



# **A Guide to Understanding the Requirements of Purpose Area #5 (OVW Tribal Governments Program) in the Fiscal Year 2016 Coordinated Tribal Assistance Solicitation**

## **Contact Information**

**If you require help understanding this guide, please call the Office on Violence Against Women Tribal Affairs Division at 202-307-6026.**

**Please Note:** This guide is not a substitute for the Fiscal Year 2016 Coordinated Tribal Assistance Solicitation. A copy of the official solicitation may be obtained by visiting:

<http://www.justice.gov/tribal/grants.html>.

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# Introduction

Purpose Area #5 in the Fiscal Year 2016 U.S. Department of Justice's (DOJ) Coordinated Tribal Assistance Solicitation (CTAS) covers the Grants to Indian Tribal Governments Program (Tribal Governments Program). The Office on Violence against Women (OVW) wants to make sure that Tribal Governments understand how to apply for Tribal Governments Program funding in Fiscal Year 2016. To further this goal, OVW has issued this guide to assist you in preparing an application under Purpose Area #5 of the consolidated solicitation. Please keep in mind that this guide is not a substitute for the Coordinated Tribal Assistance Solicitation or any of the applicable statutes, regulations, or policies that govern this program. You are responsible for reading the solicitation in its entirety and for following the instructions set forth in the solicitation.

Tribes that are interested in applying for funding under Purpose Area #5 are encouraged to contact OVW's Tribal Affairs Division with any questions or concerns about the program and the application process. OVW's Tribal Unit can be reached using one of the following methods:

**Phone:** 202-307-6026

**Fax:** 202-514-5818

**E-mail:** [OVW.VAIW@usdoj.gov](mailto:OVW.VAIW@usdoj.gov)

# Overview of Violence against American Indian and Alaska Native Women

Various national and regional studies have found that violence against women is more widespread and severe among self-identified American Indian (AI) and Alaska Native (AN) people than among other North American people.<sup>1</sup> For example, the National Violence Against Women Study (NVAWS) found that self-identified AI and AN women were significantly more likely than women from all other backgrounds to have been raped and/or stalked at some point in their lifetimes.<sup>2</sup> However, the results from this study cannot produce reliable estimates of violence against Native American women, either on or off reservations.

Findings from several regional research studies also demonstrate high rates of victimization among Native American women. A relatively large study of a random sample of women (N=1,368) from six AI tribes in the southwest, northwest, northern Plains, and northeast found that 45 percent reported being physically assaulted and 14 percent had been raped since turning 18 years old.<sup>3</sup> A study in a southwestern tribal community that included almost 600 individuals found that 91 percent of women reported experiencing some form of IPV.<sup>4</sup> Verbal and physical violence in a relationship were experienced by approximately 75 percent of women and 16 percent of women reported forced sex by a partner. Almost half of the women reported needing medical care from injuries sustained during an episode of partner violence and a little more than one-third reported incidents that involved their children.

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<sup>1</sup> David G. Fairchild, Molly Wilson Fairchild, and Shirley Stoner, "Prevalence of Domestic Violence among Women Seeking Routine Care in a Native American Health Care Facility," *American Journal of Public Health* 88, no. 10 (October 1998), 1515–1517, <http://ajph.aphapublications.org/doi/pdf/10.2105/AJPH.88.10.1515>; John Oetzel and Bonnie Duran, "Intimate Partner Violence in American Indian and/or Alaska Native Communities: A Social Ecological Framework of Determinants and Interventions," *American Indian and Alaska Native Mental Health Research* 11, no. 3 (2004), 49–68, [http://www.ucdenver.edu/academics/colleges/PublicHealth/research/centers/CAIANH/journal/Documents/Volum%2011/11\(3\)\\_Oetzel\\_Intimate\\_Partner\\_Violence\\_49-68.pdf](http://www.ucdenver.edu/academics/colleges/PublicHealth/research/centers/CAIANH/journal/Documents/Volum%2011/11(3)_Oetzel_Intimate_Partner_Violence_49-68.pdf); Robert W. Robin, Barbara Chester, and Jolene K. Rasmussen, "Intimate Violence in a Southwestern American Indian Tribal Community," *Cultural Diversity and Mental Health* 4, no. 4 (1998), 335–344, <http://psycnet.apa.org/journals/cdp/4/4/335.pdf&productCode=pa>.

