

Grants to Indian Tribal Governments Program

The goals and objectives of the Grants to Indian Tribal Governments Program (Tribal Governments Program) are to decrease the number of violent crimes (sexual assault, domestic violence, dating violence, and stalking) against American Indian and Alaska Native (AI/AN) women and girls, assist Indian tribes in using their sovereign authority to respond to those crimes, and ensure that people who commit violent crimes against AI/AN women are held responsible for their actions through a strong coordinated community response.

232 Grantees Reporting

Between July 1, 2017 and June 30, 2019, 232 unique grantees reported activities funded by the Tribal Governments Program.

6,624 Victims Served

On average, grantees served 6,624 victims and 3,209 children during each 6-month reporting period.

1,004 Cases Investigated

Grantees investigated a total of 1,004 cases, and referred 752 cases to prosecutors.

Grantees engage in the following purpose areas:

- Develop and enhance culturally competent governmental strategies to reduce violent crimes against and increase the safety of Indian women;
- Increase tribal capacity to respond to victims of domestic/sexual violence;
- Strengthen tribal justice interventions, including tribal law enforcement, prosecution, courts, probation, and correctional facilities;
- Enhance services to Indian women victimized by domestic/sexual violence;
- Develop a community response regarding education and prevention;
- Protect the safety of victims and their children by providing supervised visitation and safe visitation exchange;
- Provide transitional housing, support services, and financial assistance to victims;
- Provide legal assistance to victims seeking justice;
- Address the needs of youth victims, including providing support to their non-abusing parent or caretaker; and
- Develop and promote legislation and policies that enhance best practices for responding to domestic/sexual violence against Indian women.

A nationally representative study found that AI/AN women were 1.2 times more likely to experience domestic violence than non-Hispanic white women (Rosay, 2016).





The 2018 American Community Survey found that 23.7% of AI/AN people live in poverty, the highest rate of any racial group, making this population particularly vulnerable to domestic violence (U.S. Census Bureau, 2018).



Tribal • Grantee Perspective

The Wyandotte Nation is extremely grateful for the Tribal Governments funding. This funding has allowed for the Nation to employ a full-time Advocate to meet the needs of victims of domestic violence, sexual assault, dating violence and stalking. This is the first time there has been an Advocate available within the rural community of Wyandotte, Oklahoma. Since the hire date of the full-time Advocate, the number of clients for the program has doubled and the time devoted to each one has made a significant impact on that client's life. The Advocate has provided accompaniment to the emergency room for several victims, assisted with obtaining protective orders, accompanied clients to court proceedings, transported clients to treatment facilities, assisted with obtaining safe and suitable housing for victims and their families, as well as numerous other shelter and supportive services. Without this funding, the Nation would not have been able to assist victims within the community. Funding has also allowed the Nation to provide education and awareness to the local community and the citizens of the Wyandotte Nation across the country. Through these efforts the Nation desires to not only make the public aware of the epidemic problem in Indian Country, but also to provide the community with a network of resources to assist victims in their time of need.

WYANDOTTE NATION

General Grant Information

Information for this report was submitted by **232** individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- Grantees most frequently addressed the following purpose areas:
 - Enhance services to Indian women victimized by domestic violence/dating violence, sexual assault, and stalking;
 - Increase tribal capacity to respond to crimes against Indian women; and
 - Develop education and prevention strategies directed towards issues of domestic violence/dating violence and stalking programs, and to address the needs of children exposed to domestic violence.

Staff

Grant-funded staff provide victim services, training, outreach, supervised visitation, law enforcement, prosecution, probation, court services, and batterer intervention programs, among other services, to increase victim safety and offender accountability. **Being able to hire staff is critical to the overall function and success of programs.**

- **226** (97%) grantees used funds for staffing needs.
- Grantees funded an average of **337** full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates, administrators, and program coordinators.

Table 1 | Staff supported with Tribal Governments grant funds, July 2017–June 2019: Selected groups

| Staff funded | 6-month average | |
|-------------------------------|-----------------|------------|
| Total FTE staff funded | 337 | |
| Victim advocates | 132 | 39% |
| Administrators | 44 | 13% |
| Program coordinators | 43 | 13% |

NOTE: Data presented for the most frequently reported categories only (≥5%).

Training

Grantees train a wide range of professionals, from tribal elders and spiritual leaders to health professionals and victim advocates, among others, how to develop an effective coordinated community response to violence.

This training improves the professional response to victims and increases offender accountability.

- **137** (59%) grantees used funds for training.
- Grantees convened a total of **962** training events.
- Grantees trained a total of **17,057** people.
- Most often these trainings reached tribal government/tribal government agency staff (**15%**), multidisciplinary staff at the same training (**12%**), and victim advocates (**10%**).

Community Education

Grant-funded staff provide information and outreach to the community to increase awareness of domestic/sexual violence. Outreach activities can include distributing information at community gatherings such as powwows, basket-weaving and beading circles, bake sales, and parades. **Community education and outreach activities can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.**ⁱ

- **182** (78%) grantees used funds for community education.
- Grantees provided education to a total of **232,981** people.
- Grantees conducted a total of **6,276** outreach activities.

| Table 2 People educated with Tribal Governments grant funds, July 2017–June 2019: Selected groups | |
|--|---------------------------|
| People educated | 2-year total |
| Total people educated | 232,981 |
| Community members | 144,969 62% |
| Students | 43,276 19% |

NOTE: Data presented for the most frequently reported categories only (≥5%).

ⁱCommunity education involves providing general information that will increase public awareness of sexual assault, domestic violence, dating violence, and stalking. Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables an individual to improve his or her response to victims as it relates to their role in the system.

Tribal • Grantee Perspective



Our Tribal Governments Program funding allowed the Tribe to develop and staff a victims' advocacy program. The program has been able to adapt to changes in staff, leadership, office locations, and community partnerships. The Tribe has been able to continue expanding program delivery and services to meet the needs of American Indian/Alaska Native victims and survivors, who are at-risk of violence at disproportional rates. Tribal Governments Program funding has allowed the Tribe to offer advocacy, outreach, community education and training, as well as to forge beneficial partnerships to enhance services to victims of domestic and sexual violence.

