



Crow Country

TRIBAL EMPLOYMENT RIGHTS REGULATIONS OF THE CROW TRIBE

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PART 1.
GENERAL PROVISIONS

1.1 Purpose and Authority

The following Regulations are issued pursuant to the authority granted to the Crow Nation Tribal Employment Rights Office (hereinafter "TERO") and the Crow Tribal Employment Rights Commission ("Commission") by the Crow Nation Workforce Protection Act ("Crow WPA"). The Crow WPA requires Indian preference (or tribal preference where allowed) in employment by all employers subject to the Crow WPA and preference in contracting and subcontracting to Indian-certified firms by all contract-awarding entities operating on lands over which the Crow Tribe has jurisdiction.

1.2 Dissemination

The obligation and legal requirement that all covered employers and entities comply with the tribal employment and contract rights requirements of the Crow WPA shall be made known to all existing and future entities by the TERO. All bid announcements issued by any tribal, Federal, State or other private or public entity shall contain a statement that the successful bidder will be obligated to comply with the Crow WPA and these Regulations, and that a bidder may contact the TERO to obtain additional information. Those tribal and other offices responsible for issuing business permits for the lands over which the Crow Tribe has jurisdiction or otherwise engaged in activities involving contact with prospective employers on the lands over which the Crow Tribe has jurisdiction shall also inform such prospective employers of their obligations under the WPA and these Regulations.

1.3 Definitions

- (a) "Certified Firm" or "Indian-certified firm" means a firm that is certified by the TERO Director as an Indian-owned and controlled firm pursuant to the terms and procedures provided for in these Regulations.

- (b) "Commercial Enterprise" means any activity by any government, including the Federal, State, tribal, or local governments (including any activity of the Crow Tribe) that is not a traditional governmental function and any non-governmental economic activity involving the provision of goods or services.
- (c) "Commission" means the Crow Tribal Employment Rights Commission
- (d) "Covered Employer" or "Employer" means any entity, company, contractor, subcontractor, corporation or other business entity doing business on the Crow Reservation, including the Crow Tribe and its commercial enterprises, that employs for wages or other remuneration two (2) or more employees for eight (8) or more hours per employee in any calendar week on lands over which the Crow Tribe has jurisdiction.
- (e) "Employee" means any person employed for wages or other remuneration. No immediate relative within the 2nd degree of consanguinity or the spouse of any such immediate relative shall be included if such person is employed by an employer whose principal business activity is farming or ranching.
- (f) "Entity" or "Covered Entity" means any person, firm, partnership, corporation, joint venture, government, commercial enterprise, or any other natural or artificial person, organization, or association of persons or entities. The term is intended to be as broad and encompassing as possible to ensure maximum coverage of these Regulations and the Crow Nation Workforce Protection Act over all employment and contract activities within the Tribe's jurisdiction.
- (g) "Indian" means an enrolled member of a Federally-recognized Indian tribe.
- (h) "Indian living on or near the reservation" means an Indian who is an enrolled member of a Federally-recognized Indian tribe who is living on or near the Crow Indian Reservation. No person shall be considered an Indian living on or near the reservation unless he or she has a permanent residence on or near the Crow Reservation and has lived on or near the Crow Reservation for at least six (6) months prior to employment on the Crow Reservation. "On or near the

reservation" means a location that is within a reasonable daily commuting distance of the job site at issue.

- (i) "Qualified" means those job-related qualifications that are essential for performing the basic responsibilities of a position, including any essential qualifications concerning education, training, and job-related experience.
- (j) "Qualifications" with respect to contracting means a demonstrated ability to perform the terms of a contract and may include evaluation of prior performance, safety records, prior or pending litigation or complaints regarding performance, financial stability, or similar factors which are directly relevant to a bidder's ability to perform satisfactorily.
- (k) "Reservation" means the Crow Indian Reservation and includes all land within the exterior boundaries of the Crow Indian Reservation and/or trust land under the jurisdiction of the Crow Tribe, wherever located.
- (l) "TERO" means the Tribal Employment Rights Office of the Crow Tribe.
- (m) "Tribal Court" means the Crow Tribal Court.
- (n) "Tribe" means the Crow Tribe of Indians.
- (o) "WPA" means the Crow Nation Workforce Protection Act.

1.4 Coverage

(a) Employment

These employment preference Regulations shall apply to any employer who in a calendar week, employs two (2) or more employees for eight (8) or more hours, where the employees perform work on lands over which the Crow Tribe has jurisdiction, including employment by the Crow Tribe and all contractors or grantees of the Crow Tribe and all commercial enterprises owned by the Crow Tribe. It shall not apply to direct employment by the Federal government, state governments, or the subdivisions of such governments; however, it shall apply to all contractors or grantees of such governments and to all commercial enterprises operated by such governments.

(b) Contracting and Subcontracting

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The contract and subcontract preference requirements of these Regulations shall apply to any covered entity that awards one or more contracts and/or subcontracts for supplies, services, labor, or materials, where the majority of the work occurs on the Reservation or the majority of the supplies or materials shall be used on the Reservation. These requirements shall not apply to the award of any contract where the award is made directly by the State, a subdivision of the State, or the Federal government. However, the Regulations shall apply in the award of subcontracts by entities which have received such direct contracts from the State or Federal government. They shall also apply to the award of any contract by the Crow Tribe, its subdivisions, commercial enterprises, and other entities of the Tribe.

(c) Employment Rights Fees for Contracting

Every covered entity with a contract totaling \$1,000.00 or more shall pay a one-time project fee of three percent (3%) of the total amount of the contract. Contracts less than \$1,000.00 that are subsequently amended or enlarged to \$1,000.00 or more shall pay the 3% project fee on the total amount of the contract. Such fee shall be paid by the entity prior to commencing work on the Reservation. However, where good cause is shown, the TERO Director may authorize the fee to be paid in installments over the course of the contract.

(d) Employment Rights Fees for Covered Employers

Every covered employer, other than contractors covered under subsection (c) above, with five (5) or more employees working on the Reservation or with gross sales on the Reservation of \$100,000 or more, shall pay a quarterly fee of three percent (3%) of the quarterly payroll of its employees working on the Reservation. This fee shall be paid within 30 days after the end of each calendar quarter.

(e) Exempt Employers and Entities

The fees under subsections (c) and (d) above shall not apply to education, health, religious, governmental, or non-profit entities or employers. However, a reduced contracting fee of 1.5% shall apply to contractors hired by such employers.

1.5 Compliance Plans

Each covered employer or covered entity intending to engage in business activity on the lands on which the Crow Tribe has jurisdiction, prior to the time it commences work on the Reservation, must submit a contracting, subcontracting, employment, and/or training plan to the TERO. No new employer or entity may commence work on the lands on which the Crow Tribe has jurisdiction until it has met with the TERO Director and developed an acceptable plan for meeting its obligations under the Crow WPA and these Regulations. A covered employer or entity that fails to submit an acceptable plan in a timely manner shall be in violation of the Crow WPA and subject to fines and other sanctions pursuant to Chapter 13 of the Crow WPA.

(a) Employment and Training Plan

The employment and training plan shall show the number of man-hours, by craft and skill category, needed on the project. The employer or entity shall also identify those persons it wishes to have approved as permanent and key employees (see section 2.1(b)) and shall provide all data needed by the TERO to verify the status of those employees. As provided in Section 2.1, all non-permanent key positions shall be filled with Indians living on or near the Crow Reservation unless the TERO has determined that there is no qualified Indian available for that position. The plan shall also describe how the employer will participate in the Tribe's training programs.

(b) Contracting and Subcontracting Compliance Plans

Each covered entity intending to engage in business activity on the Crow Reservation, prior to the time it commences work on the Reservation, must submit a contracting and subcontracting compliance plan to the TERO. No new entity may commence work on the lands over which the Crow Tribe has jurisdiction until it has met with the TERO and developed an acceptable plan for meeting its obligations under the Crow WPA and these Regulations. A covered entity that fails to submit an acceptable plan in a timely manner shall be in violation of the Crow WPA and is subject to fines and other sanctions pursuant to Chapter 13 of the Crow WPA.

The contracting and subcontracting plan shall indicate all contracts and subcontracts that will be entered into by such entity on said project and the projected dollar amounts thereof. If the entity has already selected a firm to perform any contract or subcontract

work, it shall list the name of that firm and indicate whether or not it has been designated as an Indian-certified firm by the TERO. If it is not an Indian-certified firm, the entity shall further indicate why any technically qualified and Indian-certified firm, if any, that is registered with the TERO was not selected. The plan shall also indicate how the entity intends to comply with Part 3 of these Regulations when awarding all contracts and subcontracts not yet awarded at the time the plan is submitted.