<sup>2</sup> Patricia Tjaden and Nancy Thoennes, *Extent, Nature, and Consequences of Rape Victimization: Findings from the National Violence Against Women Survey* (Washington, DC: National Institute of Justice, 2006), 13–14, <https://www.ncjrs.gov/pdffiles1/nij/210346.pdf>.

<sup>3</sup> Nicole P. Yuan et al., "Risk Factors for Physical Assault and Rape among Six Native American Tribes," *Journal of Interpersonal Violence* 21, no. 12 (December 2006), 1566–1590, <http://jiv.sagepub.com/content/21/12/1566.full.pdf+html>.

<sup>4</sup> Robin, Chester, and Rasmussen, "Intimate Violence" (see note 1).

In another study on a southwestern reservation, among all assault injuries reported by ambulatory and emergency services, one in four was due to IPV.<sup>5</sup> Recently, researchers at the University of Alaska at Anchorage reported that the incidence of domestic violence among self-identified Alaska Native women was 8 to 12 times higher than among non-Alaska Native women.<sup>6</sup> In a study of Athabaskan women residing in the interior of Alaska, almost two-thirds of respondents reported experiencing IPV in their lifetime and 18 percent of the respondents reported experiencing IPV in the past year.<sup>7</sup>

Despite these compelling indications that rates of sexual and intimate partner violence in AI and AN communities merit serious attention, these and other studies have used diverse methodologies therefore limiting the generalizability of these studies to women living in Indian country.<sup>8</sup>

## Other resources on violence against AI and AN women

### **National Institute of Justice**

<http://www.nij.gov/topics/tribal-justice/vaw-research/welcome.htm>;

<http://vaw.sagepub.com/content/19/6/771>

### **National Criminal Justice Resource Center**

<https://www.ncjrs.gov/justiceinindiancountry/index.html>

### **National Indigenous Women's Resource Center**

<http://www.niwrc.org/>

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<sup>5</sup> Diana M. Kuklinski and Chris B. Buchanan, "Assault Injuries on the Hualapai Indian Reservation: A Descriptive Study," *The IHS Primary Care Provider* 22, no. 4 (April 1997), 60–64,

<http://www.ihs.gov/injuryprevention/Documents/Assault%20Injuries%20on%20the%20Hualapai%20Indian%20Reservation%20-%20A%20descriptive%20study..pdf>.

<sup>6</sup> Marny Rivera, *Assaults in Domestic Violence Incidents: Descriptive Statistics and Predictors of Legal Resolutions*, presentation to Abused Women's Aid in Crisis, Anchorage, AK, March 9, 2010,

<http://justice.uaa.alaska.edu/research/2000/0601.intimatepartnerviolence/0601.05.awaic.pdf>.

<sup>7</sup> Darryl S. Wood and Randy H. Magen, "Intimate Partner Violence against Athabaskan Women Residing in Interior Alaska: Results of a Victimization Survey," *Violence Against Women* 15, no. 4 (April 2009), 497–507,

<http://vaw.sagepub.com/content/15/4/497.full.pdf+html>.

<sup>8</sup> Ronet Bachman et al., *Violence against American Indian and Alaska Native Women and the Criminal Justice Response: What is Known* (Washington DC: National Institute of Justice, 2008),

<https://www.ncjrs.gov/pdffiles1/nij/grants/223691.pdf>.

# Sexual assault

## What is sexual assault?

Sexual assault can be defined as any type of sexual contact or behavior that occurs by force or without consent of the recipient of the unwanted sexual activity. Falling under the definition of sexual assault is sexual activity such as forcible sexual intercourse, forcible sodomy, child molestation, incest, fondling, and attempted rape. It includes sexual acts against people who are unable to consent because of either age or lack of capacity.