CONFEDERATED TRIBES OF COOS, LOWER UMPQUA AND SIUSLAW INDIANS OF OREGON

Tribal • Grantee Perspective



The funding has allowed the Seneca-Cayuga Nation Violence Prevention Program the opportunity to be a part of empowering victims of domestic/sexual violence. The funding has also enabled the Nation to serve victims through linkages with community social services. All of these services are essential and play an important role in empowering victims to know that survival is achievable, and that they do not have to feel that their only choice is returning to the abuser. Funding enables the program to continue providing education and awareness training to the community, and the surrounding social service entities to bring about a more culturally-relevant means of serving victims. Additionally, it has allowed the program to continue collaboration with other tribal and non-tribal violence prevention programs, social services programs, court systems and law enforcement agencies in the development of a more comprehensive, enhanced, and culturally-relevant awareness campaign to stop violence against women.

SENECA-CAYUGA TRIBE OF OKLAHOMA



In order to address epidemic rates of violence in Indian Country, culturally appropriate interventions must take into account historical harms committed against native people and draw on the strengths of native families and communities to inform processes of healing and justice and prevent further victimization. (Burnette, 2017; Burnette & Sanders, 2017; Deer, 2017; Matamonasa-Bennett, 2014; Petillo, 2013; Riley, 2017; Sabri et al., 2019; Yuan et al., 2015).



Tribal • Grantee Perspective

This funding fulfills a vital need for many victims living in a rural area - transportation. Public transportation is almost non-existent. For rural areas, the hours can be extremely limited and do not meet the needs of the clients we serve. Tribal Governments funding allows the program to hire a full-time transportation aide to ensure program participants can access resources, emergency shelter, medical assistance, and counseling. This grant also provides expansion of sexual assault services to Native victims via the sexual assault nurse examiners (SANEs) at the Chickasaw Nation Medical Center. Grant funding assists with SANE supplies and training for those providing the exams. At this time, The Chickasaw Nation Medical Center currently has five fully trained SANE nurses, and SANE services at the tribal hospital have been in full operation since October 2012. Prior to this program, SANE exams were only offered at the local community hospital. If a SANE was not available, victims were given the choice to travel 40 miles or more to receive an exam, and often would decide not to follow through. This grant has allowed the Chickasaw Nation Violence Prevention to be instrumental in implementing and maintaining the SANE program at our tribal hospital, ensuring SANE exams are available 24-hours a day for our Native women, and the services provided are victim-centered and culturally appropriate.

CHICKASAW NATION



Tribal • Grantee Perspective

If we did not receive OVV funding, we would not be able to provide full services to victims in the form of advocacy, transportation, shelter, assistance with food while in shelter, transitional housing, or legal assistance. We would not be able to fund three full-time advocates, legal services, or a counselor without OVV funding. This program would not exist.

AROSTOOK BAND OF MICMACS

Victim Services

Grantees provide an array of services to victims and their children, including safety planning, referrals, and information as needed. **These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.**

- **199** (86%) grantees used funds for victim services.

Grantees provide victims with a wide range of services, including victim advocacy, civil legal advocacy, and crisis intervention. Victims also need assistance with material goods and services, as well as health, education, financial, transportation, employment, and legal issues. In addition, grantees provide a variety of services to victims’ children including, but not limited to, child care, transportation, and counseling.



- Grantees provided services to an average of **6,624** victims during each 6-month period.
- **98%** of victims who sought services received them during each 6-month period.
- Grantees also provided a total of **43,872** services to an average of **3,209** children of victims during the 2-year reporting period.

Across the 2-year period, grantees most frequently provided the following services:ⁱⁱ

- Victim advocacy services **100,326** times;
- Support group/counseling services **33,786** times;
- Transportation services **23,916** times; and
- Crisis intervention **21,758** times.

On average , during each 6-month reporting period, Tribal Governments Program grantees provided services to **6,624 INDIVIDUALS.**

Services include:

| | | |
|---|--|--|
| <p>4,007 individuals received VICTIM ADVOCACY</p> | <p>3,238 individuals received CRISIS INTERVENTION</p> | <p> 28,729 VICTIM-WITNESS NOTIFICATION/ VICTIM OUTREACH SERVICES</p> |
| <p>2,112 individuals received SUPPORT GROUPS/ COUNSELING</p> | <p>1,605 individuals received TRANSPORTATION SERVICES</p> | <p> 76,050 HOTLINE CALLS</p> |

ⁱⁱThe Rural Program, Tribal Governments Program, and Tribal Jurisdiction Program are unique in that grantees are asked to report the number of times each type of service is provided. This allows for the reporting of an unduplicated count of number of services, despite the duplicated count of number of victims served.

Victims Seeking Services

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victims of **domestic/dating violence** (90%).

Figure 1 | Provision of victim services by Tribal Governments Program grantees, by type of presenting victimization

Victims served and partially served by type of victimization (6-month average)

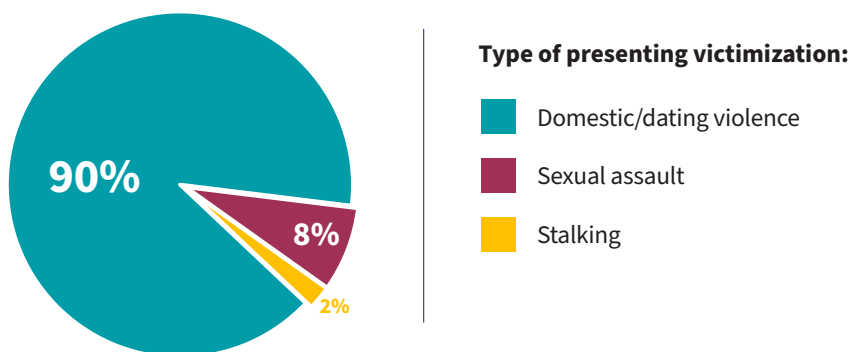


Table 3

Victims seeking services with Tribal Governments grant funds, July 2017–June 2019

| Victims seeking services | 6-month average | |
|---------------------------------------|-----------------|------------|
| Total victims seeking services | 6,790 | |
| Victims served | 6,193 | 91% |
| Victims partially served | 432 | 6% |
| Victims not served | 166 | 2% |

NOTE: "Partially served" represents victims who received some but not all of the service(s) they requested, provided those services were funded under the Tribal Governments Program grant. "Not served" represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Tribal Governments Program grant.

