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Tribal Strategies Against Violence

Grand Traverse Band of Ottawa and Chippewa Indians Case Study

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EVALUATION OF THE *TRIBAL STRATEGIES AGAINST VIOLENCE* INITIATIVE

GRAND TRAVERSE BAND OF OTTAWA AND 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 Grand Traverse Band of Ottawa and 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 Grand Traverse 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 of \$105,000, this time for 15 months — May 1998 through August 1999. The Grand Traverse Band ended its TSAV program on August 9, 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 Grand Traverse Band of Ottawa and Chippewa Indians — the first in January 1998, which involved three evaluation team members, and the second in November 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 Grand Traverse Band, key TSAV Core Team members, key Tribal Court personnel, key 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 Grand Traverse Band's law enforcement data.

3.0 SITE HISTORY AND DESCRIPTION

3.1 Characteristics of the American Indian Tribe

The Grand Traverse Band of Ottawa and Chippewa Indians is a federally recognized American Indian Tribe located in the northwestern sector of lower Michigan. The Grand Traverse Band received federal recognition in 1980. The tribal government consists of a Tribal Council and a Tribal Judiciary. The Tribal Council is comprised of the Tribal Chairperson and six Tribal Council members. The Tribal Judiciary is comprised of an Appellate Court and a Court of General Jurisdiction.

The Grand Traverse Reservation is located on the Leelanau Peninsula between Lake Michigan and Grand Traverse Bay. The reservation consists of 600 acres of trust land centered around Peshawbestown — an historic Ottawa settlement — and an additional 566 acres of trust land nearby.² As of October 1999, the Grand Traverse Band had a total tribal enrollment of 3,352. Of these, 1,576 (44%) tribal members resided either on the reservation or within the Tribe's six county service area.³ The remaining 56% lived outside that service area — either in other parts of Michigan, or in other states.

Peshawbestown is the locus for tribal headquarters and several tribal enterprises. Traverse City, the largest commercial center near the reservation, is approximately 20 miles south. A satellite office of the Tribe is located there. The Tribe also has satellite offices in Benzie/Manistee and Charlevoix counties — the latter office, at over 70 miles from Peshawbestown, is the most distant. The Tribe's six-county service area encompasses over 2,600 square miles.

In October 1999, the Grand Traverse Band employed 302 persons in various tribal government positions and an additional 1,071 persons in the Tribe's gaming enterprises. The Tribe is the second largest employer in the area, second only to the hospital in Traverse City. Gaming is the primary source of revenue for the Tribe. Its gaming operations make the Tribe one of the major employers of the immediate geographic area which is part of a fairly upscale resort area — in 1997, there were 1.3 million visitors to the area. This influx of visitors has been a major factor in the success of the gaming enterprises. The Tribe's gaming enterprises consist of two large casinos — one in Peshawbestown and another east of Traverse City.

The Tribe also operates several other ancillary enterprises. Adjacent to the casino in Peshawbestown, there is a restaurant, hotel and conference center with meeting rooms. Off the reservation, in addition to the office properties where satellite offices are located, the Tribe owns a beach hotel/condominium facility and a downtown office building in Traverse City.

Over and above these enterprises, whose objectives are to generate income for the Tribe, Grand Traverse Band also operates its own health care facility. This facility is located in the Medicine Lodge, and is funded in part through a Self-Governance Compact with the Indian Health Service.

² The Grand Traverse Band also has jurisdiction over another 130 acres of fee-simple land held for community and development purposes.

³ Tribal membership distribution was 723 (20%) in Leelanau County, 396 (11%) in Grand Traverse County, 197 (6%) in Charlevoix County, 130 (4%) in Benzie County, 110 (3%) in Antrim County, and 20 (0.6%) in Manistee County.

Unemployment is not a serious problem among tribal members residing in the six-county service area. Moreover, tribal members' incomes are supplemented with per capita distribution awards derived from gaming revenues for that year. In October of 1999, the year's per capita distribution was projected to be about \$7,000.⁴

Law enforcement agencies. Several law enforcement agencies have jurisdiction on the Grand Traverse Band's reservation and within the Tribe's service area. Those agencies with jurisdiction on the reservation and on tribally owned properties — such as properties in Traverse City and the casino east of Traverse City — are the Grand Traverse Tribal Police Department; the Sheriff's Offices for Antrim, Grand Traverse and Leelanau Counties; and the Michigan State Police.

The Grand Traverse Band Police Department is the primary law enforcement agency on the reservation itself. The tribal police are lodged under Division IV — Administrative Services of the tribal government. By November 1999, the tribal police officers had been cross-deputized with the Leelanau County Sheriff's office, and cross-deputization was pending with another county. The tribal police are also part of the Traverse Narcotics Task Force, a state-operated team which conducts operations for under-cover investigations of illegal drug-related activities in the area. All tribal police officers are state certified in Michigan.

Between 1991 and 1999, the Tribal Police Department grew from three to 15 officers. This growth in the Department's size is largely attributed to the Band's receipt of various DOJ grants, including a Community Oriented Policing Services (COPS) Universal grant and a COPS MORE grant. In October 1999, the Grand Traverse Band Police Department was comprised of the Police Captain and 14 officers. These were a Lieutenant, a Detective, a Sargent, three Corporals, and eight other officers including two canine officers — one for bombs, another for drugs. The detective is a specialized officer dealing with all investigations. It is anticipated that tribal police positions will be funded through tribal funds at such time as federal and state grants, such as COPS grants, end.

Furthermore, in November 1999, a Police Commission was being put into place to address law enforcement issues. It was felt that the growth in tribal enterprises and other recent changes in the community were making a good case for there being a full-time (three shifts) police force. It was noted, however, that some community members had begun to view the growth in police force as unnecessary. The Tribal Council was dealing more and more with tribal members' complaints about the Tribal Police and it was hoped that a new Police Commission would be able to relieve the Tribal Council of this responsibility.

Judicial Systems. The judicial systems with jurisdiction on the Grand Traverse Band's reservation and within the Tribe's service area include the Judiciary Branch of the Grand Traverse Band, the western district of the U.S. District Court for Michigan and the U.S. Attorneys Offices for that judicial district; and the Sixth Circuit of the U.S. Court of Appeals.

Article V of the Tribal Constitution notes that the Band's judicial powers shall be vested in a tribal court system composed of (1) a Court of General Jurisdiction (the Tribal Court), (2) a Tribal Appellate Court, and (3) "such lower courts as the Tribal Appellate Court may establish." An

⁴ *Tribal Sovereignty and Tribal Institutions: 1996-1999 Combined Annual Report.* Grand Traverse Band of Ottawa and Chippewa Indians

example of one such “lower court” is the Peacemaker Court, established in 1997 with funding from the U.S. Department of Health and Human Services (HHS) Administration for Native Americans.

The Tribal Court is comprised of a Chief Judge and an Associate Judge. Both positions are appointed for four-year terms; these appointments are made by affirmative vote of five of the seven Tribal Council members. Other Tribal Court staff include a Court Administrator, a Juvenile Justice Officer, Assistant Court Administrator, Court Clerk and a Legal Assistant. The Tribal Court is organized into four specialized divisions (referred to as “specialized courts”) — these are the *conservation, juvenile, criminal and civil courts*.

The Appellate Court is comprised of three judges. At least one of these judges is required to be an attorney licensed to practice before a state court. Court appointments are for six-year terms and are made by affirmative vote of five of the seven Tribal Council members. In addition to hearing appeals from the Tribal Court, the Appellate Court’s major functions have, thus far, been to develop court rules and to provide guidance on developing other judicial initiatives for the Tribe.

3.2 Characteristics of TSAV Target Areas

Until mid-way through the second TSAV grant award, the Grand Traverse Band’s TSAV activities were largely directed community-wide, rather than at any given geographic target area. However, following Community Analysis and Planning Strategies (CAPS) training in early 1999, Goals 1 (concerning *family violence*) and 4 (concerning *gang activity*) were modified in order to target residents of Peshawbestown.

This decision to focus on the Peshawbestown area was largely predicated on data emanating from both the Tribal Police Department and Court system. These data primarily reflect the Peshawbestown area since that is the primary jurisdictional area of both those entities.

According to law enforcement records, the three most serious crimes affecting the Grand Traverse Band community — in descending order — were substance abuse, drunk driving and domestic violence. These three types of offense, like in many places, are often closely intertwined. For example, of the 32 domestic violence cases handled between October 1996 and September 1997, 44% were alcohol related and 47% involved individuals with some prior history or related complaints. Moreover, in FY 1997 about 90% of all the Tribal Court’s cases involved families in tribal housing (which is largely in the Peshawbestown area). Eighty-five percent of those cases also involved substance abuse. Additionally, over half of the approximately 500 cases per year that the Tribal Court hears relate to drunk driving, domestic fights and/or child neglect. A 1997 Grand Traverse Band STOP grant report noted that of the 14 domestic violence cases that year, in 6 alcohol had been a contributing factor and seven cases involved persons with prior histories of domestic violence or related complaints.

