and substance abuse.

LTBB has experienced an overall increase in crime in the Reservation area as demonstrated by the number of issues handled by LTBB's justice system in 2014. In 1997, Tribal Court had five cases across four legal areas. Thirteen years later (2014) Tribal Court had a caseload of 556 open cases, including 10 child welfare cases, 9 adult drug court cases and 1 youth drug court case. Tribal Court issued 13 personal protection orders (PPOs). LTBB Law Enforcement received 2,088 calls for service, with 76 involving illegal drug/alcohol issues and handled 37 issues related to domestic abuse or violence, 71 thefts/destruction of property calls and 4 related to child abuse, child sexual abuse or child neglect. Conservation Officers received over 100 complaints and had over 1,700 contacts with citizens. Between 10% and 15% of those contacts with citizens were alcohol-related. LTBB substance abuse/mental health therapists saw 252 clients. Of these clients, 42% were diagnosed with depression and/or anxiety and 16% were diagnosed with a substance abuse disorder. Of the female clients seen, 90% had a history of emotional, physical or sexual abuse. Victim Support Services (VSS) served 40 victims of sexual

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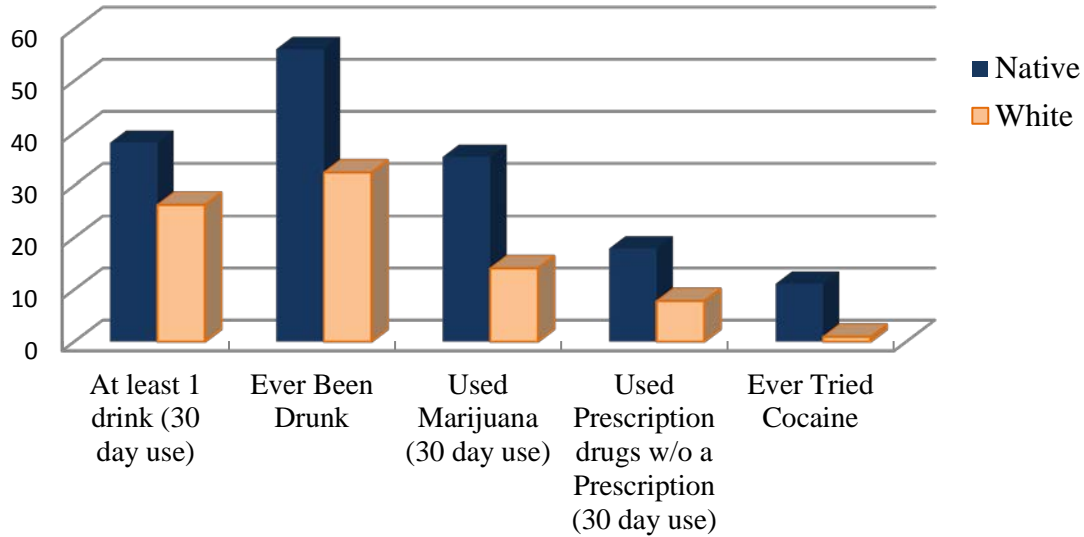
violence (37 female), an increase of over 250% since 2012 (16 cases). In addition to the data above, the Violence Against Women Act of 2013, along with several new properties put into trust in the last two years, will expand LTBB's jurisdiction, creating new issues to be addressed.

Local data also demonstrates domestic abuse problems in our community. In the 2013-2014 fiscal year, the Women's Resource Center of Northern Michigan reported that 943 domestic and sexual assault crisis calls were received, 576 people sought safe shelter and advocacy in its five-county service area (including Emmet, Charlevoix, and Cheboygan), 277 cases of sexual assault were handled; and approximately 7% of women served identified themselves as Native American, in a region where Native American women comprise less than 3% of the total population. Furthermore, Native Americans are overrepresented in local jails; Native Americans represent 6% of inmates but comprise less than 3% of the total tri-county population.

