# LITTLE RIVER BAND OF OTTAWA INDIANS TRIBAL COURT

3031 Domres Road · Manistee, MI 49660 (231) 398-3406 tribalcourt@lrboi-nsn.gov

ISRAEL STONE and MICHAEL BURMEISTER, Plaintiffs,

Case No. 24-008-GC

Honorable Caroline LaPorte

v.

LITTLE RIVER BAND OF OTTAWA INDIANS TRIBAL COUNCIL, Defendants.

Israel Stone
Plaintiff, In Pro Per
402 Parkdale Avenue
Manistee, MI 49660

LRBOI Tribal Council

Defendant
2608 Government Center Drive

Manistee, MI 49660

Michael Burmeister Plaintiff, In Pro Per 6945 Pine Creek Road Manistee, MI 49660

## ORDER REGARDING EX-PARTE RELIEF AND SETTING HEARING

On January 8, 2024, Plaintiffs Israel Stone and Michael Burmeister filed a complaint requesting ex-parte relief in the above captioned case. On January 9, 2024 an affidavit was supplied to the Court by Israel Stone, who is a pro se litigant. Both Mr. Stone and Mr. Burmeister are Tribal Citizens of the Little River Band of Ottawa Indians.

At present, the Plaintiffs have requested in their Ex-Parte Request (styled in the pleading "Tribal Council's Failure to Approve the Budget by December 31 and Impacts on Tribal Membership Programs and Benefits"), the following:

- 1. Direct the Tribal Council to immediately convene and approve a budget in compliance with the Tribe's [C]onstitution and laws.
- 2. Order the Tribal Council to reinstate and fully fund all suspended membership programs, ensuring that tribal members have access to essential services and resources.
- 3. Direct the Tribal Council to expedite the distribution of benefits to tribal members, ensuring that they receive the financial support they are entitled to without further delay.

4. Impose any other appropriate remedies or sanctions deemed necessary to mitigate the harm caused by the Tribal Council's failure to approve a budget and to prevent further harm to tribal membership programs and benefits.<sup>1</sup>

For the Court to issue an ex-parte order (meaning without notice to the other party), it must be satisfied by specific facts set forth in an affidavit or verified pleading that irreparable injury, loss, or damage will result from the delay required to effect notice, or that notice itself will precipitate adverse action before an order can be issued by this Court. The Plaintiffs' Complaint was unverified (not notarized), so an affidavit is necessary.

The Plaintiffs filed an affidavit, which the Court has attached to this Order along with the Complaint. The Court turns to whether or not it is satisfied with specific facts set forth in that affidavit that irreparable injury, loss, or damage will result from the delay required to effect notice, or that notice itself will precipitate adverse action before an order can be issued by this Court. While there is an affidavit filed with the Court, there are no specific facts attested to within the affidavit. Rather, the affidavit is a partial restatement of the Plaintiff's argument. Additionally, no resolutions are attached to the Complaint to establish any information that is included in the unverified pleading. Furthermore, the Plaintiffs do not establish via the affidavit that notice will precipitate adverse action before an order can be entered. Most importantly, the Court has no attested facts before it in the affidavit that establish what has happened that would result in the harm Plaintiffs argue will occur or is occurring. A Court can only consider what is before it. The Court cannot, unfortunately, make arguments on behalf of parties and cannot, especially not ex-parte, infer facts that are not attested to in an affidavit. The reason for this is because when parties are making ex-parte requests, they are asking the Court to issue an order without notice to the other party (which normally a Court cannot do). The basis for a Court's ability to do this (order ex-parte relief, which is an extraordinary remedy for a Court to enter) is that the party requesting the relief is attesting to certain facts, under penalty of perjury. Here, the Court has no facts; there are no specific events and dates, no specific resolutions and numbers, no specific contracts or grants that indicate if/when the harm that Plaintiffs state "may" occur would actually occur.

Therefore, while the Court carefully and heavily considered the ex-parte relief that the Plaintiffs filed and the affidavit that was before it, the ex-parte relief requested must be and is **DENIED**.

This matter is set for a hearing on Monday January 22, 2024 at 1:00 p.m. EST. EVERY MEMBER OF TRIBAL COUNCIL AND BOTH PLAINTIFFS ARE ORDERED TO APPEAR IN PERSON.

IT IS SO ORDERED this 10th Day of January 2024.

DocuSigned by:

Caroline Laporte

Caroline LaPorte, J.D.
Associate Judge

<sup>&</sup>lt;sup>1</sup> See Complaint as attached on pg. 3 starting at "III. Request for Ex-Parte Order"

# **CERTIFICATION OF SERVICE**

I certify that a copy of the Order after Request for Ex-Parte Injunctive Relief was sent to all parties via email and/or USPS mail on this day. 1-10-24 Date

Spring Medaces
Court Clerk/Administrator

Original - Court 1st copy - Defendant 2nd copy - Plaintiff 3rd copy - Return

LITTLE RIVER BAND OF OTTAWA INDIANS TRIBAL COURT

SUMMONS

CASE NO.

24-008-GC

Court address

Court telephone no.

Plaintiff's name(s), address(es), phone no(s). & email address(es):  To a cl Show it is the second of the second o	Defendant's name(s), address(es), phone no(s) & email address(es):  L'Hle River Poul of  OTTAWA Indians.  Tribal Council
Instructions: Check the items below that apply to you and provide any if necessary, a case inventory addendum (form MC 21). The summons	by required information. Submit this form to the court clerk along with your complaint and as section will be completed by the court clerk.
circuit court involving the family or family members of the There is one or more pending or resolved cases within county circuit court involving the family or family members separately filed a completed confidential case inventors. It is unknown if there are pending or resolved cases we	n the jurisdiction of Tribal Court and/or the family division of the pers of the person(s) who are the subject of the complaint. I have
MDHHS and a contracted health plan may have a right the complaint will be provided to MDHHS and (if appliance) There is no other pending or resolved civil action arisi complaint.	on includes a business or commercial dispute under MCL 600.8035. that to recover expenses in this case. I certify that notice and a copy of icable) the contracted health plan in accordance with MCL 400.106(4), ing out of the same transaction or occurrence as alleged in the rising out of the transaction or occurrence alleged in the complaint has
been previously filed in  this court,	. Court, where
it was given case number	and assigned to Judge
The action ☐ remains ☐ is no longer pending.	
Summons section completed by court clerk.	SUMMONS
NOTICE TO THE DEFENDANT: In the name of the peop	ple of the Little River Band of Ottawa Indians you are notified:

- 1. You are being sued.
- 2. YOU HAVE 28 DAYS after receiving this summons and a copy of the complaint to file a written answer with the court and serve a copy on the other party or take other lawful action with the court.
- 3. If you do not answer or take other action within the time allowed, judgment may be entered against you for the relief demanded in the complaint.
- 4. If you require special accommodations to use the court because of a disability or if you require a foreign language interpreter to help you fully participate in court proceedings, please contact the court immediately to make arrangements.

