

Tribal Narrative Profile

1. Describe the general form of your Tribal Government.

The Organized Village of Kake (OVK) was chartered in 1947 as a Federally Recognized Tribe in accordance with and by authority of the Indian Reorganization Act of June 18, 1934 (48 Stat. 984), and May 1, 1936 (49 Stat. 1250), the Indian Reorganization Act. The governing body of OVK consists of a Tribal Council that is composed of seven (7) citizens (council citizens on two-year terms, three staggered, and president on one-year) elected by the citizenship of OVK over the age of eighteen (18) years in the annual OVK elections. The current background of the Council consists of one Commercial Fishermen, one CPA who is a long time business manager of the school district, one professional with many years in local health consortium and administration, two with many years of Construction & Logging experience, two are private business owners, one is a long-time Hotel/Inn Owner, and one who operates a taxicab service. OVK is nearing its twenty-ninth year (1986-present) under current Executive Director Gary Williams, who, along with the tribal council, brought local program and service delivery to the community in 1987 with the Tribe's first P.L. 93-638 contract with the Bureau of Indian Affairs (BIA). Growth has continued with the Tribe, which is now under an independent Self-Governance Compact with the Department of the Interior in addition to other Federal, State and private funding for programs and special projects.

OVK provides the following overall services: Education and employment assistance training; Counseling; Social Services; Tribal Operations; Housing Improvement; Economic Development; Domestic Violence Services, and Realty & Natural Resources.

Kake, Alaska is a rural community located on Kupreanof Island in the heart of the Tongass National Forest in the Southeast Alaska 'panhandle'. The City of Kake has an

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annual population of 626 (State of Alaska, 2015). OVK currently has a Tribal enrollment of 415 Citizens (2015 OVK Tribal Enrollment Dept.), about 66% of the city's total population.

Kake is inaccessible by road. Transportation to and from the community is provided by small air carriers and a weekly ferry service (although this is inconsistent due to funding cutbacks). Kake is 90 air miles south of Juneau, the Capital of Alaska, and 50 air miles east of Sitka, another larger town in the region. Transportation and electrical costs are extremely high due to the remote location. The residential KWH cost is nearly 400% higher than it is in Juneau, the state's capital. Economic barriers in Kake include a lack of industry, high costs for power and transportation, and geographic isolation.

In 2006, the Denali Commission of Alaska classified the community of Kake as "distressed." The criteria used to designate economically distressed communities or areas is included in Section 5.3 of the Denali Commission Code, i.e., poverty rate at 150% of the U.S. average or greater, and/or three-year unemployment rate at 150% of the U.S. average or greater.

Due to Kake's small population and the prevalence of seasonal employment, the US Census does not provide an accurate portrayal of unemployment for the Alaska Native population. OVK conducted its own research in April 2013, which indicated a 72% unemployment rate among tribal adults, considerably higher than the 2010 US Census (just under 14%).

2. Briefly describe the tribal justice system, including prevention or intervention initiatives for members at risk of involvement or already involved in the justice system (youth or adult); law enforcement, including any cross-jurisdictional agreements; courts; alternative dispute resolution; corrections, including juvenile detention facilities; services for victims and survivors of crime (e.g., violent crime, drug-related crime, child abuse, elder abuse, domestic violence, sexual assault, dating violence, and stalking); tribal reentry programs; and sex offender registry obligations. If services are not available within the tribe, please describe how they are accessed or provided.

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The community of Kake is a participant in Village Public Safety Officer (hereinafter VPSO) program. The program is a collaborative effort between Central Council of Tlingit & Haida Indian Tribes of Alaska (hereinafter CCTHITA) Juneau, The City of Kake, and the Alaska State Troopers. The VPSO program was developed as a means of providing rural Alaskan communities with needed public safety services at the local level. VPSOs are the first responders to ALL public safety emergencies involving law enforcement, fire and search and rescue. Tribal citizens are afforded immediate response to all emergencies without delay caused by weather, distance and budgetary restraints. Kake currently has one residing officer serving the community 24/7, and have a vacancy for another VPSO. The VPSO's attend numerous yearly trainings facilitated by the Department Of Public Safety to ensure all officers are trained to the highest standard in all areas of public safety. The VPSOs notify OVK Social Services and Domestic Violence if there are Tribal Citizens that are cited or children involved. OVK staff person, Anthony Gastelum is the Alaska District Court's Community Work Service (hereinafter CWS) Supervisor, who has accounted for 100% of all CWS hours since OVK and the State Court agreed to work together on State Court Judgments that involve probation requirements like CWS hours & Alcohol & Drug Counseling.