Another disturbing problem in our system is the number of foster care kids in the justice system. In 2014, there were 20 LTBB children throughout the nation in the foster care system. Involvement in the foster care system can have long-lasting implications related to criminal justice concerns, most notably, 80% of incarcerated adults were in foster care. There is a clear link between addressing child welfare and related support services and crime prevention.

Table 1 illustrates Native youth substance abuse issues. According to the 2013-2014 Michigan Profile for Healthy Youth (MiPHY), local high-school aged Native youth in Cheboygan and Emmet counties are more likely to have drunk in the past 30 days (38.1% vs 26.3%) and to have ever been drunk (56.1% vs 32.4%). They were 2.5 times more likely to have used marijuana (35.4% vs 14.1%) and to have used prescription drugs without a prescription (17.9% vs 7.8%) and 12 times more likely to have ever tried cocaine (11.1% vs .9%).

**Table 1: Percentage of High-School Aged Youth in Emmet and Cheboygan Counties Substance Use**



To effectively address the range of problems facing our community, we require a multi-departmental strategic plan to improve collaboration and identify resources needed to support our justice system and support services.

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

Collaboration among project partners has been effective in addressing the domestic abuse problems identified above. Justice system personnel (Tribal Court, Law Enforcement and Prosecutor’s Office) and victim services personnel (Human Services, Substance Abuse/Mental Health and Health) are collaborating to develop and implement a domestic violence court docket and to enhance the Tribe’s victim services programs. As a result, LTBB hired two victim advocates and a Victim Support Services Coordinator in 2013 to establish a Victim Support Services program (VSS).

Strategic planning also resulted in the creation of a Coordinated Community Response team in 2014 to address elder abuse and neglect, domestic violence and sexual assault. The Chief of

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Police and victim advocates attended OVW training and provide cross-training to other Tribal departments. Because of these effective trainings, decision-makers are more knowledgeable about the dynamics of elder abuse, domestic violence and sexual abuse. There is a better understanding of roles in the system, such as advocates, legal, law enforcement, court, and the prosecutor. To further improve decision-making, the Tribe's justice system created an internal information sharing database to provide real-time access to information among departments.

In response to the substance abuse problems identified above, the justice system partners collaboratively developed a response plan for offenders with co-occurring mental health and substance abuse issues. This initiative laid the foundation to support a formal infrastructure for collaboration among Tribal departments and with non-Tribal entities, and resulted in the adoption of a Tribal statute regarding involuntary hospitalization, which removed one of the barriers to addressing citizens with mental health disorders. LTBB departments collaborate to implement youth and adult substance abuse prevention programs, adult drug court, on-site counseling at Tribal Court, and Courtroom surveillance. A Tribal multidisciplinary team successfully created a methamphetamine response plan in 2008.

**3. Describe any current gaps in services related to the problem(s) identified in items #1 and #2 that will be addressed through this grant application or explain how the requested funding would help identify current gaps in service.**

The problems that lead to crime are complex, often requiring several of the Tribe's departments to intercede when dealing with criminal and child welfare matters. Frequently, departments in our justice system, human and social services, and health services encounter the same people at various points of entry into our system. Historically, these departments have operated independently, though recent collaborative efforts have begun to encourage coordinated efforts. These departments need to build on recent efforts to improve collaboration and work

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together to create better solutions for victims and the community as a whole. Developing a multi-departmental strategic plan will substantially curtail domestic violence, sexual assault, stalking, elder abuse/neglect, child abuse/neglect and substance abuse in our communities by ensuring collaborative programs throughout the criminal justice system.