4.0 PROGRAM STRUCTURE AND CHRONOLOGY

4.1 Formal Organization and Structure of the Grand Traverse Band TSAV Initiative

The Grand Traverse Band's TSAV program was located within Division IV, the Tribe's Administrative Services department. Staff was housed in the Tribe's Wellness Lodge, which is adjacent to the Tribe's law enforcement department. TSAV Program staff reported directly to the Division Manager, who answered to the Tribal Manager, who, in turn, reported directly to the Tribal Chairperson.

The same two TSAV staff positions existed for both TSAV grant periods. These two positions were the *TSAV Program Director* and the *TSAV Community Organizer*. Both positions were funded under the TSAV grant during the first grant period. A BJA imposed contingency for the second award was that the Tribe assume responsibility for half of the Director's position. The Tribe did so.

Due to various reasons, staffing of the TSAV program was interrupted for varying periods of time in which the Grand Traverse Band's TSAV program operated. At least twice, the TSAV Program Director had to take an extended leave of absence for health reasons. There was also at least one turnover in the position of Community Organizer.

The local TSAV program was overseen by a Core Team. According to local program documents, during the first project period, the Grand Traverse Band Core Team consisted of the Division IV Manager, the Tribal Police Chief, the Chief Judge of the Tribal Court, the Tribal Prosecutor, the Women's Shelter Director, the Substance Abuse Program Director and a counselor, the tribal grant writer and a Tribal Council member — as well as the two TSAV staff members (namely, the Director and Community Organizer). Based on interviews during the first site visit, however, it was noted that participation on the team was fairly sporadic. For example, participation of the Chief Judge and the Police Chief essentially ceased after the planning process; nevertheless, various other personnel from the same entities as those individuals did participate in Core Team meetings.

During the second TSAV grant period, for various reasons (including turnover in staff and Council membership) the Core Team's oversight function diminished. However, after attending the Community Analysis and Planning Strategies in January 1999, the Tribal Manager (formerly the Division IV Manager), the new Division IV manager, the Chief Judge, a Tribal Council member, a grant writer and the Tribal Prosecutor recommitted to redesigning and refocusing the Tribe's TSAV program. To acknowledge this change, the program was renamed the *Dreamcatchers: Tribal Partnerships in Action*.

Toward the end of the program period, the TSAV Director left on medical leave and did not return to tribal employment. As several Core Team members noted during the November 1999 site visit, prior to her departure, the Director had become increasingly alienated from Core Team members. She had, however, continued to follow through with at least the youth-focused aspects of the TSAV work, focusing most of her attention on only the Junior Tribal Council and Native American Youth Conference activities. A critical ally of the TSAV Director's, namely the Director of the Women's Shelter, also left her position after the Tribal Administration/Council closed the Women's Center. That person also appears to have alienated herself from other human services providers and from the tribal law enforcement staff.

4.2 TSAV Planning Process for the Grand Traverse Band

The Grand Traverse Band TSAV application itself was the sole work of the tribal grant writer. There was no collaborative planning process nor participation from a broadly representative local planning team. The original program objectives were very general and contained no specific TSAV strategies per se. Shortly after the TSAV grant award, a Core Team was formed at Grand Traverse Band. This Team was comprised of the Manager of the Tribe's Administrative Services Division, the Tribal Prosecutor, the Chief Judge, the Grand Traverse Band Police Captain and the Director of the Grand Traverse Band Emergency Shelter.

A multi-pronged planning approach was used to develop the TSAV goals and subsequent Workplan. First, the Core Team met weekly and reviewed various data available through tribal programs. Second, in formulating TSAV strategies, careful attention was paid to ensure no duplication of effort existed with other already existing programs, like COPS and Tribal Alternative Policing Strategies (TAPS). The Core Team consulted with many local entities (such as the Peacemaker Court) and local groups and agencies (such as the Tribal Abstinence Coalition and the Leelanau County Drug Violence Task Force.) In particular, consultations were also had with staff from the Community That Cares program, a collaborative community-based program comprised of 21 different tribal, county and local agencies involved in crime and violence prevention, substance abuse treatment and prevention, and youth services.

In addition to these consultation processes, as part of the Workplan development the Tribe also conducted a needs survey with Grand Traverse Band community members, particularly Grand Traverse Band's youth. Analysis of survey findings indicated considerable dissatisfaction among Grand Traverse Band youth regarding tribal priorities and programs.

As a result of the collaborative process and analysis of the survey findings, the Core Team determined that its TSAV initiative should primarily focus on Grand Traverse Band's youth population and that family violence, substance abuse prevention and gang prevention should be the key areas for attention. Moreover, the Core Team specifically stated that, unlike the Peacemaker Court and the Community That Cares Program — both of which dealt with at-risk youth or youth already involved in the juvenile justice system — the TSAV initiative was to be “for all kids.” However, there was to be a strong emphasis on *prevention* so that youth would not become involved in substance abuse, violence or crime, but rather in healthy alternative activities.

4.3 TSAV Goals and Strategies for the Grand Traverse Band

Four TSAV goals were pursued during both years of funding. For the second year of implementation, Grand Traverse Band added a fifth goal to its Workplan. It also revised some of the objectives and added new activities under each of the previous four goals. Grand Traverse Band's TSAV goals were as follows:

Goal 1: *To Reduce Family Violence*

This goal was included in the Workplans for both years of the Grand Traverse Band's TSAV program. The Workplan objectives and activities associated with this goal were essentially divided into two strands — one directed specifically at youth, the other at the community as a whole. The primary youth-oriented efforts were at establishing a Junior Tribal Council,

(aimed at promoting youth leadership skills and self-esteem) and forming a Boys and Girls Club. The community-wide focus included developing a domestic violence Tribal Code and educating the community about it; providing community awareness and increasing understanding about domestic violence and the effects it has on families; establishing a Men's Anger Management Group for perpetrators of family violence; sponsoring a Women's Wellness Conference; and developing a network of services to promote family preservation.

Goal 2: *To Reduce the Number of Tribal Members Reporting Use of Alcohol, Tobacco, Inhalants and Other Drugs*

This goal was included in the Workplans for both years of the Grand Traverse Band TSAV program. The Workplan objectives and activities associated with this goal were to include increasing awareness about and providing education regarding tobacco, inhalants, and alcohol and drug abuse; adopting and implementing Tribal Codes regarding the illegal use of tobacco and inhalants by youth; and making all tribal facilities smoke-free; teaching traditional uses of tobacco; establishing prevention programs for substance abuse.

Goal 3: *To Strengthen Partnerships Among Tribal Service Providers*

This goal was included in the Workplans for both years of the Grand Traverse Band's TSAV program. The Workplan objectives for this goal were to include creating a tribal calendar with all tribal meetings and activities so that service efforts can be coordinated by staff; developing an evaluation system to measure compliance of program objectives and meeting the needs of the tribal members; gathering statistical data through baseline measures and other reporting measures in order to measure program effectiveness; and working with tribal programs to create strategic plans.

Goal 4: *To Provide Crime and Violence Prevention Education*

This goal was included in the Workplans for both years of the Grand Traverse Band's TSAV program. The Workplan objectives for this goal were to include training a police officer in the GREAT program to make presentations on gang violence and the dangers of gang involvement; developing a summer youth cadet program to stimulate interest in potential career opportunities.

Goal 5: *To Have a Prevention-based Youth Leadership Conference Implemented by Native Youth*

This goal was newly introduced in the Workplan for the second year of the Grand Traverse Band's TSAV program. The Workplan objectives for this goal were to include establishing a planning committee for the conference; involving youth in organizing the conference; and train both adult and youth staff for the conference.

4.4 Budget Information for the Grand Traverse Band TSAV Program

The Grand Traverse Band of Ottawa and Chippewa Indians received two TSAV grant awards.

- The first award of \$120,000 was for an 18-month project period (October 1996 - March 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 award ultimately received a no-cost extension through May 5, 1998.
- A second grant award of \$105,000 was then made for a 15-month project period (May 9, 1998 - August 9, 1999.)

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 Grand Traverse 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 Grand Traverse 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, *Grand Traverse Band of Ottawa and Chippewa Indians TSAV Evaluation Site Visit Report #1, July 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 Director of BJA, the following statement was made: *The Grand Traverse Band of Ottawa and 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 December 31, 1996 Grand Traverse Band's reports were generally submitted to BJA on a weekly basis. From January 1, 1997 through December 31, 1997 the reports were submitted quarterly. Beginning in 1998, Grand Traverse Band usually submitted its reports on a semi-annual basis, although not all such reports could be found either in BJA files or in the local site's files.

5.0 IMPLEMENTATION OF LOCAL TSAV STRATEGIES

5.1 Approach to Reducing Family Violence

The Grand Traverse Band's TSAV strategies related to reducing family violence were primarily undertaken under the Workplan goal, *To Reduce the Number of Youth Reporting Family Violence in their Homes*. This goal — in slightly modified wording — was pursued during both TSAV grant periods. The 1997 and 1998 Workplans noted that “Community members do not feel that the Tribe has adequate programs to assist with domestic abuse and child abuse . . . [and that there] is a concern about youth violence in the schools, homes, and the community.” The two Workplans go on to cite Tribal Law Enforcement statistics that:

- In 1997, [there were] 14 cases that involved domestic violence. Seven cases had a prior history of domestic or related complaints, and six of the 14 cases reported having alcohol involved.