Currently, OVK relies on substance abuse treatment services from the regional native health service provider, Southeast Alaska Regional Health Consortium (SEARHC). This program is accessed through the Kake Health Clinic's distance delivered services (polycom) and consists of diagnostic evaluations, ASAM level-of-care assessments, referrals to out of town treatment facilities for Intensive or Residential services, treatment planning, individual therapy, and outpatient therapy groups coordinated with other small villages in the region. Aside from the Salvation Army's attempts at starting local Alcoholics Anonymous meetings,

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with varying degrees of success, Kake has not developed its own alcohol program or other types of interventions.

OVK currently provides basic Domestic Violence services to its tribal citizens. These include victim support groups, which are held weekly, lasting approximately 2 hours. OVK's Domestic Violence advocates typically introduce a topic of discussion for the group such as safety planning, substance abuse, "holiday" grief, and positive support systems. There is also time allotted for unstructured dialogue. The groups range in size from 2 to 5 clients and are attended by victims who are being actively case-managed through the DV program as well as those attending as the result of previous DV issues.

Case Management services consist of safety planning with victims, guidance in navigating the Criminal and Civil Justice systems, referrals to other service providers (primarily the Kake Health Clinic), and monthly follow-up with clients. The Domestic Violence advocates also provide court accompaniment for victims, primarily at restraining order hearings where they provide "silent support". Again, SEARHC operates the Kake Health Clinic and typically provides tele-health counseling services through their base in Juneau, the largest city in Southeast, Alaska. However, funding problems have significantly limited the availability of counseling services to rural areas.

Emergency services are provided through a partnership with Sitkans Against Family Violence (SAFV). SAFV staffs a 24-hour crisis line, and if requested by the victim, provides emergency transportation to safe facilities in Sitka. Sitka is located 50 air miles from Kake and is only accessible by air or water. OVK's Domestic Violence Program also maintains an emergency fund so that victims can purchase basic items such as food, clothing, toiletries, or diapers, if there is an immediate need. OVK's Domestic Violence Program also includes

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community outreach, education, and advocacy.

The OVK Social Services and the State District Court has been working cooperatively together for over 20 years (e.g. ICWA, juvenile etc.). The State District Court has worked with the OVK Circle Peacemaking Community Justice as part of the Community Healing Heart Committee for over 15 years. Within these collaborative works the OVK Circle Peacemaking has been recognized by the State of Alaska Supreme Court for Community Outreach Award & the Harvard Project, High Honors from the Honoring Nations Project, in their J.F.K. School of Government that promotes Best Practices in Indian Country within the U.S.

The Tribal Court and the State District Court work closely together on Minor Consuming and Minor Violation Cases that happen within the Village of Kake; the minor consuming cases are referred directly to the circle peacemaking so that the whole family is involved in the appropriate measure of consequence the child should face. The Kake district court does not hear felony cases; those are referred to the court in either Petersburg, AK, or Sitka, AK. The State of Alaska leases space at the City of Kake community building. The OVK Tribal Court will be tentatively located in the OVK Main Office when it is active.

There are no current tribal re-entry programs; rather they are volunteer, very minimal non-clinical counseling that OVK and SEARHC work in providing counseling for victims and offenders to reentry the Village in a good way. It is a program that is really needed in Kake whether it's through SEARHC or OVK. OVK will continue to work with the State Department of Public Safety to require all OVK Citizens that are required to be on the State Sex Offender list.

The lack of employment opportunities in Kake has led to a large out-migration of whole families, and this has negatively impacted the city tax base and school budgets that are

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based on student count. The population that remains faces high unemployment/underemployment and the socio-economic challenges that accompany. Coupled with this statistic is that the services OVK provides has remained essentially unchanged in regard to emergency and general assistance, with need overshadowing resources.

OVK has provided youth services in the past, which included mentoring and after school and summer activities. Mentoring services were modeled after the 7th Generation National Tribal Mentoring program that uses culturally-specific mentoring strategies for court-involved and at-risk American Indian and Alaska Native youth ages 10 to 17 to guide them toward healthy lifestyle choices. Youth who participated in the program were given the opportunity to choose a mentor from family, extended family, or community members. The Strong Circle of Relatives builds upon the Native American cultural tradition of extended family, in which all citizens treat each other as family and have a duty to care for the children of their tribe. Once chosen, mentors are trained to build relationships with these youth and incorporate tribal history, culture, and value systems into their one-on-one and group mentoring time together.

After school and summer activities were culturally-based and include community building activities such as carving and subsistence practices, while incorporating educational programming about issues such as domestic violence, substance abuse, and suicide. The largest and most important event OVK hosts is the Kake Culture Camp, which takes place every July. For a week, Native youth learn about traditional food gathering and processing, hunting, smoking and fishing. Youth learn how to make devil's club tea and to dress seal and bear. The camp not only promotes the health benefits of traditional food and subsistence practices, it also has the important benefit of reconnecting participants' with their culture and instilling a sense of cultural pride.

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3. Describe the significant tribal justice, community safety, juvenile delinquency, and victimization issues (e.g., child abuse, elder abuse, domestic violence, sexual assault, sex trafficking, dating violence, and stalking) facing the tribal nation and explain why these issues are the most pressing. Ensure that the problems described are connected to the purpose area(s) for which the tribe is applying.

Collecting local data for statistics is a challenge in Kake, due to its small population, isolation, and lack of consistent law enforcement. Turnover of both State Troopers and Village Public Safety Officers is high, and the city often goes weeks at a time without law enforcement. These factors contribute to unreliable local statistics regarding rates of alcohol and substance abuse, domestic violence, dating violence, or stalking. However, statewide, regional and urban and suburban community statistics show that all of Alaska's communities are dealing with extremely high rates in these areas.

Alcohol and substance abuse in Alaska Native communities are complex problems extending far beyond the acts of drinking or drug use. These issues represent some of the tangible effects of the loss of culture experienced by Alaska's First Peoples since colonization of the territory began more than two centuries ago. The effects of historical trauma are compounded as Alaska Native people face the challenges of attempting to reconcile their ancestral traditions and values with the demands of the modern age and the dominant culture. ("Alaska Natives Combating Substance Abuse and Related Violence through Self-Healing: A Report for the People" University of Alaska, Anchorage, June, 1999)

Kake experiences a range of problems associated with high rates of alcohol and substance abuse. These include crimes and misdemeanors such as assault, bootlegging, domestic violence, resisting arrest, criminal trespass, DUI, under-age consumption, juvenile delinquency, and disorderly conduct. 98% of the cases passing through the State Magistrate's Court in Kake are drug and alcohol-related; a majority of that percentage are repeat offenders,

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(Mike Jackson, State of Alaska Court Magistrate, verbal communication 2015). The specific substance abuse patterns among adult offenders in Kake are chronic, binge, and weekend alcohol and drug abuse. The most commonly abused substances are alcohol, marijuana, cocaine, methamphetamine, and prescription drugs. The impact on the community has been severe, contributing to physical and mental health issues including Fetal Alcohol Syndrome Disorders (FASD), fatal accidents, financial depletion, immediate and long-term health problems, and suicide.

Specific data for Alaska’s small far-flung communities is difficult to obtain. This is true for the community of Kake, as well, due to its small population, isolation, and lack of consistent law enforcement. Turnover of both State Troopers and Village Public Safety Officers is high, and the city often goes weeks at a time without law enforcement. These estimates from 1999 to 2015 show the typical crimes that have occurred in Kake per the District Court Magistrate:

Assault in the Fourth Degree: 73	DWI/DWCSR: 148
Disorderly Conduct: 82	Resisting Arrest: 47
Harassment: 18	Criminal Trespass: 27
Misconduct Involving Weapons: 7	Theft/Burglary: 10
Misconduct of a controlled substance: 18	Driving w/o license: 36
Refusal of Chemical test: 18	Juvenile Cases: 27
Minor Consuming: 96	Domestic Violence: 74 Statewide,

regional and urban and suburban community statistics show that all of Alaska’s communities are seriously impacted by alcohol and substance abuse.

Three landmark studies between 1989 and 1994—the Alaska Federation of Natives

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(1989) study, the Pulitzer Prize-winning series “A People in Peril” by the Anchorage Daily News (1989), and a report from the Alaska Natives Commission (1994)—confirmed that problem drinking is “epidemic” among Alaska Natives and identified alcohol abuse as their number one health problem. Heavy drinking is associated with suicidal behavior, suicide, and deaths from unintentional injury (Kettl & Bixler, 1993; Marshall & Soule, 1998; Borowsky, Resnick, Ireland, & Blum, 1999).