Collaborating to develop a cross-departmental strategic plan will better equip staff members to protect crime victims. LTBB needs a formal plan to tie all of the programs and services together. A strategic plan will help us coordinate our processes and procedures to ensure the needs of victims and offenders are met in a timely, appropriate manner. Strategic planning will help us develop a comprehensive, holistic approach to respond to each individual. It is important to be consistent in the delineation of roles so everyone knows their job and works together as a team. This cooperation and collaboration will result in increased safety for victims, their families and the entire community. For example, in a domestic violence case, if Law Enforcement knows how to properly respond, the Prosecutor is victim-centered, the Court is knowledgeable about the dynamics, and if these key players are all aware of the available support services, victims will feel worthy, understood and, most importantly, safe.

LTBB has identified many gaps in services to address the above problems, including the lack of local transitional housing and/or treatment facilities; limited batterers' intervention programs; inadequate child welfare system; and lack of community needs assessment information. LTBB does not have detention capabilities or reentry programs, and no procedures in place to provide training about Federal laws that impact the tribe. The LTBB justice system does not have a defined process for responding to cases. This project will address this gap by developing a set of flowcharts defining each department's involvement in cases, including a timeline, as a means to provide a calculated approach that will save time and ensure the efficient use of Tribal resources

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when addressing a problem. Services to victims will improve by enabling justice system staff to make timely referrals to support services and provide victims with expected timelines of events.

Another gap is the lack of coordinated outreach and implementation of the 2013 Violence Against Women Act (VAWA) in relation to the Tribal Law and Order Act. The Tribe is enacting a Domestic Violence Statute that includes the Tribe's inherent tribal special domestic violence criminal jurisdiction over non-Indians on March 6, 2015. The Tribe will also enact a Victim's Rights Statute and a Personal Protection Order Statute. After enactment of these laws, there will need to be a coordinated effort among all three branches of government to ensure adequate safeguards are in place to fully protect victims and defendants' rights under the Indian Civil Rights Act of 1968, as amended by VAWA 2013, as well as how to implement the new law. This project will provide technical assistance to address this extremely important tribal sovereignty issue. Exercising jurisdiction over these crimes will decrease domestic violence in our community, strengthen capacity to administer justice and control crime, and ensure that perpetrators of domestic violence are held accountable for their criminal behavior. A strategic plan will establish priorities and methods for addressing the above gaps and will enhance collaboration in data collection, resource sharing and collaboration with nonprofit partners.

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

LTBB collaborating partners recognize the Tribe's overall increase in crime, as well as the ongoing severity of domestic violence, sexual abuse and substance abuse. The data provided above was used to identify and prioritize these issues to be addressed through this grant funding. Project partners have participated in multiple multidisciplinary meetings and training events specific to domestic abuse issues, along with planning meetings specific to this proposal. LTBB

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has held numerous multidisciplinary team meetings each year since 2010 when we became aware of increasing domestic abuse problems. Conservation officers, police officers, therapists and court staff have all stated that substance abuse is a contributing factor in the majority of public safety issues in our community.

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

LTBB justice system partners will engage in comprehensive, complex strategic planning to address the overall crime problem, domestic violence, sexual assault, substance abuse and an updated meth response collaboratively among several LTBB branches of government, departments and programs (Table 2):

<b>Table 2: Strategic Planning Team</b>
<b>Facilitator:</b> Project Coordinator
<b>Core Partners:</b> Executive Branch: Tribal Administrator, Chief of Police, Chief Conservation Officer, DHS Director, Substance Abuse-Mental Health Manager Judicial Branch: Chief Judge Prosecutor's Office: Tribal Prosecutor
<b>Additional Team Members:</b> Victim Support Services Coordinator, Health Director, Housing Director, Education Director, Elders Program Manager, Youth Services Coordinator, CFO, Environmental Services Manager, Facilities and Safety Director, GIS Director, Probation Officer, Court Administrator, Legislative representative, Prosecutor's Office Victim Advocate