The second TSAV Workplan further noted that:

- Family violence was the number one problem [law enforcement] received calls on.

The Grand Traverse Band's strategies undertaken to reduce family violence were to (1) amend the Tribal Code so that it would include laws and related policies concerning domestic and other forms of violence; (2) provide youth-focused activities to increase understanding about violence and to develop resiliency and other violence-prevention skills; (3) conduct parent/family/community-awareness activities regarding family violence in order to strengthen families' and parents' skills in managing contributors to family violence; (4) work with local substance abuse programs and the Tribal Court to provide anger management training for male perpetrators, and (5) develop culturally sensitive programs to help deal with family violence.

Enacting domestic violence laws and related policies. Several TSAV Core Team members, including the TSAV Director, the Tribal Prosecutor and the Tribal Attorney, served on a policy planning team which drafted a domestic violence code for the Tribe. Mirroring the state law, the tribal domestic violence code calls for mandatory arrests in domestic violence incidents. Additionally, the TSAV partners reviewed and strengthened the Tribe's Sexual Harassment Policy and provided training to tribal employees — e.g., tribal programs staff and gaming operations personnel — on the policy.

Youth-focused activities for violence reduction. To develop greater youth resiliency and awareness about family violence and its co-factors (such as substance abuse), an annual statewide Native American Youth Conference on violence and substance abuse prevention was instituted. This conference was sponsored and organized by the Grand Traverse Band youth. Each year it features national and state experts on youth violence, gangs and substance abuse prevention. A Junior Tribal Council was also established as an effort to help build youth leadership skills. This body serves as a formal link between Grand Traverse Band youth and the Tribal Council. One of its primary objectives is to ensure that youth issues are adequately addressed by the tribal government. Local chapters of the Junior Tribal Council focus on promoting youth leadership development and on building awareness among youth who reside in the communities served by the Grand Traverse Band.

The TSAV program also coordinated with the Tribe's Community That Cares Program to ensure that its activities (such as adventure learning) benefitted all eligible tribal youth and families.

Parent/family/community-focused family violence prevention activities. An annual Women's Wellness Conference was instituted to develop community-wide awareness of family violence and related issues. This Conference also serves to familiarize local families with the range of potential tribal/local programs available for assisting with family violence incidents. A new Domestic Violence Code was drafted by the Tribal Court and Tribal Prosecutor — and passed by the Tribal Council. This new Code was designed to enable both the court and the Prosecutor to more effectively deal with domestic violence in the Tribe. To promote awareness of this new Code and its implications, a family violence hotline was established and community-wide workshops were held. Additionally, information about these changes in domestic violence laws were disseminated via various mechanisms, including through the Tribal Newsletter. Another new violence awareness activity was initiation of an annual Family Violence Awareness Month (October).

Mechanisms for assisting male perpetrators manage anger. In 1999, the Tribe's Substance Abuse Program assumed responsibility for the TSAV objective of establishing a Men's Anger Management Group. The purpose of forming this group was to assist domestic abuse perpetrators better handle their stress and anger and to help them learn conflict resolution skills. Participation in this group occurs through Tribal Court referrals.

Culturally sensitive programs for family violence prevention. Integration of traditional Ottawa and Chippewa cultural values and practices is an important part of the work focused on family violence prevention. In organizing the Native American Youth Conference, Grand Traverse Band youth worked with the Tribe's cultural traditionalists to incorporate traditional spiritual practices (e.g., use of traditional prayers, smudging, etc.) into conference activities. Similarly, these traditional practices were built into the Women's Wellness Conference activities as well as other community forums dealing with family violence prevention. Another TSAV Workplan activity was the hosting of four annual Grandmother/Mother/Daughter Moon dinners meant to honor women elders in the community. Sponsored by the Tribal Abstinence Program, these dinners brought youth, parents and elders together to enjoy traditional foods and to learn traditional Ojibwa/Ottawa arts. A similar TSAV activity had been planned for male tribal members — Grandfather/Father/Son Sun. This activity did not ultimately occur, however.

Network for family services. During the second TSAV grant period, a new objective was added which was to have resulted in a network of services that promote family preservation. As of November 1999, this TSAV objective was being addressed through development of family advocacy centers in the six counties served by the Tribe. These family advocacy centers are intended to coordinate several types of services, including prevention/intervention services, protective services, licensed foster care services, adoption, delinquency programs.

An intended, but not accomplished, outcome of the TSAV Workplan was to have been establishment of a Boys and Girls Club for the Tribe. As of November 1999, TSAV partners were meeting with officials from the Traverse City Boys and Girls Club in order to pursue discussion about how a Grand Traverse Band Club might come to fruition. Ultimately, it appears that the Grand Traverse Band opted not to incorporate as a non-profit organization — an action which was seen as being in conflict with sovereign nation status. Therefore, without incorporation, Grand Traverse Band was ineligible as a club applicant.

Not specifically mentioned in the TSAV Workplan — but nevertheless associated with TSAV efforts in family violence prevention — was TSAV coordination with the Peacemaker Court regarding alternative sentencing options for Grand Traverse Band youth who have been arrested and detained for various crimes or violent acts. About 95% of the offenders the Peacemaker Court has processed have been male. Moreover, most of them have had previous involvement in alcohol-related offenses. In the hope of off-setting these statistics, the Peacemaker Court initiated a Young Men’s Mentoring Group to help youth (ages 11-18) learn about traditional values and roles.

5.2 Approach to Reducing Youth Substance Abuse

Under the goal to *Reduce Youth Substance — Alcohol, Tobacco and Other Drugs — Abuse*, the Tribe’s first and second TSAV Workplans both noted that the “Tribe has not provided alternative methods to assist youth in participating in healthy activities, and [thus] the use of alcohol and drug abuse has steadily risen.” The second TSAV Workplan specifically noted that:

- Alcoholism/drug abuse was recorded as the second major cause of death on the . . . reservation in 1996.

Specific TSAV-supported strategies undertaken to reduce substance abuse by youth were to (1) enact tribal laws and law enforcement/court protocols regarding substance abuse by youth; (2) develop community-wide awareness and prevention activities regarding substance abuse by youth; and (3) promote culture-based approaches to prevention of youth substance abuse.

Enactment of tribal laws regarding youth substance abuse. New tribal laws dealing with use of inhalants, alcohol and tobacco were added to the Grand Traverse Band’s Tribal Code. With respect to illegal use of inhalants, the state of Michigan’s criminal code was adopted. With respect to tobacco, the new laws made it illegal for youth to purchase or use tobacco products on tribal lands or property. New Tribal Court and law enforcement protocols were also adopted in order to help enforce these new laws. Further, promoting these new tribal initiatives, the tribal government initiated a no smoking policy which prohibited tobacco use inside tribal buildings and a Zero Substance Abuse Tolerance policy was enacted which specifically prohibited illegal drug use and sales within the tribal housing areas on the reservation.

Community awareness and prevention activities regarding substance abuse. At least four community-wide training sessions were held to increase awareness about the effects that inhalant abuse was having on youth and the community as a whole. Moreover, open discussions were held with community members, and youth in particular, about overall youth-related issues — including substance abuse. These discussions took place through sponsorship by several TSAV partner organizations, e.g., the Community That Cares program and the Tribe’s chapter of United National Indian Tribal Youth (UNITY), as well as during specific TSAV sponsored community activities, like the annual youth conference and the annual tribal health fair. As a direct result of the Tribe’s enactment of its new Zero Tolerance Policy, Grand Traverse Band youth took a public stand in opposition to juvenile use of alcohol, tobacco and other drugs.

Promotion of culture-based approaches to youth substance abuse prevention. The Tribe’s Cultural Traditionalist and other TSAV partners created materials on the sacred uses of tobacco among Ottawa and Chippewa people. These materials were used in various community forums such as the annual youth conference and the annual women’s Wellness Conference. The materials were also

subsequently used by various tribal programs such as the Community That Cares and the Peacemaker Court. One further way in which TSAV partners were involved was coordination with the Grand Traverse Band's Abstinence Coalition. This coalition fosters traditional approaches to sobriety and abstinence from alcohol and other drugs.

In mid-1999, the Grand Traverse Band had established Youth Centers in at least two communities where sizeable numbers of tribal members resided. These Youth Centers were staffed by former staff of the Community That Cares program — which had closed after completion of federal grant support. It was intended for these Centers to continue work on two, as yet unaccomplished TSAV Workplan outcomes, namely, the establishment of Native American youth alcohol-free groups and development of individual extracurricular plans for all Grand Traverse Band youth

Another substance abuse-related outcome, which the TSAV Workplan had originally slated to accomplish, was the production of a video to be used for substance abuse prevention work with tribal youth. This video was intended to contain interviews with American Indian prison inmates, who had been incarcerated for substance abuse-related crimes, and interviews with community members who had been victims of such crimes. Ultimately, however, this activity was determined too difficult, and the TSAV partners decided that the resources which had been earmarked for it could be better used elsewhere.

The TSAV Workplan had also cited establishment of a tribal chapter of Students Against Drunk Driving (SADD) as an intended outcome. However, since there was already a SADD chapter in the nearby school district (the district in which many Grand Traverse Band youth were enrolled) it was ultimately deemed unnecessary to create another SADD Chapter.

One further Workplan outcome that did not reach fruition was training and state-certification as prevention specialists for all Tribal Youth Services personnel. As of the final evaluation site visit in November 1999, this had not occurred. TSAV partners were, however, still discussing the best avenue for providing such training and certification, and hoped to continue with this objective.

5.3 Approach to Strengthening Partnerships

Under the goal, *To Strengthen Partnerships Among Tribal Service Providers*, the Tribe's first and second TSAV Workplans both noted that:

“There is a lack of information getting out to tribal members on the services available to them. Evaluating program[s] to determine if there is a need for that service is an issue for programs and how it will affect them if that service is no longer needed. Confidentiality [is] a major deterrent when sharing statistical information between tribal departments [because of] the belief that information will be leaked to the public.”

This concern regarding lack of information, lack of information sharing, and lack of evaluation information about tribal programs was a major focus of the TSAV Director's work in both years of the Grand Traverse Band's TSAV program.

Specific TSAV-supported strategies to strengthen partnerships were to (1) develop mechanisms for information sharing among tribal programs and with tribal members, and (2) institute a process for evaluating the effectiveness of tribal programs.

Information sharing. In the first year of TSAV operations, both a Tribal Calendar and a Directory of Services were proposed as a means of sharing information about services of various tribal programs, timelines for program events, etc. While a few monthly calendars were produced and initial work was begun on the Directory, it was ultimately decided that, rather than doing separate publications, information sharing might better occur through already existing publications, specifically the *Grand Traverse Band News*, the Tribe's monthly newsletter. In the second year, other strategies for information sharing were implemented. These included development of Memoranda of Understanding (MOUs) signed by tribal Division Directors. These MOUs were to ensure collaboration on strategic planning efforts and sharing of information through participation in monthly department manager meetings.

Process for evaluating program effectiveness. During the first year of implementation, the TSAV Director worked with the Tribe's Planning Department to promote the development of "baseline measures" and other reporting measures for gauging the effectiveness of various tribal programs. In the second grant period, a Grand Traverse Band Evaluation Team was set up — with Administration for Native Americans (HHS) grant funds — to develop appropriate measures and to pilot-test a process for applying those measures across tribal agencies. The baseline measures were seen as a means for providing statistical information on program costs, numbers of clients, types of services, client hours, etc. This information would, in turn, assist decision makers assess which programs were effective and how programs could be improved. By November 1999, the Tribe's evaluation team was conducting training for tribal staff on the baseline measures and on the overall evaluation process. This evaluation process played a role in determining that the Women's Emergency Shelter was not a cost-effective program and the Shelter was subsequently closed. Since ORBIS' November 1999 site visit, the tribal evaluation team has been formalized, and has become the Department of Quality Enhancement.

5.4 Approach to Preventing Youth Crime and Violence

Under the goal, *To Provide Crime and Violence Prevention Services*, the Tribe's first and second TSAV Workplans both noted that:

“... youth are imitating signs of gang language and the wearing of [gang] colors. Law Enforcement [personnel] ... know of several youth who are [gang] 'wannabes' ... Many families moving to the reservation are from the city [and are bringing with them] the wrong values [including having positive attitudes about gang violence] . . .”

Both Grand Traverse Band Workplans also noted that the Tribal Police's Criminal Investigator had “recognized signs of gang activity on the Reservation ... and lack of transportation for youth to participate in healthy youth activities promotes gang activity and juvenile crime.” The Workplans also noted, however, that community members did not believe there was any gang activity on the reservation or in surrounding communities.

Specific TSAV-supported strategies undertaken to reduce youth crime and violence were to (1) promote community awareness of gang activity; and (b) provide youth with alternative activities which promote self-esteem, sense of belonging and support.

Promoting community awareness. In September 1997, as part of the first Native American Youth Conference, the Grand Traverse Band's TSAV program sponsored workshops by Wauneta Lone Wolf, a nationally recognized American Indian gang intervention/prevention specialist. Tribal youth who were interviewed immediately following Ms. Lone Wolf's presentations, responded very favorably to her presentation. Another strategy utilized in the first TSAV grant period was the training of a tribal police officer in the Gang Resistance And Education Training (GREAT) program. This officer was to use that training to make presentations in the newly formed tribal school and at community meetings. These activities began in late 1997; however, by the November 1999 final site visit, the GREAT presentations had been discontinued and the tribal school had been closed. This element — youth crime and violence prevention — of the TSAV program was ultimately subsumed under the community policing initiative of the Grand Traverse Band Tribal Police. During an evaluation interview in November 1999, the Police Captain stated that while “gangs were not a real problem” on the reservation, several girls from the Grand Traverse Band community had formed groups and gotten into fights with other girls. Some of these tribal youth had been under court supervision and/or had been in trouble in the regular public schools and were now in the alternative school.

Alternative activities. The primary Workplan strategy for providing tribal youth with alternatives to crime and violence was the establishment of a youth Police Cadet program under the Tribal Police Department. One of the primary objectives for this program was to encourage young tribal members to consider careers in law enforcement, particularly since there were few American Indians on the tribal police force. As of November 1999, the Grand Traverse Band had had one youth complete a year in the Police Cadet program and a second youth was participating in 1999. There had also been annual Law Enforcement Youth Camps held in the summer of 1998 and 1999. These Camps had been regarded as successful. At the end of the TSAV program, the Tribal Police Captain indicated that several tribal youth were interested in participating as Uniformed Police Cadets and that he was actively seeking to get them involved.

5.5 Approach to Establishing a Youth Initiated and Planned Native American Youth Conference

For the second TSAV grant cycle, a fifth goal was added to the Grand Traverse Band Workplan. This goal focused specifically on the annual Native American Youth Conference. Although previously the Conference had been an activity under the Workplan Goal 1 (*family violence*), it was changed to be its own separate goal in order to give it greater emphasis. The Conference's primary purpose is to provide a forum for development of leadership skills among tribal youth. As such, Grand Traverse Band youth bear responsibility for determining the content and focus of the Conference and organizing its implementation. In the two preceding years (1997 and 1998) the Junior Tribal Council, under the direct supervision of the TSAV Director, had been responsible for organizing and conducting the annual Conference. In 1999, however, the TSAV partners felt that youth participation in the Council was limited and that the Council was not really representative of all Grand Traverse Band tribal youth. Thus, in 1999, the Council was reorganized. As a result of this reorganization period, no 1999 Youth Conference took place. Housed in the new Youth Services Department, new tribal staff were hired to oversee the re-establishment of the Junior Tribal

Council and to develop procedures for ensuring that youth from each of the Tribe's service areas were represented. At the time of the November 1999 site visit, plans were being made to establish UNITY chapters in each of the six-county service areas and to finalize an election process. It was anticipated that each local UNITY chapter would elect representatives to the Junior Tribal Council and that the full Council would then meet each month. The Youth Services staff were hoping to attract Junior Tribal Council participation from as many as 50-70 Grand Traverse Band youth.

5.6 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 discussed below, as is the extent to which the evaluators found evidence that the objectives were addressed at the Grand Traverse Band of Ottawa and Chippewa Indians.

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

At the Grand Traverse Band, planning team representation and efforts at partnership building were focused exclusively within the tribal context. Outreach to non-tribal entities was not a part of the local TSAV effort. There was, however, a broad array of tribal service providers participating at various stages of the TSAV planning and ongoing implementation of specific TSAV-sponsored activities. Nevertheless, of some note is that this diversity in this participation did waver over time. While certain partnerships, initially instigated under TSAV, continued to function, they did not necessarily do so in association with the local TSAV Director. As noted by one member of the Tribal Judiciary, it was felt by many partners that the TSAV Director became increasingly isolated from them. Moreover, she was seen as focusing most of her energies on only the TSAV activities dealing with the Junior Tribal Council and the Native American Youth Conference. [Refer to Section 7 for further discussion of this issue.]

Despite this concern, on the part of certain TSAV partners, about the TSAV Director's isolation from them, after attending the Community Analysis and Problem Solving (CAPS) training in early 1999, several TSAV partners returned home with a renewed interest in continuing the work that had been initially planned under the TSAV program. These individuals included the Chief Judge, the Tribal Prosecutor, the Tribal Police Captain, the Tribal Manager and two members of the Grand Traverse Band Tribal Council. This group determined that the TSAV activities that had been undertaken to date had become too narrowly focused on youth and that a more comprehensive approach to solving the Tribe's crime, violence and substance abuse problems was needed. [Refer to Section 7 of this report for more elaboration about the staff/partner rift.] Moreover, the TSAV partners attending the CAPS training felt that there needed to be greater recognition of the interconnectedness of issues associated with the community's crime, violence and substance abuse problems. To effectuate these changes, these TSAV partners instigated revisions in the TSAV Workplan in May 1999. A new approach to problem-solving was simultaneously instituted. These actions were the impetus for formation of a new tribal evaluation team and implementation of performance-based accountability across tribal agencies (as discussed in Section 5.4). These actions also called for (1) training of all tribal program staff in data-

based performance measures and (2) instituting procedures to ensure improved collection of statistical data regarding tribal membership, services, programs, etc.

In summary, the January 1999 CAPS training served as a nudge for key Grand Traverse Band stakeholders to re-establish cross-agency, problem-solving teams within the Grand Traverse Band. This process has become institutionalized in MOUs between the Tribal Council and Executive Management of the Tribe, including the Tribal Court. These MOUs were put into place in September 1999. The cross-agency problem-solving process has been institutionalized as the Tribe's Department of Quality Control (i.e., evaluation and monitoring).

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

As noted by the Grand Traverse Band's Chief Judge and the Tribal Manager, many of the TSAV strategies undertaken to reduce crime and violence were activities with relatively short-term impact — for example, building better awareness of substance abuse and violence-related issues in the community, especially with respect to the issue of family and youth violence. Nevertheless, as a result of the TSAV program, there were also certain changes that had more long-term impact on the Tribe's criminal justice system. Specifically, new additions to the Tribal Code, dealing with domestic violence and substance abuse, and subsequent implementation of new tribal policies stemming from those new laws are likely to have long-term impacts. As noted by the Chief Judge, the Grand Traverse Band is "building our law and justice system to handle domestic violence relationship cases . . . and we expect to see more and other changes [in our system] . . . [previously] we did not have the infrastructure or expertise to handle [certain types of cases], but we're getting there."

Certain Tribal Code amendments as well as other TSAV strategies of the Grand Traverse Band which were designed to discourage early substance abuse by youth were simultaneously directed at improving the social dysfunction experienced by many Grand Traverse Band families. Similarly, anger management groups were established to assist detained youth and convicted offenders expand their repertoire of healthy behaviors and to build their resiliency to frustration and stress. These efforts, too, were meant to improve the social dynamics of families.

The primary prevention education activities that occurred were in the areas of violence prevention (primarily domestic), substance abuse prevention, and gang prevention. Presentations by TSAV staff/consultants and/or other TSAV partners, such as law enforcement officers were made at both the tribal school and at various community events. The TSAV Program also initiated a Native American Youth Conference and a Women's Wellness Conference, both of which were designed to promote awareness building about the inter-relationships between family violence, substance abuse and crime. If continued in the future, both conferences will be important mechanisms for maintaining heightened community awareness and the need for comprehensive and collaborative prevention processes.

While community policing efforts did indeed occur at the Grand Traverse Band during implementation of the local TSAV Program, these efforts were done under tribal COPS

grants and that initiative was not coordinated, to any measurable degree, with TSAV activities.

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

As noted previously, there were a variety of activities at the Grand Traverse Band which provided youth with alternatives to using substances. Implementation of the Youth Centers, as an indirect result of the TSAV program, were also intended to address this issue. Reorganization of the Junior Tribal Council and expansion of the UNITY chapters into all six tribal communities, will, one hopes, also serve to provide a variety of alternative programming for tribal youth.

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

At the Grand Traverse Band, because of their new awareness of effective problem-solving brought about by TSAV participation and CAPS training, the Core Team sought and obtained resources to implement a new data collection process. This funding from the Administration for Native Americans, U.S. Department of Health and Human Services, has resulted in institutionalization of an Evaluation Team at the Tribe — a Team which is responsible for developing and monitoring program effectiveness and changes in crime, violence and substance abuse rates through baseline and other performance measures. According to the Chief Judge at the Grand Traverse Band, with the exception of that new resource, the TSAV partners consciously chose not to pursue other new funding sources, such as Drug Court monies. Their decision was based on the desire to proceed slowly and to, first, have time to assess — via the new Evaluation Team noted above — how certain new tribal initiatives, such as the Peacemaker Court and the new Domestic Violence Code, were progressing.

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 may have occurred at the community level as a result of TSAV. There were two sources for that qualitative data: (1) interview data collected during the last site visit to the Grand Traverse 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 November 1999 evaluation site visit to the Grand Traverse Band, local TSAV Core Team members⁵ were asked to provide their assessments of the effect that TSAV had on the Grand Traverse Band reservation and its communities. Listed below are the primary changes in the community which Team members attributed to their TSAV initiative. It should be noted that the Core Team members who were interviewed distinguished the local TSAV in terms of *before* and *after* their CAPS training. As one interviewee noted, during participation in the January 1999 CAPS training in Phoenix, several Grand Traverse Band partners realized that the Tribe's TSAV Program had at that juncture really been focusing on "activities" rather than establishing a long-term cross-agency collaborative *process*. "So, we regrouped when we returned." The TSAV Workplan was revisited and revisions to it were made in May 1999. The revised document was intended to provide guidance for the Core Team members and TSAV partnerships beyond the actual TSAV grant period, thus enabling ongoing focus on specific targeted problems.

- Key among the changes attributed to CAPS (and, thus, indirectly to TSAV since it was their TSAV involvement that instigated attendance at the CAPS training workshop) was that the seeds for establishing a new emphasis on data collection and evaluation had been planted among the leadership of various tribal agencies. These individuals included the Chief Judge, the Tribal Manager, the Tribal Police Captain, the Tribal Prosecutor and two members of the Tribal Council. While these individuals had become relatively alienated from the TSAV Director, they did renew their commitment to "make TSAV work." The new Evaluation Team and institution of the use of baseline and performance-based measures to gauge program effectiveness were also seen as attributable to TSAV. As was noted by the Chief Judge "As a newly recognized Tribe [since 1980], the Grand Traverse Band develops programs around what grants we can get or which ones we have already gotten. Now, we feel that we should be doing more informed decision-making and not just go after a grant just because it is available." Thus, the new evaluation system was seen as providing the necessary information for making good decisions about how best to address crime, violence and substance abuse issues in the community.

⁵ Final interviews at the Grand Traverse Band were somewhat different than the other sites in that the former TSAV Director as well as a key Core Team member (i.e., the former director of the Women's Shelter) were no longer in the community and were unavailable to the evaluation team. As noted elsewhere in this report, both individuals' employment ended. Thus, the perspectives of two members of the local TSAV Core Team who had been most involved with some key TSAV activities — the Junior Tribal Council, the Native American Youth Conference, and the Women's Wellness Conference — are not represented in this report.

- Corollary to this newly established evaluation process, Grand Traverse Band interviewees noted a new awareness of how to address crime, violence and substance abuse problems through *strategies* rather than activities. One interviewee cited the changes/additions that the Tribe had made to the Tribal Code, and changes in law enforcement policies — such as the new initiatives in community policing — as examples.
- The new Domestic Violence Code and new laws dealing with inhalant and other substance abuse are important institutionalized outcomes of the Grand Traverse TSAV program. Similarly, the new tribal laws enacting (1) a Zero Substance Abuse Tolerance policy for tribal housing and (2) a no smoking policy for tribal facilities reflect positive outcomes. Additionally, Grand Traverse Band made changes to its sexual harassment policy and provided staff training on those changes. These are all examples of areas where TSAV strategies have been institutionalized.
- Another area cited was an increase in coordination and teamwork among different tribal agencies at the Grand Traverse Band. As noted above, a renewed commitment to the TSAV problem-solving process was experienced by Core Team members. It appears that that commitment has been passed on to other program staff and is being maintained through training and the institution of monthly problem-solving meetings. Interviewees noted that this impact would definitely be ongoing after the TSAV program was gone.
- Law enforcement officials cited specific new areas of training for police officers and community members that had occurred in 1999 as a direct result of the renewed TSAV effort. Examples were problem-solving and community organizing. These were part of the Grand Traverse Police Department’s community policing initiative. Under this initiative, weekly community meetings had been instituted for community members and law enforcement officers to discuss various crime/violence issues in the community and to undertake joint problem-solving. It was noted that one strategy that had successfully reduced public alcohol consumption and loitering was the installation of more lighting in tribal housing areas. Furthermore, the Tribal Police Captain had begun a Citizens Police Academy in order for citizens to better understand police work. This ten-week (two nights per week) curriculum included “ride-alongs” and problem-solving activities. Interviewees stated that while initially there had been four people involved, by November 1999 the academy had many more participants.
- □ Another more intangible change noted was an attitudinal change in how sobriety is perceived by community members. As noted by one interviewee, “sobriety is now viewed as a good value . . . this wasn’t the case in the past.” The TSAV Community Organizer was specifically cited as being a good resource for getting youth involved in building awareness about alcohol and other substance abuse. The public stand taken by Grand Traverse Band youth in support of a zero tolerance policy on substance abuse by juveniles was sited as evidence of this change. In November 1999, interviewees indicated that the tribal government was considering banning all sale of alcohol on tribal property, including for the gaming operations.
- □ In addition to the new laws added to the Grand Traverse Band’s Tribal Code, another important outgrowth of the local TSAV initiative mentioned by the Chief Judge were changes in Tribal Court priorities. The TSAV program was credited for starting a process whereby key partners were reviewing the total criminal justice system in order to identify critical gaps in how domestic violence, juvenile crime, etc., are being dealt with by local law enforcement agencies and the Tribal Court. Noting that child welfare and juvenile cases represented a significant percentage of the court’s caseload, the Tribal Judges and the Prosecutor had instituted alternative sentencing programs. Cited was the “challenge-based

probation” program designed and instituted by one member of the Community That Cares staff. Under that program, a first-time youth offender is sentenced to participation in outdoor challenge activities (e.g., ropes course, rappelling, etc.) and also participate in Peacemaker Court or speak to an Elder about traditional values, etc. The process might then culminate in the offender having to write an essay about what he learned from the process. Second offenders are sentenced to undertake the same type of counseling by an Elder, over a one-year period, but their sentence culminates in having to take a ten-day, 300-mile canoe trip with only minimal supplies and using traditional survival techniques. Upon successful completion of the trip (150 miles each way), the youth are reintegrated into the community through a traditional ceremony honoring their achievement and admonishing them to become role models of good behavior for other youth. During 1999, four youth offenders had participated in the canoe experience.

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 members⁶ 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 Grand Traverse Band’s TSAV Core Team as being stakeholders in the local TSAV initiative. These individuals included TSAV staff and Core Team members, representatives of the Tribal Administration/Council, Tribal Court and Prosecutors office, Tribal law enforcement, Tribal/BIA health and social services agencies, public schools, and other tribal programs staff (such as housing, education and substance abuse). Each of the 24 identified individuals was asked to complete the survey. Twenty 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:

⁶ Unlike the case with interview data from November 1999, both TSAV staff responded to the survey which was conducted prior to the end of the TSAV program in early August.

- providing youth with healthful activities,
- improving services of TSAV partner agencies,
- creating consensus among TSAV partners about solutions for targeted problems,
- identifying additional funding to apply to targeted problems,
- fostering cooperation among the TSAV partners,
- building community awareness of violence, and
- fostering information sharing among law enforcement and courts.

The first response reflects the fact that, over the course of the two grant periods, the TSAV staff tended to place its primary focus on youth activities — e.g., the Junior Tribal Council and the Youth Conference. The rest of the responses indicate that, similar to other sites, and despite the TSAV staff's emphasis on activities, rather than *process*, and those activities being mostly focused on youth, the TSAV program itself was seen as having laid a good foundation for building or improving collaborations among agencies and for raising awareness about problems/needs among agencies and community members.

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

- reducing drunk driving,
- reducing drug use,
- preventing substance abuse,
- reducing family violence,
- improving community policing, and
- reducing gang activity.

Similar to at least two other TSAV sites, these findings indicate that the TSAV partners recognized that they have only begun to scratch the surface with respect to tackling the serious problems facing their community. The findings also perhaps bolster the fact that while collaborations had been established, the more substantive work of collaboration — e.g., improving community policing, combating drug use and alcohol abuse — still needed to occur.

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 Grand Traverse Band community at the conclusion of the TSAV program. [Note: some respondents listed more than one problem; thus, numbers discussed below exceed the number of total survey respondents.] Respondents were also asked the extent to which they felt that the problem they identified was being addressed by local programs or resources. Sixteen (80%) of the respondents identified alcohol abuse as being the most serious problem still facing the community. Eleven of those respondents did feel that the problem was being addressed, to some extent, by local programs or resources. Four respondents felt that illegal drug use was the most serious problem, and half of those respondents felt it was being addressed. Child neglect was seen as the most serious problem by two other respondents who felt it was being dealt with.⁷

⁷ To a lesser extent, the following problems were seen as being still existent in the Grand Traverse Band. In descending order of perceived seriousness, these were family violence, child abuse, illegal drug dealing, drunk driving and traffic accidents, child sex abuse, sexual assault, theft, other property crimes, and adult gangs.

It should be noted that problems associated with “adult gangs” received a cumulative rating of 1.38 — well below the 2.0 rating of “some problem.” In other words, despite the fact that there had been a gang-related (both adult and juvenile) goal during the first TSAV grant period, adult gangs were not seen as a problem by survey respondents. 1998 and 1999 interview data also reflected the perception that gangs were “not a real problem” in the Grand Traverse Band communities. It could not be determined if the “no gang problem” responses to the survey were a result of TSAV Year 1 activities directed at gang prevention, or that gangs had never been a real problem to begin with.

Remaining Juvenile Crime Issues. Underage drinking was singled out by 15 (75%) of the respondents as the most serious juvenile problem still facing the community. The majority of these respondents also felt that this problem was being addressed locally. In addition, six other respondents felt that illegal drug use was the most serious problem among youth and half of those respondents felt that it was being addressed locally.⁸ [Note: some respondents listed more than one problem; thus, numbers discussed below exceed the number of total survey respondents.]

Juvenile gangs received a cumulative rating of 1.53, a rating below “Some Problem.” As noted elsewhere, during the Grand Traverse 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 crime and violence. The same caveat (mentioned above under adult gangs) applies about whether the perception of juvenile gangs as no longer being a problem was a result of the TSAV gang prevention activities or that gangs had not initially been a problem in the community, despite selection of a TSAV gang-related goal.

Remaining Quality of Life Issues. Thirteen respondents cited low educational achievement and associated factors (e.g., truancy, high youth dropout rate, lack of education focus) as the most serious quality of life issue in the Grand Traverse Band. More than half of those respondents felt this issue was being addressed in the community. Three other respondents felt that family-related issues — family dysfunction, the need for improved parenting/family interactions, and youth detachment from community — were the most serious quality of life issues yet facing the Tribe; two of the three felt that these issues were being addressed.⁹ One respondent cited unemployment and another cited “quality of life below the national level.” Two survey respondents did not answer this item.

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 ratings from all 20 respondents indicated that the TSAV program’s impact had been just somewhat “less than expected.” Eight of the 20 respondents felt that the TSAV program’s impact was “less than expected.” Another eight respondents were more

⁸ 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, vandalism, theft, family violence, child sex abuse, drunk driving, and child abuse. All of these received cumulative ratings between 2.0 (Some Problem) and 3.0 (Big Problem).

⁹ To a lesser extent, in order of decreasing seriousness, poverty and unemployment were seen as quality of life problems still facing the Tribe.

positive; six indicating “about as expected” and two indicating “somewhat more than expected.” Two of the three remaining respondents indicated “don’t know” and the third indicated “not at all” as expected. One survey respondent did not answer this item.

These responses point to the ambivalence felt by many TSAV partners about the TSAV program at the Grand Traverse Band. Some responses reflect the clearly critical views of certain respondents regarding the way in which the TSAV Director had implemented the program (as discussed further in Section 7 of this report). Other responses probably reflect more positive feelings about TSAV as a result of the redesign of the program and a renewed sense of commitment “to the process” following the January 1999 CAPS training.

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

- getting partners to adhere to responsibilities in TSAV Workplan,
- generating community support for better addressing targeted problems/issues,
- receiving appropriate or timely technical assistance,
- getting TSAV partners to think beyond their areas of focus and to view problems across turf lines, and
- acquiring adequate or appropriate data to backup targeted problems/issues.

The first and fourth obstacle mentioned above no doubt relate to the rift that had developed between the TSAV Director and some of the TSAV partners, which affected the willingness of the partners to work together, and the local TSAV program began operating as two separate strands of activity. This rift among TSAV staff and partners also affected their ability to generate support among other tribal entities (such as the Peacemaker Court volunteers, and the Community That Cares partners) and other community members. The reference to technical assistance may allude to the fact that the key TSAV partners within the Tribe were reluctant to enlist BJA’s or NCPC’s assistance in dealing with the staff issue, when that staff person (i.e., the TSAV Director) was being promoted by BJA/NCPC to provide training and technical assistance to other TSAV programs through the semi-annual cluster training workshops.

Regarding the last obstacle cited above, the process utilized by the Tribe’s new ANA-funded Evaluation Team was intended to acquire the data to promote more effective problem solving by tribal programs. As part of this process, it was noted by the interviewees during the November 1999 site visit, that problems of “turfism” were still being encountered as tribal programs staff were undergoing the Evaluation Team’s training and monitoring. Also, changes in tribal government leadership had occurred once again during the May 2000 elections. The tribal chairperson who had been in office since 1996 (i.e., the entirety of the TSAV program’s existence) had been displaced, as were several other members of the Tribal Council. The extent to which this recent turnover in tribal government will affect institutionalization of the TSAV/CAPS process and the overall outcomes of TSAV cannot be gauged.

What could have been done differently. When asked to identify what they might have done differently in implementing the TSAV program, respondents primarily addressed the rift in relationships between the TSAV Director and other TSAV partners — both potential and actual partners. For example, the TSAV Director noted a need for “immense training for both the Tribal

Council and the tribal administrator [about the TSAV] process.” The TSAV Community Organizer noted that a better understanding between the tribal government and administrative staff should have been established before continuing the project. On the other hand, the TSAV partner entities and Core Team members felt that the TSAV Director should have allowed more direct interaction and participation from them, rather than her working so much “in isolation.” These respondents also mentioned the success of the Community That Cares program — which was overseen by a task force of over 30 tribal and other agencies — and stated that since this larger problem-solving community group had already existed, the TSAV program might have worked better had it been integrated within that structure. One respondent specifically noted that it might have been a better approach, and perhaps less duplicative if TSAV workgroups had “been farmed from the Community That Cares task force.” Yet one other respondent expressed the feeling that the Grand Traverse Band “TSAV [program] seemed to be an artificial overlay, rather than a natural progression [or outgrowth] of the Community That Cares program.” One Core Team member noted that — to bridge this gap between TSAV staff and actual and/or potential TSAV partners — the Core Team should have requested technical assistance from NCPC and BJA.