## Improving the systemic response to sexual assault in Indian country

Delay, confusion, lack of cooperation and insufficient communication between tribal, state, local, and federal law enforcement and prosecutors can make prosecuting sexual assault in Indian country difficult. Sexual assault victims will also be less likely to make reports to law enforcement if they perceive law enforcement officers, prosecutors, judges, and others involved in the criminal justice field as being insensitive. Victims of sexual assault may also be reluctant to seek medical attention if they perceive healthcare professionals to be indifferent, uncaring, or judgmental. The most effective response to sexual assault uses a victim-centered approach, which requires the various criminal justice, health care, and victim services programs and organizations that are responsible for responding to sexual assault to work together collaboratively.

OVW strongly encourages all applicants to Purpose Area # 5 to consider using their funding to improve the systemic response to the sexual assault of American Indian and Alaska Native women by

- providing training on sexual assault to tribal, state and local, and federal law enforcement officers, prosecutors, victim services programs, and healthcare professionals;
- creating sexual assault codes, response protocols and policies for tribal, state, local, and federal law enforcement agencies, prosecutors, victim services programs, and healthcare professionals;
- establishing a Sexual Assault Response Team (SART) as well as helping medical professionals to complete Sexual Assault Nurse Examiner (SANE) training. A SART is a coordinated community response to sexual assault, often involving victim advocates, medical personnel, law enforcement, and other responders. SANE programs provide specially trained nurses to provide medical forensic exams for victims of sexual assault.

## Impact of sexual assault on American Indian and Alaska Native women

Sexual assault has serious physical and mental health impacts on victims. Women who have been sexually assaulted require access to health care, mental health specialists, and other services in order to aid in their recovery. Indian women may experience great difficulty in accessing these potentially life-saving resources because of the geographic isolation, economic disparities, and general lack of infrastructure in many tribal communities.

Victims of sexual assault also require support and understanding from those closest to them in order to recover from the aftermath of the assault. However, Indian women who are sexually assaulted in small, close-knit reservation communities may be reluctant to disclose the details of their assault to family members or friends. Many Indian women wish to avoid the social stigma that can be associated with being sexually assaulted. Others may face pressure from friends and family not to report the assault.<sup>9</sup> A specially trained and dedicated sexual assault victim advocate can be a valuable resource to Indian women who have been sexually assaulted.

The role of a sexual assault victim advocate is to offer support, guidance, and counsel to victims of sexual assault as they make decisions about what to do after being assaulted. A sexual assault victim advocate can assist victims in deciding to seek medical help and reporting to law enforcement and can accompany victims to court if the offender is arrested and prosecuted. A sexual assault victim advocate can also help victims of sexual assault by offering them referrals for counseling, assisting them with enforcing their rights as a victim, seeking crime victim's compensation, and helping victims access services by providing them with transportation.

Sexual assault victims may be more willing to come forward and report their assault if they know that they will have access to confidential, victim-centered services that are offered by a dedicated, specially trained victim advocate. It is OVW's goal to increase the number of sexual assault victim advocates who are available to assist American Indian and Alaska Native women in Indian country. OVW is particularly interested in funding applications that propose to use funding from Purpose Area #5 to

- hire a full-time or part-time victim advocate who will be dedicated to assisting victims of sexual assault;
- establish support groups for victims of sexual assault;
- provide victims of sexual assault with access to group and individual counseling.

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<sup>9</sup> Sherry L. Hamby, *Sexual Victimization in Indian Country: Barriers and Resources for Native Women Seeking Help* (Washington, DC: National Online Resource Center on Violence Against Women, 2004), [http://www.vawnet.org/Assoc\\_Files\\_VAWnet/AR\\_SVIndianCountry.pdf](http://www.vawnet.org/Assoc_Files_VAWnet/AR_SVIndianCountry.pdf).

## Other resources on sexual assault in Indian communities

Applicants who are interested in learning more about the nature and dynamics of sexual assault in tribal communities are encouraged to consult the following resources:

### **Mending the Sacred Hoop**

<http://www.msh-ta.org/index.htm>

### **Southwest Center for Law and Policy**

<http://www.swclap.org/> (see specifically the National Indian Country Clearinghouse on Sexual Assault at <http://niccsa.org/>)

### **Tribal Law and Policy Institute**

<http://www.tribal-institute.org>

## Sex trafficking

What is sex trafficking?

Sex trafficking is the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act or for labor services induced by force, fraud, or coercion, or in which the person induced is under the age of 18. The term “commercial sex act” is used to mean any sex act where something of value is given or received by a person. This definition includes acts such as pornography of children or adults, live sex shows, street prostitution, phone sex, or servile marriages.<sup>10</sup>

### Response to sex trafficking in Indian country

Effective response to the high rates of sex trafficking requires cooperation and coordination between state and tribal justice systems as well as outreach for community awareness. Lack of cooperation between federal, state, and tribal courts can make reporting these crimes even more difficult than it already is. The most effective response to sex trafficking is community outreach to change the culture of violence and exploitation within the tribal community. Victims may not feel comfortable seeking physical or mental help if they feel their community is not supportive of their situation.

OVW strongly encourages all applicants to Purpose Area # 5 to consider using their funding to improve the systemic response to the sex trafficking of American Indian and Alaska Native youth and women by

- providing training on sex trafficking to tribal, state and local, and federal law enforcement officers, prosecutors, victim services programs, and health care professionals;
- providing legal advice and representation for victims of sex trafficking. This could include creating sex trafficking codes, response protocols and policies for tribes to protect victims;

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<sup>10</sup> Victims of Trafficking and Violence Protection Act, Pub. L. 106-386 (2000), <http://www.state.gov/documents/organization/10492.pdf>.



- increasing services for youth and women that have been exploited through sex trafficking;
- working toward improved coordinated community and criminal justice responses that hold offenders accountable and support victims.

## Impact of sex trafficking on American Indian and Alaska Native women

Native American women experience higher rates of violence than any other group of women in the United States. Often women do not find helpful resources to escape sex trafficking or recover because they believe the process will be overwhelming, they lack access to a nearby resource center, or they feel no genuine connection to the staff. Lack of outlets and support can make it harder for women who are in need of help to seek it. Access to resources and community outreach can help American Indian women feel more safe and comfortable in their communities.

Educational training and prevention campaigns within a community can help increase the comfort and confidence of survivors trying to integrate back into society and re-establish their lives. It is important to have regular review of tribal codes, as flawed judiciary systems contribute to the lack of support and hope victims of sex trafficking feel. These systems should include legal assistance for victims as well as properly trained advocates to help them understand all of their options. It is OVW's goal to increase the safety of American Indian and Alaska Native women and to expand support within their communities.

## Other resources on sex trafficking in Indian communities

Applicants who are interested in learning more about the nature and dynamics of sex trafficking in tribal communities are encouraged to consult the following resources:

### **NCAI "Statistics on Violence Against Native Women"**

[http://files.ncai.org/broadcasts/2013/February/Policy%20Insights%20Brief\\_VAWA\\_020613.pdf](http://files.ncai.org/broadcasts/2013/February/Policy%20Insights%20Brief_VAWA_020613.pdf)

### **Tribal Law and Policy Institute**

<http://www.tribal-institute.org>

### **Minnesota Indian Women's Sexual Assault Coalition**

[http://miwsac.org/index.php?option=com\\_content&view=article&id=96&Itemid=195](http://miwsac.org/index.php?option=com_content&view=article&id=96&Itemid=195)

## Domestic violence

*This section is excerpted in part from Jenny Gilberg et al., Addressing Domestic Violence in Indian Country: An Introductory Manual (Washington, DC: Mending the Sacred Hoop, 2003),*

<http://mshoop.org/manual-pdf/Addressing%20Violence%20in%20Indian%20Country.pdf>.

### What is domestic violence?

Domestic violence describes physical violence or sexual violence occurring within a domestic or family relationship committed by an current or former intimate partner. Domestic violence is seen in both opposite- and same-sex partner relationships. Although the victims are primarily female, there are also

male victims, who should be provided with needed services. The term “domestic violence” gets confusing because some disciplines also use it to describe violence being committed by a parent toward a child or perpetrated by an adult child towards an elderly parent or violence perpetrated by a sibling. We can also see “family violence” used interchangeably with “domestic violence.” The term “family violence” more frequently encompasses all domestic or familial relationships.

What does it mean to advocate on behalf of victims of domestic violence?

To advocate is to do more than provide services to battered women. It is to engage in the work of ensuring that the victim’s voice is being heard on multiple levels. Advocates support victims and plead on their behalf. Advocacy work should reclaim traditional values of respect and cooperation and strive to restore the balance and harmony to tribal communities.

1. Advocates should recognize the gendered nature of domestic violence by acknowledging and addressing the fact that we live in a society that enables violence of this magnitude to be perpetrated against women. Advocates must not get lost in trying to be *fair* but work to create change in a way that addresses this imbalance.
2. Advocates should engage in work that does not blame battered women or hold them responsible for the batterer’s violence. This can be challenging because battered women come with their own ways of being that may not always seem to be the most cooperative, constructive or helpful.
3. Advocates must hold Native offenders accountable and still remain respectful of them as our relatives. This can be trying as we judge offenders for their violence, yet also remember to not engage in ways that destroy their spirit.
4. Advocates should work to reclaim core values and beliefs. This is accomplished through remembering who they are, where they come from, and working to create social change.

(See appendix A of this guide for more guidance on the role of victim advocacy programs).

### Building a coordinated community response to domestic violence

A coordinated community response (CCR) can best be achieved when all of the partners on the project enter into a formal collaboration. Successful collaboration requires comprehensive planning and well-defined channels of communication at all levels and across disciplines. Active participation and collaboration among the Tribal Government and nonprofit victim services providers, as well as law enforcement authorities, prosecution, and the judiciary is critical in developing a comprehensive response to the needs of Indian victims of violence against women.

OVW understands that some tribal communities, for a variety of reasons, lack the criminal justice system infrastructure found in non-tribal communities. Applicants that do not operate tribal law enforcement agencies, prosecution offices, or court systems should make note of this in the purpose area narrative portion of their applications. Such applicants should detail their efforts to create a CCR to violence against Indian women among relevant tribal programs, such as tribal social services, housing,

and health. A CCR is when different members of the community work together to enhance victim services and offender accountability. A CCR often involves first responders such as advocates and law enforcement, but can also include prosecution, and other community organizations.

At a minimum, applicants are encouraged to develop a response to addressing domestic violence that includes the following groups, to the extent that they exist within the applicant's community:

- Nonprofit, nongovernmental victim services agencies
- Tribal law enforcement
- Tribal prosecution
- Tribal courts

### Other resources on domestic violence

Applicants that are interested in learning more about the nature and dynamics of domestic violence are encouraged to explore the following resources:

#### **Mending the Sacred Hoop**

<http://www.msh-ta.org/index.htm>

#### **Southwest Center for Law and Policy**

<http://www.swclap.org/>

#### **Tribal Law and Policy Institute**

<http://www.tribal-institute.org/lists/domestic.htm>

#### **National Institute of Justice**

<http://www.nij.gov/topics/crime/intimate-partner-violence/welcome.htm>

## Stalking

What is stalking?

Definitions of stalking vary from jurisdiction to jurisdiction. Different definitions may be used in criminal stalking codes and in civil stalking codes for protection order or restraining order purposes. The Violence Against Women Act defines stalking as “engaging in a course of conduct directed at a specific person that would cause a reasonable person to fear for his or her safety or the safety of others or suffer substantial emotional distress.” Stalking can take a variety of forms. Stalkers may physically follow their victims, call them on the phone, send them letters or packages through the mail or through a courier, bombard their victims with emails or instant messages, photograph them from a distance or with hidden cameras, install surveillance software on their computers, and use global positioning systems (GPS) to track them in their cars. Tracking and intimidating a victim are stalking regardless of the method used.

## Barriers to relief for Native victims of stalking

It has been reported that self-identified American Indian and Alaskan Native women are stalked at least twice as often as any other group.<sup>11</sup> Native women living in rural communities face many barriers to safety. Native women may have limited access to telephones and transportation. In small communities where members tend to know everybody, a victim may hesitate to contact law enforcement or seek other services out of shame or for fear that her stalker will find out. She may be deterred from contacting law enforcement because her stalker is a friend or relative of a law enforcement officer or service provider.

Many tribal law enforcement agencies are underfunded, understaffed, and undertrained in the area of stalking. A small number of law enforcement officers may be responsible for responding to calls in a large geographic area. Their response time may be too lengthy to provide any meaningful protection for victims. Some tribal police departments do not have a 911 emergency system in place. Many tribes lack sufficient space in their jails to keep suspects in custody.

There may be confusion as to which law enforcement agency has jurisdiction over a call on “checkerboard” reservations, which may lead to additional delay or failure to respond to an emergency situation. There may also be an overlap in jurisdiction between tribal, state, local, and federal authorities depending on the exact location, the parties involved, and the act committed.

## Intersection of domestic violence, sexual assault, and stalking

The majority of women (Native and non-Native) who report being stalked have been stalked by an intimate partner (e.g., spouse, former spouse, or dating partner).<sup>12</sup> The level of violence reported in domestic violence cases that involve stalking behavior is higher than those in cases that involve just stalking alone.<sup>13</sup> In addition, approximately 31 percent of the women who reported having been stalked in the National Crime Victimization Survey also reported that their stalker had sexually assaulted them.<sup>14</sup>

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<sup>11</sup> Patricia Tjaden and Nancy Thoennes, *Stalking in America: Findings from the National Violence Against Women Survey*, Research in Brief (Washington, DC: National Institute of Justice, 1998), <https://www.ncjrs.gov/pdffiles/169592.pdf>.

<sup>12</sup> Nancy K.D. Lemon, *Domestic Violence and Stalking: A Comment on the Model Anti-Stalking Code Proposed by the National Institute of Justice* (Minneapolis, MN: Battered Women’s Justice Project, 1994), <http://www.mincava.umn.edu/documents/bwjp/stalking/stalking.html>.

<sup>13</sup> Lawrence A. Greenfield et al., *Violence by Intimates: Analysis on Crimes by Current or Former Spouses, Boyfriends, and Girlfriends*, Bureau of Justice Statistics Factbook (Washington, DC: Bureau of Justice Statistics, 1998), 3, <http://bjs.gov/content/pub/pdf/vi.pdf>.

<sup>14</sup> Tjaden, *Stalking in America* (see note 11).

Therefore, it is imperative that tribal communities that are developing a response to domestic violence and sexual assault consider how to appropriately address stalking behavior as part of their overall strategy.

### Other resources on stalking

For more information on stalking, please visit the following:

#### **Office on Violence Against Women**

<http://www.ovw.usdoj.gov/docs/qa-factsheet.pdf>

#### **Tribal Law and Policy Institute**

<http://www.tribal-institute.org/lists/stalking.htm>

#### **Addressing Stalking in Indian Country**, Rebecca St. George, Mending the Sacred Hoop (February 2001)

<http://www.mincava.umn.edu/documents/stalking2/stalking2.html>

#### **National Center for Victims of Crime's Stalking Resource Center**

<http://www.victimsofcrime.org/our-programs/stalking-resource-center>

#### **National Institute of Justice**

<http://nij.gov/topics/crime/stalking/welcome.htm>

## Underserved populations

Although Native victims are inherently underserved, within Indian communities there may be victims who experience additional barriers to seeking assistance. VAWA defines “underserved populations” as populations who face barriers in accessing and using victim services and includes populations underserved because of geographic location, religion, sexual orientation, or gender identity; underserved racial and ethnic populations; populations underserved because of special needs (such as language barriers, disabilities, alienage status, or age); and any other population determined to be underserved by the Attorney General or by the Secretary of Health and Human Services, as appropriate. The criminal justice system and victim service organizations are also challenged as they attempt to provide services for underserved populations. OVA encourages meaningful access to programming for underserved populations. Projects should consider resources, services and outreach strategies needed to reduce isolation, increase access to services, and establish trust with victims that typically would not engage the criminal justice system or nonprofit victim services.

# Eligibility

## Basic eligibility information

Title IX of VAWA 2005 establishes who is eligible to receive funding under Purpose Area #5. OVW will accept applications from any of the following:

1. A federally recognized Indian tribe
2. The authorized designee of a federally recognized Indian tribe
3. A tribal consortium

OVW will accept applications from eligible applicants who have never before received OVW grant funding, as well as applications from some current OVW grantees.

Table 1 illustrates the eligibility for tribes with current OVW grants. If tribes are unsure about eligibility, they should contact their OVW Grant Program Specialist for clarification.

**Table 1. Eligibility for tribes with current OVW grants**

Type of applicant	Whether they are eligible (yes or no)	Limits on eligibility
FY 2015 OVW Tribal Governments Program grantee	no	
FY 2014 OVW Tribal Governments Program grantee	no	
FY 2013 OVW Tribal Governments Program grantee	yes	Applicant is eligible only to continue and enhance activities in the FY 2013 award. If the applicant has 70% or more of funds remaining in the FY 2013 award, it is not eligible for FY 2016 funding in this program. If the applicant has 50-69% of funds remaining in the FY 2013 award, the amount of FY 2016 funding may be reduced from the requested amount. If the applicant has 49% or less of funds remaining in the FY 2013 award, it is fully eligible to continue the activities in the FY 2013 award with FY 2016 funding.
FY 2012 or earlier OVW Tribal Governments Program grantee	yes	Applicant is eligible only to continue and enhance activities in the FY 2012 award. If the applicant has 70% or more of funds remaining in the FY 2012 award, it is not eligible for FY 2016 funding in this program. If the applicant has 50-69% of funds remaining

Type of applicant	Whether they are eligible (yes or no)	Limits on eligibility
Tribal designee	yes	<p>in the FY 2012 award, the amount of FY 2016 funding may be reduced from the requested amount.</p> <p>If the applicant has 49% or less of funds remaining in the FY 2012 award, it is fully eligible to continue the activities in the FY 2012 award with FY 2016 funding.</p> <p>Designees with FY 2014 or FY 2015 awards are not eligible to apply for new awards, even if they seek designation from a different tribe. Tribal designees are not eligible to apply on behalf of tribes with current 2014 or 2015 awards. Eligible tribes, as described above, can apply through designees (as long as the designees don't already have 2014 or 2015 awards).</p>

## Additional eligibility requirements

Each eligible applicant must satisfy all of the program eligibility requirements in order to receive an award from the Tribal Governments Program.

### Collaboration requirement

The Tribal Governments Program statute requires that each tribe or organization that is eligible to apply for Tribal Governments Program funding consult with a specific type of organization or group to implement the project. There are three ways to satisfy this requirement:

1. Partner with a nonprofit Indian **victim services** program from the tribal or local community.
2. Partner with a nonprofit tribal domestic violence or sexual assault **coalition** (if they exist in your community).
3. Partner with an **advisory committee** of women from the community that will be served by the project.

This collaboration requirement is very important. Tribal communities that have had the most success in addressing violence committed against Indian women have all had one thing in common: they have worked closely with individuals and organizations who are well qualified to know the needs of Alaska Native and American Indian women who have been the victims of domestic violence, dating violence, sexual assault, sex trafficking, or stalking.

## Selecting a partner

The following information is offered to guide to you in selecting an appropriate partner for your project.

### Nonprofit Indian victim services programs

Nonprofit victim services programs, such as domestic violence shelter programs or rape crisis centers, have developed a deep understanding of the needs of victims of violence against women. They not only understand what victims need but they also know how to create programs and policies that appeal to victims but they also know the kinds of programs and policies that will discourage victims from seeking help. It is critical to have the input of the staff from these organizations in developing your project. It is also important that the nonprofit Indian victim services provider that you choose to partner with satisfy certain criteria.

Ideally, you should partner with a nonprofit victim services program whose primary purpose is to serve adult and adolescent American Indian or Alaska Native victims of domestic violence, dating violence, sexual assault, or stalking and whose staff has a demonstrated history of assisting American Indian or Alaska Native victims of domestic violence, dating violence, sexual assault, or stalking.

### Nonprofit tribal domestic violence or sexual assault coalitions

Nonprofit tribal coalitions are organizations that have been created to make changes in the way communities respond to violence committed against Indian women. They are dedicated to changing the ways in which tribal, state, local, and federal systems respond to violence against Alaska Native and American Indian women. Tribal coalitions work to educate tribal leaders and community members about domestic violence, dating violence, sexual assault, and stalking. The coalitions have a wide range of knowledge and experience that can help tribal governments develop programs and policies that are victim sensitive.