DOJ Technical Assistance providers with strategic planning expertise will assist the Tribe in this effort. LTBB will complete a community needs assessment and analyze the data. Needs assessment results will be utilized to prioritize needs and create a formal, written plan. This process will help us identify trends, address services both in and outside the criminal jurisdiction of the tribe, identify resources available to the tribe, train people in the strategic planning process, and coordinate data collection from first responders all the way to service providers. This program will help the Tribe address the identified problems through a collaborative strategic planning process. DOJ experts will guide us in formalizing the above information in

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one cohesive strategic plan. This process will provide information on: a) additional data and methods of data collection necessary to define the problems in detail; b) analysis of data, available resources, and gaps in services; c) solutions to detailed problems identified after the additional data collection and analysis; d) training needed to increase competency to implement solutions to the problems; e) financial resources needed to implement the solutions – startup and operating costs; and f) timeline needed to implement the identified solutions.

**6. Identify the specific goals and objectives of the proposal that will be accomplished in 18 months. Provide details about the specific tasks and activities necessary to accomplish each goal and objective.**

To address the overall crime problems in our community, with a focus on domestic violence and substance abuse, LTBB has established the following goal: **To develop a comprehensive strategic plan to improve LTBB justice systems and community wellness and safety.**

Accomplishing this goal will provide consistency in our justice system through collaboration and a long-range, data-informed plan. This goal will be achieved through three main objectives that are outlined below and in the timeline of activities attached to this application.

**Objective 1: Build collaborative partnerships to develop solutions to public safety problems over an 18 month project period.**

Upon receipt of grant funds, the Tribal Administrator will schedule the initial planning team meeting and post the Coordinator position. The hiring process will be completed within two months. Upon hire, the Coordinator will be responsible for overall program implementation including the coordination between programs for the purposes of planning meetings and strategic plan development. A job description is attached outlining all duties and responsibilities.

The Chief of Police will Chair the planning meetings, where the team will review the objectives and timeline of project activities, establish group protocols and meeting structure (i.e.



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participation and attendance expectations, reaching consensus, voting versus advisory members).

Decisions will be reached by consensus of the six core partners listed in Table 2. In the event this core group meets an impasse, the Tribal Administrator, Judge and Prosecutor will vote for a final decision. Core partners will develop a qualified service agreement to establish a formal mechanism for information sharing that protects client confidentiality while using accurate data to inform decision making and priority setting, identifying crime trends, and proactively protecting the community. The Coordinator will prepare draft agreements based on team input.

**Objective 2: Complete a Community Needs Assessment by Month 6 of the project.**

LTBB will utilize DOJ training and technical assistance providers to facilitate the strategic planning process over an 18 month project period to build internal capacity to continue strategic planning beyond the project period. As the first activity under this objective, the Tribal Administrator and the Chief of Police or Project Coordinator will attend the initial grantee orientation and PA #2-specific training event provided by DOJ. Following the orientation, core partners will work with technical assistance providers to determine what to include in the community needs assessment and create a tool to collect community data. After the data has been gathered, core partners will utilize technical assistance to analyze the results of the survey to create a Community Needs Assessment Report.

**Objective 3: Complete a strategic plan for LTBB's justice system and community wellness and safety by the end of the 18 month project period.**

Utilizing the expertise of DOJ technical assistance providers, LTBB will prioritize community justice system needs to develop a formal, written strategic plan. The plan will outline a detailed, strength-based strategy that will include law enforcement, courts, crime victim rights, support services, community corrections, and community resources to support alternatives to

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incarceration and offender reentry. The plan will address public safety through community policing strategies, including organizational strategies that may reorient the mission and activities of law enforcement towards the community policing philosophy, as well as support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues. The strategic plan will be divided into eight main sections to guide implementation: 1) Needs Assessment; 2) Prioritized Needs; 3) Community Strengths and Resources; 4) Community Challenges and Gaps in Service; 5) Holistic Strategies to Address Needs; 6) Prioritized Strategies; 7) Budget Estimates; and 8) Timeline.

The team will use the needs assessment report to identify crime trends, prioritize needs, identify community strengths, map community resources, define community challenges and identify gaps in service. The Coordinator will create a flowchart of strengths and resources, challenges and service gaps for the team. The team will develop coordinated, holistic strategies, budgets and timelines to address the prioritized needs. Each agency will accomplish more working collaboratively than if they were to continue operating individually, which will strengthen LTBB's justice system and promote community wellness and safety. The Project Coordinator will complete section drafts based on input from the team and will present the draft sections to the team at monthly planning meetings. The complete plan will be approved by the team and technical assistance providers prior to submittal to DOJ for approval.

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

This project will be administered by the LTBB Tribal Administrator, with assistance from the CTAS Strategic Planning Coordinator and the LTBB Chief of Police. The Tribal Administrator has been in this position for 14 years and has helped numerous departments complete strategic

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plans. He will be responsible for completing initial project kick-off tasks, such as hiring the Coordinator, scheduling the initial advisory team meeting and ensuring the participation of key stakeholders in the strategic planning process. The Tribal Administrator will ensure the successful implementation and evaluation of the project and will communicate the final strategic plan and corresponding needs to key stakeholders to pursue funding needed for implementation. He will provide direct oversight to the Coordinator, who will be responsible for the day-to-day implementation and meeting reporting requirements of the project. The Coordinator will also facilitate planning meetings and logistics, organize partners, prepare purchase requisitions, develop draft documents for team review, maintain a grant binder with pertinent information, develop a data tracking spreadsheet, and assist the Tribal Administrator as needed.

The Chief of Police, who has been in this position for 16 years, will assist with project implementation by serving as the Planning Team Chairperson. He has received extensive training regarding tribal specific law enforcement responses to domestic violence, sexual assault, elder abuse and child abuse, along with training on substance abuse issues and drug courts.

This project will result in organizational changes that will align existing personnel to support project success. This project will result in an organizational realignment among the core project partners, to engage in the strategic planning process and respond to the needs identified in the strategic plan. DOJ technical assistance providers will facilitate the strategic planning process.

**8. Identify current government and community initiatives that complement or coordinate with the proposal and any partnerships that will be created or enhanced as a result of funding. Describe the roles of each identified partner. *Examples may be advisory boards, Tribal Leaders, nonprofits, private organizations, and regional relationships, etc.***

Project partners are critical to the success of this project as they will contribute knowledge and perspectives unique to their individual programs. The strategic planning team includes

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program managers, department directors and experienced staff from each branch of government (Table 2). This team will meet every month throughout the strategic planning process.

Several current initiatives complement this proposal. At the beginning of 2013, LTBB expanded domestic abuse services to include a Victim Support Services program within the LTBB DHS office. An elder abuse response program also began in January 2013 to provide training to key stakeholders to prevent and respond to elder abuse. This program recently completed a needs assessment and strategic plan, which will be considered during development of the overall justice system strategic plan. Tribal Court is in the process of developing a domestic violence court docket. LTBB provides mental health therapy and substance abuse counseling, tutoring and cultural activities for at-risk youth, child welfare services, adult drug courts and probation services. All of these factors will support the creation of a strategic plan.

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

**i. What will be measured?**

LTBB will complete periodic progress reports providing an overview of community assessment, coordination and development of our written plan. The attached timeline of activities breaks the development of the strategic plan into sections, which allows the Tribal Administrator, Project Coordinator and other critical staff to monitor progress at any point in time during the project period. Additionally, the following data will be used to measure success:

- # of partnerships established (target = 7 core partners)
- # of planning meetings held (target = 15 meetings)
- # of collaborating individuals involved in strategic planning (target = 20 individuals)
- # of technical assistance hours

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- Completion of Strategic Plan according to the proposed timeline

**ii. How will data be collected?**

The Coordinator will create sign in sheets, keep meeting minutes, and develop meeting agendas. He or she will keep a spreadsheet to track the number of planning meetings, number of training events, and number and type of collaborative partners at each meeting and training event. The Coordinator will keep copies of all project related documents.