Tribal • Grantee Perspective



Before receiving the Tribal Governments Program funding we could only provide minimum services to victims of sexual assault, domestic violence, dating violence and stalking. Victims had few options when seeking services: seek services over 70 miles away or not report at all. Since we have implemented programs such as transitional housing services and emergency services, we have been able to provide victims with options when leaving an abusive relationship. We have been able to offer emergency placement when a victim and her/his children need to leave immediately and have nowhere to go. From there we can offer short-term housing assistance to aid them with security deposits and monthly rent to acquire a home or apartment. During their participation in the transitional housing program, victims receive well-rounded services that support them and their families. Victims receive access to resources and participate in goal setting to identify needs which helps lead them to self-sufficiency. These goals and resources include, but are not limited to, transportation assistance, employment seeking, counseling, and financial wellness training. This program was appreciated by victims and their families who otherwise would have had nowhere else to seek services.

FALLON PAIUTE-SHOSHONE TRIBE

Tribal • Grantee Perspective



This funding has been what has kept the program functioning. It has been the source of safety, healing, and comfort for clients and their children. This funding has provided advocates to serve those clients needing assistance getting out of an abusive relationship. This funding provides counseling to many, including the children who witness the violence in their homes, so the impact on their lives will be great. This funding provides accountability to those that perpetrate violence towards women. Without this funding, there would not be a program. The funding provides so much for victims.

COEUR D'ALENE TRIBE



Far fewer AI/AN women (35%) and men (33%) have experienced violence at the hands of another AI/AN person at least once in their lifetimes than those who have experienced violence committed by someone of another race, at least once in their lifetimes (97% and 90%, respectively (Rosay, 2016).



Tribal • Grantee Perspective

This funding has continued to allow the Kalispel Tribe Victim Assistance Services program to provide assistance to victims/survivors of domestic violence, sexual assault, dating violence, and stalking with vital services such as advocacy (including mobile advocacy), civil and criminal legal advocacy, medical advocacy, cultural advocacy, counseling, support groups, crisis intervention, as well as financial assistance. Financial assistance is a substantial part of victims having the opportunity to leave their abusive situation, move forward and acquire suitable and affordable housing for themselves and their children. Financial assistance may consist of rental and deposit assistance, utility assistance, gas and food vouchers, toiletries and emergency clothing. We continue to collaborate with neighboring agencies within the Tribe and community for referral services, safety options and work towards building robust trusting relations with community members. We continue to offer a safe and confidential place for victims to seek services, which has allowed us to reach more victims coming forward seeking assistance.

KALISPEL TRIBE OF INDIANS



Tribal • Grantee Perspective

Before receiving this funding, there was no local domestic violence program available to victims in our area. Since receiving the funding, a full program with a wide scope of services has been created. A 24/7 crisis hotline has been established, emergency assistance and counseling services have been made available upon request, transportation is available to clients, and a transitional housing policy has been created with the funding we have received. The safety of our clients is the number one focus, therefore collaboration with the local police departments in our service area has been key.

IOWA TRIBE OF KANSAS AND NEBRASKA

Victims' Relationships to Offenders

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a **spouse or intimate partner** (76%).
- The remaining victims were most commonly victimized by another **family or household member** (12%) or in the context of a **dating relationship** (8%).

Figure 2 Type of victimization by relationship to offender: **Domestic/dating violence** (6-month average)

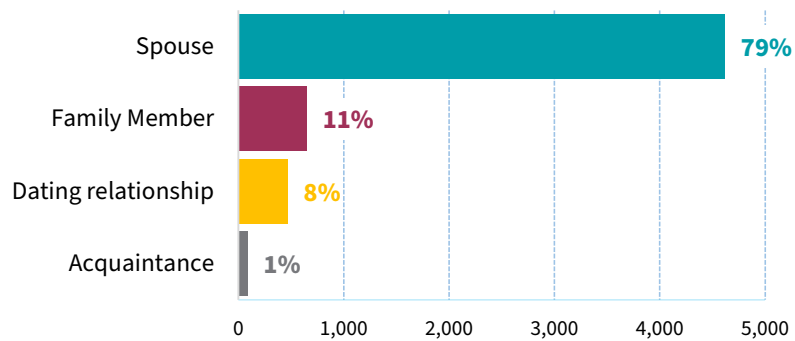


Figure 3 Type of victimization by relationship to offender: **Sexual assault** (6-month average)

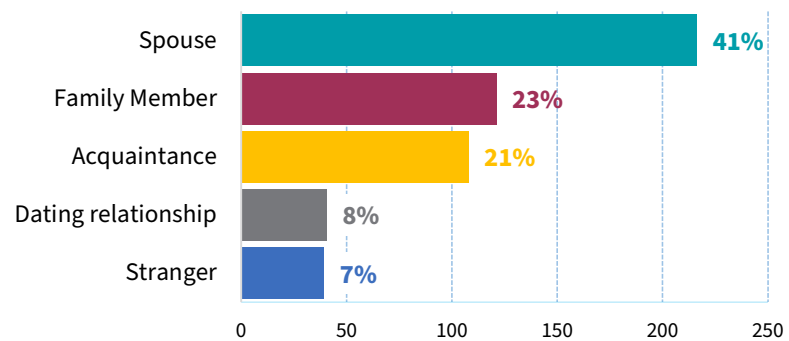
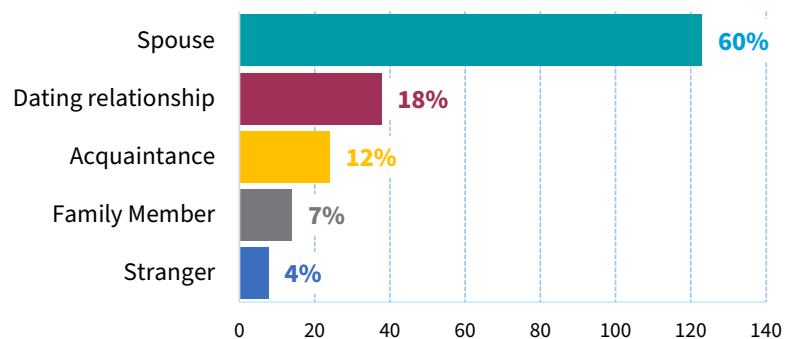


Figure 4 Type of victimization by relationship to offender: **Stalking** (6-month average)



Reasons Victims Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or were only partially served:

- Victim did not meet statutory requirements;
- Program unable to provide service due to limited resources/priority setting;
- Program rules not acceptable to victim;
- Services were not appropriate for victim;
- Program reached capacity; or
- Conflict of interest.

Demographics of Victims Served and Partially Served

Grantees served or partially served an average of **6,624** victims during each 6-month period. The majority of those victims were **American Indian or Alaska Native** (84%), **female** (93%), and between the ages of **25 and 59** (76%).

Figure 5 Demographics of victims served and partially served: **Race/ethnicity** (6-month average)

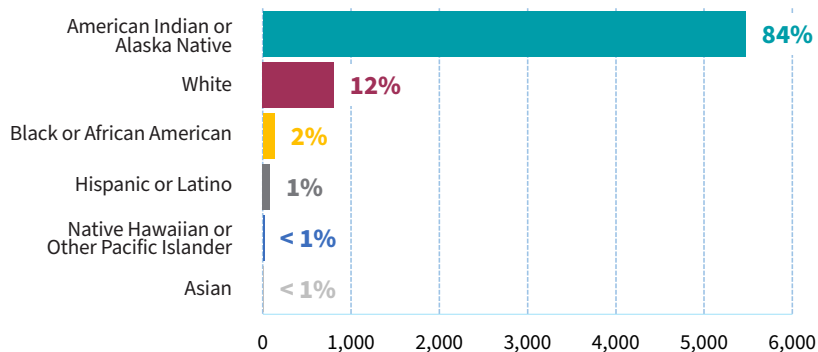
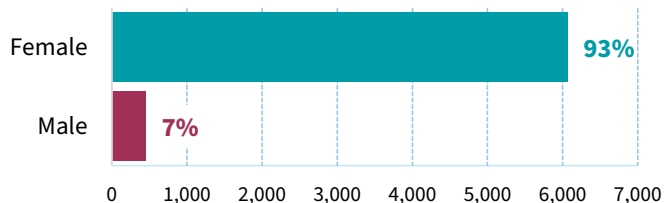


Figure 6 Demographics of victims served and partially served: **Gender** (6-month average)



Tribal • Grantee Perspective

This funding has allowed us to be more mobile within our communities which allows victims more access and allows us to attend weekly and monthly meetings with local service providers that do not interrupt services for victims. We have victims asking the abuser to go to the Men's Groups because they want the abuse to stop and may not want the marriage to end. Without this funding, we are not able to focus on the entire family. Our Gii-wi-taa Ododewisiwin (circle of family) allows victims, community members, and staff to participate in cultural teachings in a safe atmosphere of learning that promotes personal empowerment. This funding allows the Advocate to work closely with an abused victim in order to access court advocacy, make resources available, assist in relocating, and educate on abuse and the effects abuse has on the children, all while the Cultural Mentors work closely with the adult men and young men to learn about domestic violence, and what they can do to counteract it. They learn new avenues in helping themselves, define their own purpose as warriors, and provide for themselves in a healthy manner. Thank you for this funding, as it has allowed us to implement services through enhancing the message that abuse and violence is not a way of life. We have made progress, and receive positive feedback from the people we help as well as the community at large, including our governing body, the Tribal Council.

RED LAKE BAND OF CHIPPEWA INDIANS

Tribal • Grantee Perspective

The Tribal Governments Program has allowed us to serve many women and children who were fleeing domestic violence and sexual assault. Nittak Himmona Domestic Violence Shelter is centrally located on the Choctaw reservation, where the clients are able to stay close to their jobs, their families, their children's schools, and the tribal court system. They are able to come to a safe and secure place without having to pay fees to stay, and are provided with basic needs such as shelter, food, and clothing. Shelter staff enable clients to set and attain goals and guide clients with school registration, healthcare, obtaining necessary documents, job resources, and transportation.

MISSISSIPPI BAND OF CHOCTAW INDIANS



Tribal • Grantee Perspective

Without this funding, we can continue to advise women that they need to leave abusive situations, but would be unable to help them find a place to go. This money has been amazing and gives us the ability to help women find safe and affordable housing, go back to school, find a new job, and make a new start for themselves and their children. If not for this funding, our community as a whole would suffer. There are very limited resources in our Reservation area available to victims of DV, SA, and stalking. With only four shelters within a one-hour drive of our headquarters, most of them almost always full, the funds that we receive often help transition women who qualify for our program out of these shelters and into safe homes of their own. We help them become self-sufficient and independent. We provide for basic needs such as groceries, utility deposits, rent, and transportation. The money that we receive has given many women a new lease on life. The shelters are so grateful for the assistance that we provide the clients as it enables them to, in turn, provide services to more women. This funding provides advocacy to victims that, absent of this funding, could not be provided.

CHEROKEE NATION



A recent study of AI/AN housing conditions and policies in Indian Country, the largest of its kind to date, found that physical housing problems in tribal areas are generally more severe than they are for U.S. households on average. Twelve percent of AI/AN households reported experiencing heating deficiencies and 16% reported overcrowded conditions, as compared to a national average of 2% of households in both categories. These challenges, along with higher rates of disability and ill-health, poverty, prevalence of drug and alcohol abuse, and the legacies of colonialism in AI/AN communities compound the difficulty of becoming and remaining safe from domestic/sexual violence (Harley, 2018; Indian Health Services, 2017; Office of Minority Health, 2018; Pindus et al., 2017)

Figure 7 | Demographics of victims served and partially served: **Age** (6-month average)