When asked about any conflicts among partners that might have affected decision-making, six respondents indicated that little or no conflict had occurred. Five specifically cited “some” or “a lot” of conflict with TSAV staff. Furthermore, seven to ten respondents answered in the “Don’t Know” category. Since these were persons who were supposed to be part of the local TSAV partnership, this response would indicate that these individuals were not very involved with TSAV. This finding would verify that the TSAV staff was seen as operating in relative isolation, and on specific TSAV activities as opposed to helping establish a collaborative *process*. There were five individuals who indicated that “some” or “a lot” of conflict with the staff impeded the decision-making process.

6.3 Crime Data

Crime statistics specific to the Grand Traverse 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 (August 1999). These statistics were collected from the Grand Traverse Band’s Police Department.¹⁰

The results of the analysis of crime data is presented below and on the next page.

Table 1. Offenses Other Than Major Crimes

Offense	1997	1998	1999
Non-aggravated assault	30	28	38
Intimidation/Stalking	1	1	2
Forgery/Counterfeit	2	3	5
Fraud	5	19	21
Embezzlement	1	3	1
Stolen Property	2	3	0
Damage to Property	20	27	29

¹⁰ These numbers represent all reported incidents. Data for number of arrests were not available for all three years; therefore, those figures are not given.

Drug/Narc. violation	15	19	31
Sex offenses - other than CSC (1100)*	1	2	0
Family abuse - neglect	15	23	10
Family - other	6	2	12
Liquor violations	17	9	26
Drunkenness	2	2	11
Obstructing police	1	3	0
Obstructing justice	6	3	9
Weapons - Concealed	0	3	2
Weapons - Explosives	0	1	0
Disorderly conduct	21	36	27
Disturbing public peace	20	3	12
Hit & Run-Accident	2	8	2
O.U.I.L.	45	31	37
Traffic Violation-Misdemeanor	44	25	54
Health & Safety	22	11	8
Trespass	6	6	2
Violation of curfew	4	13	8
Juvenile runaways	2	10	10
Possession of alcohol	9	9	n.c.
Civil dispute-family trouble	18	42	66
TOTAL	317	345	423

* CSC (1100) refers to Criminal Sexual Conduct under the Major Crimes Act

Table 1 refers to rates for all offenses — other than Major Crimes (see Table 2) — committed on the Grand Traverse Band’s reservation and tribal properties. No statistically significant changes occurred in any of these crime categories for this three-year period. The Chief Tribal Judge noted that over the three-year time period some increases did occur in certain offense/crime categories coming before the Tribal Court. He attributed that increase in offenses/crime to the growing numbers of returning tribal members; in his opinion, crime, in general, had not increased on a per capita basis.

Figure 2. Major Crimes

Crime	1997	1998	1999
Homicide	0	0	0
Criminal Sexual Conduct (CSC) 1 (1100-1)	5	4	7
CSC 1 (1100-3)*	1	3	3
CSC 2 (1100-7)	0	1	1
CSC 4 (1100-8)	1	1	2
Robbery	1	0	0
Aggravated/Felonious Assault	3	4	4
Arson	0	0	5
Burglary-forced entry	6	2	2
Burglary-w/o authorization	6	3	10
Larceny-except auto	25	34	38

Motor Vehicle theft	5	3	10
MV as stolen property	0	3	n.c.
TOTAL	53	58	82

* CSC1 (1100-3) reported as CSC 3 (1100-3) in 1997

Table 2 refers to rates for all Major Crimes committed on the Grand Traverse Band's reservation and tribal properties. No statistically significant changes occurred in any of these crime categories for this three-year period of time.

7.0 IMPLEMENTATION ISSUES AND INTERPRETATION

7.1 Site-specific Factors that Facilitated Implementation of TSAV

The dual nature of its implementation approaches — that is, one “activity/program” focused strand (the major focus of the TSAV Director) and one “collaborative process” strand (the focus of many of the TSAV partners) — makes it somewhat difficult to characterize Grand Traverse Band’s TSAV program as having been implemented either successfully or unsuccessfully. Thus, in some respects *facilitators* or *inhibitors* to any success are even more difficult to assess.

It is the evaluators’ opinion, however, that the single most positive facilitator for successful implementation of Grand Traverse Band’s TSAV initiative was the January 1999 CAPS training which a number of the TSAV Core Team and partners attended. That training apparently played a major role in finally crystalizing participants’ understanding of what TSAV had been intended to do — namely, establish a *process*, not a program, and to institutionalize cross-agency problem-solving at the local level. Upon return from the CAPS training, these individuals took steps to revise the TSAV Workplan in order to better reflect the fundamental TSAV concept. Impetus stemming from the CAPS training also resulted in successful initiation of a problem-solving and evaluation process within the Grand Traverse Band’s tribal government. Each of these actions, which occurred during the last year of the TSAV initiative, have laid strong groundwork for institutionalizing a positive community-wide collaborative process.

7.2 Site-specific Factors that Inhibited Implementation of TSAV

The rift between the TSAV Director and the TSAV partners was a strong factor inhibiting successful implementation of the program as envisioned by BJA. While it appears that the TSAV Director did try to involve a broad array of other tribal programs — e.g., Indian Child Welfare office, the Substance Abuse Program and the Community That Cares Program, and indeed those programs were identified in the TSAV Workplan — she was not perceived as being very successful in clearly articulating the purpose for the partnership to most of the players. The lack of understanding the purpose of the TSAV partnership was especially evident among interviewees from the Tribal Court and Tribal Police. For example, during the evaluators’ first site visit in 1998, the Tribal Police Captain noted that the TSAV objectives seemed to overlap with community policing objectives in the Tribe’s COPS and TAPS grants. That the overlap in objectives was neither clarified nor used as a basis for performing complementary work is probably indicative of the fact that neither TSAV partners nor law enforcement staff grasped the underlying purpose of TSAV.

During the first TSAV evaluation site visit in 1998, the rift between the TSAV Director and other actual or potential TSAV partners was noted to the evaluation team. These problems appears to have persisted throughout the TSAV program at the Grand Traverse Band. It was never made clear to the evaluators why this problem was allowed to persist so long without resolution. One interpretation could be an absence of adequate oversight from the tribal supervisory staff and/or BJA.

Another factor which likely had a negative affect on TSAV implementation was the fact that the TSAV Director was not from the community. Her unfamiliarity with tribal program staff (i.e., potential TSAV partners) — many of whom had been in their positions for several years — may have worked against her, particularly as the community as a whole was seeing many changes and

new initiatives as a result of being relatively newly federally recognized. The Director herself stated that upon assuming her new position, and as a non-Indian from outside the area, she had to learn many of the traditional tribal protocols in order to gain credibility and involvement.

In addition to the above cited issues, turnover in the TSAV Community Organizer position and the loss of key players on the Peacemaker Court were also inhibitors to greater TSAV success for the Grand Traverse Band.

7.3 Placement of TSAV Program Within Tribal Government Structure

The TSAV program at the Grand Traverse Band was placed within Division IV — Administrative/Judicial Services. Presumably, the TSAV program and staff were placed there because that is also where the Tribe’s law enforcement and Tribal Court are lodged. Given the TSAV focus on youth crime, violence and substance abuse prevention, this location could potentially have provided an excellent framework for bringing together a broad array of programs to address crime, violence and substance abuse issues in the Grand Traverse Band service area.

It is noteworthy, however, that virtually all other youth programs at Grand Traverse Band are housed in Division III-Education. This seeming structural disconnect in the placement of the TSAV initiative may have contributed to the confusion expressed by TSAV partners about the purpose of the TSAV initiative. On one hand, they saw the Director operating what appeared to be yet another youth program; on the other hand, they consistently heard from NCPC, BJA and others that TSAV was a *process* not a program and was intended to transcend individual program-specific focuses.

The issue was probably further compounded by the fact that there was already a Grand Traverse Band program in place, within the structure of the Education Division, that very much resembled what TSAV was designed to be. This was the *Community That Cares Task Force*, a coalition of over 20 tribal and local service providers, which oversaw a program specifically designed to meet the needs of “at-risk” tribal youth. As noted by several survey respondents (see Section 6.2), the Community That Cares Task Force might itself have been an excellent locus for the TSAV youth-related objectives to have been lodged, the implication being that keeping the two youth-related activities separate was not only duplicative, but also confusing. Nevertheless, this merging did not occur. The Community That Cares group was, however, initially one of the TSAV partners and was responsible for some of the TSAV activities. However, over time, the group became less and less directly involved with TSAV.

One further point that bears noting is that placement of TSAV within any of the “program” divisions (whether Division III or IV) probably detracted, to some extent, from successful implementation of the fundamental TSAV concept of being a process for facilitating cross-agency collaboration. Placement in a “program” structure is likely to convey a “program” perception to potential stakeholders. Thus, in some respects the confusion at Grand Traverse Band as to whether TSAV was a youth program or a broader collaboration process across tribal and other entities is understandable.

7.4 TSAV as a Planning Model for Other American Indian Tribes

As at several other TSAV sites, understanding of the TSAV planning model seems to have crystalized through participation in the January 1999 CAPS training. It was also through the CAPS training that TSAV partners fully understood that the Tribe had little or no data to use as baseline measures for determining how to evaluate the effectiveness of various tribal programs. While the Tribal Court, law enforcement and substance abuse programs had previously been collecting various data, these data were mostly process related, not outcomes related. For example, the data cited how many cases were processed through the criminal justice system, but did not indicate any impacts of the criminal justice system nor the seriousness of crime, violence and substance abuse problems in the Grand Traverse Band.

The TSAV partners determined that to duplicate the TSAV/CAPS process, they would need to develop baseline measures. Ultimately, this led partners to implement a Grand Traverse Band Evaluation Team as a way of developing these baseline and other performance-based data in order to put into place an inter-agency problem-solving process. As noted elsewhere, at the time of the November 1999 site visit, the Grand Traverse Band's ANA-funded Evaluation Team was providing training on the process to tribal programs staff. Since, the process was just being implemented at the time of the second site visit, there is no basis yet on which to make an informed judgement as to whether this is successful or appropriate for other Tribes.

7.5 Turnover in TSAV Staffing

At the Grand Traverse Band, for the duration of the TSAV program, there was turnover only in the position of the Community Organizer. The person originally hired in that position was terminated after approximately 10 months. The second person in that position remained until the end of the TSAV program in August 1999.

Although the TSAV Director remained in her position from December 1997 through August 1999, there were at least two periods when she was unable to work due to health reasons. During both periods, she was on extended leave for as long as two to three months.

The seeming split between how the Grand Traverse Band's TSAV program was viewed in terms of the TSAV Director's activities versus those of the TSAV partners may have stemmed from these extended absences. When the TSAV Director was not around, the TSAV partners took responsibility for TSAV implementation. This contributed to the initiative developing two separate identities, each affiliated with different individuals — one identity was as a youth program, directed by the TSAV Director; the other identity was as a cross-agency collaborative process, directed by other TSAV partners. The alienation between the TSAV Director and the TSAV partners clearly had negative repercussions on the overall local TSAV initiative.

7.6 Involvement of Law Enforcement and Courts in TSAV Partnership

Initially, law enforcement involvement in the TSAV partnership was reflected by virtue of the Grand Traverse Band's Police Captain and GREAT officer. However, neither position remained represented in the partnership for the duration of the the Grand Traverse Band TSAV initiative. When the GREAT officer changed jobs, the involvement of that position ceased. The Police Captain's involvement lessened over time, with interview data indicating that he felt TSAV was a much too complicated process. He also felt that there was confusion about who was supposed to

do what in the TSAV Workplan. Moreover, some confusion persisted as to how law enforcement's COPS and TAPS program objectives overlapped with TSAV.

The court system involvement was initially reflected in active partnership participation from the Tribe's Associate Judge and Chief Judge. The Associate Judge was also particularly involved with establishment of the Peacemaker Court — a program that was actually being started just as the TSAV planning phase was beginning. In fact, community survey data collected for the Peacemaker Court planning was also used in the TSAV planning. Furthermore, the first TSAV Community Organizer had herself been trained as a peacemaker and had been active with that organization. Ultimately, however, when the individual serving as the TSAV Community Organizer was fired, involvement of the Peacemaker Court in TSAV also halted.

In Fall 1998, the Associate Judge departed for law school. This departure resulted in loss of a critical player in the TSAV partnership — a player who had been involved from the beginning of the initiative. The Chief Judge, on the other hand, did maintain involvement in the TSAV partnership, albeit at somewhat of a distance from day-to-day TSAV activities. More active involvement was limited not only by the Judge's heavy caseload, but was probably also augmented by a certain amount of discontent and estrangement from the TSAV Director.

In summary, neither tribal law enforcement nor tribal courts maintained an ongoing affiliation with the TSAV partnership for the duration of the TSAV program.

7.7 Local Tribal Governance Factors

From October 1996 through August 1999, the duration of the Grand Traverse Band's TSAV program, the Tribal Chairman remained the same. Thus, the executive leadership of the Tribe remained the same.

In contrast, there was some turnover in the membership of the Tribal Council — term membership on which is staggered. In May 1998, these changes in Council membership resulted in change of the Council representative, who had been active in the TSAV planning process, on the TSAV Core Team. Lack of continuity of Council representation on the Core Team had certain drawbacks for TSAV implementation, as indicated by survey respondents (see Section 6.2 of this report) who indicated (a) obtaining Tribal Council support in promoting TSAV goals, and (b) dealing with changes in tribal government leadership as two of the top three obstacles to TSAV implementation.

Another change in the Tribal Council occurred in May 1999, at which time, the former Director of Substance Abuse Programs for the Tribe was elected to the Council. That individual had, early in the implementation of the Grand Traverse Band's TSAV program, come into conflict with the TSAV Director. That individual's election to the Tribal Council may also have resulted in the survey respondents' perceived diminution of Council support for the TSAV program — or at least for the TSAV staff.

7.8 Jurisdictional Issues

Although there are certain Grand Traverse Band jurisdictional issues relevant to law enforcement and the courts — by virtue of Grand Traverse Band being an American Indian Tribe — because so much of the Grand Traverse Band TSAV initiative was youth-focused activities, none of these issues really came into play with respect to the Tribe's TSAV program.

7.9 TSAV Lessons Learned Unique to this American Indian Tribe

The critical lesson learned at the Grand Traverse Band is the need to have, as the TSAV Director, someone who is familiar with the community and who has some history of working with other local Core Team members. As has been shown at two other TSAV evaluation sites, the TSAV Director serves as a critical facilitator for ongoing problem-solving among key tribal agency staffs as well as with other community resources. Certain critical skills are obviously necessary for successfully serving in this capacity. However, even with those skills, if a person becomes alienated from other actual and potential TSAV partners, involvement of all partners cannot be achieved.

Furthermore, the Grand Traverse Band's TSAV program might have been better served by having an Indian person as the TSAV Director to facilitate involvement of critical *cultural* resource people, such as the Peacemaker Court staff and volunteers. That there was an estrangement of TSAV and the Peacemaker Court early in implementation of the Tribe's Workplan was headed off somewhat by the fact that the Associate Judge of the Tribal Court served an instrumental role in the planning of both TSAV and Peacemaker Court. When that individual left to go to law school, a bridge among these programs was lacking. In virtually all American Indian Tribes, *cultural* resource people — like those with the Peacemaker Court — are held in particularly high esteem by most tribal members. Because this did not occur at the Grand Traverse Band, a critical link to the community was missing within the Tribe's TSAV partnership.

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, a Memorandum of Understanding (MOU) was signed by the Tribal Chairman, the Division Managers for the Tribes's six executive divisions, and the members of the Tribal Council. Signed in September 1998, this MOU on the *Grand Traverse Band Collaboration for Success* recognized, among other things, that "collaboration results in easier, faster, and more coherent access to services and benefits in greater effects on systems." It also acknowledged that "working together is not a substitute for adequate funding, although the synergistic efforts of the collaborating partners often results in creative ways to overcome obstacles." Furthermore, this MOU committed the parties to support the formation of other collaborations among tribal programs and to formalize such collaborations through other MOUs.

Subsequent MOUs were developed which formalized the development of baseline measures and other performance-based measures and institutionalized their use by the Tribe's Evaluation Team responsible for evaluation, monitoring and cross-agencies problem-solving. These functions were ultimately institutionalized in the Grand Traverse Band's Department of Quality Enhancement (i.e., Evaluation and Monitoring).

Unfortunately, there is no evidence that MOUs were developed across a wider range of tribal and non-tribal agencies for the purpose of formalizing a TSAV-like team to deal with problem-solving specifically related to crime, violence and substance abuse issues within the Grand Traverse Band. In November 1999, three months after the end of the TSAV program, however, there was commitment expressed by the TSAV Core Team that the Dreamcatchers (formerly TSAV) initiative and Workplan would be continued as part of the Tribe's larger programmatic evaluation and monitoring process.

Thus, perhaps this informal partnership will continue to pursue the TSAV goals. Evidence indicating the potential ongoing nature of this partnership was the fact that the former staff of the Community That Cares program were being put into leadership positions within the new Youth Centers. This staff was to be responsible for continuing work on youth crime, violence and substance abuse prevention. Additionally, the Peacemaker Court (whose federal funding had ended by that time) was being supported by Tribal Court funds and was expected to continue its work with youth offenders, using the culturally appropriate approaches that had been started under the family violence prevention goal of the TSAV Workplan. Furthermore, the tribal government had reorganized the Junior Tribal Council (that had been re-established through TSAV) to be more representative of all six tribal communities and to link it with the UNITY programs at those sites.

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 evaluation process put into place in the Grand Traverse Band certainly could meet that BJA expectation, depending on its focus crime, violence and substance abuse issues.

Furthermore, as discussed in Sections 5.1 and 5.2 of this report, the TSAV partners made substantial structural changes to the reservation’s criminal justice system through enactment of tribal laws related to domestic violence, inhalant and other drug abuse, and through the issuance of zero tolerance laws/policies as well as policies dealing with sexual harassment among tribal employees and no smoking in tribal facilities. These structural changes certainly institutionalized certain TSAV outcomes.