**iii. Who is responsible for collecting the data?**

The Coordinator is responsible for collecting and tracking the data from planning meetings, training events, and project documents. He or she will maintain a grant binder that will include all of the evaluation information. The Chief of Police will assist the Tribal Administrator with data analysis. The Tribal Administrator is responsible for project reporting and successful implementation of the project.

**iv. How is success defined?**

The key measure of success for this project is the development of an electronic, comprehensive strategic plan for Tribal justice systems and community health and wellness by the end of the 18 month project period. This plan will be created through a collaborative effort among key stakeholders that is approved unanimously by all partners to create a cohesive system of how to improve our justice system, community wellness, and community safety.

Short term performance measures to monitor success throughout the project include completion of a minimum of 15 monthly strategic planning meetings, active participation of a minimum of six core partners in the strategic planning process, and improved communication among project partners. Long term success is defined by increased internal capacity to maintain the strategic planning process beyond the project period.

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

The strategic plan will be a “living document” that will be used to continuously improve effectiveness and services to Tribal citizens. Utilizing the tools and knowledge gained by engaging in a strategic planning process, the Tribe will update the plan as needed to reflect changes in Tribal circumstances. Training and technical assistance will build our capacity to sustain program implementation by identifying available resources, service gaps, duplication of services, partnerships, response strategies, budget considerations and timelines. Through this process, LTBB’s justice system will develop in-house capacity to sustain strategic planning.

This project includes a significant amount of leveraged, ongoing resources within the Tribe through staff time and meeting space. The partnership among the justice system, substance abuse/mental health and human services has been growing each year. This project will further strengthen this partnership and continue to eliminate barriers to collaboration. The advisory team will continue semiannual meetings with no additional costs to the Tribe. LTBB will provide strategic plan orientation to all new employees as appropriate.

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

An anticipated challenge is securing funding to implement the recommended actions. The Tribal criminal justice system is comprised of multiple layers of funding streams that support justice services. To address this barrier, we will include the major financial decision makers of each branch of Tribal Government (Tribal Administrator and CFO-Executive Branch, Chief Judge-Judicial Branch, and a Tribal Councilor-Legislative Branch) in the strategic planning process so they will understand the process behind the strategic plan and will have input into the

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planning process. This will give them ownership of the goals and objectives of the plan and will increase their willingness to reallocate resources to support implementation.

Another potential barrier to sustaining the plan could be due to changes in jurisdiction over time as a result of new Federal laws. Some of these changes may require adjustments to LTBB's criminal justice system. In these instances, the ongoing semi-annual meetings will provide the opportunity to educate partners and update the strategic plan to reflect changes.

**11. Address the tribe's need for financial assistance and the inability to engage in a comprehensive strategic planning process without federal funding. This should be linked to the issues identified in the Tribal Narrative Profile.**

The Tribe is not in a financial position to complete the strategic planning process without external assistance. LTBB staff does not have time to implement the project activities necessary to coordinate the strategic planning process. Additionally, all Tribal discretionary funds have been obligated or committed. LTBB's finances were severely damaged during the recession in 2009. Tribal leaders have been working to rebuild our revenue streams, but this process takes time, especially in our remote location. Annual budget cuts continue to be implemented across the board to maintain balanced budgets. Therefore, much of the strategic planning process will rely on leveraged internal resources, such as staff time and meeting space that will not require additional costs. However, a crucial part of strategic planning will require external resources, including access to DOJ technical assistance providers and a project coordinator.

**12. If you are requesting funding in multiple purpose areas, is the receipt of BJA Purpose Area #2 funding required for the implementation of any other purpose area being requested? If so, explain.**

LTBB is requesting funding in Purpose Areas #5 and #6. Purpose Area #2 funding is not required for the implementation of the other two purpose areas.