PART 2.

INDIAN PREFERENCE IN EMPLOYMENT AND TRAINING

2.1 Hiring

(a) Tribal Hiring Hall

No covered employer shall hire a non-Indian without first providing the TERO with not less than 72 hours to locate and refer a qualified Indian living on or near the Crow Reservation. However, in cases where a worker is needed in a shorter period of time, the employer may so request from the TERO and said request shall be granted so long as the employer can demonstrate that a bona fide need exists. The TERO Director may enter into agreements with contractors providing that all hiring shall be done through the TERO.

Where an employer or the TERO cannot locate a qualified Indian living on or near the Crow Reservation, they shall make a best faith effort to locate, refer and hire a non-local Indian who is a member of a Federally-recognized tribe.

(b) Core Crew of Permanent and Key Employees

Prior to commencing work on the lands over which the Crow Tribe has jurisdiction, a prospective employer and all subcontractors shall identify key regular, permanent employees that constitute the employer's "core crew." Covered employers, may, if necessary, have a core crew, which is exempt from the Indian preference requirements. A core crew is considered necessary if (1) there are unique or specialized qualifications that are essential for the operation of the business, and (2) it would place an unreasonable burden or cost on the employer to hire individuals other than its core crew. If a core crew is necessary, such core crew shall not exceed five percent (5%) of the total employees of the employer working on the reservation and ten percent (10%) of the total hours of payroll of the employees working on the reservation. The TERO Director may, at his or her discretion, grant an employer a larger core crew upon a satisfactory demonstration by the employer that a larger core crew is bona fide and necessary due to unique or specialized positions that are essential for the operation of the business. Any employer or subcontractor which fills vacant employment positions in its organization immediately prior to undertaking work pursuant to a contract to take place on the lands over

which the Crow Tribe has jurisdiction shall set forth evidence acceptable to the TERO Director that its actions were not intended to circumvent these requirements. Upon approval of each key regular, permanent employee requested by the employer, the TERO shall issue permits for those workers.

(c) Sanctions

Any person found to be employed by a covered employer who was hired in violation of the requirements of these Regulations shall be summarily removed from the job and the employer shall be subject to such additional sanctions as the TERO Director may impose. In imposing sanctions under this section, the TERO Director shall consider such factors as:

1. Was the violation intentional?
2. Did the employer act quickly to remove the employee at issue?
3. Has the employer been cited for other work permit violations in the past?

(d) Termination

Indian workers living on or near the Crow Reservation shall have seniority for retention with respect to terminations. An Indian worker shall not be terminated so long as a non-local Indian or non-Indian worker in the same craft is still employed. The non-Indians shall be terminated first, and then non-local Indians, so long as the Indian living on or near the Crow Reservation meets the threshold qualifications for the job. Further, if the employer lays off by crews, qualified Indians living on or near the Crow Reservation shall be transferred to crews that will be retained, so long as there are non-local Indians or non-Indians in the same craft employed on the crews that are to be retained.

(e) Unions

An employer or subcontractor who has a collective bargaining agreement with one or more labor unions must obtain written agreements from said unions indicating that they will comply with these Indian preference requirements. Specifically, the contractor may make initial job referral requests to the union. However, if the union does not have a qualified Indian worker who lives on or near the Crow Reservation on any of its out-of-work lists, the union shall contact the TERO. If the TERO can identify a qualified Indian worker, that worker shall be referred through the union hiring hall to the job site. The union may not refer a non-local Indian

or a non-Indian until it has contacted the TERO. Before referring the non-local Indian or non-Indian to the job site, the union shall request and the TERO shall issue a work permit for that worker.

No Indian worker shall be required to travel to a site off the Reservation to be processed by the union hiring hall. Such processing shall be done on the lands over which the Crow Tribe has jurisdiction or by telephone or mail.

Any Indian worker who does not wish to become a member of the union shall be granted a temporary permit for the duration of the project. Said worker shall pay all union dues but shall not be required to pay an initiation fee.

2.2 Training

All employers, as requested by the TERO, shall participate in training programs to assist Indians to become qualified in the various job classifications used by the employer. Employers engaged in construction may participate in the Tribe's BAT certified training program or a union apprenticeship program. All trainees or apprentices shall be Indians living on or near the Crow Reservation. Where an employer is not presently participating in a union apprenticeship program, the Crow Tribe shall make a best effort to bear the costs of such training programs, but employers may also be required to bear part of the cost. Employers with collective bargaining agreements with unions may use union apprenticeship programs so long as they obtain agreement from the unions to use only Indian apprentices on the project.

2.3 Job Qualifications, Personnel Requirements and Religious Accommodations

An employer may not use any job qualification criteria or personnel requirements which serve as barriers to the employment of Indians and which are not required by business necessity. The burden shall be on the TERO to demonstrate that the criterion or personnel requirement is a barrier to Indian employment. The burden will then be on the employer to demonstrate that such criterion or requirement is required by business necessity. If the employer fails to meet this burden, it will be required to eliminate the criterion or personnel requirement at issue. Employers shall also make reasonable accommodation for the religious beliefs of Indian

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workers. In implementing these requirements, the TERO shall be guided by the principles established by the U.S. Equal Employment Opportunity Commission ("EEOC"). For example, factors that may be considered include, but are not limited to: the nature of the business, the requirements of the specific job in question, and whether the requirement or practice is necessary for preserving the normal operation of the business. The TERO reserves the right to go beyond EEOC guidance in order to address employment barriers that are unique to Indians.

Where the TERO and employer are unable to reach agreement on the matters covered in this section, the TERO Director shall make a determination on the issues and shall order such actions as he deems necessary to bring the employer into compliance with this section. The employer may appeal the decision of the TERO Director to the TERO Commission under the procedures provided for in Part 5 of these Regulations.

2.4 Promotion

The employer shall give qualified Indians living on or near the Crow Reservation preferential consideration for all promotion opportunities and shall encourage Indians to seek such opportunities. For all supervisory positions filled by non-local Indians or non-Indians, the employer shall file a report with the TERO stating which Indians living on or near the Crow Reservation, if any, applied for the job, the reasons why they were not given the job, and what efforts were made to inform Indian workers about the job opportunity.

2.5 Summer Students

Indians living on or near the Crow Reservation shall be given preference in the hiring of summer student help. The employer shall make every effort to promote after-school, summer, and vacation employment for Indian youth.

2.6 Retaliation

No employer shall punish, terminate, harass, or otherwise retaliate against any employee or other person who has exercised his or her rights under the Crow WPA or these Regulations or has assisted another to do so. Further, any employer who harasses or abuses an employee of the Crow TERO Regulations

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TERO who is carrying out official duties under the Crow WPA or these Regulations may be summarily removed from the lands over which the Crow Tribe has jurisdiction. An employer shall be responsible for the actions of all of its employees, supervisory or otherwise, and for the actions of its subcontractors and their employees in regard to the prohibitions in this section.

2.7 Counseling and Support Programs

The TERO, in conjunction with other tribal and Federal offices, may provide counseling and other support services to Indians employed by covered employers to assist such Indians in retaining employment. Employers shall be required to cooperate with such counseling and support services.

PART 3.
INDIAN PREFERENCE IN
CONTRACTING AND SUBCONTRACTING

3.1 Entity Obligations

(a) Generally

Every covered entity engaged in any business activity within the Reservation, including, but not limited to, construction, minerals development, supplies, service, and retail, shall give preference to Indian-certified firms in any contract or subcontract awarded, where at least 50% or more of the contract or subcontract is to be performed on lands over which the Tribe has jurisdiction. Firms are designated as Indian-certified by the TERO Director and TERO Commission under Part 7 of these Regulations and Indian-certified firms must be selected if they are technically qualified and willing to perform the work at a reasonable price, as defined in section 3.5 of this Part. If a covered entity determines that the Indian-certified firms lack the qualifications to perform all of the work required under a contract or subcontract, the entity shall make a good faith effort to divide the work required into smaller portions so that the Indian-certified firms can qualify for a portion of the work.

(b) Order of Preference

The following order of preference shall apply in the award of contracts and subcontracts:

1. Competition in the award of all contracts and subcontracts shall be limited to firms that have been verified and designated as Indian-certified firms by the TERO. If only one responsive and responsible Indian-certified firm is available, the awarding entity shall negotiate with said firm and award to it if its price is reasonable and it is technically qualified to perform the work.
2. If the awarding entity determines, through a review of the list of Indian-certified firms, that there are no Indian-certified firms with the technical qualifications to perform the work, or if it sought bids through a process that limited competition to

Indian firms and received no qualified bids, it may, with the agreement of the TERO Director, award the contract through a full and open competition.

(c) Notice to TERO and to Indian-Certified Firms

Any entity planning to issue a bid, request for proposal, or other action leading to the employment of a contractor who would be covered by the Crow WPA and these Regulations shall notify the TERO of its plans no fewer than twenty (20) days prior to issuing notice to bidders or other potential contractors. The entity shall also obtain from the TERO a list of Indian preference certified firms and shall send a copy of the bid notice or other notice setting out the contract opportunity to each Indian preference certified firm engaged in the field of commerce in which the contract work will take place. An entity that fails to comply with this requirement shall be subject to the sanctions set out in Chapter 13 of the Crow WPA.

(d) Proviso

Provided, that if any requirement of these Regulations is inconsistent with the requirements of a Federal law or regulation, the latter shall take precedence. In such case, an alternative method of Indian contracting preference may be utilized that is consistent with the applicable Federal law or regulation (e.g. percentage differential), which shall be determined on a case-by-case basis by the TERO Director. As used in these Regulations, the terms "contract" and "subcontract" apply to all contracts, including, but not limited to, contracts for construction, supplies, services, and equipment, regardless of tier.

3.2 Responsibility for Compliance

The entity engaged in business activity shall be responsible for the compliance of all its contractors and subcontractors with these Regulations. Specifically:

(a) Construction

The entity awarding the prime construction contract shall be responsible for compliance with the requirement that preference be given in the award of the prime contract and for ensuring that the prime contractor is in compliance with the requirement that preference be given in the selection of subcontractors; provided, that when the prime contract is awarded directly by an agency of the United States Government (see subsection (c) of this section), the

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prime contractor shall be the responsible entity. Provided further, that where the entity is an Indian Housing Authority (IHA), it shall not be subject to any monetary sanctions as provided in Part 5, section 5.4, and shall be exempt from any requirements of these Regulations that are inconsistent with the U.S. Department of Housing and Urban Development's Indian preference regulations.

Given that no prime contractor shall be permitted to commence work on the Reservation until it has demonstrated that it will comply with the subcontract preference requirements, it is in the interest of the funding entity to ensure its low bidder will comply with the subcontract preference requirements prior to the award of the contract. The Tribe shall not be liable for any losses incurred by the funding entity because it has entered into a contract with a prime contractor which, because of its failure to provide adequate proof that it will fully comply with the subcontract preference requirements of these Regulations (e.g., submission of an acceptable subcontractor plan – see Part 1, section 1.5(b)), is not permitted to commence work on the Reservation.

(b) Natural Resource Development (Oil, Gas, Coal, Gravel, Hard Rock Minerals, Timber, etc.)

The entity obtaining the authorization from the Tribe to engage in development activities on the Reservation shall be responsible for compliance with these Regulations by all of its contractors and subcontractors.

(c) Direct Federal and State Contracts

Whereas the Tribe does not have authority over the United States Government, the State of Montana, or Federal and State agency contracting policies and procedures, these Regulations do not apply to the award of direct prime contracts by a Federal or State agency. However, the selected contractor shall be required to comply fully with all subcontract preference requirements.

3.3 Requirements in Contracting

Preference shall be given to Indian-certified firms in the award of all contracts. An entity may select its contractor in any manner or procedure it so chooses; provided that:

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(a) Competitive Awards

(1) If the entity uses competitive bidding or proposals, competition shall be limited to Indian-certified firms. If the entity is unsure if there are any qualified Indian-certified firms, it may first publish a prior invitation for Indian-certified firms to submit a Statement of Intent to respond to a limited advertisement when published and to furnish, with the Statement of Intent, evidence sufficient to establish their technical qualifications, along with a copy of its certification from TERO. Provided that, if a bid is submitted by a firm owned by a member of the Crow Tribe within 2% of the low bid that includes a copy of its certification from TERO, award shall be made to that firm if it is technically qualified to perform the work at a reasonable price, as defined in section 3.5 of this Part.

(2) If only one Indian-certified firm submits a bid or Statement of Intent along with a copy of its certification from TERO, the entity (unless otherwise prohibited by Federal law or regulation) shall enter into negotiations with that firm for a period not to exceed ten (10) days and shall award the contract to that firm so long as the firm is technically qualified and is willing to perform the work at a reasonable price, as defined in section 3.5 of this Part.

(3) If the entity fails to receive any Statement of Intent from a technically qualified Indian-certified firm or fails to receive a bid at a reasonable price, as defined in section 3.5 of this Part, it may, after so notifying the TERO, advertise for bids or proposals without limiting competition to Indian-certified firms and may award to the low bidder.

(b) Negotiated Awards

If the entity selects its contractor through negotiations or other informal process, it may not enter into a contract with a non-certified firm unless it has contacted every Indian-certified firm in the relevant field, as listed by the TERO office, and has determined that there is no Indian-certified firm available that is technically qualified to perform the work required at a reasonable price as defined in Section 3.5. So long as an Indian-certified firm is qualified and submits a reasonable bid pursuant to Section 3.5, no non-certified firm may be selected.

(c) Sole Source Negotiations with Tribal Contracting Firms by Tribal Entities and Programs

Notwithstanding subsections (a) and (b) of this Section, all tribal programs and tribal entities shall give a right of first refusal for the work on any project funded by Tribal or Tribal entity dollars and/or P.L. 93-638 funds to a tribally-owned or tribal-member owned contracting firm qualified to perform the work on the project. The Tribal program or entity that is letting the contract on the project shall engage in negotiations with the qualified tribally-owned or tribal-member owned contracting firm to negotiate the price and terms of a contract for the work. If good faith negotiations do not result in a contract within thirty (30) days after commencement of negotiations, the Tribal entity letting the contract may put the contract out for competitive bid in a manner consistent with subsections (a) and (b) of this section.

3.4 Requirements in Subcontracting

(a) General Requirements

Preference shall be given in the award of all subcontracts to Indian-certified firms. The contractor may select its subcontractor in any manner it so chooses; provided that: If the contractor uses competitive bidding or proposals, competition shall be limited to Indian-certified firms and shall be awarded to the responsive and responsible firm submitting the lowest bid if its price is reasonable. If the contractor is unsure if there are any qualified Indian-certified firms, it may first publish a prior invitation for Indian-certified firms to submit a Statement of Intent to respond to a limited advertisement when published and to furnish, with the Statement of Intent, evidence sufficient to establish their technical qualifications. If the contractor fails to receive any Statement of Intent from a technically qualified firm, it may, after so notifying the TERO, advertise for bids or proposals without limiting competition to Indian-certified firms and may award to the low bid. If the contractor selects its subcontractor through negotiations or other informal processes, it may not enter into a contract with a non-certified firm unless it has contacted every Indian-certified firm in the relevant field and has determined that there is not an Indian-certified firm available that is technically qualified to perform the work required at a reasonable price as defined in section 3.5. So long as an Indian-certified firm meets the minimum threshold qualifications, no non-certified firm may be selected.

(b) Special Requirements

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Entities awarding construction contracts shall comply with the following special requirements in the award of subcontracts:

(1) The bid notice shall require that each bidder submit, as part of its bid, an Indian subcontract plan showing, for each subcontract it intends to enter into, the name of the firm, whether or not it is Indian-certified, and, if not certified, why the contractor did not select an Indian-certified firm, and the projected subcontract price, as provided for in Part 1, section 1.5(b). (Since, pursuant to section 1.5(b), a contractor will not be permitted to commence work on the Reservation unless it has an approved subcontracting plan, it is in the contract awarding entity's self-interest to declare as nonresponsive or nonresponsible any bidder who fails to submit a satisfactory plan.) The subcontract price information for each bidder shall be made available to the TERO and shall be used to ensure that a contractor has not engaged in bid shopping as a means to discourage Indian-certified firms or to force them to accept a subcontract at an unreasonably low price.

(2) It shall be illegal for any contractor or bidder to engage in bid shopping. Bid shopping is defined as any practice involving or comparable to the contacting of different subcontracting firms, informing them that a competitor has underbid them, and offering them an opportunity to underbid the competitor. Any contractor found to have engaged in bid shopping shall be prohibited from engaging in work on the Reservation or, if engaged in work, shall be liable for treble damages for any losses suffered by an Indian-certified firm as a result of the contractor's bid shopping practices. The TERO reserves the right to require any contractor to demonstrate that a reasonable relationship exists between the dollar amount of a proposed subcontract and the reasonable costs of supplies, materials, and labor.

(3) The contractor shall not be prohibited from requiring that a subcontractor provide some form of security. However, if a subcontractor bonding requirement has been imposed and an Indian firm is unable to obtain a bond, the prime contractor must permit the Indian subcontractor to provide another adequate form of security. A list of acceptable bonding alternatives is provided here:

- a. No bond required on amounts of \$25,000 or less;
- b. Surety bonds;

- c. Cash bonds -- to 25% -- held in escrow by tribal attorney or bank;
- d. Increased retainers -- 25% instead of normal;
- e. Letter of credit -- 100%;
- f. Letter of credit -- 10% -- with cash monitoring system;
- g. Cash monitoring system;
- h. Other options to be considered as they arise. The final decision on whether an alternative form of security is sufficient shall rest with the TERO.

(4) If it is determined that there is no qualified Indian-certified firm available to perform a particular subcontract because the subcontract is too large for the capacity of any one certified firm, the contractor shall make a good faith effort to divide that subcontract into smaller pieces so that several Indian-certified firms may qualify and perform the work.

(c) Technical and Managerial Assistance to Indian Subcontractors

The prime contractor shall develop and submit and implement a plan to assist Indian subcontractors to develop and improve their technical and managerial capabilities.

3.5 Responsibility for Evaluating Technical Qualifications and Reasonable Price

(a) Technical Qualifications

The entity and its contractors and subcontractors shall have the discretion to determine technical qualifications. However, if the entity determines that there are no Indian-certified firms that are technically qualified, the entity must provide to each Indian-certified firm it rejects, a description in writing of areas in which it believes the firm is deficient and steps it could take to upgrade its qualifications.

If an Indian-certified firm that was disqualified on the grounds of technical qualification believes that the disqualification was the result of an improper effort by an entity, contractor, or subcontractor, to circumvent its Indian preference responsibilities under these Regulations, it may file a complaint with the TERO. The complaint must be filed within twenty (20) days after the firm was notified of its non-qualification. The burden shall be on the complaining firm to demonstrate that (a) it is qualified, and (b) its disqualification was the result of an effort to

circumvent these Regulations. If after a hearing, as provided for in Part 5, Section 5.3, the complaint is found to be valid, the TERO Commission shall impose such sanctions as it deems appropriate, including punitive damages.

(b) Reasonable Price

An entity may use any process it so chooses for determining what constitutes a reasonable price including, but not limited to, competitive bidding (open or closed), private negotiations, or the establishment of a prototype cost ceiling before bidding or negotiations commence. However, before an entity may reject all Indian-certified firms on the basis of price, it must offer one or more of the certified firms an opportunity to negotiate price. If there is only one technically qualified Indian-certified firm, the entity must enter into negotiations on price with such firm and must contract with that firm if a reasonable price can be negotiated. No entity may reject an Indian-certified firm on the grounds that the price is unreasonable and subsequently contract with a non-certified firm at the same or higher price. Any contract modification executed between an entity and a non-certified firm during the course of a project which results in a higher price to the firm will be subject to review by the TERO to ensure that the modification in price is justified and not a circumvention of this section. Any entity found to have violated this requirement by such circumvention shall be liable for treble damages for any losses suffered by an Indian-certified firm as a result of the entity's actions.

3.6 Operation of the Contract or Subcontract

Once an entity enters into a contract with an Indian-certified firm, the TERO will not intervene in any way in the relationship between the parties unless a certified firm demonstrates that action taken against it is intended primarily to circumvent the requirements of these Regulations.

3.7 Maintenance of Indian Preference Status

If an Indian-certified firm receives a contract or subcontract award on the basis of Indian preference as provided for in this Part, it shall maintain its certification throughout the entire period of the contract. If, as a result of changes in the firm's ownership or control during the

period of the contract, the firm no longer qualifies as an Indian-certified firm, the TERO reserves the right to take action against the firm as it deems appropriate to preserve the purposes of these Regulations.

PART 4.

FEES

4.1 Provision for Collection of Fees for Contracting

Every covered entity with a contract totaling \$1,000.00 or more shall pay a one-time project fee of three percent (3%) of the total amount of the contract. Contracts less than \$1,000.00 that are subsequently amended or enlarged to \$1,000.00 or more shall pay the 3% project fee on the total amount of the contract. Such fee shall be paid by the entity prior to commencing work on the Reservation. However, where good cause is shown, the TERO Director may authorize the fee to be paid in installments over the course of the contract.

4.2 Provision for Collection of Fees for Covered Employers

All fees are due and shall be paid in full by any covered entity prior to its commencing work on the Reservation, unless other arrangements are agreed to, in writing, by the TERO Director.

Immediately upon becoming aware that a covered employer is intending to engage in work on the lands over which the Crow Tribe has jurisdiction, the TERO Director shall mail to said employer by registered mail, a notice informing him of the nature and the purpose of the fee, the percentage, the specific amount due, if known, the date due, and the possible consequences if the employer fails to comply. Said notice shall be accompanied by a formal notice of fees due.

If the employer fails to pay the fee by the day it commences work on the lands over which the Crow Tribe has jurisdiction, interest shall begin accruing on that date at the rate of 10% per annum. Further, following the day on which the employer commences work, the TERO Director shall send a notice to the employer by registered mail, informing him that his payment is overdue and of the consequences that will result if the fee is not paid immediately.

If the fee is not paid by the 15th day after the employer commences work, the TERO Director shall file a formal charge of non-compliance, and shall schedule a TERO Commission hearing to be held in five (5) days or as soon thereafter as the Commission can meet, and shall inform the employer of the scheduled hearing.

At the hearing, to be held whether or not the employer attends, the TERO Commission shall determine whether or not the employer has failed to comply. If it finds non-compliance, it shall impose penalties of up to 10% of the amount due, and/or the TERO Director may petition the Crow Tribal Court to uphold the decision of the Commission and to enforce it through confiscation proceedings as provided for in Chapter 13 of the Crow WPA.

Where the TERO Director or Commission has reasonable cause to believe that an employer will flee the jurisdiction before the procedures set out above can be completed, they may apply any of the procedures provided for in Chapter 13 of the Crow WPA, notwithstanding the above procedures.

4.3 Employers with a Permanent Place of Business on the Lands over which the Crow Tribe has Jurisdiction

An employer that the TERO Director determines has or will have a permanent place of business on the Reservation shall pay the fee pursuant to the following procedures:

- (a) On April 15, July 15, October 15, and January 15, the employer shall submit, on a form provided by the TERO Director, information showing his total payroll for the previous quarter, accompanied by a check for an amount equal to 1/2 of 1% of the payroll for that quarter.
- (b) The TERO Director, upon receipt of a written request, may authorize, in writing, an employer to submit the information and payments on a quarterly schedule other than the one set out in subsection (a) above, when doing so would make the schedule compatible with the employer's fiscal year structure.
- (c) An employer covered by this section shall be subject to the same interest, penalty and enforcement requirements and deadlines as those established in section 4.2. The TERO Director shall send said employers appropriate notices and forms.

4.4 Alternative Fee Arrangement for Covered Employers

The TERO Director, in his discretion, may, upon receipt of a written request, authorize an employer to pay the required fees in installments over the course for the year or the contract, as appropriate, when:

- (a) The total annual fee exceeds \$10,000, and
- (b) The employer demonstrates hardship or other good cause.

The decision to authorize an alternative arrangement, which shall be in writing, shall rest solely with the TERO Director and may not be appealed to the Commission or the Tribal Court.

The employer shall pay interest, at the prime rate, on all amounts paid after the day it commences work on the Reservation when paying under an alternative arrangement.

4.5 Alternative Arrangement for Significant Long-Term Projects

Where a proposed contract, lease, or sub-contract (or combination thereof) involves a significant, long-term project that will have a sustained positive impact on the economic development of the Crow Tribe, the TERO Director may negotiate alternative fee terms consistent with the policy and purposes of the Crow WPA and these Regulations, subject to the approval of the Chairman. Negotiations may take into account the entity's training programs or other capacity building programs for Crow and Indian employees, as well as the projected payroll, the value of projected subcontracts, and other economic benefits that may be realized by the Crow Tribe and its members.

4.6 Exempt Employers and Entities

The fees in this Part shall not apply to education, health, religious, governmental, or non-profit entities or employers. However, a reduced contracting fee of 1.5% shall apply to contractors hired by such employers.

PART 5.

ADMINISTRATIVE PROCEDURES

5.1 Reports and Monitoring

All covered entities engaged in any aspect of business activity on the Reservation shall submit reports and such other information as requested by the TERO. Employees of the TERO shall have the right to make on-site inspections during regular working hours in order to monitor an entity's compliance with these Regulations. Employees of the TERO shall have the right to inspect and copy all relevant records of an entity, of the entity's signatory unions or subcontracts, to speak with workers on the job site, and to engage in similar investigatory activities. All information collected by the TERO shall be kept confidential, unless disclosure is required during a hearing or appeal as provided for in these Regulations.

5.2 Individual Complaint Procedures

(a) Non-Compliance by an Entity

Any Indian, group of Indians, representatives of a class of Indians, Indian-certified firm, group of Indian-certified firms, or other person or entity who believes that an entity has failed to comply with these Regulations or the Crow WPA, or who believes that they have been discriminated against by a covered entity because they are Indian may file a complaint with the TERO. Persons may file whether or not they can show that they were personally harmed by the entity's non-compliance. The procedure for complaints shall be in accordance with section 17.13.2.2 of the WPA and the provisions of Chapter 13 of the WPA.

(b) Non-Compliance by the TERO

Any entity, group of entities, non-certified firm, group of non-certified firms, non-Indian worker, group of non-Indian workers or other person or entity who believes that an action of the TERO is in violation of these Regulations or the Crow WPA may file a complaint with the Chairman of the TERO Commission in accordance with section 17.13.2.2 of the WPA. Persons may file whether or not they can show they were personally harmed by the TERO's action.

5.3 Compliance and Hearing Procedures

(a) Informal Settlement

If, based on a complaint filed pursuant to Section 5.2 or on its own information, the TERO has reason to believe that an entity covered by these Regulations has failed to comply with any of these requirements, the TERO shall so notify the entity in writing, specifying the alleged violation(s). If the party so notified is a contractor or subcontractor, notice shall also be provided to the entity holding the permit or authorization under which the contractor or subcontractor is operating, and such entity shall be a party to all further negotiations, hearings, and appeals. The TERO shall then conduct an investigation of the charge and shall attempt to achieve an informal settlement of the matter. If voluntary conciliation cannot be achieved and the TERO Director has reasonable cause to believe a party has violated the Crow WPA or these Regulations, he shall issue a formal notice of non-compliance to the party and shall proceed with the enforcement procedures as set out in Chapter 13 of the Crow WPA.

(b) Procedures for Hearing

All hearings before the TERO Commission shall be governed by the Due Process Hearing Procedures under Part 6 of these Regulations.

5.4 Sanctions

The TERO Commission may impose any or all of the following sanctions where it finds a violation of the Crow WPA or these Regulations, pursuant to the provisions and procedures under Chapter 13 of the Crow WPA. If after the hearing, the Commission determines that an alleged violation occurred and that the party charged has no adequate defense in law or fact, or if no hearing is requested by the party, the Commission may:

- (a) Deny such party the right to commence business on the lands over which the Crow Tribe has jurisdiction;
- (b) Impose a civil fine on such party in an amount not to exceed \$500 for each violation;
- (c) Suspend such party's operation on the lands over which the Crow Tribe has jurisdiction;

- (d) Terminate such party's operation on the lands over which the Crow Tribe has jurisdiction;
- (e) Deny the right of such party to conduct any further business on the lands over which the Crow Tribe has jurisdiction;
- (f) Order such party to make payment of back pay or other damages to an aggrieved party;
- (g) Order such party to dismiss any employees hired in violation of the Tribe's employment rights requirements;
- (h) Order the Tribe's treasurer or finance department to reimburse any party who improperly paid a TERO fee or overpaid said fee, but no interest shall be paid in such cases; and/or
- (i) Order the party to take such other action as is necessary to ensure compliance with the Crow WPA and these Regulations or to remedy any harm caused by a violation of the Crow WPA or these Regulations.

The TERO Commission's decision shall be in writing, served on the charged party by registered mail or in person, and shall be submitted no later than thirty (30) days after the close of the hearing, or within ten (10) days after the Commission's decision to impose sanctions if a party has not requested a hearing. Where the party's failure to immediately comply with the Commission's orders may cause irreparable harm, the Commission may petition the Tribal Court for such injunctive relief as necessary to preserve the rights provided under the Crow WPA and these Regulations, pending the party's appeal or expiration of the time for appeal.

5.5 Appeals

Any entity or complaining party shall have the right to appeal any decision of the TERO Commission to the Crow Tribal Court, pursuant to the procedures set out in Chapter 13 of the Crow WPA.

5.6 Bonds

The TERO Director may require an entity to post a bond with the TERO Commission pending a hearing before the Commission, pursuant to Chapter 13 of the Crow WPA, and may petition the Tribal Court to require an employer to post a bond pending an appeal to the Tribal Court from a decision of the Commission, pursuant to Chapter 13 of the Crow WPA, upon making a written finding that the following conditions below exist.

The entity:

- (a) has no permanent place of business on the lands over which the Crow Tribe has jurisdiction; and
- (b) the amount of the sanctions exceeds or will likely exceed \$1,000; and
- (c) the project on which the entity is employed will be substantially completed within 60 days, such that it may be difficult to locate property of said employer on the Reservation that would be available for attachment or confiscation if the entity fails to pay any sanction imposed on it; or
- (d) the entity has failed to comply with an order of the TERO Commission or the Tribal Court in the past, and the employer has engaged in behavior that demonstrates a blatant disregard for the authority and requirements of the Commission, such that the TERO Director or Commission has good reason to believe the entity will not comply with the orders of the Commission or the Court.

5.7 Attachment and Confiscation

The TERO Director may petition the Tribal Court for attachment or confiscation of property of an entity when it finds that any one of the conditions set out below exists:

- (a) An entity has refused or failed to post a bond after being ordered to do so by the TERO Director, TERO Commission, or Tribal Court, as provided in section 5.6 of this Part; or
- (b) The TERO Director has good reason to believe the entity will remove itself or its property from the Reservation before it can complete its effort to require the entity to post a bond; or

- (c) The entity has demonstrated through its behavior an intent to disregard the requirements and orders of the TERO Director, TERO Commission or Tribal Court.

5.8 Irreparable Harm

A finding of irreparable harm, such that the TERO Director or the TERO Commission, pursuant to Chapter 13 of the Crow WPA, may petition the Tribal Court for injunctive relief, shall be made only upon a showing that damage will occur that cannot be adequately remedied through the payment of monetary damages. Such a showing shall include, but is not limited, to the following:

- (a) That a contractor or subcontractor is about to or has begun work on a contract or subcontract entered into in violation of the provisions of the Crow WPA or these Regulations requiring contract or subcontract preference, when there are one or more Indian-certified firms available to perform said contract or subcontract, since it is impossible to measure in monetary terms the damages suffered by an Indian firm's failure to obtain a contract or subcontract.
- (b) An entity or its subcontractors is about to or has hired four (4) or more persons in violation of the provisions of the Crow WPA or these Regulations requiring Indian employment preference, and there are qualified Indians available to fill those positions, since it is difficult to identify the specific Indians who would fill those positions once the number of positions at issue is four or greater, making the payment of payback difficult to achieve.
- (c) An entity refuses to submit an Indian preference plan in the time required and indicates through words or action that it intends to disregard the requirement imposed by the Crow WPA and these Regulations.

PART 6.

DUE PROCESS HEARING PROCEDURES

6.1 Pre-Hearing Procedures

(a) Review of TERO Files

The respondent (e.g., the employer or entity against whom a charge has been filed) shall have the right to review the case file of the TERO Director by scheduling a visit to the TERO office during regular working hours at any point after receiving notice of the hearing. However, the TERO Director shall have the right to redact any portion of the file to protect confidential information. The file shall be sanitized in a manner that causes the loss of the least amount of relevant information from the files.

(b) List of Witnesses

Ten (10) days prior to the hearing (or as soon as possible if the hearing is to be held within ten (10) days after notice), the respondent and the TERO Director shall submit the following to the Chairman of the TERO Commission: a list of witnesses each intends to call at the hearing, the approximate length of their testimony, and the subject matter and relevance of their testimony. It shall indicate any witnesses that must be subpoenaed. The TERO Director shall then issue the subpoenas.

(c) Pre-Hearing Interviews of Witnesses

The respondent and the TERO Director shall have the right to interview the witnesses of the other party, prior to hearing. The TERO Director's witnesses shall be interviewed in the presence of the TERO Director or his delegate. The respondent's witnesses shall be interviewed under such reasonable conditions as are established by the respondent. Either party may appeal to the Chairman of the TERO Commission if cooperation is not forthcoming on this matter and the Chairman of the Commission is empowered to require such steps as are necessary to resolve the problem.

(d) Subpoenas of Documents and Other Items

The respondent shall, at least ten (10) days prior to the hearing (or as soon as possible if the hearing is to be held in less than ten (10) days) provide the TERO Director with a

list of items it wishes to have subpoenaed and the relevance of each. The TERO Director shall subpoena all relevant items listed, as well as items needed by the TERO Director. Any disputes shall be brought to the Chairman of the TERO Commission, who shall resolve such disputes.

(e) Postponement

Any request for a postponement of the hearing must be submitted in writing to the Chairman of the TERO Commission no fewer than three (3) days prior to the hearing, except in case of emergency or unforeseen extenuating circumstances. However, if the TERO Director and respondent mutually submit a request for a postponement because there is a possibility of settling the matter, the request for a postponement may be submitted at any time.

6.2 Conduct of the Hearing

(a) Presiding Officer

As the presiding official, the Chairman of the TERO Commission will control the proceedings. He or she will take whatever action is necessary to ensure an equitable, orderly, and expeditious hearing. Parties will abide by the presiding official's rulings. The presiding official has the authority, among others, to:

1. administer oaths or affirmations;
2. regulate the course of the hearing;
3. rule on offers of proof;
4. limit the number of witnesses when testimony would be unduly repetitious; and
5. exclude any person from the hearing for contemptuous conduct or misbehavior that obstructs the hearing.

(b) TERO Director

The TERO Director shall represent the TERO on all charges filed by it, even if the charge was initiated by a complaint filed by a private individual.

(c) Respondent

The respondent shall be present for the entire hearing and he or his representative (other than an attorney) shall represent him during the proceedings.

(d) Attorneys and Lay Advocates

Either party may have an attorney or a licensed lay advocate present as an advisor. However, the attorney or lay advocate may not make any presentations, cross-examine witnesses or address the TERO Commission.

(e) Recording of the Hearing

The Commission shall have the hearing taped and/or video recorded in full and shall retain the tape(s) for no less than one (1) year after the hearing. The respondent shall also be permitted to tape the hearing. However, the Commission's recording of the hearing shall be deemed the only official recording.

(f) Prohibition Against Reprisals

All parties shall have a right to testify on their own behalf, without fear of reprisal or retaliation.

(g) Starting Time

The hearing shall be started promptly at the time specified by the TERO Commission.

(h) Opening Statements

Both parties will be afforded the opportunity to present opening statements with respect to what they intend to prove at the hearing.

(i) Order of Proceeding

The TERO Director will present the TERO's case first, or, if the TERO is the respondent, then the complainant will present its case first.

(j) Examination and Cross Examination of Witnesses

Both parties may subpoena and examine all witnesses. Both parties may examine and cross-examine witnesses. However, no harassment or efforts to intimidate witnesses shall be permitted. Members of the Commission may examine witnesses at any point in their testimony and may require each witness to remain outside the hearing room until it is his or her turn to present testimony. The testimony of all witnesses shall be under oath or affirmation.

(k) Irrelevant Testimony

Parties may object to clearly irrelevant material, but technical objections to testimony as used in a court of law are not necessary. The TERO Commission shall prohibit any testimony that it deems clearly irrelevant in order to keep control of the hearing.

(l) Written Testimony

Written testimony will be admitted into evidence during the hearing only when a witness cannot appear in person and the testimony is deemed vital by the Commission for adjudicating the hearing. When a party wishes to use the written testimony of a witness who cannot appear, the party must submit, in advance of the hearing, a written explanation for the non-appearance of the witness to the TERO Commission. If the Commission is satisfied with the explanation, the party will obtain the testimony by means of an interrogatory (i.e. written questions answered under oath). When, for reasons satisfactory to the Commission, an interrogatory cannot be used, a sworn affidavit or a deposition from the witness may be used. A signed, but unsworn statement will be admitted into evidence only under unusual circumstances and when the Commission is satisfied that the testimony cannot be obtained otherwise.

(m) Closing Statement

Closing statements from each party will be permitted. The TERO Director shall proceed first, followed by the respondent. Or, if the TERO is the respondent, then the complainant will proceed first with its closing statement.

(n) Audience

The hearing shall be open to the public. However, the TERO Commission may remove any person who disrupts the hearing or behaves in an inappropriate manner.

6.3 The Decision

The decision of the TERO Commission shall be in writing and issued within thirty (30) days after the hearing. The decision shall consist of the following parts, in the following order:

- (a) The facts,
- (b) The finding of violation or no violation on each charge filed by the TERO Director or the complainant, along with the legal and factual basis for the finding,
- (c) The orders and/or sanctions imposed, if any,

- (d) Information on the respondent's right to appeal,
- (e) Information on the authority of the Commission to act if the party fails to comply with its orders or fails to appeal, and
- (f) The injunctive relief or bonding requirements, if any, that the Commission will seek from the Tribal Court pending the completion of an appeal if one is filed, and the time requirements to file an appeal.

PART 7.
CRITERIA AND PROCEDURES FOR
CERTIFYING FIRMS AS INDIAN PREFERENCE ELIGIBLE

7.1 General Statement of Policy

Pursuant to its sovereign authority, the Crow Tribe has imposed Indian contract preference requirements as one tool for promoting economic development on the Crow Indian Reservation. When used properly, Indian preference in contracting can assist in the development of Indian businesses and thereby assist the Tribe and its members to achieve economic self-sufficiency. However, if the preference is abused, it will undermine this development and discredit the preference tool. Because of this, it is the policy of the Tribe to require that an applicant for Indian contract preference certification provide rigorous proof that it is a legitimate Indian-owned and controlled firm.

In evaluating an applicant, a number of specific criteria will apply. These criteria are set out in section 7.2 of this Part. However, experience has shown that persons interested in abusing the Indian preference program are able to structure firms to get around most specific criteria. Therefore, in addition to applying the specific criteria, the TERO Director will evaluate a firm under the following general criterion: applying sound management principles, would the firm have been structured in the manner it is, and would the Indian owners have been given the amount of ownership and control they have been given, if there were no Indian preference program in existence? If the TERO Director determines that there is good reason to believe that the firm has been structured (managerially or financially) in a manner that is convoluted or inconsistent with sound business practices in order to enable the firm to qualify for Indian preference certification, the firm will be denied such certification, even if it meets the specific criteria, unless the firm is able to demonstrate beyond a reasonable doubt that it was not structured to manipulate the Indian preference criteria.

The specific criteria also require that the ownership, control, and management arrangements of a firm make sense from a sound business perspective. The Indian owners must own and control 51% or more of the firm. One primary consideration in applying this criterion is

whether the Indian owners' contribution to the firm is appropriately related to the extent of ownership given them, such that sound business practice would justify their assigned share if Indian preference was not a consideration. For example, assume an Indian owner paid for his 51% share through a promissory note to the non-Indian owners. In the ordinary course of business, such a transaction would not occur unless the new owner brought something of value, such as managerial or technical expertise, capital and equipment, or marketing opportunities. (The ability to qualify for Indian preference is not considered such a marketing opportunity.) Therefore, such an arrangement would be denied Indian preference certification unless some other sound business reason for the arrangement could be demonstrated. Where an Indian can demonstrate that he or she was unable to provide good value for his or her 51% share because the usual sources of capital were closed off to him or her because he or she was an Indian, that person shall be required to demonstrate that he or she extended his or her capital-raising ability as far as possible -- such that he or she is "at risk" in a significant way (e.g., mortgaged a house or vehicle).

In addition, the Indian owner(s) must be directly involved in the firm's management. While it is not required that the Indian owner(s) be the Chief Operating Officer of the firm, at least one of the Indian owners must be involved in the day-to-day operations of the firm on a full-time basis and in a senior level position. The Indian person(s) in this position must have the experience or expertise in the area of business the firm is engaged in (or in management generally) to make the senior level role a legitimate one. The Indian owner(s) must also have sufficient knowledge about the firm to be accountable for the firm's activities.

Certification will not be granted to a firm where one or more of the Indian owners are not involved in the day-to-day operations of the firm in the manner described above. There is virtually no benefit to the Indian community from passive ownership, other than profits to the owners. It could take several years for a firm to show a profit, if one in fact materializes. Yet, during that time, the non-Indian managers can benefit at the expense of the Indian community. The limited benefits to the Indian owner(s) do not justify this risk. One of two exceptions to this rule is that certification will be granted to 100% Indian-owned firms where the manager of the business is a non-Indian spouse of an Indian and the family lives on or near the Reservation. No

effort will be made to distinguish between the value contributed by a non-Indian spouse versus the Indian spouse. The family's contribution will be treated as an undivided unit. The second exception is for a more "public corporation," defined as one that is owned by ten (10) or more persons, 70% of which is Indian-owned, and where the Chief Executive Officer is an Indian.

Joint ventures will not be granted certification as Indian preference firms, except in exceptional circumstances where it is clear that the Indian-owned firm has the capability to manage the project and the non-Indian joint venture partner is involved to provide certain technical or other specialty capability. The TERO will certify Indian-owned companies that have entered into legitimate management contracts with non-Indian firms to assist the Indian firm develop its management and technical capability.

Such rigorous criteria, giving substantial discretion to the TERO Director, are necessary and appropriate for the Indian contract preference program. Neither the Tribe nor the Indian community benefits from the establishment of bogus Indian firms, and the certification of such firms undercuts the credibility of the Tribe's Indian preference program. An Indian firm or individual that is unable, on its own, to qualify as the prime contractor on a large project has other options open to it besides participating in the development of a bogus firm. For example, he or she can seek work at the subcontractor or employee level and benefit from the Tribe's requirement that preference be given to Indian subcontractors and employees.

The procedural requirements for certification provide that applications shall be submitted to the TERO Director, who shall request any additional information he believes appropriate. He will review the application and findings, interview the principals of the firm, request additional information as appropriate, and then make a determination on whether certification should be granted. The firm will have a right of appeal to the TERO Commission for a hearing on the matter in accordance with these Regulations.

A firm shall first receive a probationary certification, to be made final at the end of one year; or a longer period where the TERO Director believes such is necessary. The TERO shall have the right, at any time, either on its own initiative or upon the filing of a complaint by any party, to conduct an investigation of a firm to determine if its certification should be suspended or withdrawn. The TERO shall require new applications from firms that had been certified by

the Tribe prior to the adoption of these criteria. If it is determined that a firm does not qualify under the new criteria, the firm will be given four (4) months to come into compliance with the new criteria. If it fails to do so by the end of that period, its certification shall be withdrawn.

7.2 Criteria for Indian Contract Preference Certification

To receive certification as a firm eligible for Indian preference, an applicant must satisfy all of the criteria set out in this section.

(a) Ownership

The firm must be 51% or more Indian-owned. The applicant must demonstrate the following:

1. Formal Ownership. That an Indian or Indians own(s) 51% or more of the partnership, corporation, or other arrangement for which the application is being submitted. Such ownership must be embodied in the firm's organic documents, such as its stock ownership or partnership agreement. Ownership includes:

- a. financial ownership -- i.e., the Indian(s) owns 51% or more of the assets and equipment, will receive 51% or more of the firm's assets upon dissolution, and will receive 51% or more of the profits; and
- b. control -- i.e., the Indian(s)' 51% or more ownership provides him or her with a majority of voting rights or other decisional authority and that all decisions of the firm are to be made by a majority vote except where otherwise required by law.

2. Value. The Indian owner(s) provided real value for his or her 51% or more ownership by providing capital, equipment, real property, or similar assets commensurate with the value of his or her ownership share. It will not be considered "real value" if the Indian(s) purchased his or her ownership share, directly or indirectly, through a promissory note, the ultimate creditor of which is the non-Indian owner of the firm or an immediate relation thereof, or any similar arrangement, unless a convincing showing can be made that the Indian owner(s) brought such special skills, marketing connections, or similar benefits to the firm that there is a good reason to believe the arrangement would have been entered into even if there

were not an Indian preference program in existence. Where the Indian participant can demonstrate that he or she could not pay good value for his or her 51% or more Indian ownership because the normal capital sources were closed to him or her because he or she is an Indian, that person may satisfy this requirement by demonstrating that he or she extended his or her capital-raising capability as far as possible, such that the Indian participant is clearly at-risk in the business based on his or her means.

3. Profit. The Indian owner(s) will receive 51% or more of all profits. If there is any provision that gives the non-Indian owner a greater share of the profits, in whatever form and under whatever name, such as through management fees, equipment rental fees, or bonuses tied to profits, certification will be denied. Salary scales will be reviewed to ensure the relative salaries being paid to Indian and non-Indian owners are consistent with the skills of the parties and are not being used to circumvent the requirement that Indian owners receive 51% or more of the profits.

(b) Management Control

The firm must be under significant Indian management and control. The firm must be able to demonstrate that:

1. One or more of the Indian owners must be substantially involved, as a senior level official, in the day-to-day management of the firm as his or her primary employment activity. The Indian owner does not have to be the "Chief Executive Officer." However, he or she must, through prior experience or training, have substantial occupational ties to the area of business in which the firm is engaged, such that he or she is qualified to serve in the senior level position and is sufficiently knowledgeable about the firm's activities to be accountable to the Tribe for the firm's activities. This provision may be waived when:

- a. the firm is 100% Indian owned and the Chief Executive Officer is the spouse and/or parent of the owner(s), the family lives on or near the Reservation, and the majority of employees are Indian; or
- b. the firm is modeled on a publicly-held corporation such that it is owned by ten (10) or more persons, is at least 70% Indian-owned,

the Chief Executive Officer and the highest-salaried employee in the firm are Indian, and a majority of the employees are Indian.

(c) Integrity of Structure

There must be good reason to believe that the firm was not established solely or primarily to take advantage of the Indian preference program. In evaluating an applicant under this criterion, the TERO will consider the factors set out below. The TERO shall exercise broad discretion in applying these criteria in order to preserve the integrity of the Indian preference program, and in questionable cases, shall deny certification.

1. History of the Firm. Whether the history of the firm provides reason to believe it was established primarily to take advantage of the Indian preference program, and in particular whether the firm, a portion of the firm, or key actors in the firm originally were associated with a non-Indian owned business that gained little of business value in terms of capital, expertise, equipment, etc., by adding ownership or by merging with an Indian firm.

2. Employees.

a. Whether key non-Indian employees of the applicant are former employees of a non-Indian firm with which the Indian firm is or has been affiliated, through a joint venture or other arrangement, such that there is reason to believe the non-Indian firm is controlling the applicant.

b. Whether Indians are employed in all or most of the positions for which qualified Indians are available. A high percentage of non-Indian employees in such positions will provide reason to believe the firm was established primarily to benefit non-Indians.

3. Relative Experience and Resources. Whether the experience, expertise, resources, etc., of the non-Indian partner(s) is so much greater than that of the Indian(s) that there is little sound business reason for the non-Indian to accept a junior role in the firm other than to be able to take advantage of the Indian preference program.

(d) Brokers

Brokers will be certified only if they are dealers who own, operate, or maintain a store, warehouse, or other establishment in which the commodities being supplied are bought, kept in stock, and sold to the public in the usual course of business; provided, this requirement shall not apply where the applicant demonstrates that it is customary and usual in the area of trade for a broker/dealer not to maintain an establishment and to keep the commodities in stock.

(e) Manufacturing Companies

In determining whether or not a manufacturing firm is 51% Indian-owned and controlled, the TERO Director may be guided by the U.S. Small Business Administration Standard Operating Procedures on certifying firms as eligible for the 8(a) program.

7.3 Certification Procedures

(a) Application for Certification

A firm seeking certification as an Indian preference eligible firm shall submit a completed application (see Appendix) to the TERO Director (application forms may be obtained at the TERO). The TERO Director will be available to assist a firm in filling out the application. Within 21 days after receipt of a completed application, the TERO Director shall review the application, request such additional information as he believes appropriate (computation of the 21-day period shall be stayed during the time any request for additional information is outstanding), conduct such investigations as he deems appropriate, and prepare an analysis and decision regarding the application for certification. An application for certification, including all attachments, and the TERO Director's analysis and decision regarding certification, shall be kept confidential, except for copies provided to the TERO Commission if there is a hearing and appeal on a certification determination. If necessary, the TERO Director may extend the processing and decision period for no more than an additional 21 days, by sending written notification of the extension to the applicant by registered mail. The certification determination of a firm by the TERO Director may be appealed to the TERO Commission by any person or entity, regardless of whether they are personally harmed by the decision, in accordance with Chapter 13 of the WPA and these Regulations.

(b) Probationary Certification

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An applicant granted certification shall be issued a one-year probationary certificate. During that period, the TERO shall monitor the firm's activities to ensure that the firm is operating in the manner described in its application. During the probationary period, the TERO Director shall have the right to request and receive such information and documents as he deems appropriate.

(c) Final Certification

At the end of the probationary period the TERO Director shall either:

1. grant full certification;
2. continue the probationary period for up to six months; or
3. deny certification.

The firm may appeal the decision of the TERO Director to the TERO Commission in accordance with Chapter 13 of the WPA and these Regulations.

(d) Withdrawal of Certification

From the information provided in any reports required by these Regulations, on the basis of a written grievance filed by any other firm or person, or on his own initiative, the TERO Director may withdraw or suspend the certification of any firm. The TERO Director shall provide an analysis and grounds for the decision to withdraw certification and send this information in writing to the firm by registered mail. The firm may appeal the decision of the TERO Director to the TERO Commission in accordance with Chapter 13 of the WPA and these Regulations. At the hearing, the TERO Director shall present the case for suspension or withdrawal, and the hearing shall be conducted as set out in these Regulations. After the hearing, the Commission may:

1. withdraw certification;
2. suspend certification for up to one year;
3. put the firm on probation; and/or
4. order that corrective action be taken within a fixed period.

A firm that has had its certification withdrawn may not reapply for a period of one year.

(e) Firms Certified Prior to the Adoption of These Criteria

Each firm holding Indian preference certification from the Tribe prior to the effective date of these Regulations shall submit an application required under these criteria to the TERO Director within 60 days after the effective date of these Regulations. If the TERO Director determines that the firm qualifies under these new criteria, he shall, within 21 days of receipt of the application, issue a new certificate. If the TERO Director has reason to believe the firm does not qualify, he shall, within 21 days of receipt of the application, prepare an analysis of the reasons, request additional information from the firm as appropriate, and provide to the firm in writing the reasons it is not in compliance to be certified (computation of the 21-day period shall be stayed during the time any request for additional information is outstanding). If necessary, the TERO Director may extend the processing and decision period for no more than an additional 21 days, by sending written notification of the extension to the applicant by registered mail. If the TERO Director determines that a firm is not in compliance, the firm shall have 30 days from the date of the decision to demonstrate to the TERO Director that it has made such changes as are necessary to come into compliance. If at the end of the 30-day period the firm has failed to come into compliance, its certificate shall be withdrawn. A copy of the withdrawal notice shall be sent to the firm. The firm may appeal the decision of the TERO Director to the TERO Commission in accordance with Chapter 13 of the WPA and these Regulations.

(f) Change in Status and Annual Reports

Each certified firm shall report to the TERO Director, in writing, any changes in its ownership or control status within 60 days after such changes have occurred. Each certified firm, on the anniversary of its receipt of permanent certification, shall update the information provided in its initial application on an Annual Report form provided by the TERO Director. Failure to provide information pursuant to these requirements shall constitute grounds for withdrawal or suspension of certification.

These Regulations are hereby adopted pursuant to the authority vested in the Crow Tribal Employment Rights COMMISSION by the Crow Nation Workforce Protection Act CLB 09-01 this 1 day of June, 2011.

CROW TRIBAL EMPLOYMENT RIGHTS COMMISSION

Jonathan D. Stone SR.
Print name, District Mighty Few

Jonathan D. Stone SR.
Signature

Merritt White Clay
Print name, District Black Lodge

Merritt White Clay
Signature

Lawrence Big Hair Sr.
Print name, District Big Horn

Lawrence Big Hair Sr.
Signature

Ann Pardo LaFontaine
Print name, District Lodge Grass

Ann Pardo LaFontaine
Signature

Dominic Stevens Jr
Print name, District At Large

Dominic Stevens Jr
Signature

APPENDIX:

**APPLICATION FOR CERTIFICATION AS AN INDIAN
PREFERENCE FIRM**

APPLICATION FOR CERTIFICATION AS AN INDIAN PREFERENCE FIRM

1. FIRM IDENTIFICATION

Name of Firm (exactly as you want it to appear on all documents):

Address:

Telephone:

Date of Submission:

Single Business:

Joint Venture:

Contact Person:

Address:

Telephone (Bus.):

Telephone (Home):

Type of Business (list all areas of business in which firm intends to engage):

Federal Identification Number (EIN):

Number of Employees: _____ Number of Indian Employees:

Year Business was established:

2. **OWNERSHIP**

A. Type of Ownership (check one):

_____ Sole Proprietorship

_____ Partnership (attach copy of any partnership agreement with all amendments since creation of partnership.)

_____ Corporation (attach copy of the Certificate of Incorporation, Articles of Incorporation, and Bylaws, including all amendments since creation of the corporation.)

_____ L.L.C. (attach copy of certificates of filing, organization, and related documentation)

B. Percent of Indian Ownership: _____

C. Provide for each Indian owner, name, address, tribal affiliation, enrollment number, percent of ownership, amount of investment in the firm, method of investment (cash, equipment, loan or promissory note indicating who the loan is from), percent of voting control and position in the firm.

D. List for each non-Indian owner, name, address, percent of ownership, amount of investment in firm, method of investment (cash, equipment, loan or promissory note indicating who the loan or note is from), percent of voting control, position in firm, name of all other firms in which the owner holds or has within the past year held an ownership interest (other than publicly-held corporations and similar ownerships solely for investment) or a management position.

- E. List any management fee, equipment rental, bonuses or other arrangements that will provide payment to non-Indian owners beyond their share of profits and salaries, as indicated above.

- F. Describe or attach any stock options or other ownership options that are outstanding and any agreements between owners or between owners and third parties which restrict ownership or control of Indian owners.

- G. Identify any owner or management official of the named company who is or has been an employee of another company that has an ownership interest in or a present business relationship with the name company; present business relationships include shared space, equipment, financing, or employees as well as both companies having some of the same owners.

- H. Indicate if this company or other companies with any of the same officers have previously received or been denied certification or participation as an Indian preference firm and describe the circumstances. Indicate the name of the certifying authority and the date of such certification or denial.

3. MANAGEMENT

- A. Provide for each owner of more than 5% interest, all senior management personnel and members of the Board of Directors the following:
 - (1) Name, address and Social Security Number. If Indian, Tribe an enrollment number.

- (2) Present position (description of all duties).
- (3) Previous business experience.
- (4) Previous work experience in areas in which firm intends to engage.
- (5) Other previous work experience.
- (6) Education and training.
- (7) Other jobs presently held.

B. Control of Company. Identify by name, race, sex and title in company those individuals (owners and non-owners) who are responsible for day-to-day management, including, but not limited to, those with prime responsibility for:

- (1) Financial decisions.
- (2) Management decisions, such as:
 - a. Marketing and sales;
 - b. Hiring and firing;
 - c. Purchase of major equipment of supplies;
 - d. Supervision of field personnel.

4. **CAPITAL AND EQUIPMENT**

A. Equipment. List all equipment (costing \$300 or more when new).

<u>QUANTITY</u>	<u>DESCRIPTION</u>	<u>PRICE</u> (Book Value)	<u>HOW OBTAINED</u> (purchased, provided by owner, etc.)
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B. Capital

- (1) Attach a current balance sheet.
- (2) Identify amount and source of original and present capital (e.g., contributed by owner, bank loan, if loan, indicate name(s) of those legally bound to repay if other than organization).

C. Additional Submissions

Each applicant must submit with this application the following:

- (1) Lists of officers, principal stockholders, and directors, with post office addresses and number of shares held by each.
- (2) A sworn statement of the proper officer showing:
 - a. The total number of shares of the capital stock actually issued and the amount of cash paid into the treasury on each share sold; or, if paid in property, the kind, quantity and value of the same per share.
 - b. Of the stock sold, how much remains unpaid and subject to assessment.
 - c. The amount of cash the company has in its treasury and elsewhere.
 - d. The property, exclusive of cash, owned by the company and its value.

- e. The total indebtedness of the company and the nature of its obligations.

5. CERTIFICATION

I hereby certify that the information provided in this application is true and complete to the best of my knowledge and belief. I further hereby certify that I have read the applicable laws, regulations, criteria and procedures of the Crow Tribe and do hereby submit to the jurisdiction provided for therein.

Name of Firm:

By: _____

(Signature of Authorized Official)

Name (type or print): _____ Title (type or print): _____