November 2012 created a shift in the emerging issues of underage binge drinking and drug use in Kake. A young teen was found unresponsive on the beach due to alcohol poisoning. As a result, concerned community citizens and leaders came together to try and find solutions to what the community was facing to increased drinking and drugging in Kake among not just teens, but adults. No solutions could be realized in a night and the only possible solution was to bring in an objective professional to help Kake in creating a strategic plan to combat youth drinking and drugging that not only helps the youth, but the families involved. (see attached Kabotie plan that resulted in meeting, November 2012).

Subsequently, 2 months after this meeting in Kake, one of Kake’s precious youth was murdered, making regional, state, and national news in one day. Kake was lawless, and it took over 12 hours for a state trooper to fly in leaving a heartbroken community reeling in confusion and pain. For perspective, if an illegal moose is taken, a trooper is in Kake within an hour from Petersburg, 40 miles away. To this day, the incarcerated teen accused of the murder still hasn’t been to court and is still awaiting trial. Although Kake has had a VPSO since this crime, the effect of this event has Kake on edge and families still in pain; all due to drugs and alcohol. Solutions are still needed through the means of a strategic plan for the community of Kake to follow and begin to heal.

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Many authors and researchers have emphasized the need for a culturally appropriate understanding of problems in Native American and Alaska Native populations because of the complexities and varying influences related to alcohol abuse (Spicer et al., 2003). This issue is highlighted even more when one considers that in the past, alcohol researchers often alienated communities by excluding Native peoples from participation in the design, conduct and interpretation of results. (Mohatt, Hazel, et al., 2004). There is a growing recognition that research methods and interventions need to be designed with collaboration from Native people using constructs and procedures that make sense to community members, avoid repeating historical trauma, are respectful of their privacy and culture, build on their historical traditions of healing, and identify their areas of strength and resiliency (Mills, 2003; Mohatt, Hazel, et al., 2004; Whitbeck, Adams, Hoyt, & Chen, 2004).

In 2012, The Alaska Native Tribal Health Consortium produced “Healthy Native Families: Preventing Violence at All Ages”, a database documenting the cycle of abuse in Alaska Native communities. The report’s findings include statistics on the incidence of violence in Alaska Native families: Alaska Native mothers of 3-year-olds are 8 times more likely than non-Natives to report that their child had witnessed violence or abuse; Alaska Native adults are almost twice as likely as non-Natives to report that as children they witnessed parents or guardians physically fighting; roughly 1 in 3 Alaska Native children have seen their parents hurting each other in some way; and Alaska Native adults are twice as likely as non-Native adults to be physically hurt by their partner. This report also confirmed that the Alaska Native rates are higher, with 5 in 10 Alaska Native women reporting being victims of domestic or sexual violence as compared to 3 in 10 non-Native women.

For many, the greatest barrier is lack of awareness of the full range of services OVK and other regional programs can provide. When OVK conducted a survey on domestic

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violence last year, some victims indicated that the reason they didn't ask for help was because they believed there was nobody who could help them. For many years, residents of Kake felt they could not rely on outside services and became accustomed to the lack of services within the city. This problem is and has been compounded by the high turnover of law enforcement, a common issue in rural Alaskan communities. Not having someone to call for help has become the status quo in this isolated community.

In general, Alaska Native youth are a vulnerable, high-risk population. Research shows that Alaska Native youth have higher rates of high-risk behaviors than non- Natives. Research has also shown that adolescents exposed to social and individual risk factors are more likely to engage in health-compromising behaviors that diminish health and well-being. Given high rates of domestic violence and substance abuse, this puts Kake's youth at high risk for unhealthy behaviors. (David D. Barney, "Risk and Protective Factors for Depression and Health Outcomes in American Indian and Alaska Native Adolescents", *wicazo sa review: A Journal of Native American Studies*, 2001)

In 2006, the Southeast Alaska Regional Health Consortium (SEARHC) conducted a community risk assessment of Kake and produced a report of its findings. The purpose of this process was to evaluate the risk factors in Kake; prioritize risks needing to be reduced; evaluate local resources; and select strategies to reduce the prioritized risks. A developmental asset survey cited in the report showed that 30% of Kake youth reported high risk behaviors related to violence, school problems, and depression. Substance abuse was also found to be common, with smoking the highest reported substance used, at approximately 48%. Alcohol was the second highest reported substance used, with 24% of students reporting having used alcohol within 30 days prior to the survey.

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Another survey cited in the report shed additional light on the issue of violence for Kake's youth, with 45% reporting that they did not understand or use different things to prevent fights and resolve conflicts, and 60% saying they couldn't make a plan to solve a problem. 22% of surveyed youth said they saw bullying in their school most of the time or always.

The Alaska Native Tribal Health Consortium produces reports through the Alaska Native Epidemiology Center that reflect regional and statewide trends. The following statistics are from ANEC's most recent report (2007) on Southeast Alaska:

- 31.7% of Alaska Native High School Students smoked cigarettes on one or more of the past 30 days, as compared to 12.9% of Non-Natives.
- 13.2% of Alaska Native high School students have reported a BMI in the 95th percentile of CDC growth charts, as compared to 10.4% of Alaska Non-Natives. 21.4% of Alaska Native High School students are at risk of being overweight, as compared to 14.4% of Non-Natives.
- 40.8% of Alaska Native High School students reported having had at least one drink of alcohol on one or more of the past 30 days.
- The Teen Birth Rate was 64.8 per 1,000 live births for Southeast Alaska Native Teens (15 to 17 years), as compared to 28.7 per 1,000 live births for Alaska Non-Natives.
- 525 youth were referred from law enforcement to the State of Alaska Juvenile Justice. Southeast accounted for 24.4% of Alaska's total out-of-home placements, even though the region's population (74,382) represents only 10.1% of the statewide population (736,399).

4. Describe current and future plans to comprehensively address the tribe's public safety, criminal and juvenile justice, or victimization issues (e.g., violent crime, drug-related crime, child abuse, elder abuse, domestic violence, sexual assault, dating violence, and stalking).

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The proposed alcohol and substance abuse program would supplement and enhance SEARHC's distance delivered Behavioral Health services, by providing residents with the additional option of locally based therapy groups centered on traditional activities and cultural elements, combined with evidence-based behavioral health components. The program would consist of weekly and monthly support groups led by a trained facilitator with Certification in Chemical Dependency Counseling, or working toward Certification. Group members would participate in traditional activities. In addition to traditional activities, the groups will incorporate evidence-based practices for substance abuse treatment. This part of the program will be based on "Native American Journal: Strengthening the Spirit", an interactive workbook and treatment program published by The Change Companies. This program was created specifically for Native Americans in alcohol/substance abuse treatment.

"Strengthening the Spirit" takes a holistic look at the effects alcohol and other drugs have on the body, mind, emotions and spirit through a process of journaling and self-reflection. It assists clients in discovering how their values can help them maintain both physical and mental health and encourages people to take responsibility for their own recovery. *Interactive Journaling*[®] is included in SAMHSA's National Registry of Evidence-based Programs and Practices (NREPP).

Community outreach efforts would be directed toward increasing public awareness and dialogue regarding the problems associated with alcohol and substance abuse, and encouraging community participation. Outreach materials would be developed and/or identified that would be informative of the destructive effects of alcohol/substance abuse on individuals, families, and communities and would inform people of the help that is available through the ASAP. Materials targeting women, specifically addressing the issue of Fetal

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Alcohol Syndrome Disorders, would be included.

The primary goal of the proposed program is to create a safer, healthier environment for the people of Kake by decreasing incidences of alcohol and substance abuse in all age groups.

The objectives for the program will be to 1) Develop a locally delivered alcohol & substance program centered on cultural values and traditional activities combined with evidence-based practices, 2) Increase public awareness and dialogue regarding alcohol and substance abuse and the need for community involvement, as well as informing the community of the availability of services, and 3) Expansion of after school and culture camp offerings to integrate educational activities related to domestic violence, building healthy relationships, and alcohol and substance abuse.

OVK will expand its after school and culture camp offerings by integrating educational activities related to domestic violence, building healthy relationships, and alcohol and substance abuse. The proposed program includes a Youth Program Coordinator. This person will be in a position to identify and direct at-risk youth to appropriate interventions by acting as a liaison, or point-of-contact between the Domestic Violence Program, Alcohol and Substance Abuse Program, Culture Camp, and other youth-oriented programs. The influence of this position will extend across a range of problem areas, including domestic violence, child abuse, bullying, juvenile delinquency, attempted suicide, etc. Funding through this grant will also allow OVK to continue and expand activities for its 7th Generation Mentoring program and Kake Culture Camp.

1. Discuss any additional information about your tribe that would be important in the understanding and evaluating your application.

The Tribal Narrative Profile is as complete as is possible within the page limitations.