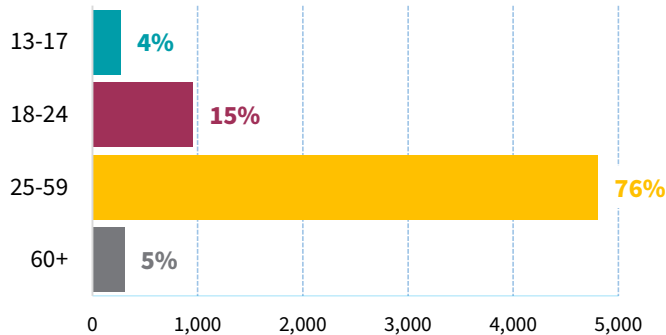
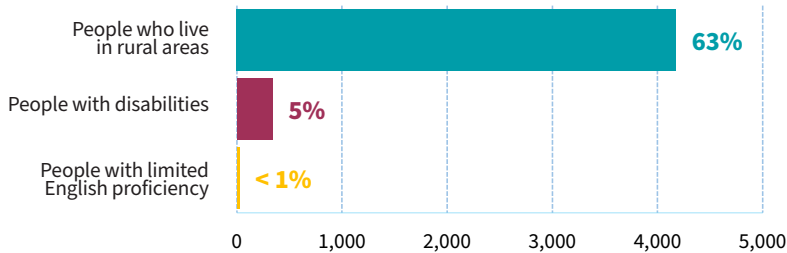


Figure 8 | Demographics of victims served and partially served: **Other** (6-month average)



Shelter/Transitional Housing Assistance

Grantees provide emergency shelter or transitional housing to victims and their family members. Emergency shelter can include nights in safe houses or hotel/motel accommodations.

- **139** (60%) grantees used funds for shelter/transitional housing services.

Table 4 | Victims sheltered with Tribal Governments grant funds, July 2017–June 2019

| Shelter services | Victims (6-month average) | Family members (6-month average) | Bed nights (2-year total) |
|----------------------|---------------------------|----------------------------------|---------------------------|
| Emergency shelter | 1,020 | 1,102 | 156,555 |
| Transitional housing | 236 | 422 | 154,440 |
| Total | 1,256 | 1,524 | 310,995 |

Legal Services

Grant-funded lawyers, paralegals, and specially appointed advocates provide legal services to victims.

- **72** (31%) grantees used funds for legal services.
- Grantees addressed an average of **807** legal issues during each 6-month reporting period.
- Grantees provided legal services to an average of **496** victims every 6 months.
- Grantees provided multiple instances of legal services to an average of **209** victims every 6 months (42% of those receiving legal services).
- Grantees achieved a total of **3,433** case outcomes.
- Grantees most frequently provided legal assistance with protection orders and custody/visitation arrangements.

Supervised Visitation

Grantees provide an array of supervised visitation and/or exchange services to families. These services include, but are not limited to, one-on-one supervised visits, group supervised visits, supervised exchanges, and telephone monitoring.

- **14** (6%) grantees used funds for supervised visitation and/or exchange services.
- Grantees provided services to an average of **49** families during each 6-month period.
- **96%** of families who sought services received them during each 6-month period.

Across the 2-year period, grantees provided the following services:

- A total of **215** one-to-one supervised visits to an average of **21** families; and
- A total of **510** supervised exchanges to an average of **14** families.

Families Seeking Services

Grantees serve victims of domestic/sexual violence and their children. Between July 1, 2017 and June 30, 2019:

- The majority of families served or partially served were victims of **domestic/dating violence** (99%).

Tribal • Grantee Perspective



Through the funding of the Tribal Governments grant, the Alaska Native Justice Center (ANJC) Advocate Case Manager and Family Law Attorney have successfully assisted victims of domestic violence and sexual assault. ANJC is able to provide legal assistance through court accompaniments, assistance in filing protective orders, divorce and custody complaints. We are also able to consult during our monthly Pro-Se clinics for divorce and custody. We are honored to hear their stories and we're able to coach and support participants in building new life skills. We offer assistance in safety planning, applying for stable housing, child care, applying for TANF, seeking employment, getting referrals to counseling, and providing referrals to other agencies that offer services that we do not offer, so that they are receiving wraparound care and support to become successful. ANJC connected with the District Attorney's office and opened the door for communication and referrals from their office. We were able to establish a relationship with the understanding that we can provide wraparound services to victims of crimes. Due to this new connection, we are accessing a larger percentage of Alaskan Native victims of domestic violence and sexual assault.

ALASKA NATIVE JUSTICE CENTER, INC.

Many AI/AN victims live in isolated rural communities with limited or no access to cellular/landline phone services, transportation, or emergency care; and limited criminal justice, legal assistance, and safe housing resources. Getting to or receiving services can often be tremendously challenging. Frequently, incidents of domestic violence are underreported or undocumented because victims are not able to obtain assistance from police or medical professionals. Further, less than one-third of Native American land is within a 60-minute driving distance of healthcare centers that offer SART/SANE services (Juraska et al., 2014; Petillo, 2013).



Table 5 Families seeking services with Tribal Governments grant funds, July 2017–June 2019

| Families seeking services | 6-month average | |
|--|-----------------|-----|
| Total families seeking services | 51 | |
| Families served | 45 | 89% |
| Families partially served | 4 | 7% |
| Families not served | 2 | 4% |

NOTE: “Partially served” represents families who received some but not all of the service(s) they requested, provided those services were funded under the Tribal Governments Program grant. “Not served” represents families who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Tribal Governments Program grant.

Demographics of Families Served and Partially Served

The majority of custodial parents were **American Indian or Alaska Native** (86%), **female** (84%), and between the ages of **25 and 59** (91%), with children between the ages of **0 and 6** (50%). Non-custodial parents were most likely to be **American Indian or Alaska Native** (86%), **male** (69%), and between the ages of **25 and 59** (88%).



A recent study confirmed earlier research that showed that the participation of paraprofessional police, based in communities that may otherwise lack law enforcement presence, can enhance the criminal justice response to domestic and sexual violence in Alaska Native communities. This evidence further supports the fact that successful coordinated community responses to sexual and domestic violence must account for the challenges of a rural landscape and the unique cultural dynamics of each tribal community (Myrstol, 2018).

Criminal Justice

In addition to the disproportionate impact of violence on Native women, men, and children, there are unique legal and geographical barriers to responding to these crimes. Factors including the race of the victims and perpetrator, the legal status of the land on which the incident occurred, and the type of crime committed determine under whose jurisdiction a particular crime falls. Some crimes fall under federal jurisdiction, others under the tribe’s, and the legal factors of some incidents are such that no agency has jurisdiction, meaning that victims can face escalated danger and their offenders will not be held accountable. VAWA 2013 included a provision that restores tribes’ inherent authority to exercise jurisdiction over some crimes of domestic violence and violations of protection orders involving non-Native offenders. In addition to jurisdictional issues, many tribal communities are remote and isolated and some tribes have limited resources for responding to domestic/sexual violence. For instance, law enforcement response time in some parts of Alaska can take hours or even days.

The Tribal Governments Program supports the efforts of tribal governments to develop or enhance a coordinated community response that brings together law enforcement, prosecution, courts, probation, victim services, and public and private service providers. Some Tribal Governments grantees have used grant funds to support their effort to exercise jurisdiction under VAWA 2013, in accordance with all applicable laws.

Law Enforcement

Grantees use funds to support law enforcement response to domestic/sexual violence. Tribal law enforcement officers respond to emergency calls for assistance, interview key witnesses, and are often familiar with the people and circumstances involved in a given case, due to the small and isolated nature of some tribal communities. Every other agency, including prosecution, depends on them to supply critical information about a case. For this reason, it is common for tribal law enforcement officers to provide continuing assistance throughout the length of a case. Tribal law enforcement is a vital component of the peacekeeping and accountability process for the tribal nations they serve.

- 16 (7%) grantees used funds for law enforcement activities.
- Law enforcement staff made a total of 734 victim referrals to tribal and non-tribal victim services across the 2-year period.

A proactive response and victim-centered approach influences whether or not victims report these offenses, and whether appropriate evidence is collected to allow prosecutors to convict offenders.



VAWA 2013 requires all tribes, territories, and states to recognize and enforce protection orders from any other jurisdiction. Unfortunately, however, many states and counties have not consistently carried out the requirements of this statute, leaving Native victims vulnerable to continued abuse. This may be due to a misunderstanding about tribal jurisdiction, differences in documentation, and/or lack of alignment between data systems. A recent report generated by tribal and state leaders highlights promising strategies to overcome this challenge, which include: codifying solutions in law, enhancing collaborative state-tribal relationships, improving education and training, and continually assessing civil protection order procedures (Walter, & Freedman, 2019).

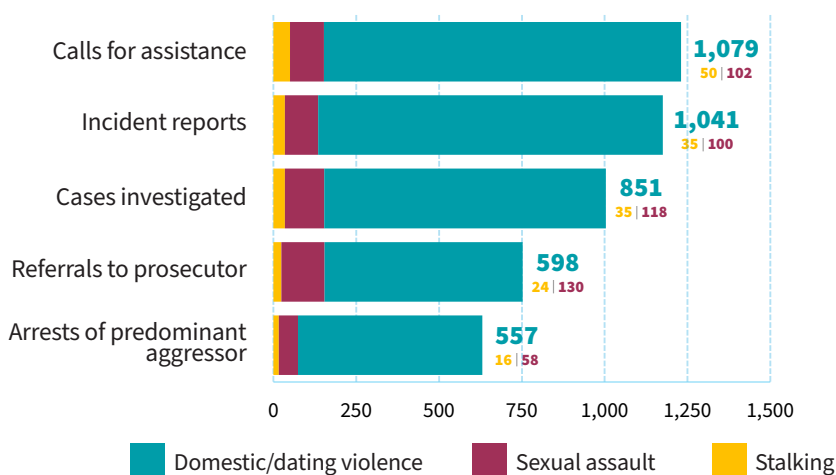


Tribal • Grantee Perspective

This funding has helped increase focus on investigation specific to intimate partner violence, sexual assault/rape, teen dating violence, elder abuse, and stalking. The Special Victims Criminal Investigator spends more time on these specific cases to aid in offender accountability and enhance safety of the victim(s), often through partnership with the Tribal community-based victim advocate(s). Of course, without this funding, we wouldn't be able to enhance accountability, nor move towards a more aware community with the batterers intervention program. This program started because our community requested a step towards maintaining our community in a healthy way, knowing offenders may remain or return. Victims may want them back in their life for whatever the reason, the offender's family may want them to stay nearby or within the community they grew up in, and more often than not, they will return to our community. This program allows for space, tools, and practice in changing, enhancing or morphing an offender's identity to, hopefully, one of honor and respect with every breath. Family Violence Services has an excellent, long-standing victims advocacy program and the batterer intervention program seemed fitting as a possible solution for our community. So far, it seems to be a positive step!

CONFEDERATED TRIBES OF THE UMATILLA INDIAN RESERVATION

Figure 9 Law enforcement activities in Tribal Governments Program criminal cases, July 2017–June 2019



NOTE: Grantees report only on law enforcement activities that are funded under the Tribal Governments Program and they may receive funds for one or for a number of these activities. Therefore, no relationships can be inferred or comparisons made between activities reported here.



In partnership with OJP's Bureau of Justice Assistance (BJA), OVW funds and manages a Violence Against Women

Tribal Special Assistant U.S. Attorney (Tribal SAUSA) Initiative that trains cross-deputized tribal prosecutors in federal law, procedure, and investigative techniques to enable them to bring every viable domestic or sexual violence case in tribal court, federal court, or both. These SAUSAs maintain an active caseload while also helping to promote higher quality investigations and better federal-tribal communication. Such strategies help ensure that sexual assault victims who report these crimes will be met with a strong, coordinated justice response and access to services to support their recovery.



Tribal • Grantee Perspective

This funding has also enabled us to split a staggering prosecutorial case load up by providing an additional prosecutor, which has allowed us to prosecute more crimes and to focus more attention on each defendant. This in turn allows us to focus on tailoring penalties towards a successful outcome, reducing recidivism by treating the problem instead of just punishing someone. We look forward to utilizing the funds to design, develop, and collaborate with other tribal entities on community events that bring awareness to the subjects of domestic violence and sexual assault. The funds will allow us to increase our visibility within the community, which will benefit victims and hold the potential to create a trust that is needed for their safety as well as the community's.

MENOMINEE INDIAN TRIBE OF WISCONSIN



Tribal • Grantee Perspective

This funding opportunity has allowed us to build a dedicated team of professionals who work together on a daily basis to achieve a common goal of protecting victims of domestic violence, sexual assault, stalking and strangulation. This team consists of an investigator, a prosecutor, and a victim advocate. In addition, we have built a strong working relationship with our federal partner. The Investigator and the FBI agent have worked many cases in conjunction with one another and this has led to what we believe is an increase in reporting, especially with respect to sexual assault cases. The FBI is on the reservation every week working cases with the Investigator, sometimes multiple times a week.

CONFEDERATED TRIBES OF COLVILLE

Prosecution

Tribal prosecutors play a significant role in securing safety and justice for Native victims of domestic/sexual violence. Approaches to prosecution vary by state and tribal nation. Tribal police and prosecutors need to be equipped with the tools, resources, and expertise to respond to domestic/sexual violence, make charging decisions, and issue sentences consistent with applicable statutes. **Grantees that use funds for prosecution activities may pursue prosecution by making referrals to appropriate external agencies and/or by prosecuting case referrals they received.**

- **8** (3%) grantees used funds for prosecution.
- Prosecutors received a total of **839** case referrals pertaining to domestic/sexual violence, and accepted a total of **902**ⁱⁱⁱ cases for prosecution across the 2-year period.
- Prosecution staff made a total of **658** victim referrals to tribal and non-tribal victim services across the 2-year period.

Table 6 Cases received and accepted by prosecutors funded by the Tribal Governments Program by type of victimization, July 2017–June 2019

| Type of case | Case referrals received | Cases accepted for prosecution | Percent accepted |
|--------------------------|-------------------------|--------------------------------|------------------|
| All cases | 839 | 902 | 108% |
| Domestic/dating violence | 797 | 866 | 109% |
| Sexual assault | 29 | 26 | 90% |
| Stalking | 13 | 10 | 77% |

Table 7 Cases disposed of by prosecutors funded by the Tribal Governments Program by type of victimization, July 2017–June 2019

| Type of case | Cases disposed of | Dispositions resulting in convictions | |
|--------------------------|-------------------|---------------------------------------|------------|
| | | Number | Percent |
| All cases | 863 | 791 | 92% |
| Domestic/dating violence | 630 | 564 | 90% |
| Sexual assault | 18 | 18 | 100% |
| Stalking | 1 | 1 | 100% |

NOTE: Convictions include deferred adjudications.

ⁱⁱⁱ Cases accepted, declined, or transferred in the current reporting period may have been received by prosecution in a previous reporting period. Consequently, agencies may report more cases accepted than referred in any given reporting period.

Courts

There is wide variety in the types of tribal court systems, and the laws are unique to each tribal nation. Some tribal courts are modeled similarly to Western-style courts, where written laws and rules of court are applied. Other tribes adhere to more traditional means of resolving disputes, including the use of peacemaking, elders’ councils, sentencing circles, and banishment. Many tribes that are implementing new tribal courts, or enhancing established ones, are developing hybrid or blended systems that incorporate both traditional dispute resolution practices and Western judicial procedures.

- **4** (2%) grantees used funds for court activities.
- A total of **50** judicial reviews of individual offenders were conducted across the 2-year period.
- Court staff made a total of **55** victim referrals to tribal and non-tribal victim services across the 2-year period.



Until the passage of VAWA 2013, tribal courts could not exercise jurisdiction over certain crimes committed by non-Indian domestic violence offenders on tribal land (Tribal Jurisdiction Over Crimes of Domestic Violence, 2013). The restriction resulted from the United States Supreme Court’s 1978 decision in Oliphant v. Suquamish Indian Tribe. VAWA 2013 recognized tribes’ inherent power to exercise “special domestic violence criminal jurisdiction” (SDVCJ) over both Indians and non-Indians who assault Indian spouses, intimate partners, or dating partners, or who violate certain protection orders, in Indian Country. The Act also specifies the defendants’ rights which a tribe must honor in SDVCJ cases (Singh, 2014; Tribal Jurisdiction Over Crimes of Domestic Violence, 2013; U.S. Department of Justice, 2018).

| Type of case | Cases disposed of | Dispositions resulting in convictions | |
|--------------------------|-------------------|---------------------------------------|-------------|
| | | Number | Percent |
| All cases | 180 | 120 | 67% |
| Domestic/dating violence | 73 | 44 | 60% |
| Sexual assault | 2 | 2 | 100% |
| Stalking | 1 | 1 | 100% |

NOTE: Convictions include deferred adjudications.

Tribal • Grantee Perspective



This funding has allowed us to help Native women break the cycle of violence. Without it, Native women would not have a place to go. Our funding has allowed us to have an office located on the reservation where clients can come for culturally competent assistance. Residents know where we are located and can come to us for information or help in an emergency. We are located near the tribal police and tribal court where clients can also receive support and help.

BISHOP INDIAN TRIBAL COUNCIL

Tribal Probation/Offender Monitoring

Offender monitoring occurs when the court schedules probation or court reviews to determine whether offenders are complying with the terms of their sentences. Probation officers may meet with offenders in person, by telephone, or via unscheduled surveillance.

- **4** (2%) grantees used funds for review activities.
- An average of **560** offenders were monitored during each 6-month reporting period.

Across the 2-year period, these agencies reported the following contacts with individual offenders:

- A total of **2,575** face-to-face contacts with an average of **115** offenders;
- A total of **2,002** telephone contacts with an average of **67** offenders; and
- A total of **12** unscheduled surveillance contacts with an average of **3** offenders.

Tribal • Grantee Perspective



Funding enables us to provide probation services (a service many of the pueblos cannot afford to have) to the Eight Northern Pueblos for offenders of domestic violence, sexual violence, dating violence, and stalking. Eight Northern Indian Pueblos Council (ENIPC), Inc. PeaceKeepers Probation Officer works closely with the courts. The Probation officer travels the long distance to the rural courts and police departments to let them know that ENIPC, Inc. PeaceKeepers is available to help as needed. The probation officer also meets with clients in their respective pueblos since many do not have a way to come to the PeaceKeepers office. Not having the offenders come into the office to meet with the probation officer creates a safe environment for victims. ENIPC, Inc. PeaceKeepers is actively working to raise awareness about domestic violence and sexual assault in the Eight Northern Communities, and engaging the communities to do so as well.

EIGHT NORTHERN INDIAN PUEBLOS COUNCIL



Tribal • Grantee Perspective

Our community is in desperate need of a safe home/shelter for victims of domestic violence and sexual abuse. Our village is one of the most populated along the Yukon River, most homes are occupied by multiple families because there is no available housing. With overcrowded homes, not many people are willing to open their doors to victims in need. These living situations can be very stressful and result in abusive behavior where the victims and children who suffer have nowhere else to go, even if only for a night or two. An emergency intake shelter would greatly benefit our community. If a shelter is funded, we may also be better able to hold the abusers accountable by referring them to our Tribal Courts, as opposed to victims not having a safe place to go and continuing to live in the cycle of abuse with no action taken to address and correct the pattern of abuse.

ASA'CARSMIUT TRIBAL COUNCIL



Tribal • Grantee Perspective

One of the most significant areas of remaining need with regard to improving services to victims/survivors of sexual assault, domestic violence, dating violence and stalking is funding for counseling services and substance abuse assessments. Specialized and accessible counseling services are a vital part of healing and working on future prevention and the long-term success of clients. Survivors often suffer the effects of long-term trauma and may take a year or longer to begin to reveal the nature and effects of the abuse on themselves and their children. Accessible and consistent trauma-informed counseling services would provide a dual purpose, and be utilized for substance abuse assessments as well. This would also allow for continuity of care and coordination of services which would provide support and direction to the DV/SA Advocate. During this reporting period, access to counseling and substance abuse treatment has been a challenge. Obstacles include long waitlists and short staffing. Many of the clients who do receive services are only able to receive crisis intervention counseling which is designed to stabilize but does not help survivors work through their trauma. Survivors experience the same challenges with substance abuse treatment services and assessments. Access to care for substance abuse assessments as well as detox and inpatient treatment are limited in our community. Often, the vital piece in receiving services is the substance abuse assessment, which often takes months of waiting. The lack of access to these services contributes to survivors continuing in their cycles of abuse and hinders and lengthens the healing process.

KENAITZE INDIAN TRIBE IRA

Table 9

Probation activities funded by the Tribal Governments Program,
July 2017-June 2019

| Activity | |
|---|-----|
| Average number of offenders (6-month average) | 560 |
| Total number of offenders who completed probation | 67 |
| Offenders completing probation without violation | 52 |
| Offenders completing probation with violation | 15 |

Remaining Areas of Need

Grantees cited **housing**, including **emergency shelter, transitional housing, and long-term affordable housing**, as their biggest unmet need. While shelter services were sometimes available in nearby areas, grantees reported that victims were often reluctant to use these resources, preferring to remain within their own communities.

Additionally, grantees reported that victims struggled to achieve independence due to their **inability to access necessities**, such as:

- Transportation;
- Employment and job training;
- Financial assistance; and
- Child care.

Grantees also frequently reported the need to provide **culturally informed and linguistically appropriate domestic violence and sexual assault services**.

Grantees noted that **co-occurring issues, such as substance abuse, mental illness, and long histories of trauma** complicated efforts to help victims achieve self-sufficiency.

Many grantees emphasized the necessity of **providing community education and outreach** in order to:

- Advance knowledge of available services;
- Promote supportive and understanding attitudes towards victims and combat victim-blaming responses; and
- Teach community members about the dynamics of domestic and sexual violence while providing models for healthy relationships.

Grantees reported the need for measures to **enhance offender accountability**, including:

- Specialized training for judges, prosecutors, and law enforcement on the dynamics of domestic violence;
- Funding for dedicated domestic violence investigators, prosecutors, and courts;
- Longer sentencing for repeat offenders;
- Updating tribal codes regarding domestic violence and sexual assault;
- Developing culturally appropriate batterer intervention programs; and
- Improved victim access to legal assistance.

Grantees also reported that **jurisdictional issues between Tribal governments, cities, states, and counties** further complicated community efforts to hold offenders accountable.

Despite efforts to encourage victims to report abuse and receive needed services, grantees reported that **domestic violence and sexual assault victims were often hesitant to come forward**. They attributed this to:

- A lack of anonymity in small rural communities and on tribal land;
- Deeply embedded beliefs and family structures that make it difficult for victims to leave their abusers;
- A lack of law enforcement presence on tribal lands;
- The need to maintain financial stability and housing;
- Little knowledge of available services; and
- Beliefs that offenders would not be held accountable for their actions.

Grantees also noted a need to **enhance collaboration and coordination between service providers** in response to domestic violence and sexual assault, especially between Tribal, state, and local law enforcement, and courts.

Finally, grantees expressed a need to ensure the sustainability of programs and services by addressing **staff shortages and high turnover rates** in grantee organizations, especially in rural and geographically isolated communities.

Tribal • Grantee Perspective



One of the greatest needs to increase victim safety and offender accountability in Oklahoma are laws that require mandatory training, and oversight to ensure training in domestic and sexual violence for judges, prosecutors, law enforcement, and Department of Human Services workers who impact survivors' lives by the decisions they make through their role in the civil/criminal justice systems. The on-going revictimization and victim blaming that takes place through the civil and criminal legal process continues to be a huge barrier to survivors seeking help and lives free from abuse. In the majority of our counties, victims are blamed for cases of domestic violence not being prosecuted against an abuser because they are "uncooperative." In this case, "uncooperative" means they can't be reached for follow-up photos or follow-up interviews or are unwilling to testify in the criminal case. Sadly, few if any of our counties are utilizing evidence-based prosecution to hold offenders accountable for their actions; rather they rely solely on the testimony of the victim. A lack of understanding of power and control and an abuser's use of the civil/criminal process to continue control over the victim continues to put the victim at great risk for revictimization should she choose to participate in the civil/criminal case.

MUSCOGEE CREEK NATION

NE • Grantee Perspective



A significant need exists for increased understanding of Native American culture and the unique viewpoints and structures of each Tribe. If more people have knowledge about Native culture and tribal communities, the dynamics and effects of domestic violence, and the services available to survivors, more people will respond appropriately to violence, more survivors will feel comfortable seeking assistance, and perhaps violence will be prevented.

LEGAL AID OF NEBRASKA