					- 1
Issue date,	Expiration date*	Court clerk /			1
118/8/1	4-8-24	Sorne	Medacco		1
*This summons is invalid unless	served on or before its expiration da	ite. This document must be sealed	by the seal of the court.	= 14(4)	- i ,

LITTLE RIVER BAND OF OTTAWA INDIANS **TRIBAL COURT** 

COMPLAINT Page of pages CASE NO.

24-008-6C

Court address

3031 Domres Road, Manistee, MI 49660

Court telephone no.

(231) 398-3406

Plaintiff's name(s), address(es), phone no(s). & email address(es):

Michael Burnerster

Plaintiff's attorney, bar no., address, phone no. & email address:

Defendant's name(s), address(es), phone no(s). & email.address(es):

L. He River Barch of Ottawa Endians.

FOR ITS COMPLAINT, PLAINTIFF(s) STATE(s) AS FOLLOWS: (attach additional pages, if necessary)

Jourse See attached.

Signature of Plaintiff or Plaintiff's Attorney

Israel Stone 402 Parkdale Ave Manistee, MI 49660 israelist11@gmail.com 231-655-2484

Michael Burmeister 6945 Pine Creek Rd. Manistee, MI 49660 michaelb2737@hotmail.com

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Little River Band of Ottawa Indians Tribal Council Government Center Drive Manistee, MI 49660

Re: Violation of the Little River Band of Ottawa Indians Constitution and Budget and Appropriations Act - Failure to Approve Budget by December 31st

Dear Honorable [Judge's Last Name],

## I. INTRODUCTION

I am writing on behalf of the Plaintiff's Israel Stone and Michael Burmeister, to bring to the court's attention a violation of the Tribe's constitution. Specifically, the failure to fund a budget by December 31st, as mandated by the Tribe's constitution, constitutes a violation of the constitutional provisions governing the Tribe's financial management. This legal brief aims to demonstrate the legal basis for this claim and seek appropriate remedies.

#### II. BACKGROUND

The Little River Band of Ottawa Indians is a federally recognized Indian tribe governed by its constitution, which outlines the powers, duties, and responsibilities of its tribal government. Article [X] of the Tribe's constitution specifically addresses the financial management of the Tribe, including the requirement to approve an annual budget by December 31st of each year.

## **III. ARGUMENT**

A. Importance of Budget Approval

The approval of an annual budget is a fundamental aspect of any organization's financial management, including tribal governments. It ensures transparency, accountability, and effective allocation of

1-8-24 SW

resources. The Tribe's constitution recognizes this importance by mandating the approval of a budget by December 31st.

### **B.** Violation of Constitutional Provision

The failure to approve a budget by December 31st constitutes a clear violation of the Tribe's constitution. The language used in Article IV, I Physical Powers, Subject to the veto of the Tribal Ogema, to adopt, approve or amend the annual budget presented by the Tribal Ogema and to authorize the expenditure of funds in accordance with such budgets and the Little River Band of Ottawa Indians Budget and Appropriations Act of 2013, 5.07 Appropriations not later than March 1, June 1, September 1 and December 1<sup>st</sup>.

Violation of Budget and Appropriations Act Section 5.13 Enactment and Execution of Tribal Budget.

A. The tribal budget for the next physical year shall be approved by the tribal council no later than the month of November.

Violation of Budget and Appropriations Act Section 5.13 C, D, and E.

The Tribal Ogema Veto the budget as approved by the tribal council, in accordance with letter C. The Tribal Council failed to override that veto which in accordance with the act letter e, states, it shall be returned to the tribal Ogema, without amendments, who shall approve it.

The Tribe's constitution serves as the supreme law of the Tribe, and all tribal officials and members are bound by its provisions. Veto powers are constitutionally derived powers under powers of the Ogema and the Budget and Appropriations Act affirms those powers in section 5.13 Enactment and Execution of the Tribal Budget.

It further states in section 5.14 Continuing Budget Resolutions. "if a budget is not approved by December 31, the council shall pass a continuing funding resolution to fund tribal operations and enterprises.

#### C. Consequences of Violation

Firstly, it undermines the Tribe's financial stability and hampers its ability to effectively manage its resources. Secondly, it erodes the trust and confidence of tribal members in the tribal government, as it reflects a failure to adhere to the constitutionally mandated processes. Lastly, it may lead to potential legal challenges and disputes regarding the validity of financial decisions made without an approved budget.

#### **IV. RELIEF SOUGHT**

In light of the foregoing, we respectfully requests the court to:

1. Declare that the failure to override the veto of the Ogema constitutes approval of the tribal budget in accordance with the budget and appropriations act.

- 2. Order the tribal government to promptly convene and approve a funding resolution to fund the budget in accordance with the Budget and Appropriations Act, which should have occurred no later than December 1<sup>st</sup>.
- 3. Impose any other appropriate remedies or sanctions deemed necessary to rectify the violation and prevent future occurrences.
- 4. Request for this matter to be decided on an Ex Parte decision as this has a deleterious impact on the tribe, its citizens, employees, and potentially grants and self-governance.

Re: Ex Parte Order Request - Tribal Council's Failure to Approve Budget by December 31 and Impacts on Tribal Membership Programs and Benefits

#### II. FAILURE TO APPROVE BUDGET AND IMPACTS

In absence of funding the harm that does exist can be as follows:

- 1. Suspension of Tribal Membership Programs: The lack of an approved budget has forced the suspension of vital tribal membership programs, including healthcare services, educational assistance, housing programs, and cultural preservation initiatives. Tribal members who rely on these programs are now left without essential support and resources.
- 2. Delayed Distribution of Benefits: The failure to approve a budget may result in delayed distribution of benefits to tribal members, elder assistance, and other financial support. This delay will cause financial hardship and uncertainty for many tribal members who depend on these benefits.
- 3. Impaired Tribal Governance: The absence of an approved budget has impaired the Tribe's ability to effectively govern and manage its resources. Without a clear financial plan, the Tribe's operations and services have been disrupted, leading to a loss of trust and confidence in the tribal government.

## III. REQUEST FOR EX PARTE ORDER

Given the urgency and the significant harm caused by the Tribal Council's failure to fund a budget, the Plaintiffs respectfully requests an ex parte order to address this issue. The order should include the following provisions:

- 1. Direct the Tribal Council to immediately convene and approve a budget in compliance with the Tribe's constitution and laws.
- 2. Order the Tribal Council to reinstate and fully fund all suspended tribal membership programs, ensuring that tribal members have access to essential services and resources.
- 3. Direct the Tribal Council to expedite the distribution of benefits to tribal members, ensuring that they receive the financial support they are entitled to without further delay.
- 4. Impose any other appropriate remedies or sanctions deemed necessary to mitigate the harm caused by the Tribal Council's failure to approve a budget and to prevent further harm to tribal membership programs and benefits.

#### IV. CONCLUSION

The failure of the Tribal Council to fund a budget by December 31 has resulted in significant harm to tribal membership programs and benefits. Immediate action is necessary to protect the rights and interests of the Tribe's members. Therefore, the plaintiffs respectfully requests the court to issue an ex parte order as outlined above. Thank you for your attention to this matter, and we look forward to the court's prompt consideration and resolution of this issue.

Israel Stone 402 Parkdale Ave Manistee, MI 49660 israelist11@gmail.com 231-655-2482 1/9/24

Little River Band of Ottawa Indians Tribal Court Manistee, MI 49660

Subject: Verification of Pleading

Honorable Judge LaPorte

I am writing this letter to provide you with a verification of pleading regarding the legal matter at hand. I, Israel Stone, hereby verify the accuracy and authenticity of the pleading submitted on 1/8/24 in Little River Band Tribal Courts.

I confirm that the pleading was prepared by me or under my direct supervision, and that it accurately represents the facts and arguments relevant to the case. I have reviewed the pleading thoroughly, ensuring that it complies with all applicable laws, rules, and regulations governing the court proceedings.

Furthermore, I affirm that the information provided in the pleading is true and correct to the best of my knowledge and belief. I have conducted the necessary research and investigation to support the claims made in the pleading, and I am prepared to present evidence and arguments in support of the same.

I understand the importance of honesty and integrity in legal proceedings, and I assure you that this pleading has been prepared in accordance with the highest ethical standards. I am fully aware of the consequences of making false statements or misrepresenting facts in court, and I affirm that no such misconduct has taken place in relation to this pleading.

Should any additional information or documentation be required to support this verification, please do not hesitate to contact me at the provided contact details. I am committed to cooperating fully and promptly to ensure a fair and just resolution of the case.

Thank you for your attention to this matter. I trust that this verification of pleading will assist in the smooth progression of the legal proceedings. Should you have any further questions or concerns, please feel free to reach out to me.

Yours sincerely

Israel Stone

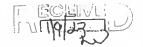
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ANN MARIE HULL, Notary Public State of Michigan County of Manistee My Commission Expires 02/25/2024

My Commission Expires 02/25/2031 Acting in the County of JUG 10

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I toward Stone Tribal ID 1735 Assert the following truths.

- It immediate felief is not granheel in this care there will be irrepressed harm to the tribe and/or the citizens.
- A. Potential Violations of grants and contracts,

  placing the tribe in Jeopendy of Lising, grant

  and Belf-government dollars or said
- B. Disruption of penofits and programs of the tribe to citizen such as heaten, general welfare programs.
- Paces the tribe and Ogemen out rish and puts the in position to misappropriate funds of the tribe because there has been no appropriation to pay bels, expenses, and payroll.
- D. This is a violation of the Constitution and Budget and to bull law, the constitution and Budget and appropriations act prescuess the process of approval for the budget process.

1. Tribal council is not only violating the constitution and lows but multiply, the constitution and lows but multiply, violating the orders of the Little River violating the council the orders of council to willingly disregard the orders of the willingly disregard the orders of course violations the court can violate or course violations the court from house been elected and sworn to uphall this may result and sworn to uphall this may result in 1055 of fueling sources which will impact the tribe and its citizents.



# **Budget and Appropriations Act of 2013**

Ordinance # 13-100-04

## Article I. Purpose

- 1.01. Purpose. The purpose of this ordinance is to implement a method for preparing, adopting, and implementing a tribal budget for all tribal governmental operations. This ordinance is adopted pursuant to Article IV, Section 1 and Section 7(i), and Article V, Section 5(a)(6) and Section 5(c) of the Constitution.
- 1.02. Findings. The Tribal Council finds that:
  - a. It is necessary to set forth directions and processes for the formulation of the Tribe's annual budget.
  - b. It is necessary to provide a calendar for the timely adoption of the budget.
  - c. It is necessary to provide the membership with an opportunity to comment on the budget proposal.
  - d. It is necessary to provide sufficient disclosure of information about the budget and its underlying assumptions to allow the Tribal Council to make reasoned and informed decisions in the process of approving the annual budget and to give the membership insight into the financial status of the Tribe.
  - e. The Ogema's unilateral decision to cease government operations endangered the public welfare by denying essential services. Tribal Council believes that, in order to avoid the denial of services to members by an arbitrary and capricious decision, the budget and appropriations process must include mechanisms to prohibit such activity.

# Article II. Adoption; Amendment; Repeal; Severability

- 2.01. Adoption. This Ordinance was affected by the following resolutions:
  - a. Repeal of the Budget and Appropriations Ordinance # 04-100-04, by Resolution #13-0313-042.
  - b. Adoption of the Budget and appropriations Act of 2013, by Resolution #13-0313-042.
  - c. Emergency adoption of amendments by Resolution #14-0326-095, to allow for net gaming revenue or other funds to be used to supplement or fund salaries, wages or fringe benefits of employee positions required by and/or funded by grant dollars upon authorization by Tribal Council Resolution.
  - d. Resolution #14-0723-216, adopting emergency amendments of March 26, 2014 and inserting requirement that funds be restored to Government operating budget upon receipt of grant funding.
  - e. Emergency adoption of amendment by Resolution #16-0323-095 on March 23, 2016 removing the requirement of 5.06(g) for 90 days so that positions vital to the tribal government can be filled.
  - f. Resolution # 17-0517-177, adopting amendments on May 17, 2017 adjusting the time line for submissions and updating the Ordinance to reflect changes in other Tribal law.
- 2.02. *Amendment*. This Ordinance may be amended in accordance with the provisions set forth in the Administrative Procedures Act Ordinances.
- 2.03. *Repeal*. This ordinance may be repealed in accordance with the procedures set forth in the Administrative Procedures Act Ordinances.
- 2.04. Severability Clause. If any provision of this Ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this

Ordinance which can be given effect without the invalid provision or application, and to this end the provisions of this Ordinance are severable.

2.05. Title. This ordinance shall be referred to as the "Budget and Appropriations Act of 2013".

## **Article III. Definitions**

- 3.01. *General*. As used in this Ordinance, except where otherwise specifically provided or the context otherwise requires, the following terms and expressions shall have the following meanings. The word "shall" is always mandatory and not merely advisory.
- 3.02. "Board" means the Board of Directors of an enterprise or other governing body created by ordinance or tribal law and who is responsible for the operations of the enterprise.
- 3.03. "Carried-over" means the action by which funds may be moved from one fiscal year to the next.
- 3.04. "Director" means, for purposes of this act, a person with the management responsibility for an activity or group of activities and the management responsibility for the employees performing the activity or group of activities.
- 3.05. "Employees" for purposes of this act, excludes elected officials, Boards members, Election Board members, and members of legislatively created Commissions and Committees.
- 3.06 "Investment" means money or capital expended to promote the public good such as housing, roads, public buildings, utilities etc., or to gain profitable returns, such as interest, dividends, or appreciation in value.
- 3.07 "Net Gaming Revenue" means all revenues generated from all sources by a gaming enterprise less the operating expenses of the enterprise, less a capital replacement reserve approved by Tribal Council and less any debt service on borrowings of the enterprise plus depreciation and amortization expenses.
- 3.08 "Operating Department" means a discrete unit within the subdivisions of the Tribe which represents a single activity or related activities generated from a single office with a director assigned. A director may be responsible for a combination of funds, programs and/or departments each having an individual fund and/or program number assigned by the Finance Department. The term Operating Department encompasses all the funds, programs and departments assigned to a director including those programs funded exclusively or in part by grant funds whether with annual funding or multi-year funding.
- 3.09. "Unexpended Funds" means Tribal revenue not utilized during a fiscal year. Unexpended funds may include unbudgeted funds if such funds are identified at the conclusion of the fiscal year pursuant to Section 6.07.

## Article IV. Balanced Budget

- 4.01. Balanced Budget. The tribal budget for the government of the Little River Band of Ottawa Indians shall be balanced meaning that budgeted expenses shall be equal to or less than budgeted revenues.
- 4.02. Funding Availability. Unless specifically stated in an appropriation, all expenditures by tribal government operations are subject to funding availability.
- 4.03. *Unexpended Funds*. Unexpended funds at the end of the fiscal year may be carried-over to the next fiscal year pursuant to Section 6.07. Unexpended Net Gaming Revenue shall be allocated in accordance with the Approved Revenue Allocation Plan, Revenue Allocation Ordinance and/or any other Approved Revenue Allocation Plan adopted into law.

## Article V. Budget Formulation and Transmittal

- 5.01. General. The Ogema is responsible for preparing and presenting the tribal government budget proposal for approval by Tribal Council, in accordance with Article V, Section 5(a)(5) of the Tribal Constitution.
- 5.02. Strategic Plan Required. The Tribal Council shall develop a five year strategic plan in a form similar to Section 2 Paragraph 306(a) of the Government Performance and Results Act (GPRA) (P.L. 103-62). The initial strategic plan shall be developed no later than September 1, 2013. Thereafter the strategic plan shall be updated by Tribal Council no later than March 15th of each succeeding year. The strategic plan shall include but not be limited to the following:
  - a. The five-year strategic plan shall include but not be limited to a mission statement for the Tribe and long term results-oriented goals and objectives covering the major functions of each of the branches of government.
  - b. In conjunction with the budget submission each year, the Ogema, for the Executive Branch, the Chief Judge for the Judicial Branch and the Speaker for the Legislative Branch shall each prepare performance plans that establish the following for their respective branches of government:
    - 1. The performance goals and objectives for the upcoming budget year
    - 2. A description of how these goals and objectives are to be met, and
    - 3. A description of how the performance goals and objectives will be measured and verified.
    - 4. The performance plans shall be submitted to Tribal council with the draft budget.
  - c. By April 15<sup>th</sup> of each year the General Manager for the Resort, the Ogema for the Executive Branch, the Chief Judge for the Judicial Branch and the Speaker for the Legislative Branch shall prepare and submit to Tribal Council a performance report that reviews their respective branch's success or failure in meeting their performance goals and objectives in the previous year.
  - d. The Ogema for the Executive Branch, the Chief Judge for the Judicial Branch and the Speaker for the Legislative Branch shall prepare for their respective branches of government a list of essential services in priority order so that in the event of a budget revenue shortfall essential services will be maintained in priority order. The lists of essential services for all three branches shall be published in the Currents in January of each fiscal year. The Ogema, Chief Judge and the Speaker shall be responsible for submitting their respective lists for the Currents.
- 5.03. Estimate of Projected Revenues Tribal Enterprises. Each enterprise of the Tribe shall, through its Board or General Manager, submit an estimate of projected revenues for the next fiscal year by May 1<sup>st</sup> of each year to the Ogema, with a copy forwarded to the Tribal Council. The estimate of projected revenues shall include the following minimum information as identified in this section. The submission may include additional information which would be helpful in allowing the Tribal Council and Ogema to interpret and apply the estimated projected revenues to the proposed Tribal budget.
  - a. Identification of the enterprise's fiscal year.
  - b. Net gaming revenue by month and in total for the year.
  - c. Monthly and total projected non-gaming revenues.

- d. Expenses, capital expenditures, debt service payments and additions to the capital replacement reserve by month and in total for the year.
- e. Total monthly and annual projected distributions to the Tribe.
- f. Other information determined necessary and appropriate by the Board of the enterprise or as requested by the Tribal Council or the Ogema.
- 5.04. Executive Summary Required. By May 31<sup>st</sup> of each year, the Ogema shall provide Tribal Council with an executive summary of expected revenues for the current and upcoming fiscal year from each revenue source including but not limited to net gaming revenue, grants, rental fees, utility fees, sales or other taxes, and distributions from gaming and non-gaming enterprises or other revenue sources.
- 5.05. Information to be Provided to the Executive Branch. By June 15<sup>th</sup> of each fiscal year, the Tribal Council shall provide to the Office of the Ogema a not to exceed amount available to fund government expenditures for the coming fiscal year. The amount shall be based upon an analysis of the previous three fiscal years' budgets and the estimates of projected revenues reported under Section 5.03 and 5.04.
- 5.06. General Budget Provisions. The Ogema shall prepare a proposed Tribal Budget for the upcoming fiscal year prior to the budget hearing of each fiscal year.

The following general provisions shall govern the proposed Tribal budget:

- a. All program revenue, 3<sup>rd</sup> party billing, fees, rental income, taxes and any other revenue shall be allocated to the operating department responsible for generating those revenues. If department revenue exceeds department expense the excess may be allocated to other departments. Gross gaming tax shall be allocated in accordance with Section 6 of the Gross Gaming Revenue Tax Ordinance #09-100-05.
- b. Net gaming revenue shall be allocated in accordance with the Approved Revenue Allocation Plan, Revenue Allocation Ordinance and/or any other approved Revenue Allocation Plan adopted into law.
- c. Expenditures funded by grant dollars, Tribal matching funds and in-kind dollars required by a grant document shall be segregated from expenditures funded by net gaming revenue or other funding sources.
- d. Net gaming revenue or other funds may be used to supplement or fund salaries, wages or fringe benefits of employee positions required by and/or funded by grant dollars upon authorization by Tribal Council Resolution. Upon receipt of the grant funding for a position temporarily funded by Tribal dollars, the Accounting Department shall restore the funds to the Government's operating budget.
- e. The director of each operating department shall present their department budget and their goals and objectives in person to the Ogema, Tribal Manager, CFO and representatives of Tribal Council. If the Ogema, Tribal Manager or CFO is unable to attend a presentation, he/she may appoint a designee to attend provided that only one such designee is appointed for each department budget presentation. Additional attendees are permitted at the discretion of the Ogema and/or Tribal Council.
- f. The director of each operating department shall sign a statement indicating their agreement or the reasons they may disagree with the financial information and goals and objectives included in their department's budget. If changes are proposed to the department's budget

- during the budget approval process the director shall indicate in writing their agreement with those changes or the reasons why they do not agree.
- g. Any position in the approved budget that becomes vacant during the budget year shall be posted within 14 days of becoming vacant and shall be filled within 90 days of becoming vacant. Positions that are vacant at the effective date of this Act shall be filled within 90 days of the effective date of this Act. Positions not posted or filled in accordance with this section shall be eliminated from the budget. Tribal Council in its sole discretion by resolution may increase the time limit for a position to be filled. Positions removed from the budget may be reinstated through a budget modification in accordance with Section 6.05.
- 5.07. Appropriations. Not later than March 1, June 1, September 1, and December 1 of each year, the Tribal Council shall, by resolution, appropriate funds for expenditure for the following fiscal quarter.
  - a. Once appropriated, funds shall remain available for expenditure for the purpose they were budgeted and appropriated, subject to any budget modifications made pursuant to section 6.05, until the funds are expended or until the end of the fiscal year.
  - b. Spending in any fiscal quarter shall not exceed the amount appropriated by Tribal Council for the fiscal quarter plus the total of funds appropriated in previous quarters but not yet expended.
  - c. Tribal Council can appropriate additional funds at their discretion only by resolution or the Ogema can recommend budget modifications pursuant to Section 6.05
- 5.08. Overall Reporting Requirements. The budget proposal submitted by the Ogema shall include an executive summary and shall include pertinent information used to develop the budget proposal.
  - a. The Ogema's executive summary shall include but not be limited to:
    - 1. A discussion of new programs being offered and changes to existing programs.
    - 2. A discussion of new initiatives to improve operating efficiency or to improve member services.
    - 3. A list of the overall goals and objectives to be met in the budget year.
    - 4. A list of potential risks and opportunities that could materially impact the budget.
  - b. The Chief Financial Officer (CFO) shall provide the following along with other information that may have a material impact on the budget:
    - 1. Assumptions A list of the assumptions used to develop the budget including but not limited to the rates of overall inflation, salary/wage increases, medical insurance inflation etc.
    - 2. Revenues A list of revenues by source, by department/program, by month.
    - 3. Department funding For departments with mixed funding, list the amount provided by each revenue source such as net gaming revenue, grants, program revenues etc.
    - 4. Cash flows A schedule of cash flows by month showing major receipts, expenditures, capital spending and debt service payments.
    - 5. *Indebtedness* A schedule of all debt outstanding including bonds and enterprise debt along with a schedule of redemption and debt service payments by month.
    - 6. Capital expenditures A schedule of capital spending by month for the budget year and for each of the next three years indicating which items are strategic in nature,

are to support new programs and those that are replacements of existing equipment or are safety requirements.

- c. The Ogema or the CFO shall provide a schedule of changes to employee positions included in the budget to include new hires, vacancies to be filled; positions eliminated and proposed changes to the organization chart. The schedule shall include but not be limited to:
  - 1. Proposed changes to the organization chart and proposed job descriptions for the positions to be added or changed
  - 2. A list of the positions to be eliminated, the preference category of the incumbent, why the position is no longer needed and if services to members will be diminished
  - 3. Where each new position fits on the approved organization chart
  - 4. The need/justification for each new position
  - 5. Indicate how each new position will be funded e.g. grants, net gaming revenue or program revenue
  - 6. For grant funded positions indicate when the grant funding will end
  - 7. The starting date for each new hire
  - 8. The starting date for each replacement position that will be filled
  - 9. The salary/wage rate for each new and each replacement employee
  - 10. The termination date for positions to be eliminated.
- d. The Ogema or the CFO shall provide a schedule of wage rate increases or decreases that includes but is not limited to the following:
  - 1. For rate increases that are based on an individual employee's performance provide the method used to evaluate performance, the range of percentages used and the total dollar amount for the year of all the performance based increases.
  - 2. If cost of living or inflationary increases are anticipated indicate the percentage of the increase, the rationale for the increase, the employees receiving the increases and the total dollar amount for the year of all the cost of living increases.
  - 3. If adjustments to the wage grid are anticipated provide the rationale for the adjustments, the methodology used, the timing of the changes, employees affected and the overall dollar impact of the changes for the year.
  - 4. If bonus or other one time payments are anticipated indicate the rationale for the payments, how the amounts were determined, the individual employees receiving the bonuses, the timing of the payments and the total dollar amount of all bonuses for the year.
- 5.09. Operating Department Reporting Requirements. The budget proposal submitted by the Ogema shall include the following information for each operating department. For purposes of this section "operating department" encompasses the Tribal Council and the Tribal Court.
  - a. A list of goals and objectives for each fund, department and/or program within each operating department.
  - b. A narrative of each program or service offered to include the number of members served, the need for each program, how each program offered serves the needs of the members and the number of members who cannot be served because of limited funding or other resource limitations.
  - c. A list of any additional or future programs that should be offered, the estimated cost of the new program, the need for the program, the number of members expected to be served and the potential funding sources.

- d. A listing of capital expenditure items (building & equipment) the department will need to function for each of the next three years (See the "Capital Outlay" Section 5.09.i.27)
- e. A list of initiatives that can be pursued to improve department efficiency or initiatives that can reduce expenses without impacting service delivery.
- f. A list of impediments that limit the department's ability to deliver services to members or other departments.
- g. Detail of any safety concerns for employees or members and a list of safety clothing or equipment that is needed but not included in the budget proposal.
- h. A written statement signed by the director that he/she is in agreement with or the reasons they may disagree with the financial information, goals and objectives included in their department's budget pursuant to Section 5.06f.
- i. The director shall provide the following information for each line item in the department's budget:
  - 1. Salaries, payroll taxes & fringe benefits 1). Provide salary, overtime and on-call wages by individual, by month listing at a minimum the hourly pay rate. 2). Provide the need for, or the justification for each new position and indicate the expected hire date. 3). Provide the date vacant positions are expected to be filled. 4). Indicate which employees are on a four day (32 hour) schedule or are part time or temporary employees or interns. 5). List any positions to be eliminated. 6). The CFO and Human Resources are responsible for providing the insurance rates, payroll tax rates, workers' compensation rates and the rates for any other employee benefits that are to be used in each department's budget. If the rates are changing from the prior year budget the CFO shall provide a schedule listing those changes.
  - 2. CHS EHAP Provide expenses by month and indicate the number of members to be served.
  - 3. Tribal Activities & Client Services 1). Provide total expenses by month, 2). list the programs offered, 3). list the number of members served, 4). list the cost of each program, and 5). list any other expenditure in excess of \$5,000.
  - 4. *Professional services* 1). Provide expenses by month, 2). list vendors with total expenses in excess of \$5,000 for the year 3). Provide the reason and the justification for the expenses.
  - 5. Stipends Provide a schedule of stipends to include the number of meetings, the number of persons receiving stipends, the reason for the stipends, the amount of the stipends and the month payments will be made
  - 6. Property & casualty insurance Provide a list of insurance coverage to include the types of coverage, the amount of coverage, changes from prior years and the amount of premiums and the deductible for each type of coverage.
  - 7. *Elders' insurance* Provide premium cost, the number of members served and indicate any changes in the program.
  - 8. Vehicles 1). Provide a list of and the need for each vehicle. 2). identify ownership (Tribe/GSA) of each vehicle, 3). comment on each vehicle's serviceability and its adequacy for the department's needs.
  - 9. Rental & leasing Provide a list of items rented/leased, their cost and the need for each item.

- 10. Property repair & maintenance Provide a list of major repairs planned and a schedule of future maintenance projects.
- 11. Dues & subscriptions Provide a list of expenses that cost over \$100 each.
- 12. License fees & permits 1). Provide a list of each software expenditure over \$1,000 and all other expenditures with an individual cost over \$100. 2). List licenses and/or certifications that are required by law, regulation or job description and the cost of those licenses/certifications. 3). If continuing education is required to maintain licenses/certifications specify the number of hours required and the cost of the training on the "Travel & Training" line Section 5.09i22.
- 13. Advertising Provide a list of all expenditures over \$500 each.
- 14. Printing costs Provide a list of major print projects.
- 15. Postage & freight Provide a list of major mailing projects.
- 16. Equipment repair & maintenance Provide a list of major repairs planned and a schedule of future maintenance projects.
- 17. Small equipment & furniture Provide a list of all expenditures over \$500 each.
- 18. Supplies Provide a list of all expenditures over \$500 each.
- 19. Books & reference materials Provide a list of all expenditures over \$100 each.
- 20. Taxes Provide a list of property tax payments by location.
- 21. Service fees Provide a list of bank and investment fees.
- 22. Travel & training 1). Provide a list of the trainings included in the budget 2). describe how each training will aid the department in the attainment of its goals & objectives. 3). list the cost of each training, 4). list the cost of travel associated with each training, 5). list the names of the persons being trained and their preference status. 6). Indicate which trainings have the option to be group trainings locally. 7). Indicate if the training is mandated by grant, regulation or to maintain licenses/certifications.
- 23. *Uniforms* Provide a list of the types of uniforms required, the cost and the reason they are required.
- 24. Meals & entertainment Provide a list of expenditures over \$100 each.
- 25. *Utilities* Provide a list of actions to be taken to reduce energy and water consumption.
- 26. Phones Provide a list of cell phones and justify the need for each phone.
- 27. Capital outlay 1). Provide a list of each item costing \$5,000 or more and lasting more than one year (the capitalization limits), 2). indicate when each item will be purchased 3). indicate the need for each expenditure. 4). Indicate if each expenditure is a). a replacement, b). a safety requirement or c). required for new programs/services or d). are strategic in nature.
- 5.10. Budget Hearing. The Ogema shall present the following to the membership in a public meeting:
  - a. The proposed Tribal budget for comment and review no later than August 15<sup>th</sup> of each fiscal year.
  - b. The final approved Tribal budget shall be presented in the month of January following the presentation of the proposed budget the preceding August.
- 5.11. Tribal Council Draft Budget Review Work Session. The Ogema shall present a draft budget to Tribal Council no later than September 1<sup>st</sup>. The Tribal Council shall review the tribal budget

proposal in a work session and shall present any comments in writing to the Ogema no later than September 15<sup>th</sup>. The Tribal Council may provide assistance and input during formulation of the budget at the request of the Ogema. Late submission will move calendar timelines back equivalently.

- 5.12. Presentation of the Tribal Budget to Tribal Council. Following consultation with the Tribal Council and the receipt of Tribal Council comments (Section 5.11) the Ogema shall submit the Tribal budget proposal, with any revisions, to the Tribal Council no later than October 15<sup>th</sup>. The budget so submitted shall be in digital/electronic format.
  - a. The budget submission shall include the signed statements of the directors as required in Section 5.06 f.
  - b. The Tribal Council has the right to review individual budget submissions with individual directors. The Ogema shall ensure that the directors will be available for such reviews.
  - c. The Tribal Council may adjust the budget proposal by making line item increases, reductions, deletions or additions.
- 5.13. Enactment and Execution of Tribal Budget.
  - a. The tribal budget for the next fiscal year shall be approved by the Tribal Council no later than the month of November.
  - b. Tribal Council shall provide the Ogema with a digital/electronic copy of the approved tribal budget along with a report detailing any line item increases, reductions, deletions or additions to the budget proposal submitted by the Ogema and the justification for those changes.
  - c. Within seven (7) calendar days after Tribal Council approves a budget the Ogema shall notify Tribal Council in writing of his/her approval or disapproval of that budget.
    - 1. If the Ogema approves the tribal budget, as presented, he/she shall sign the tribal budget and return a copy of the executed tribal budget to the Recorder within the seven (7) day period.
    - 2. If the Ogema disapproves of the tribal budget presented by the Tribal Council, he/she shall return it to the Recorder within the seven (7) day period, specifying the line item modifications he/she objects to.
  - d. The Tribal Council shall then meet within fourteen (14) calendar days to reconsider the tribal budget and the Ogema's objections. If, after reconsideration, the Tribal Council again approves the tribal budget by an affirmative vote of six (6) of the nine (9) Tribal Council members, the approved tribal budget shall be returned to the Ogema, who shall sign it notwithstanding his/her objections
  - e. If, after reconsideration, fewer than six (6) Tribal Council members approve the budget, it shall be returned to the Ogema, without the amendments, who shall approve it.
- 5.14. Continuing Budget Resolutions. If a budget is not approved by December 31 the Tribal Council shall pass a continuing budget resolution to fund tribal operations and enterprise operations for the month of January. If a budget is not approved by January 31, then the Tribal Council shall pass another continuing resolution for the month of February and for each successive month as necessary. The continuing resolution(s) shall include but not be limited to the following provisions:
- a. A not to exceed limit for aggregate spending
  Budget and Appropriations Act of 2013
  Ordinance #13-100-04
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- b. No new employment positions, new contracts or new capital expenditures shall be authorized without approval by Tribal Council resolution.
- c. Charitable contributions shall be made in accordance with the Approved Revenue Allocation Plan, Revenue Allocation Ordinance and/or any other Approved Revenue Allocation Plan adopted into law regardless of the amount budgeted for such contributions.
- d. Per capita distributions shall be made in accordance with the Approved Revenue Allocation Plan, Revenue Allocation Ordinance and/or any other Approved Revenue Allocation Plan adopted into law regardless of the amount budgeted for such Per capita distributions.
- 5.15. Continuing Budget Responsibilities. Within five (5) days after the passage of a continuing budget resolution, the Ogema for the Executive Branch, the Chief Judge for the Judicial Branch and the Speaker for the Legislative Branch shall notify Tribal Council in writing of the following:
  - a. Any potential shortfall of funding for the period covered by the continuing budget resolution
  - b. Any diminution of services to members expected to occur because of a lack of funding provided by the continuing resolution
  - c. Any requests for the authorization of new capital expenditures, new employment positions and new contracts expected to be presented to Tribal Council during the period covered by the continuing resolution
  - d. Tribal Council shall in its sole discretion modify the continuing resolution to compensate for the items reported in Section 5.15 a. b. & c.
- 5.16. Tribal Court Budget. Upon enactment of the tribal budget, that portion approved for the Tribal Court shall not be reduced or diminished without the consent of the Chief Judge provided that, the Chief Judge shall:
  - a. follow the functional budgeting policies as set forth in this ordinance and regulations adopted for the expenditure of funds; and
  - b. make all efforts to participate in budget reductions when determined necessary by Tribal Council and the Ogema and where budget reductions are applied across the entire tribal budget.
- 5.17. Election Board Budget. Upon enactment of the tribal budget, that portion approved for the election board shall not be reduced or diminished without the consent of the election board provided that, the election board shall:
  - a. follow the functional budgeting policies as set forth in this ordinance and regulations adopted for the expenditure of funds; and
  - b. make all efforts to participate in budget reductions when determined necessary by Tribal Council and the Ogema and where budget reductions are applied across the entire Tribal Budget.
- 5.18. *Prosecutor's Budget*. The budget for the Prosecutor's office shall provide adequate funding and shall not be reduced or diminished during the budget year in accordance with Article V, Section 5.02 of the Office of the Prosecutor Ordinance # 11-400-09.

# Article VI. Administration of the Tribal Budget

- 6.01. Monthly Budget Report. In accordance with Article V, Section 5(a)(5) of the Constitution, the Ogema shall ensure that monthly financial reports are prepared and delivered to the Tribal Council describing the financial condition and needs of the Tribe.
- 6.02. Quarterly Review of Performance versus the Budget. Within 30 days after the end of each calendar quarter the Ogema shall submit to Tribal Council, as required by Article V, Section 5(a)(5) of the Constitution, a report on the activities of the quarter including but not limited to:
  - a. A discussion of material differences between budget & actual revenue and expenditures.
  - b. A forecast of the next quarter's revenue and expenditures.
  - c. A discussion of the performance in the quarter versus the goals and objectives.
  - d. A discussion of changes made or anticipated to be made to programs and/or services.
  - e. An evaluation of the Tribe's cash position and the performance of its investments.
  - f. Grant disbursements received in the quarter and a forecast of grant disbursements expected in the next quarter.
  - g. The risks or opportunities that could have a material impact on the rest of the year.
- 6.03. Recommendations for Changes to the Budget. If the quarterly review indicates that revenues will be less than anticipated, the Ogema may recommend, and the Tribal Council may approve, reductions in appropriations to keep expenditures balanced with the reduced level of revenue. Such reduction in appropriations shall not impact amounts required for base funding and amounts required for per capita distributions and for debt service payments. If the revenues exceed, or if expenditures are less than the amounts estimated, the Ogema may recommend and the Tribal Council may approve supplemental appropriations or a reallocation of funds.
- 6.04. *Public Disclosure*. The Quarterly Review of Performance versus the Budget and the recommendations for changes to the budget (Sections 6.02 and 6.03) shall be made available for inspection by tribal members as required by Article V, Section 5(a)(5) of the Constitution. 6.05. *Budget Modifications; Authorization*.
  - a. Modifications to a line item within a department, fund or program budget, which do not alter the scope of the program, but simply re-allocate funds within the program budget from one line to another may be authorized and approved without Tribal Council approval, provided that, the combined amount of all individual modifications to a single program budget may not exceed 10% of the total original program budget. Modifications in excess of 10% of the total original program budget, or proposed modifications made after the total of previous modifications reach 10% of the total original program budget, require Tribal Council approval. For grant programs with multiple year budgets the 10% limitation shall be applied to the total budget divided by the number of years budgeted.
  - b. The authority to approve budget modifications as described in Section 6.05a shall be exercised by:
    - 1. The Ogema for the executive branch
    - 2. The Chief Judge for the judicial branch
    - 3. The Speaker for Tribal Council
    - 4. The Election Board by resolution of the Election Board.
    - 5. The Prosecutor for the Prosecutor's office
  - c. Modifications to approved budgets which do not fall within the limits defined in Section 6.05a. require a supplemental appropriation that must be approved by Tribal Council.

- d. Any change in the scope of a program, such as the expansion or elimination of program activities, or any reduction in amounts appropriated for the purchase or provision of direct services to tribal members, must be approved by Tribal Council resolution.
- 6.06. Disbursements. No funds appropriated by the Tribe shall be disbursed except by bank check, wire transfer, ACH, credit card or other banking instrument or process. All disbursements shall be made pursuant to applicable procurement and disbursement regulations, policies and procedures approved by the Tribal Council or in accordance with contract or grant requirements. 6.07. Carry-Over of Unexpended Funds.
  - a. Carry-Over of Grant and Special Revenue Funds. Funds remaining within the Indian Health Service, Bureau of Indian Affairs or other Special Revenue Fund program budgets may be carried over to the next fiscal year. The Ogema shall present recommendations to Tribal Council of which funds are to be carried-over to the next fiscal year. The carry-over of funds to the next fiscal year will be subject to any applicable laws, regulations or conditions; provided that Tribal Council approval, by resolution shall be required for any extension or reallocation that amends the terms of any applicable grant or contract.
  - b. Carry-over of Net Gaming Revenue. Unexpended net gaming revenue shall be allocated to investment in accordance with the provisions of the Approved Revenue Allocation Plan, Revenue Allocation Ordinance and/or any other Revenue Allocation Plan adopted into law.
  - c. Carry-over of Gross Gaming Tax Revenue. Unexpended gross gaming tax revenue shall be allocated in accordance with the provisions of Section 6 of the Gross Gaming Tax Ordinance #09-100-05.
  - d. Year End Close Process and Calendar. The date the accounting books, including encumbrances of the Tribe, are closed for the prior fiscal year or February 28, whichever is later, will be the cut-off date for including revenues and expenditures in the fiscal year. Revenue and expenditures applicable to the fiscal year and received prior to the cut-off date will be recorded as transactions made during the year. Invoices for expenditures authorized in the preceding fiscal year but received after the cut-off date will be charged to the succeeding year if there are no unexpended funds available. If unexpended funds are available, those funds shall be used to cover those invoices. Encumbrances still open at the cut-off date shall be voided.
  - e. Approval of Fund Carry-overs. No later than March 31 of each fiscal year the Ogema, for the executive branch, the Chief Judge for the Tribal Court and the election board shall each recommend to Tribal Council the funds to be carried-over and the unexpended fund use requests for their respective budgets. Tribal Council has the sole authority to approve the funds to be carried-over or to cover prior year invoices.
- 6.08. Depository Accounts. The Tribal Council shall authorize the depository account or accounts for tribal funds. At a minimum, separate accounts shall be required for the General Fund, Per-Capita funds and Special Revenue funds.
- 6.09. Criminal Action.
  - a. *Funds*. An officer, agent, servant, or employee of the Tribe who transfers or otherwise diverts the funds of the Tribe for individual benefit, or issues false checks, drafts, warrants, vouchers or other evidences of credit or authorizes, approves or requests an appropriation for expenditure of funds outside the scope of an approved contract shall

- be guilty of a misdemeanor and subject to a fine up to \$5000.00 and/or up to one year imprisonment for each offense. For purposes of this section a contract shall mean an agreement between the Tribe and one or more parties that creates obligations that are enforceable at law.
- b. *Information*. An officer, agent, servant, or employee of the Tribe who shall knowingly deliver, publish or give out for publication any false statement relating to the finances, funds, moneys, or balances in any fund of the Tribe shall be guilty of a misdemeanor subject to a fine up to \$5000.00 and/or up to one year imprisonment for each offense.
- c. Investigation The Prosecutor shall investigate all allegations of violations of this Act.

## Article VII. Authorizations

- 7.01. Authorization of Check Signers. Within thirty (30) days of the swearing in of a new Ogema or new member(s) of Tribal Council, the Tribal Council shall adopt a resolution which identifies:
  - a. the person(s) who may sign checks or other banking instruments on behalf of the Tribe;
  - b. the account(s) under which that person(s) is authorized to sign.
- 7.02. Removal of Check Signers. As soon as is practical but no later than three (3) days after the Ogema or a member of Tribal Council resigns or is removed from office or upon the swearing in of a new Ogema or Tribal Council member(s) the out-going Ogema and/or Council member(s) shall be removed as an authorized check signer(s).
- 7.03. Signatures. All signatures shall be original in ink and not created by electronic or other mechanical means with the exception of payroll checks, per-capita checks and other checks authorized by Tribal Council resolution which may be endorsed by electronic or mechanical means.

# **CERTIFICATION**

I, Julie Wolfe, Tribal Council Recorder, do hereby certify that this is a true and correct copy of the Budget and Appropriations Act of 2013 adopted by Tribal Council on July 23, 2014, with amendments, adopted on May 17, 2017 and September 15, 2022.

Julie Wolfe, Tribal Council Recorder

SEAL:

Budget and Appropriations Act of 2013 Ordinance #13-100-04

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