### Advisory committees

Not all tribal communities have a nonprofit Indian victim services provider on or near their lands. Nor do nonprofit tribal domestic violence or sexual assault coalitions exist in every tribal community. Tribal communities without access to these organizations do have a valuable local resource to help them develop a good response to violence against Indian women. That resource is the women of their own community. The women from the community to be served by the project can be invited to serve on an advisory committee for the project.

#### *Who should serve on the advisory committee?*

There are three groups of community residents you should consider inviting to serve on your advisory committee. In order of priority, these groups are as follows:

1. **Survivors.** Women who are survivors of domestic violence, dating violence, sexual assault, or stalking can draw on their personal experiences to identify the gaps in services in your community.



They can also help to identify existing policies and practices that act as barriers to victims accessing services in your community.

2. **Victim advocates.** Women who have a history of providing assistance to American Indian or Alaska Native women who are victims of domestic violence, dating violence, sexual assault, sex trafficking, or stalking can be a valuable asset in your efforts to develop an effective response to these crimes in your community.
3. **Women who are committed to ending violence against women.** If you are unable to identify survivors or victim advocates to serve on the advisory committee, you should invite women from your community who are committed to ending violence against women to serve on the committee. These women should be willing to participate in education and training opportunities to increase their understanding of domestic violence, dating violence, sexual assault, sex trafficking, and stalking. The women should also be willing and able to meet together on a regular basis to discuss issues related to violence against women in your community.

*The role of the nonprofit partner or advisory committee*

It is critical that your nonprofit partner or advisory committee have a leadership role in implementing your project. The partner or committee should also meet with program staff and partners on a regular basis to discuss the status of the grant-funded project and to make suggestions for improvement. If your nonprofit partner or advisory committee is not actively involved in implementing the project in a meaningful way, then it will be difficult for your tribe to develop a victim-sensitive response to violence against women.

Please note that all applicants who are selected for funding consideration through the selection process described in the Coordinated Tribal Assistance Solicitation will be required to submit a letter of support from its qualified collaborative partner prior to receiving an award under Purpose Area #5. OVW staff will be in contact with applicants who are under funding consideration at a later date to discuss this requirement in detail. However, all applicants are strongly encouraged to develop their proposals in collaboration with one of the qualified collaborative partners identified above, and to have that partner prepare a letter of support that can be submitted at a later date. See appendices for samples of the required documentation.

## Summary of eligibility requirements

**Table 2. Summary of eligibility requirements**

Type of Applicant	Nonprofit Partner?	Tribal Resolution?
Federally recognized Indian Tribe	Yes	Yes
Authorized Designee	Yes*	Yes
Tribal Consortium	Yes	Yes

\* A nonprofit nongovernmental Indian victim services provider organization or a nonprofit, nongovernmental tribal domestic violence or sexual assault coalition that is acting as the authorized designee of a federally recognized Indian tribe or tribal consortium may be exempt from this requirement.

# The Award Period and Budget Limits

## The award period

The award period for Purpose Area #5 is 36 months.

## Budget limits

New applicants may apply for grant awards of up to \$450,000. The budget limitation for new applicants reflects that many first-time applicants may not have an established response to violence against women. Tribal communities that do not have an established response to violence against women are encouraged to focus their efforts on

- providing basic services for victims of domestic violence, dating violence, sexual assault, and stalking;
- developing the response protocols and policies necessary to create a strong and effective response to crimes of violence against Indian women;
- providing training to Tribal Government employees to increase their capacity to appropriately identify victims of domestic violence, dating violence, sexual assault, and stalking and respond to their needs;
- conducting community education and outreach campaigns to increase the public's awareness and understanding of violence against Indian women.

Current grantees have an established response to violence against women and will need funding to continue their current grant-funded projects and activities. Tribal communities with an established response to violence against women may also need additional funding to enhance their current efforts to address violence against women. They may also desire to consolidate two or more of their current OVW grant awards. While there is no strict budget limit on the amount of funding that current grantees can request, OVW strongly encourages its current grantees to carefully consider the amount of funding that is necessary to continue or enhance their current OVW-funded projects. