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Tribal Strategies Against Violence

Turtle Mountain Band of Chippewa Indians Case Study

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EVALUATION OF THE *TRIBAL STRATEGIES AGAINST VIOLENCE* INITIATIVE

TURTLE MOUNTAIN BAND OF CHIPPEWA INDIANS CASE STUDY

1.0 INTRODUCTION

In FY 1995, the U.S. Department of Justice's Bureau of Justice Assistance (BJA) — working in conjunction with the Office of Justice Programs (OJP) American Indian and Alaska Native Desk — developed the *Tribal Strategies Against Violence* (TSAV) initiative. As a federal-tribal partnership, the TSAV initiative was designed to empower American Indian communities to improve the quality of life by fostering strategic planning to identify community problems and implement locally developed partnerships to address those problems. The ultimate purpose of the TSAV initiative was the development of comprehensive reservation-/community-wide strategies to reduce crime, violence and substance abuse.

Seven American Indian Tribes were selected to participate in this BJA demonstration program. These were: the Chickasaw Nation (Oklahoma), Duck Valley Shoshone-Paiute Tribes (Nevada), Fort Peck Assiniboine and Sioux Tribes (Montana), Grand Traverse Band of Ottawa and Chippewa Indians (Michigan), Puyallup Tribe of Indians (Washington), Rosebud Sioux Tribe (South Dakota), and the Turtle Mountain Band of Chippewa Indians (North Dakota).

1.1 TSAV Evaluation

In July 1997, ORBIS Associates was contracted by the National Institute of Justice (NIJ), U.S. Department of Justice (DOJ) to conduct an evaluation of the TSAV initiative. Four of the seven TSAV sites were selected by BJA to be included in this evaluation study. They were as follows:

- (1) The *Fort Peck Assiniboine and Sioux Tribes*: one of the initial two pilot sites selected by BJA in FY 1995
- (2) The *Chickasaw Nation*: awarded funds under an FY 1996 competitive process
- (3) The *Turtle Mountain Band of Chippewa Indians*: awarded funds under an FY 1996 competitive process
- (4) The *Grand Traverse Band of Ottawa and Chippewa Indians*: awarded funds under an FY 1996 competitive process

ORBIS' primary evaluation tasks were to:

- document how TSAV approaches had evolved at each of the four TSAV sites;
- document how each site had implemented its comprehensive strategies;

- analyze and report how differences in local cultures, physical environments or government structures at the sites may have affected implementation at the sites and may or may not have implications for potential success of TSAV in other American Indian communities; and
- provide useful evaluation findings for tribal and Department of Justice (DOJ) decision makers as well as other criminal justice stakeholders.

This *Case Study* is one of four completed for the evaluation of the TSAV initiative. It documents the activities implemented by the Turtle Mountain Band of Chippewa Indians during its two TSAV grant awards and assesses the program impact at the site. Comparable case studies have also been prepared for the other three TSAV sites. Additionally, a *Cross-site Analysis Report* has been prepared, containing an analysis of TSAV program impacts across the four evaluation sites. That report also presents conclusions about the overall TSAV initiative.

1.2 Framework of TSAV Initiative

In formulating the TSAV initiative, BJA built upon the lessons learned from several past BJA-funded community-based prevention demonstration projects, i.e., the premise that (1) individual/agency actions are necessary but not sufficient to prevent crime and delinquency; and (2) by working together, people can make a difference in the quality of life for themselves, their neighborhoods, and their communities.

The planning model used by BJA for the TSAV initiative was based upon findings from several community policing demonstration projects. This planning model emphasized that:

- a multi-faceted planning team be formed;
- law enforcement and the courts can be engaged as partners;
- target area(s) be identified;
- community representatives be actively involved in the development, implementation, and monitoring of strategies for policing neighborhoods and delivery of other services; effective programs often begin with small, tangible victories and then, using the confidence gained, tackle larger issues; and
- effective programs be implemented with minimal funding generally directed toward staffing of a coordinator/community organizer, organizational overhead costs, and technical assistance.

As stated in the FY 1996 TSAV Program Announcement, the three *goals* of the Tribal Strategies Against Violence initiative were to:

Goal 1: *Improve a community's capability to comprehensively address issues of crime, violence and drug demand reduction*

Goal 2: *Promote community-based program development involving the active participation of youth, community residents, educators, spiritual leaders, businesses, social services, criminal justice representatives and elected officials*

Goal 3: *Develop an effective culturally sensitive program model that can be replicated by other Native American communities*

As identified by BJA, there were also four key local objectives for the Tribal Strategies Against Violence initiative.¹ These objectives were expected to advance individual communities towards the overall three TSAV goals cited above.

- □ **Establish and/or enhance a diverse planning team and build partnerships** — representative of tribal service providers (i.e., law enforcement and courts, prosecution, social services, education, etc.), spiritual leaders, businesses, community residents and youth
- □ **Develop and implement cost-effective crime and violence reduction strategies** (including community policing, prosecution and prevention initiatives)
- □ **Provide youth with alternatives** to substance abuse and gang involvement
- □ **Enhance local capability to identify public and private resources**

From the onset of planning for, and throughout the implementation of, this demonstration initiative BJA placed great emphasis on TSAV needing to be “a **process** not a project.” This concept was reiterated and repeatedly reinforced by both BJA staff and the staff of its TSAV technical assistance provider, the National Crime Prevention Council (NCPC). *Process, not project* was the underlying theme for much of the training provided to grantees throughout the duration of the initiative.

The Turtle Mountain Band’s initial TSAV grant was awarded October 1, 1996. The TSAV program was initially envisioned by BJA as one 18-month program year, consisting of distinct planning and implementation phases. The planning phase was to cover the first six months, after which time each grantee was to complete its TSAV Implementation Workplan. In actuality, the planning process ended up taking approximately nine months. Each grantee was given \$30,000 for planning purposes, and was asked to organize a five-member TSAV planning team. This team was then provided training by NCPC and BJA staff. After completing its TSAV Implementation Workplan, each grantee was authorized to expend the remaining \$90,000 of grant funds to implement their crime, violence and substance abuse strategies. Although not initially part of the BJA TSAV plan, each grantee was ultimately given a second grant award, this time for 15 months and a sum of \$105,000. At the Turtle Mountain Band, the TSAV staff members remained operational on a part-time basis through October 31, 1999.

¹ There were a total of seven objectives in the FY 96 TSAV Program Announcement; one related to provision of full-time staff to help guide the planning team in development and implementation of a Workplan; another related to provision of technical assistance to core team members by BJA. Neither of these objectives pertained directly to the content of the local programs. Another objective which related to community policing, prosecution and prevention initiatives was, for purposes of facilitating discussion of strategies in this report, subsumed under the second objective cited above.

2.0 CASE STUDY METHODOLOGY

Two ORBIS site visits were made to the Turtle Mountain Band of Chippewa Indians — the first in December 1997, which involved three evaluation team members, and the second in October 1999, which involved two evaluation team members. The evaluation activities undertaken for this case study included:

- (1) on-site interviews with affiliated program staff of the Turtle Mountain Band, key TSAV Core Team members, key Bureau of Indian Affairs (BIA) and tribal law enforcement personnel, TSAV program partners, the Tribal Chairman and tribal council members, and other community service providers participating in the local TSAV initiative's planning and implementation;
- (2) review of program documents in BJA's own files as well as of tribal and project documents collected on site; and
- (3) a survey of local TSAV stakeholders, and
- (4) analysis of data from the BIA's Turtle Mountain Agency law enforcement data.

3.0 SITE HISTORY AND DESCRIPTION

3.1 Characteristics of the American Indian Tribe

The Turtle Mountain Band of Chippewa Indians is a federally recognized American Indian Tribe located in North Dakota. The Tribe has two branches of government: a nine member Tribal Council, which serves as the legislative branch and a Judicial Board, which serves as the judicial branch.

The Turtle Mountain reservation² consists of 46,080 acres (72 square miles) located in north-central part of the state. Out of a total tribal membership of 26,000, approximately 16,000 members live on or adjacent to the reservation. The primary service and commercial area on the reservation is the unincorporated town of Belcourt, located ten miles from the Canadian border. Two other communities — Dunseith to the west and Rolla to the east, both of which are off but just adjacent to the reservation — also serve as major commercial centers for reservation residents and are home to some tribal members. Many of the Tribe’s administrative offices (including the TSAV program office) as well as the BIA Turtle Mountain agency are located in the town of Belcourt.

According to tribal authorities, the tribal unemployment rate was about 59% in 1997. While the Tribe’s two gaming casinos serve as a major source of employment for reservation residents, this source of employment is seasonal, and generally does not exceed 400 employees during summers and 250 in the winter. The Tribe also operates the Turtle Mountain Manufacturing Company (employing approximately 160 persons) and the local public utilities/services on the reservation. Uniband is a tribally owned data entry company with contracts in 13 states. In 1997, it added a second building to its original facility in Belcourt.

In addition to tribally operated businesses, there are several private enterprises providing employment for tribal members, including small motels, cafes and a small shopping mall with individually owned shops. Construction and farming also provide employment opportunities to Turtle Mountain Band residents.

The majority of Turtle Mountain Band residents reside in Belcourt, Dunseith or Rolla. They live in either private homes or housing developments operated by the tribal housing authority. Tribal housing is located both on and off reservation, mostly in or near the communities of Belcourt and Dunseith. From 1987 to 1997, tribal housing grew from four low-income housing communities with a total of about 300 homes to 11 tribal housing sites³ (excluding “scatter” sites) with 777 units of low income housing. Each housing community has its own Community Building. The Shell Valley housing community is also the location for the tribal Head Start facility/program.

Despite this growth in housing from 1987-1997, housing remains in inadequate supply at Turtle Mountain. The Tribe continues to weigh various housing development options. Indicative of the Tribe’s serious commitment to making more housing available to its members, the Tribe has taken

² Other tribal lands (69,860 acres) are located between North Dakota and Montana in what is called the Trenton Service Area. About 250 miles from the Turtle Mountain reservation, this area was not a target for TSAV activities. According to BIA statistics approximately 1,800 tribal members live in the Trenton Area.

³ These are East Cluster, South Cluster, Creek Site, La Belle Coeur, Shell Valley, Turtleville, Green Acres, two in north Dunseith, additional units in old Dunseith, and Eagle View.

a serious step (unprecedented, with respect to tribal sovereignty) allowing the Veterans Administration to impose foreclosure and eviction clauses into its loan process as a condition to tribal members receiving VA loans.

In 1999, one tribal planning official stated that construction on 10 new homes was being financed through tax credits offered through the tribal Housing Authority. It was anticipated that this mechanism could result in as much as \$25 million being available for future housing construction.

Young adults and tribal members who have recently returned to the reservation constitute the majority of residents in the low income tribal housing communities. The number of newly returned members increased significantly as a result of the 1997 Winter flood in Grand Forks. Almost 2,000 people returned to the reservation following that catastrophe. Moreover, since 1995 tribal members have been returning to the reservation as a result of the development of new tribal enterprises, and despite the fiscal problems that the Tribe has been encountering. Some influx of new people is expected to continue.

Law enforcement agencies. Three law enforcement agencies have jurisdiction on the Turtle Mountain Band reservation: the North Dakota Highway Patrol, the Rollette County Sheriff's Department, and the Belcourt Police Department. It is this third entity, the Belcourt Police Department, which serves as the primary law enforcement agency. Operating under a Memorandum of Agreement (MOA) between the Bureau of Indian Affairs' (BIA) Office of Law Enforcement Services (OLES) and the Turtle Mountain Band, the Belcourt Police have both BIA law enforcement officers and Tribal law enforcement officers.

In October 1999, the BIA uniformed police positions in the Belcourt Police Department consisted of ten Police Officers, two Traffic Safety Officers, and eight Dispatcher/Jailers. (Five of these positions were vacant at the time of the 1999 evaluation site visit.) The Department also has specialized Tribal police officers, including Turtle Mountain Band Housing Security Officers who are responsible for patrolling the 11 tribal housing sites. Tribal police positions are funded under federal and state grants — such as COPS grants — awarded to the Turtle Mountain Band. Commissioned by the Tribal Council, tribal officers are deputized by the BIA upon completion of the required training. They are given authority to arrest, stop and search, confiscate, serve citations, transport prisoners and involuntary mental health detainees, prevent and investigate violations of tribal and applicable federal laws and assist in cases of accidents or emergencies. (Note: at the time of both evaluation site visits, the primary tribal police activities were in relation to domestic abuse cases.) After proper training and certification, tribal police are authorized to carry firearms.

In addition to the uniformed officers cited above, the Belcourt Police Department includes a criminal investigation section which, in December 1999, consisted of seven positions. Three of these were for investigating major crimes; one was for a domestic violence investigator; one was for a burglary investigator; and two were for drug enforcement officer positions. Three of the seven positions were funded through BIA. The two drug investigators were funded through state pass-through grants. The domestic violence investigator and the specialized burglary and theft investigator positions were funded through DOJ COPS money.

Working together as one law enforcement department, all officers (BIA and tribal) in the Belcourt Police Department operate under BIA law enforcement policies and lines of supervision. The

Department's jurisdiction covers all tribally owned and allotted lands on the Turtle Mountain Band reservation.

Judicial Systems. The judicial systems with jurisdiction on the Turtle Mountain Band reservation include the Judicial Branch of the Turtle Mountain Band's tribal government; the U.S. District Court for North Dakota and the U.S. Attorneys Offices for that judicial district; and the Eighth Circuit of the U.S. Court of Appeals.

The Tribe's Judicial Branch consists of a Judicial Board, the Tribal Court and its three divisions (criminal, civil and juvenile), and an Appellate Court. The duties of the Judicial Branch are to adjudicate criminal, civil and juvenile cases arising under the tribal constitution as a result of tribal government resolutions or from statutes codified in the Tribal Code (adopted in 1976). The Branch is also entrusted with ensuring the protection of individuals' rights stemming from the Indian Civil Rights Act of 1968.

3.2 Characteristics of TSAV Target Areas

The Turtle Mountain Band of Chippewa Indians did not select specific geographic target areas for its TSAV implementation. Rather, because of the small size of the reservation, each of its program goals was slated to have impact on as broad an expanse of the reservation as possible. Thus, strategies intended to have an impact on, for example, the rates of domestic violence or child neglect were designed for reservation-wide outcomes.

In both 1997 and at the end of 1999, Tribal Court statistics show that traffic violations, domestic violence, and substance abuse related arrests were the three leading areas of crime — in descending order — on the Turtle Mountain Band reservation. As is often the case, these types of crime are intertwined on the reservation — for example, most traffic violations are for Driving Under the Influence (DUI). Traffic fatality rates on the Turtle Mountain reservation are among the highest in North Dakota. While domestic violence is the second highest reported crime on the reservation, that rate is actually assumed to be even higher since many cases go unreported. Of note is that 81% of families involved in violence are either single parent or blended family households. Additionally, 85% of the children involved in incidents of violence are already on record as themselves having been subject to neglect or some type of physical, sexual or other abuse.

Seventy-nine percent of Turtle Mountain Band families are cited as living below the poverty level (\$21,000). The median per capita income is about \$6,500. As elsewhere in the country, many of this community's crime, violence and substance abuse problems are strongly linked to poverty. Moreover, many of the problems occur in tribal low-income housing areas. Youth crime also appears to be most prevalent in the low income housing communities, especially the Turtleville community. Presently, about 90% of the children residing in low-income housing live in either single or blended families and 80% of juvenile crimes (truancies, DUIs, violence, drugs, burglaries) are committed by juveniles who come from single parent or blended families living in poverty.

Several interviewees noted that residents of tribal housing do not usually regard their housing sites — groups of houses — as “communities.” In large part, this may stem from the fact that tribal housing residents don't usually live in those areas by choice. Rather, they are there because they cannot find available or affordable housing elsewhere. Pride in home maintenance in these

low-income housing areas is considerably less than elsewhere on the reservation. Not surprisingly, therefore, it is in these communities that much of the reservation vandalism and theft occurs.

As a reflection of the above cited data, the Turtle Mountain Band's TSAV initiative focused on strategies aimed at strengthening families, reducing family violence and reducing youth involvement in substance abuse and illegal activities.

4.0 PROGRAM STRUCTURE AND CHRONOLOGY

4.1 Formal Organization and Structure of the Turtle Mountain TSAV Initiative

The Turtle Mountain Band's TSAV program operated independently from any tribal department or program office. Except for a very short period of time when the first director shared office space in the Tribal Planning Office, the TSAV program maintained office space separate from other tribal offices. All formal reporting on the program was made directly to the Chairman of the Tribal Council.

The TSAV staff positions varied during the two grant periods. During the first grant period, there were three full-time TSAV positions, namely a *Director*, a *Community Organizer*, and a *Youth Organizer*. While the Director's salary was paid in full with TSAV funds, the Tribe contributed half of the salaries for each of the other two positions. This staffing arrangement changed under the second grant award. A BJA-imposed contingency for the second award was that the Tribe assume responsibility for half of the Director's position. To accommodate this requirement, the Tribe eliminated the Youth Organizer position, thus freeing the tribal contribution to pay half of the Director's salary. TSAV grant funds were then used to pay the other half of the Director's salary and the entire salary of the Community Organizer position.

For about half of the time in which the TSAV program operated at Turtle Mountain Band, staffing was also supplemented by a Job Training Partnership Act (JTPA) position. This position provided a variety of support-related functions.

The local TSAV program was overseen by a Core Team. The primary members of this Team met on a regular basis for most of the duration of the TSAV initiative. During the second funding cycle, meetings were often as frequent as three to four times per month.

Four particularly key agencies were represented on this Team, enabling those entities to maintain relatively constant involvement in the TSAV initiative. Those four entities were: (1) law enforcement — through participation of the BIA Police Captain, (2) the Tribal Court — through participation of the Chief Clerk of the Tribal Court, (3) the tribal planning department — through participation of the chief Tribal Planner, and (4) the tribal Judicial Committee — through participation of the TSAV Director who was also a member of the Judicial Committee.

In addition, Core Team membership consisted of representatives from other tribal and criminal justice-related entities. While these representatives did change a little during the TSAV initiative, at various times the Core Team had participation from the director of the Tribe's Victims of Crime Act (VOCA) program, one or two probation officers, one or two BIA/tribal police officers (other than the Police Captain who was mentioned earlier), the superintendent of the Dunseith School District, and a representative of Turtle Mountain Community College (who was a trained and certified social worker). During the second grant period, a tribal council member, the tribal prosecutor and the Associate Judge of the Tribal Court also began participating on the Team.

From time to time, and on an as-needed basis, participation from several other community entities occurred. For example, educators, social workers, and other professional and community members attended Core Team meetings at appropriate junctures.

4.2 TSAV Planning Process for the Turtle Mountain Band

The Core Team used a multi-pronged planning approach for developing its TSAV goals and subsequent Workplan. A needs assessment was done to identify problems and subsequent potential strategies to combat identified crime, violence and substance abuse issues on the Turtle Mountain Band Reservation. A survey instrument was developed and administered for the purpose of collecting a broad spectrum of community input — particularly from parents and grandparents, students (ages 13-20), school administrators, teachers, clergy, and business owners. Statistics collected from the courts, social services, and BIA/Tribal Police Department were reviewed to note any trends — e.g., in age groups, “inner city” vs. rural, etc. The survey results were then placed within the context of those statistics and strategies evolved from that analysis.

This Turtle Mountain Band planning and assessment process revealed a population in crisis. The continued factors of high poverty and high unemployment on this small and densely populated reservation — coupled with what community leaders characterized as “cultural deprivation” — had led to severe problems associated with alcoholism and drug abuse, juvenile delinquency and domestic violence. It was recognized that this cycle of related factors and problems was taking its toll on the Turtle Mountain Band community, generation after generation. The identified community needs were ultimately narrowed down and refined into three TSAV goals.

4.3 TSAV Goals and Strategies for the Turtle Mountain Band

Three TSAV goals were pursued during the both years of funding. Unlike other sites, the Turtle Mountain Band did not revise any of its TSAV Workplan goals for the second year of implementation. It did, however, add a new objective under each goal for the second grant period. The Turtle Mountain Band’s three TSAV goals were as follows:

Goal 1: *To Build a Safer and Healthier Community by Strengthening Families*

This goal was included in the Workplans for both years of the Turtle Mountain Band’s TSAV program. The Workplan objectives and activities associated with this goal were to include development of a family-based education and support system, which, among other things, established a Parent Outreach Program and developed an information service directory for community members; improvement of adult educational and literacy instruction opportunities; provision of alternative activities and support for at-risk youth; and promotion of family social interaction opportunities like family summer camps and community Family Day.

Goal 2: *Reduction of Family Violence*

This goal was included in the Workplans for both years of the Turtle Mountain Band’s TSAV program. The Workplan objectives and activities associated with this goal were to include establishing a database listing serious, habitual offenders — integrating data from all local and state agencies; amending current laws/tribal codes pertaining to domestic violence, including eliminating inconsistent sentencing of domestic abuse offenders; developing community and school-based programs that foster conflict mediation and anger management; involving at-risk youth in projects to prevent crime and violence; and training

police officers in protocols for addressing domestic and child abuse incidents and training health care providers in violence prevention techniques.

Goal 3: *To Develop and Implement a Suppression, Intervention Program to Reduce Youth Involvement in Substance Abuse and Non-law Abiding Activities*

This goal was included in the Workplans for both years of the Turtle Mountain Band's TSAV program. The Workplan objectives for this goal were to include establishing an integrated network of community entities such as law enforcement and other government and public agencies, as well as concerned citizens, to combat drug use and gang activity in the community by for example, through graffiti paint-outs and having D.A.R.E. officers make presentations in the classroom; developing a culture-based prevention program to prevent youth involvement with drugs and gangs; and developing strategies for better understanding peer pressure influences on youth.

4.4 Budget Information for the Turtle Mountain Band TSAV Program

The Turtle Mountain Band of Chippewa Indians received two TSAV grant awards.

- □ The first award of \$120,000 was for an 18-month project period (October 1, 1996 - March 31, 1998). Of those funds, \$30,000 were to be used in the first 6 months for Phase 1 (diagnosing assets, obstacles and local priorities) and Phase 2 (determining a strategic plan). The remaining \$90,000 was to be used in the subsequent 12 months for Phase 3 (program implementation.) This 18-month grant ultimately received a 3-month, no-cost extension through June 30, 1998.
- □ A second grant award of \$105,000 was then made for a 15-month project period (July 1, 1998 - September 30, 1999). Supplementing their salaries with work on another tribal program, the TSAV Director and the TSAV Youth Organizer were able to continue TSAV work, on a part-time basis, through October 31, 1999. It is not known whether a no-cost extension was requested from BJA to incur costs during that extra month of October.

4.5 Site Monitoring, Reporting and Local Evaluation

TSAV applicants were not required to submit either a formative or summative evaluation plan as part of their application process. Not surprisingly, therefore, no evaluation of the Turtle Mountain Band's TSAV initiative was conducted at the local level — by the Tribe or an externally hired evaluator. It is noted, however, that ORBIS Associates' *process evaluation* of the Turtle Mountain Band's TSAV initiative did, to some extent, serve the purpose of an interim evaluation for the local program. The process evaluation findings and recommendations were summarized in the document, *Turtle Mountain Band of Chippewa Indians TSAV Evaluation Site Visit Report #1, May 1998*. Copies of that document were provided to all TSAV sites by the evaluators.

It is also noted that in an August 21, 1996 internal memo from DOJ TSAV Program staff to the DOJ Director of BJA, the following statement was made: *The Turtle Mountain Band of Chippewa Indians will work with BJA, NCPC and local institutions of higher learning, as applicable, to develop an assessment tool to measure project impact.* Despite this language, however, no evidence was found

of such a tool being developed; nor was there evidence, through review of either Federal or local records, that BJA ever substantially pursued this issue with the grantee.

Responsibility for overall monitoring of this grant rested with BJA. This was done through regular phone contact, periodic site visits by BJA and NCPC staff, semi-annual TSAV meetings, and review of the grantee's progress reports. From October 1, 1996, through February 28, 1997, the Turtle Mountain Band's reports were generally submitted to BJA on a quarterly basis. During the second grant cycle, BJA changed its required submission timeframes to be semi-annual. Turtle Mountain Band submitted the first of those required reports. However, no record was found either in BJA files or in the local site's files of a report for the final semi-annual period.

5.0 IMPLEMENTATION OF LOCAL TSAV STRATEGIES

5.1 Approach to Strengthening Families.

The Turtle Mountain Band's TSAV strategies related to strengthening families were primarily undertaken under Workplan goal #1, *To Build A Safer and Healthier Community by Strengthening Families*. This goal was pursued during both TSAV grant periods. The Tribe's 1997 Workplan noted that "many families on the Turtle Mountain Band Reservation are presently experiencing stress from being under employed and having [to] live in [a] poverty stricken environment. This has led to alcohol/drug usage, family violence, dysfunctional families, etc. Children are exposed to inappropriate modeling for anger management, conflict resolution and problem-solving. Ninety percent of the children living in low-rent housing projects come from single or blended family structures." The Workplan went on to cite BIA, federal and tribal statistics indicating that:

- □ The unemployment rate was 55%.
- □ 52% of the tribal population was living below the poverty level; moreover, Rollette County — with an 89% Indian population — was the 48th poorest county (out of 3,141) in the nation.
- 80% of juvenile crimes (truancies, DUIs, violence, drugs, burglaries) were being committed by individuals who came from single parent or blended families and living in poverty.

By the time Turtle Mountain Band's second grant cycle had begun, statistics had worsened yet further. The unemployment rate had increased to 59% and as much as 15-20% of the tribal workforce was being affected by new lay offs and/or work reductions in tribal government and tribal enterprises.

Turtle Mountain Band's strategies undertaken to strengthen families included (1) increasing awareness among at-risk families about services available to them; (2) conducting outreach to at-risk families and providing them training in life-skills and basic adult literacy; (3) providing at-risk youth with healthy alternative activities and opportunities for doing community service; and (4) increasing opportunities for more positive social interactions among family members. [Note: "at-risk families" were considered to be those who were low-income or living in poverty, single parent or blended family households, and/or had had referrals to the Indian Child Welfare program or Tribal Court because of domestic violence, alcohol abuse, child neglect/abuse, etc.]

Increasing awareness about services. To raise awareness about tribal and other services, the TSAV partners published a Directory of 68 tribal agencies and 89 key community department heads (including from federal and state/county agencies) which target services/assistance to low-income families. This Directory provides telephone numbers as well as other descriptive information about the agencies' services. It is updated annually and receives wide-spread distribution at community events. In addition to this Directory, TSAV partners established a Turtle Mountain Family Week. This is a week-long community-wide forum concentrating on family issues. During the course of Family Week, a variety of community service agencies provide community members with information about available services.

Outreach and training. A Parent Outreach Social Worker was hired to work with families in their homes and to teach them "living skills." This person worked under the Tribe's Indian Child Welfare program. A "living skills" course was also developed and made an elective at the Turtle Mountain Community High School. This course was specifically targeted at teen and/or unwed mothers. The

course included topics like parenting skills, problem-solving skills, and budgeting. Adult literacy and basic skills instruction, utilizing the Even Start Family Literacy Program, was also made available to at-risk family members. This was instituted through the Turtle Mountain Community College and the Rollette County Alternative Education Consortium — both of which had representation on the TSAV Core Team. Family members involved with Even Start receive dual college and high school credit.

Alternative activities for at-risk youth. The TSAV-sponsored needs assessment at Turtle Mountain Band had clearly shown the shortage of healthy and safe activities for the community's youth. Armed with this data, TSAV partners approached the Turtle Mountain Band's Tribal Council. As a result of the partners' on-going nudging of and conversations with the Council, tribal funding for a new \$750,000 state-of-art Fitness Center in Belcourt was identified. The fact that the Tribe used its funds to build and maintain this facility was viewed by tribal youth as the first evidence of the Tribe's commitment to and concern about young people. Another strategy implemented by the TSAV partners was to provide youth opportunities for community service. Partners arranged opportunities for graffiti paint-outs and other community beautification projects in which youth participated. These efforts eventually resulted in the Tribe instituting an annual Tribal Community Beautification Day for which tribal employees, as well as school staff and students, were given the day off so that they could participate in communal cleaning projects throughout the reservation. Culmination of this annual event is a community feast held at the lake north of Belcourt.

An additional TSAV-sponsored venture designed to provide alternative activities for youth was the establishing of a Boys and Girls Club in the Dunseith community. As noted elsewhere in this report, Dunseith is one of the off-reservation communities in which many tribal members reside. It was chosen as the site for the Boys and Girls Club because, according to interviewees, it "gets left out a lot" when tribal initiatives are usually considered — in contrast to the central reservation community of Belcourt where the three Turtle Mountain Community Schools, Ojibway Tribal School and the Fitness Center are located. As of October 1999, the Tribe had received start-up funds from the Boys and Girls Clubs of America, Inc. and the TSAV partners were in the process of establishing a Board of Directors. It was anticipated that the Club's activities would be lodged in the Dunseith Public School District's new Activities/Sports Center which was in the process of being built. The Superintendent of Dunseith Schools — an active TSAV partner throughout the duration of the local TSAV initiative — will be on the Club's Board. [Note: the Boys and Girls Club proposal was coordinated through Chippewa Youth Services, Inc., a local non-profit organization.]

Improving family social interactions. During the second TSAV grant period, a new objective was added to the Workplan goal related to strengthening of families. The TSAV partners felt that it would be advantageous to bring about more opportunities for family members to share positive experiences together and more positive social interaction. To meet this objective, a two-week summer day camp — Anishnaabe for Kids — was organized for families. This was implemented for the first time during the summer of 1999. Additionally, monthly Family Days/Nights were promoted. Family activities, like Bingo Nights, were organized and publicized in local newspapers and radio announcements. To support food expenses associated with these family events, TSAV staff and partners conducted numerous fund-raising activities (e.g., raffles, "50-50s"). One further activity undertaken under this strategy was a process by which certain parents and children would sign agreements specifying the types and amount of quality family time they would spend together. These agreements were to be implemented by the Tribal Probation Officers among court-referred adults and/or juveniles and would be part of the those individuals' probation terms. By the close of

the Turtle Mountain Band's TSAV grant, this effort had not yet been fully implemented, but was being actively pursued.

Not specifically mentioned in the TSAV Workplan, but nevertheless an outgrowth of TSAV efforts associated with strengthening families, was the passage of amendments to Turtle Mountain Band's Tribal Code (and pertinent guidelines) associated with child support. For example, new laws have been instituted to make absentee fathers more accountable for providing child support. Enforcement of these new laws has been strengthened by the 1997 Tribal Judiciary's "full faith and credit" agreement with the state and court system — an agreement which calls for recognition and enforcement of the Tribal Court's child support judgments among any tribal members who move off the reservation hoping to escape the Tribe's jurisdiction.

5.2 Approach to Reduction of Family Violence

Under the goal to *Reduce Family Violence*, the Tribe's first TSAV Workplan noted that "family violence is one of the leading crimes on the Turtle Mountain Band reservation." The Workplan also cited the lack of an emergency shelter on the reservation for family violence victims to go to and the fact that certain problems in the Tribe's criminal justice system were allowing violence perpetrators to slip through both the system and/or its counseling component. The Workplan went on to cite the following findings of the TSAV needs assessment process:

- □ Domestic violence was the second most frequently reported crime to the Belcourt Police Department; moreover, it was felt that the incident rate was probably even higher than reported, as many domestic abuse incidents were thought to go unreported.
- □ 81% of families involved in violence were single parent or blended families.
- □ 85% of children involved in incidents of violence had had previous records of neglect, or physical, sexual or other type of abuse.

Specific TSAV-supported strategies undertaken to reduce family violence were (1) amending tribal laws and related protocols/procedures regarding domestic abuse; (2) promoting violence awareness and prevention training for youth; (3) developing community-wide partnerships to address violence-related factors; and (4) providing rehabilitative services to perpetrators of domestic violence and supportive services to victims. The first three strategies above were instituted throughout the duration of the Turtle Mountain Band's TSAV initiative; the fourth strategy was not begun until the second TSAV funding cycle.

Amendments to tribal laws and procedures. Specific amendments to tribal laws were made to broaden the definition of what constitutes domestic violence and related abuse as well as to increase the penalties for such crimes. These amendments called for mandatory arrest of offenders, instituted a four-level system of dealing with habitual offenders, and imposed mandatory jailing for the second offense. Other amendments were enacted which dealt with expanding the definition of "perpetrator" to encompass not only domestic partners, but other members of the extended family. These changes were made in order to ensure coverage of elder, sibling and child abuse. Protocols were developed for — and police officers trained in — addressing domestic violence, sexual assaults and child abuse. A protocol was also developed for the training of Indian Health Service (IHS) physicians and nurses in rape investigation and rape crisis intervention/management procedures.

A pending additional outgrowth of TSAV efforts is a procedure whereby a database on habitual offenders would be shared across various criminal justice and related agencies. At the time of the final evaluation site visit in October 1999, however, this system was experiencing numerous technological problems. It was not, therefore, known whether or not these procedures would ultimately be instituted.

During the second TSAV grant cycle, additional new laws were either enacted or being drafted. These laws specifically dealt with refining the system for responding to family violence. For example, menacing and stalking laws were put into place in order to deal with perpetrators who intimidate their victims, especially if they were subject to restraining orders. At the end of the TSAV program, other laws were being drafted to change the procedures for addressing child abuse by providing criminal sanctions where none had existed in the past. In addition, the enactment of child sexual abuse laws under the Tribal Code were being considered.⁴

Violence awareness and prevention training for youth. Under the auspices of the Turtle Mountain Band's TSAV partnership, Teen Anger Management groups were established in the local schools serving Turtle Mountain Band Chippewa students. TSAV staff had also provided the Dunseith and Turtle Mountain Schools with materials and resources (including from NCPC) in an effort to help the schools set up mediation programs. Although these were not 'peer mediation' programs, as specified in the Workplan, TSAV staff did state at the end of the TSAV funding that they still hoped to establish peer mediation programs in local schools.

Building community-wide partnerships. As part of its community-wide partnership building, TSAV staff and Core Team members participated on the Tribe's Domestic Violence Task Force. While established before TSAV funding, this Task Force actually became a critical forum for consideration of TSAV strategies, and was particularly instrumental in obtaining funds to establish a new Family Emergency Shelter, an idea which had been promoted and encouraged by TSAV staff. TSAV partners were also active in re-examination of the Tribe's Child Protection Team's functions and procedures. Many of the Tribal Code changes cited in the preceding paragraphs were a result of participation of TSAV partners on this Team. Another activity initiated through the TSAV partnership was the Turtle Mountain Band Domestic Abuse Conference. Begun, under TSAV sponsorship in 1997, this has now become an annual week-long summer event at the Turtle Mountain Band.

Rehabilitative and supportive services to domestic violence perpetrators and victims. Specific activities to address rehabilitation of perpetrators of domestic violence included formation of both Teen and Men's Anger Management groups and implementation of an adult Drug Court program. Funded under a DOJ grant, the Drug Court started in January 1999. The program is supervised by the Chief Clerk of the Tribal Court, a TSAV Core Team member, and is coordinated with the probation officer, the Tribal Prosecutor and a licensed Addictions Counselor, who serves as a liaison between the Tribal Court and Drug Court. A concern encountered by the Drug Court was finding appropriate referral agencies for alternative sentencing. For example, at the end of the TSAV program, some individuals involved with the Drug Court expressed reservations about the

⁴ Note: Child sexual abuse falls under the Major Crimes Act under which a BIA/Tribal Criminal Investigator is obliged to refer prosecution of these crimes to the U.S. Attorney's Office. However, in some instances, the U.S. Attorney's Office may not act upon the referral. The Turtle Mountain Band was considering enactment of its own laws so that the Tribe will still have recourse to prosecute in Tribal Court in such instances of non-action at the federal level.

effectiveness of the local Fifth Generation Center — an out-patient referral and treatment center for substance abuse — and whether it was an appropriate referral. However, others individuals considered it a more appropriate referral than sending Drug Court clients to the nearest other treatment center which was in Fargo, ND, approximately 265 miles away.

With respect to providing supportive services to victims of domestic violence, the most major outcome of TSAV efforts was the creation of a new Family Emergency Shelter. TSAV partners played a key role in heightening Tribal Council and community awareness about victims' needs and in mobilizing community support and obtaining resources for the Center. This Center, which was to open December 1, 1999, will be able to house up to four families at once.

5.3 Approach to Reduction of Youth Involvement in Substance Abuse and Illegal Activities

In the initial Turtle Mountain Band Workplan, the third goal was *To Develop A Gang Prevention Plan*. That goal was revised in the second TSAV Workplan to be *To Develop and Implement a Suppression, Intervention Program to Reduce Youth Involvement in Substance Abuse and Non-Law-Abiding Activities*. It is under this goal that substance abuse strategies were pursued. The first TSAV Workplan, completed in Spring 1997, noted that the “Turtle Mountain Band Reservation is presently experiencing [an] increase in crimes being committed by youths which are gang related.” The Workplan went on to note the lack of gang-related laws in the Tribal Youth Code. It also cited factors related to youth crime, to wit, poverty, alcohol/drug use, lack of recreational activities and lack of positive parental role models. As verification of the problem, the Workplan cited local law enforcement statistics including that:

- □ “70% of youths involved in 8 or more individual [crime] incidents live in low [income] poverty stricken areas.”
- □ “78% of youths involved in 10 or more incidents have been reported as victims of neglect or sexual abuse, physical, or other abuse.”

TSAV strategies undertaken to reduce youth involvement in substance abuse and illegal activities were: (1) amending tribal laws and school policies; (2) providing youth with gang violence awareness and prevention training; (3) developing community-wide awareness and partnerships for addressing youth substance abuse and violence-related factors; and (4) establishing youth-based mechanisms for preventing substance abuse and violence. The first three strategies were instituted throughout the duration of the Turtle Mountain Band's TSAV program; the fourth strategy was not initiated until the second TSAV grant cycle.

Amending tribal laws and school policies. Two youth-specific tribal ordinances, spearheaded by the TSAV partners, were enacted by the Turtle Mountain Band Tribal Council: (a) a Zero-Tolerance Alcohol Ordinance which made it illegal for persons under 21 years of age to possess or consume — unless for religious or cultural practices — any alcoholic beverages on the reservation; and (b) a Curfew Ordinance with separate specifications for youths under 15 years of age and those between 15 and 17 years of age. Additionally, as a result of TSAV efforts the Turtle Mountain Community Schools implemented a dress code which prohibits the wearing of clothing associated with gangs, gang life styles, or gang colors.

Gang violence awareness and prevention. The Turtle Mountain Band’s TSAV staff initiated an extensive array of workshops and presentations to heighten gang awareness and to establish gang prevention initiatives. Many of these presentations were done in conjunction with schools serving the community. Among specific activities directed at youth gang violence awareness and prevention was TSAV’s sponsorship of a nationally recognized consultant with expertise on gangs in Indian Country. This individual was brought to the reservation for a week of training, during which she conducted extensive workshops for youth as well as for law enforcement agents, school personnel, and community members in general. In addition, another nationally known consultant, this one with expertise on use and identification of illegal substances, was sponsored by TSAV to conduct substance abuse awareness and prevention workshops at local schools. Tribal law enforcement officers involved in the TSAV partnership also made substance abuse and gang prevention presentations in local schools. As part of formal Memoranda of Agreements (MOAs) with the local reservation schools, both D.A.R.E. and Drug/Canine officers made presentations to local classrooms. Although these presentations were ultimately discontinued, one of the participating law enforcement officers has subsequently initiated the “Counteract Program” — a five-week drug/gang prevention and conflict resolution program — which is apparently being continued.

Community awareness. Activities for developing community-wide awareness as well as partnerships for addressing youth substance abuse and violence were primarily in relation to the two consultants’ workshops mentioned above. In both cases, presentations were made to community members at large (in addition to the presentations made to students at school). These efforts were supplemented by various resource materials (from sources such as NCPC) that address youth substance abuse and violence issues. TSAV staff distributed these materials to community members at events like health fairs and Turtle Mountain Family Week.

Youth-based mechanisms for preventing substance abuse and violence. Activities related to this strategy were somewhat limited in execution. TSAV staff indicated that they felt the establishment of the Teen Anger Management groups (see Section 5.1) were also meant to address this issue. Furthermore, the establishment of Peer Mediation groups in local schools, as specified in the TSAV Workplan (under the Reduction of Family Violence goal) had initially been intended to address this goal (see Section 5.2). While peer mediation programs had not actually been implemented by the end of the TSAV program, TSAV staff did state to interviewers that efforts by the TSAV partners to implement such programs would continue.

5.4 Extent to Which BJA’s Objectives for TSAV Were Addressed

As noted in the introduction to this Case Study, BJA’s *Tribal Strategies Against Violence* initiative was intended to help Native American communities address four key local objectives. Each of those BJA objectives is addressed below, as is the extent to which the evaluators found evidence that the objectives were addressed at the Turtle Mountain Band of Chippewa.

- 1. Establish and/or enhance a diverse planning team and build partnerships** — representative of tribal service providers (i.e., law enforcement and courts, prosecution, social services, education, etc.), spiritual leaders, businesses, community residents and youth

At the Turtle Mountain Band, a variety of tribal service providers participated in TSAV. First and foremost, the BIA Police Captain, the Chief Clerk of the Tribal Court, a Judicial Committee representative (the TSAV Director), the Chief Tribal Planner as well as many

others — e.g., the Superintendent of Dunseith Schools, the Vocational Director from the local tribal college, etc. — all became vital members of the Core Team. As noted by the TSAV Director during the final site visit, “everything now involves ‘team’; if we have a group of kids acting up, we have a team meeting.” She went on to cite all the individuals who might readily be called upon now, as a result of the team approach nurtured by TSAV, to do group strategizing on any number of issues that arise. Depending on the issue at hand, those individuals were not only the ones noted above, but also the VOCA director, a Tribal Council member, the Highway Safety Director, and the Social Services Director.

Furthermore, as a result of this TSAV initiative, the process of establishing cross-agency, problem-solving teams has become institutionalized among the various tribal programs. As was noted by the Tribal Planner, “now we don’t have one program director in a room being asked what to do about something; but [rather] people are looking across the room at each other” in order to come up with solutions to various community problems, combine resources and coordinate their plans. In other words, partnerships across tribal agencies are now an on-going approach for maximizing effectiveness of programs.

On the other hand, partnerships between the Tribe and non-tribal entities were not really pursued under the local TSAV initiative. For example, although numerous state and county agencies were included in the TSAV sponsored *Directory* of potential services and assistance to low-income families, no specific collaboration or coordination efforts were undertaken with such entities. Nor were new partnerships established with any of the non-tribal law enforcement agencies or court systems which have some jurisdiction over tribal members or on tribal lands.

2. **Develop and implement cost-effective crime and violence reduction strategies** (including community policing, prosecution and prevention initiatives)

The Turtle Mountain Band’s TSAV strategies undertaken to reduce crime and violence were both short-term and long-term in nature. Long-term strategies were primarily reflected in the numerous Tribal Code amendments that were made. These resulted in important changes in certain aspects of the criminal justice system for the Turtle Mountain Band — for example, making perpetrators more accountable, reducing inconsistencies in sentencing, and providing for mandatory arrest and jailing. Short-term strategies included building better awareness of violence-related issues in the community, especially with respect to the issue of family violence.

The Turtle Mountain Band’s TSAV efforts to strengthen families and reduce family violence were largely focused on improving social and economic circumstances of targeted families, although not in specific neighborhoods per se. Laws were amended to protect victims, to discourage early substance abuse by youth, and to make violent offenders more accountable. These amendments were intended to improve the social dysfunction experienced by Turtle Mountain Band’s poorest families. Similarly, the expanded repertoire of rehabilitative services for perpetrators as well as the new protective services for victims are all meant to help improve the social dynamics of families. Additionally, the basic literacy and life skills education initiated by TSAV partners were intended to improve economic circumstances for at-risk adults and youth. While it is too early to see many measurable impacts, it is hoped

that evidence of improved circumstances for families-in-need on the Turtle Mountain Band Reservation will begin to be seen in the near future.

One example of TSAV efforts having had an immediate impact is in the La Belle Coeur Housing site. In the past, this low-income housing site had been commonly referred to by community members as the “Old Housing.” After TSAV initiation of community policing strategies such as Neighborhood Watch Programs, graffiti paint-outs and beautification projects in that housing community, residents once again began calling the site La Belle Coeur. It is noted, however, that the Tenant Patrols which, early in the TSAV initiative, had been implemented there were no longer functioning by the time TSAV funding had ended. Discontinuation of the Patrols was attributed to housing residents having become disillusioned (at least at the Belle Coeur Housing) when the local residents who had organized tenant groups approached the tribal government to provide and/or improve sidewalks, create playgrounds and remove abandoned vehicles and were turned down for budgetary reasons.

The Turtle Mountain Band also undertook certain primary prevention education activities in the areas of violence prevention, substance abuse prevention, and gang prevention. These education activities were delivered through presentations by TSAV staff/consultants and/or other TSAV partners, such as law enforcement officers. Formal on-going Memoranda of Agreements were signed between schools and TSAV partners in an effort to ensure that these types of coordination continued.

3. **Provide youth with alternatives** to substance abuse and gang involvement.

As noted in Section 5.1 above, at the Turtle Mountain Band there were a variety of activities provided to youth as alternatives to using substances. The Fitness Center in Belcourt is a primary example of substantial ongoing provision of a healthy alternative to substance abuse and gang involvement for the community’s youth. The fact that the Tribe committed \$750,000 to the building of the Fitness Center, based on TSAV needs assessment findings, is important evidence of the local TSAV initiative’s impact. Other activities, also noted in Section 5.1, — such as Community Beautification Day — which have been formalized by the Tribe and schools are noteworthy. Furthermore, once fully operative, the Boys and Girls Club at Dunseith will be providing healthy alternative activities for Turtle Mountain Band youth. While at the end of the TSAV program, the Club was still being established, there was strong evidence that it would be opened within a reasonable timeframe.

4. **Enhance local capability to identify public and private resources.**

As either a direct or tangential result of the local TSAV initiative, by the fiscal year ending September 30, 1999, the Turtle Mountain Band had tapped a variety of new resources and had obtained numerous new funding commitments. To begin with, the Tribe itself allocated over \$750,000 to build a new state-of-the-art Fitness Center in Belcourt. This facility was designed to play a major role in providing alternative activities for tribal youth and, in fact, was regarded by tribal youth as indicative of the Tribe's sincere commitment to addressing youth concerns. The Turtle Mountain Band also obtained funding under nine different DOJ grants (including TSAV). These programs totaled over \$1.4 million. Among other things, these grants included funding for the Tribe's Drug Court as well as a new COPS in Schools program which was being put into place under new Memoranda of Understanding (MOUs) with the various schools serving Turtle Mountain Band students. Start-up funding for a Boys and Girls Club had also been generated as a direct result of TSAV efforts.

6.0 TRANSFORMATIONS AS A RESULT OF TSAV

As several criminal justice researchers predicted at the onset of the TSAV initiative, there is, thus far, little or no statistical evidence documenting TSAV's impact on crime or violence. (Refer to Section 6.3 for discussion of the statistical data that is available.) In the absence of much quantitative data, qualitative data were relied on for the most part to assess what transformations, at the community level, may have occurred as a result of TSAV. There were two sources for that qualitative data: (1) interview data collected during the last site visit to the Turtle Mountain Band, and (2) survey data collected as the Tribe was closing its TSAV grant. Each is discussed separately below.

6.1 Interview Data

During the final evaluation site visit to the Turtle Mountain Band, local TSAV Core Team members were asked to provide their assessments of the effect that TSAV had on the Turtle Mountain Band Reservation and participating local communities. Listed below are the primary changes in the community which Team members attributed to their TSAV initiative.

- Key among the changes attributed to TSAV is the increase in coordination and teamwork among different tribal agencies on the reservation. It was felt by interviewees that this impact would definitely be ongoing after the TSAV program was gone. TSAV partners mentioned that the new goal is to be able to provide “seamless delivery of services,” i.e., that gaps in services can now be identified and planned for more efficiently.
- Another important change that was cited is that “for the first time, the community [i.e., the tribal government] is looking at goals rather than just at possible program funding.” In other words, the increased collaboration resulting from TSAV funding has led to the Tribal Chairman, Tribal Council and various program staff doing strategic planning in terms of targeting goals for the community, and then creating plans for inter-agency and inter-programmatic coordination to meet those goals. As was noted by one interviewee, now “when something needs to be done, a task group or team is put together to do the planning, goal-setting and establishing of objectives.”
- Cited as an example of changes in how the Turtle Mountain Band Tribal Government now deals with its membership was the *Tribal Summit* which occurred in 1998. This event, at which the Tribal Council, Tribal Court, program directors and schools were all involved, focused on reviewing what was happening across various institutions on the reservation. The Summit also served as a public meeting for staff from these institutions to respond to community inquiries about various tribal initiatives.
- The new laws and amendments to the Turtle Mountain Band Tribal Code were cited as a very important outgrowth of the local TSAV initiative. The TSAV program was credited for starting a process whereby key partners are now reviewing the total criminal justice system in order to identify critical gaps in how domestic violence, child abuse, etc., are being dealt with by local law enforcement agencies and the Tribal Court.
- The new laws are also credited for having spurred improvement in the enforcement of laws and the making of policy changes with respect to how the Tribal Courts and Belcourt Police Department deal with offenders. For example, police officers now have to make mandatory arrests of first-time offenders — whereas, in the past, they were given much more latitude for individual judgement or exercising of discretion, even though the mandatory arrest law was officially on the books. Also, the Tribal Court has begun to look at alternative

sentencing procedures and, by working with the TSAV partners, had since January 1999 begun implementation of a Drug Court program.

- Another change that TSAV partners attributed to the local TSAV initiative's efforts with regard to raising awareness about substance abuse issues, is the increased enforcement of laws against Driving Under the Influence (DUI) and more effective handling of DUI cases through the new Drug Court program. Related to this is the recent establishment of a Turtle Mountain Band chapter of Mothers Against Drunk Driving (MADD). Interviewees stated that this chapter was the first on any Indian reservation.

Core Team members also noted that several programs and activities which now operate within the community were attributable to TSAV, despite the fact that those programs and activities were not specifically associated with the TSAV Workplan nor a result of TSAV-specific activities. Interviewees stated that through Core Team members' participation at TSAV workshops they had become aware of, and successfully pursued, certain new resources and collaborative opportunities. The new resources that were obtained as a direct result of Core Team members' contacts with BJA TSAV and NCPC staff are discussed in Section 5.4 of this report.

6.2 Survey Data

During the summer and fall of 1999, as TSAV programs began to close their projects, a survey was conducted of the TSAV Core Team members and other stakeholders at each of the four TSAV evaluation sites. The survey design was modeled after a survey used in the evaluation of DOJ's *Comprehensive Communities Program*. [A copy of the survey is attached.] The objective of the survey was to gauge TSAV stakeholders' perceptions about:

- (1) what the serious crime, violence and quality of life issues were in the community and the extent to which the local TSAV initiative had addressed those issues;
- (2) the intent and ultimate outcomes of the TSAV program;
- (3) obstacles to successful implementation of TSAV activities;
- (4) decision-making processes utilized in planning and implementing TSAV locally; and
- (5) which local partners had, or had not, been involved in the TSAV initiative and reasons for any non-involvement of potentially key players.

It should be noted that there were some problems in getting respondents to fully complete the survey. This was particularly true with respect to survey items #8-12 which related to *partnership involvement* (#5 in the above listing.). Due to the low level of completion on those items, no analysis of responses is included for that topic in the survey discussion below.

Twenty-four (24) persons were identified by the Turtle Mountain Band TSAV Core Team as being stakeholders in the Turtle Mountain Band's TSAV initiative. These individuals included TSAV staff and Core Team members, representatives of the Tribal Court, Turtle Mountain Band law enforcement representatives, representatives of Tribal/BIA health and social services agencies, public and tribal school representatives, and other tribal programs staff (housing, education, substance abuse, etc.). Each of the 24 identified individuals was asked to complete the survey. Eleven of those 24 returned their survey forms.

Effectiveness in Addressing Local Concerns. Survey respondents were asked how effective they thought TSAV had been in addressing certain local concerns. Areas about which respondents felt TSAV had been most effective were:

- building community awareness about violence,
- enhancing the system for dealing with domestic violence,
- identifying additional funding to apply to targeted problems,
- generating community involvement, and
- improving collection and tracking of data among police, courts, corrections, etc.

These responses indicate that the TSAV partners feel where they have been most successful is in changing the community's perceptions, as well as its values, regarding the level to which domestic and/or family dysfunction would be tolerated. This success is reflected in the amended Tribal Codes (which resulted in changes in local police practices) as well as the various violence awareness activities that have now become part of the Tribe/community's yearly calendar of events. Furthermore, there was an effort to institute (across law enforcement and court entities) a uniform data system to improve monitoring of cases.

The concerns about which TSAV was seen as having been least effective were:

- preventing substance abuse,
- reducing drug use,
- planning specific programs for dealing with crime and violence, and
- providing youth with healthful activities.

Similar to other sites, TSAV partners at the Turtle Mountain Band realize that other problems still need to be targeted as fastidiously as domestic violence was. Furthermore, there is a recognition that those problems will require (1) a greater length of time and (2) comprehensive strategies involving tribal laws and law enforcement before results could be attributed to TSAV.

Remaining Adult Crime and Violence Issues. Survey respondents were asked what they regarded as the single most serious *adult* crime/violence problem still remaining in the Turtle Mountain Band community at the conclusion of the TSAV program. They were also asked the extent to which they felt that problem was being addressed by local programs or resources. Of the respondents who answered this question, four (40%) identified alcohol abuse as being the most serious problem still facing the community. Half of those respondents felt that the issue was being addressed, to some extent, by some local program or resource. Three respondents felt that family violence was the most serious remaining problem, and two of those respondents felt that it was being addressed. Illegal drug dealing was seen as the most serious problem by two other respondents, who were split as to whether or not it was being addressed. Use of illegal drugs was seen as the most serious problem by one other respondent who felt it was being dealt with.⁵

It should be noted that while adult gangs were seen as the least serious problem, there were nevertheless concerns expressed about drug use and drug dealing. Interview data, however, indicated that these offenses were not regarded as gang related. Rather, they were seen as being

⁵ To a lesser extent, the following problems were seen as being still existent on the Turtle Mountain Band Reservation. In descending order of perceived seriousness, these were child neglect, alcohol abuse, child abuse, drunk driving and traffic accidents, illegal drug use, family violence, illegal drug dealing, theft, child sex abuse, sex assault, property crimes other than theft, and adult gangs.

related to welfare reform and unemployment issues. Specifically, interviewees indicated that some of the poorer, uneducated and unemployed members of the Tribe who used to be on welfare, but were taken off the welfare roles due to welfare reform, were now resorting to drug dealing as a source of income. [To put this in context, one has to remember that a number of persons in jobs at the Tribe's casino were laid off within the last year.]

Remaining Juvenile Crime Issues. Underage drinking was singled out by over half of the respondents as the most serious juvenile problem still facing the community. Most of these respondents also felt that this problem was being addressed locally. In addition, two other respondents felt that illegal drug use was the most serious problem among youth and that it was being addressed locally.⁶

Juvenile gangs received a cumulative rating of 1.90, slightly below the 2.0 rating of "Some Problem." During Turtle Mountain Band's first TSAV grant cycle, the Workplan contained a specific gang-related goal. Activities under this goal focused, among other things, on preventing or suppressing gang activity, primarily among youth. This goal was, however, amended during the second grant cycle. While the activities did not change, the language of the goal itself did change. "Gang-related" references were removed and replaced with broader language about preventing youth substance abuse and criminal activity. This change in language was a result of a growing awareness that a broader approach, i.e., one not focused just on gangs, should be taken. The goal's activities — e.g., community awareness presentations, substance abuse and violence prevention presentations to youth, and graffiti paint-outs — remained unchanged even after the goal's title was modified.

Quality of Life Issues. Unemployment was singled out by over half (6) of the respondents as the most serious quality of life issue still facing the community. Half of these respondents also felt that this problem was being addressed locally. In addition, three other respondents felt that poverty was the most serious quality of life issue and one other respondent listed high youth dropout rate as the most serious quality of life issue.⁷

Expectations of TSAV Impact. The survey asked TSAV partners about the extent to which the TSAV program had met their expectations — in terms of impact on crime, violence and substance abuse in the community. Cumulatively, the responses indicated that the TSAV program had met their expectations "about as expected." One individual noted that the program's impact was a "great deal more than expected"; three individuals felt the program's impact was "less than expected" or worse.

Obstacles to Implementation. The survey also asked respondents about obstacles to successful implementation of their local TSAV initiative. At the Turtle Mountain Band, the most serious obstacles identified were those related to:

⁶ To a lesser extent, the following problems were noted as still existent in the community. In descending order of perceived seriousness, these were curfew violations, theft, vandalism, child sex abuse, drunk driving, family violence and child abuse. All of these received cumulative ratings between 2.0 (Some Problem) and 3.0 (Big Problem).

⁷ To a lesser extent, the following quality of life issues were noted as still existent in the community. In descending order of perceived seriousness, these were poverty, truancy, low educational achievement, police misconduct and vagrancy. All of these received cumulative ratings between 2.0 (Some Problem) and 3.0 (Big Problem).

- finding funds for activities that were planned as part of the TSAV Workplan,
- getting partners to adhere to responsibilities in Workplan,
- dealing with changes in tribal government leadership, and
- generating community support for better addressing targeted problems/issues.

The first three obstacles cited above were corroborated by interview data from TSAV staff who indicated difficulties in generating support and ongoing participation from some of the community entities that had originally committed to TSAV. A practical example of this is that TSAV staff often had to contribute their own funds to enable activities to be completed. The last obstacle cited above has to do with turnover in the Tribal Chairman position and in Tribal Council membership. (These issues are discussed in Section 7.7.)

What Could Have Been Done Differently. When asked to identify what they might have done differently in implementing the TSAV program, the responses primarily related to the problems associated with the obstacles cited above. Namely, respondents noted that, were they to undertake the TSAV program again, they would try to keep more ongoing and active involvement of the larger group of partners who were initially involved in planning the Turtle Mountain Band TSAV initiative (and whose participation dissipated after TSAV implementation began.) One respondent noted that DOJ should have made TSAV participation a condition for all DOJ programs that were awarded to the Turtle Mountain Band — such as VOCA, COPS, etc. Three respondents noted that there should have been more “public exposure,” “more advertising of the TSAV initiative,” and “more community awareness and involvement.” One TSAV staff member noted that it would have been better to get more youth involvement from the outset as well as to have had more frequent public meetings to keep the community apprised of the TSAV goals and activities. These responses reflect the fact that the multiple-agency participation during the TSAV planning phase waned once the TSAV implementation phase began.

When asked about any conflicts among partners that might have affected decision-making, approximately a third of respondents indicated that little or no conflict had occurred. Of those respondents who did cite instances of conflict, twice as many cited conflict that had impeded the decision-making process, rather than conflict that had improved it.

6.3 Crime Data

Crime statistics specific to the Turtle Mountain Band Reservation were collected for FY 1997, FY 1998 and FY 1999. 1997 was the year just after the start of the TSAV initiative. 1999 was the year in which the TSAV program ended (October 1999). These statistics were collected from the Branch of Law Enforcement Services, BIA Turtle Mountain Agency.⁸

The Turtle Mountain Band’s TSAV strategies were directed at changes in tribal laws as well as at specific crime, violence and substance abuse strategies directed at youth and/or adults. The results of the analysis of crime data is presented below.

⁸ Data from the Turtle Mountain Band Tribal Court were also collected in 1997 but were not available for 1998 or 1999. Since comparison data were not made available to the evaluation team, these court data are not part of this analysis.

Table 1. Turtle Mountain Band Crime Statistics

Offenses	1997	1998	1999	t-test values		
				1997-98	1998-99	1997-99
Adult arrests	1184	2,247	3673	0.006	0.003	1.949
Juvenile arrests	179	403	491	0.001	0.296	0.0006
DUI	311	303	385	0.885	0.096	0.139
All Domestic Abuse	180	199	173	0.432	0.303	0.708
Alcohol-related Domestic Abuse	150	146.4*	138	0.822	0.580	0.489
All Accidents	394	331	333	0.138	0.954	0.175
Alcohol-related Accidents	121	92.4*	85	0.110	0.654	0.076
All Incident Reports	7663	8356	8824	0.149	0.291	0.006
Alcohol-related Incidents	3061	2778	2833	0.314	0.835	0.332

Critical value for two-tailed *t*-test, at 11 d.f. = 1.796

*Mean substitutions used for two months in FY 1998 with missing data.

Table 1 refers to rates for all offenses committed on the Turtle Mountain Band Reservation. Note that *t*-test values for all but one indicator indicate that there were no statistically significant changes in offense rates from 1997 to 1998 to 1999. The only indicator for which there was any statistically significant change was in Adult Arrests from 1997 to 1999. The increase in adult arrests over this period might be attributable to the fact that the Belcourt Police Department was reinforced by the addition of specialized officers through various types of COPS funding. However, it should be noted that these observations are purely conjectural.

No other significant change was found in any of the other crime indicators or offense categories for this period.

Table 2. Suspected Child Abuse/Neglect

Offense	1997	1998	% Change	1999	% Change	% Change 1997-1999
Suspected Child Abuse/Neglect	478	515	7.7%	661*	28.3 %	38.3%

* Figure is for a nine-month period or three quarters of the year.

As noted in Section 5.2 of this report, at the end of the TSAV program at Turtle Mountain Band further amendments to the Tribal Code were being considered by TSAV partners. Among these were laws that would change the procedures for dealing with child abuse by establishing criminal sanctions for such offenses. Since these laws had not yet been enacted, the Turtle Mountain Band law enforcement statistics that were collected do not include any data related to child abuse/neglect.

However, the Turtle Mountain Band's Child Welfare and Family Services program does collect statistics on suspected child abuse and neglect, as reported by the schools serving Turtle Mountain Band students. Statistics in Table 6 above show an increase in the rates of suspected child abuse/neglect from 1997 through June 30, 1999. From 1997 to 1998, there was a 7.7% increase; and then, a 28.3% increase from 1998 to 1999. In other words, for the three-year period, there was almost a 40% increase. In fact, given that figures for 1999 reflect only a nine-month period, it is likely that the three-year increase could be as high as 84.3%.⁹

These figures represent a substantive increase in the rate of suspected child abuse. In an August 16, 1999 letter to the BIA Agency, the Tribe's Child Welfare and Family Services Department stated:

"These [report] numbers are greater than any other numbers in the State of North Dakota and are believed to be greater than those of any other tribal agency in the Aberdeen Area. In point of fact, the number of [child abuse/neglect] reports received by TCW [Tribal Child Welfare] exceeds or is comparable to the number received by most of the multi-county regions in North Dakota and surrounding states."

While there is insufficient information to attribute this increase to any particular cause, interview data indicate that, to some extent, increased pressures on some parents as a result of welfare reform and/or loss of jobs from casino lay-offs may have been a contributing factor.

⁹ Since 661 represents three fourths of the year, this is an increase of 220 for each quarter. Thus, a total for all four quarters of 1999 can be projected to be 881.

7.0 IMPLEMENTATION ISSUES AND INTERPRETATION

7.1 Site-specific Factors that Facilitated Implementation of TSAV

As noted previously in this report, an asset to the Turtle Mountain Band's TSAV program was the fact that the TSAV Director also served as the chairperson of the Tribal Judicial Committee. Her membership on this Committee provided the Turtle Mountain Band's TSAV Program a close, and thus useful, affiliation and coordinating link with the Tribe's judicial policy making arm. This linkage greatly facilitated the Tribal Code amendments which occurred in connection with the TSAV strategies.

The TSAV Director also served as Chairperson of the Child Protection Team. This affiliation provided her considerable insight into local family-related issues, especially those having to do with child abuse, domestic violence and the need for child support. Moreover, her familiarity with Child Protection Team protocols made her particularly sensitive to the areas of improvement in the system which TSAV could help effectuate.

7.2 Site-specific Factors that Inhibited Implementation of TSAV

Several TSAV partners noted to the evaluation interviewers that more Tribal Council involvement in TSAV deliberations would have been advantageous.

During the first evaluation site visit in 1997, TSAV staff cited a need for training or technical assistance in community organizing. This need appears to have persisted throughout the TSAV program at Turtle Mountain Band, as during the second site visit, several other interviewees made similar remarks, noting that they still needed to "find a way to help local grass-roots people be involved" or that they had desired "more formal training in community organizing and facilitation." For the most part, interviewees' perceptions were that while TSAV had worked well in facilitating partnerships among various tribal, BIA or other local *program* staff, engagement with community members in general was lacking in the TSAV process. This observation suggests that the idea of active citizen participation in governmental program decision-making and activities may be a process that has been repressed — over time — in some American Indian communities, as a vestige of colonialism.

Another factor which may have inhibited greater TSAV success at the Turtle Mountain Band had to do with an apparent misunderstanding in communication. Specifically, both the TSAV Director and the Tribal Planner on the Core Team, believed that BJA had reneged on certain funding commitments initially made to TSAV grantees. Both individuals were under the impression that the second TSAV grant cycle was to have been for 18 months, with the funding amount commensurate with that length of time. In fact, the grant award was for only 12 months and funding allocated accordingly. (Note: the 3-month no-cost extension to that grant contained no new funds.) Furthermore, one of the individuals indicated that they were also under the impression that there would be a third year of funding at 12 months. This miscommunication resulted in a certain degree of disillusionment with BJA on the part of TSAV staff.

To some extent, the fiscal problems encountered by the Turtle Mountain Band Tribal Administration toward the end of the TSAV program also endangered some of the fragile gains that had been made thus far. For example, the attitudes of some community members — such as the residents of La

Belle Coeur Housing — who had begun to feel greater empowerment as a result of the community beautification/clean-up and graffiti paint-outs, were in danger of reverting to distrust of tribal government efforts when the Tribal Council turned down other requests for additional support. Similarly, many families served by programs like the literacy and life skills instruction could be at risk of becoming disillusioned if the Tribe's fiscal problems result in much more of a reduction in workforce and thus potential jobs for these community members are no longer available.

It appeared that the Tribe's 1999 fiscal problems had also affected TSAV partners' attitudes. While tribal program administrators had initially appeared confident in their ability to make TSAV work, by the 1999 evaluation site visit they appeared far less confident in light of the challenges facing them as a result of fiscal constraints each program was facing with respect to being able to meet constituents/clients needs.

7.3 Placement of TSAV Program Within Tribal Government Structure

Placement of the TSAV program at Turtle Mountain Band appears to have been extremely advantageous for both exposure and support purposes. On the Turtle Mountain Band's organizational chart, the TSAV program was lodged under the Tribe's Judicial Branch. Moreover, the TSAV Director reported directly to the Tribal Chairperson, as opposed to any tribal program office. This structure and organizational location increased the TSAV Director's, as well as the TSAV partners', access to high-level tribal officials. Essentially, TSAV operated independently of other tribal programs, with the TSAV Director answering directly to the Tribal Council. This independence allowed it to effectively serve in a facilitative and coordinating capacity with the various programs represented by the Core Team.

Furthermore, because the local TSAV partnership had substantial involvement from the Tribe's Judicial Branch — which is a separate and equal branch of government with the Tribal Council — all vital elements of the tribal government were bridged.

7.4 TSAV as a Planning Model for Other American Indian Tribes

The evaluators believe that the Turtle Mountain Band TSAV program embodied the BJA idea of institutionalization of a community-wide problem-solving process. As noted by the Turtle Mountain Band TSAV Director, "it was the community of people that did all this, not the TSAV [staff]. It was not the TSAV [partners'] goal to claim ownership of the programs and projects that were developed. We just did the fund-raising and organizing to help feed that process." It is noted, however, that the Turtle Mountain Band Tribal Planner expressed some concern that, for some Tribes, the TSAV model of cross-agency collaboration might represent a significant departure from their usual procedures as he thinks that many tribal governments act quite hierarchically, in terms of operating their programs and supervising their directors.

Interviewees at the Turtle Mountain Band indicated that the "turfdom" that often occurs among program leaders was substantially reduced when the TSAV model of cross-agency problem-solving became institutionalized among several heads of tribal programs. As evidence of this, it is important to reiterate a statement made by the Tribal Planner, namely that as a result of participating in TSAV, "now we don't have one program director in a room being asked what to do about something; but [rather] people are now looking across the room at each other" and coming up with solutions to various community problems by combining resources and coordinating their plans.

As a model for other Tribes, it is also important to remember something else mentioned by the Turtle Mountain Band's TSAV partners. They stated that although under the TSAV *process* programs and community institutions (e.g., government, courts, and law enforcement) did come together, it is still critical that there be at least one individual separately funded to facilitate and coordinate this joint strategizing process. In the absence of an individual formally responsible for this type of function, partners expressed concern that the varied programs would not, on their own doing, have the incentive to collaborate. Unfortunately, by the conclusion of the TSAV program at Turtle Mountain Band, the Tribe's fiscal problems were such that the allocation of funds for such a position was not feasible.

7.5 Turnover in TSAV Staffing

Tenure of the Turtle Mountain Band's TSAV staff was, for the most part, constant, thus lending the TSAV program considerable stability at that site. The same individual served as the Community Organizer for the duration of the TSAV Program. The Program Director position was filled by the same individual except for the initial nine-month period. This stability in TSAV staffing, coupled with the stability of membership among TSAV Core Team members, undoubtedly added to the effectiveness of the initiative at this site.

7.6 Involvement of Law Enforcement and Courts in TSAV Partnership

As noted in Section 4.1, the Turtle Mountain Band's TSAV initiative benefitted from participation on the Core Team of the BIA Police Captain and the Chief Clerk of the Court, from the beginning. Furthermore, the fact that the TSAV Director was also the Chair of the Tribe's Judicial Committee — which has oversight over the Tribal Court — greatly facilitated the progress of the local TSAV initiative. These individuals brought their considerable experience and resources to the Core Team as it engaged in strategizing solutions to crime, violence and substance abuse problems identified in the TSAV planning process.

Additionally, ongoing participation of the lead BIA Police Officer on the Core Team ensured law enforcement involvement in the joint problem-solving. Moreover, later TSAV involvement from both the Associate Judge and the Tribal Prosecutor brought support to the TSAV efforts associated with changes in tribal laws regarding making perpetrators more accountable and for considering the possibility of "stalking and menacing" amendments dealing with Protection Orders. These same two individuals also brought their support to the idea of instituting the Drug Court and possibly, a Peacemaker Court, as part of the Turtle Mountain Band Judicial System.

While the former BIA Police Captain was an active partner through much of the local TSAV initiative, as a consequence of a reorganization of BIA Police the Captain retired. The newly created BIA Police Chief position was then filled by the individual who had previously served as Chief Criminal Investigator for the BIA Police. Unfortunately, his heavy workload precluded meaningful participation in the TSAV partnership.

7.7 Local Tribal Governance Factors

While the tenure of the TSAV staff as well as most members of the Core Team remained fairly consistent throughout the duration of the TSAV program at Turtle Mountain Band, there were several changes in local tribal leadership. During the period of October 1996 through October 1999, the Tribal Chairman's position turned over three times. Furthermore, there were turnovers in the membership of the Tribal Council. While these changes in leadership could have interfered with the tenure of many or all TSAV partners, for the most part this did not occur.

7.8 Jurisdictional Issues

The Turtle Mountain Band Reservation includes extensive non-tribal land. Additionally, as noted in Section 4 of this report, many tribal members live in communities off the reservation. There are, therefore, numerous jurisdictional challenges potentially at play for the Turtle Mountain Band. For the most part, however, these did not impede progress of TSAV efforts. On the contrary, it would appear that the Tribe has attempted to meet (and has been quite successful at doing so) any potential jurisdictional challenges by developing a variety of cross-jurisdictional cooperative arrangements.

For example, the Belcourt Police officers are cross-deputized by county law enforcement agencies, e.g., the Rollette County Sheriff's Department. Under this arrangement, the Belcourt Police can arrest Indian or non-Indian suspects on or off the reservation. The county law enforcement officers, however, are not cross-deputized by the Tribe and cannot, therefore, pursue and arrest individuals on the reservation. The county officers can and do, however, ask for assistance from the Belcourt Police officers in making such arrests.

This good relationship with county law enforcement is further reinforced by the fact that when the sheriff makes arrests of tribal members, he routinely refers them to Tribal Court. One other positive reflection of this good county/tribal relationship is the presence of two drug investigators (funded under a state Byrne pass-through grant to the Tribe) who serve on the state-funded, multi-jurisdictional county task force.

A major contributing factor to this good law enforcement collaboration is probably the fact that the new Belcourt Police Chief was at one time the Deputy Sheriff in Rollette County. More recently, while he was the BIA Criminal Investigator, he served on the state Law Enforcement and Automation Committee. In that capacity he was involved in various multi-jurisdictional issues. He indicated to the evaluation team that he anticipated funds for the multi-jurisdictional task force would continue for some time, unless state priorities changed.

With respect to jurisdictional coordination at the federal level, the Belcourt Police Department relations with the FBI and the U.S. Attorney's Office was also deemed good. In December 1997, the (now former) Captain of Police emphasized the positive working relationship between the tribal police and the FBI and U.S. Attorney's Office. More recently, the new Belcourt Police Chief — who formerly headed the BIA criminal investigation section — was also working closely with the FBI and U.S. Attorney's Office on investigation of major crimes on the reservation. He stated that he had retained this good relationship with both federal agencies from his previous criminal justice positions.

In addition, the Turtle Mountain Band Tribal Court has a full faith and credit arrangement with the county and state courts. This means that court orders are honored across jurisdictions. This arrangement has been in place since 1997.

The one law enforcement agency at the state level, with jurisdiction in the Turtle Mountain Band area is the North Dakota State Highway Patrol. Because U.S. Highway 281 runs through the entire reservation west and east, the Belcourt Police Department also has occasion to work closely with the law enforcement entity.

7.9 TSAV Lessons Learned Unique to this American Indian Tribe

One lesson learned here is the importance of ensuring that key law enforcement and Tribal Court representatives are involved as active members of the Core Team. At the Turtle Mountain Band, the BIA Police Captain — who has since retired — was a member of the team from its inception and remained involved until his resignation in mid-1999. As overseer of both BIA and tribal police, this person's involvement facilitated participation of both types of police officers in the various TSAV activities involving law enforcement. Similarly, the Chief Clerk of the Tribal Court was a member of the Core Team throughout implementation of the TSAV program. In addition, the TSAV Director was a member of the Tribe's Judicial Committee. Because the Turtle Mountain Band Tribal Court is constitutionally under a branch of government separate from the Tribal Council, this judicial branch involvement on the Core Team was especially critical for gaining support for TSAV strategies across both branches of government — for example, for amending tribal laws which enhanced law enforcement policies/procedures, or for providing alternative sentencing options via the Drug Court.

The fact that the TSAV partners chose to amend the Tribal Code as a specific TSAV strategy significantly helped institutionalize TSAV outcomes. This is another key lesson learned from this site. In addition to the TSAV being institutionalized as a cross-agencies problem-solving process, the criminal justice system at the Turtle Mountain Band was transformed to more effectively address crime, violence and substance abuse issues.

Finally a third lesson learned was that the relative independence of the TSAV staff — i.e., their not being lodged directly under any administrative bureaucratic body — facilitated their working across various tribal and non-tribal entities. Their work encompassed programs (e.g., VOCA, social services, etc.), agencies (e.g., law enforcement, public and tribal schools), and institutions (e.g., Tribal Council and Tribal Court).

8.0 FUTURE DIRECTIONS AND DEGREE OF INSTITUTIONALIZATION

8.1 TSAV Partnerships Created and Sustained

For purposes of this evaluation, a distinction has been made between formal and informal partnerships.

With respect to formal partnerships established as a result of TSAV, two Memoranda of Agreement, in particular, stand out. One, which was initiated early in the TSAV program, reflects a partnership schools serving Turtle Mountain Band students and the Belcourt Police Department. This MOA stemmed from work on the TSAV goal dealing with youth substance abuse. The MOA allows BIA/Tribal police to make D.A.R.E. and other presentations to students in the Turtle Mountain Community Schools. In 1999, a second MOA was signed, this one to allow the COPS in Schools Program to be implemented in participating schools at the commencement of School Year 2000-2001. An additional provision in the 1999 MOA for the Dunseith School District involved cross-deputization of a Tribal Police Officer with the Roosevelt County Sheriff's Department in whose jurisdiction the school district is.

An additional formal partnership resulting from TSAV efforts is reflected in an MOA between Belcourt Police Department, the Turtle Mountain Band Tribal Courts and other tribal/non-tribal agencies — such as the Probation Officers and treatment — who have responsibility for dealing with perpetrators. This MOA was intended to provide cross-agency access to a shared database of sensitive data, thus allowing for the tracking of offenders through a wider range of the criminal justice system on the Turtle Mountain Band Reservation. Although a well intentioned, and much needed, objective, as far as could be determined through interviews and record review this MOA was never actualized since the database system itself was never fully implemented.

Unfortunately, there is no evidence that MOAs were developed across a wider range of tribal and non-tribal agencies for the purpose of formalizing the TSAV Core Team operations. During both TSAV grant periods, the members of the Core Team did function effectively as an informal partnership. That partnership represented key individuals directly or indirectly associated with criminal justice agencies and/or victim response system entities. Although not formally constituted to continue comparable collaboration, it is expected that this group will continue to work together following the close of TSAV grant support.

A number of informal partnerships were also created and are likely to be sustained now that TSAV funding has ended. Some of these partnerships resulted in institutionalizing certain community events. For example, participation of TSAV partners or Core Team members will continue for events like Family Week, the annual Domestic Violence Awareness conference, the Community Clean-up, the Anishnaabe for Kids day camp, health fairs, etc. There is ample evidence that collaborative and team efforts such as these are now seen, by participating programs and agencies, as part of their ongoing annual responsibilities and activities. Another example of an informal TSAV-sponsored partnership that is likely to continue is the Turtle Mountain Community College's work with schools and social services agencies in the provision of literacy and life skills instruction for families-in-need.

8.2 Institutionalization of TSAV as a Tribal Problem-Solving Process

Throughout implementation of TSAV, BJA staff stressed the importance of TSAV being viewed locally as a “process, not a project” that would be institutionalized, as a formal or informal partnership across agencies, by the conclusion of DOJ funding. As a comprehensive problem-solving *process* for addressing crime, violence and substance abuse, the Turtle Mountain Band of Chippewa Indians’ TSAV initiative has certainly met that BJA expectation. As discussed in Sections 5.5 and 7.4, the TSAV partners made substantial structural changes to the reservation’s criminal justice system. Furthermore, by the end of the TSAV program there was every indication that the *process* of collaborative problem-solving had been institutionalized.

Despite the fact that the Tribe’s financial problems, at the end of the TSAV program, prevented it from committing resources to maintain a TSAV-like staff position, it is hoped that the *process* of collaborative, data-based problem-solving will continue at the Turtle Mountain Band. The evaluators caution however that several Turtle Mountain Band Core Team members raised the difficulty of continuing this effort without designated staff to specifically facilitate such a process.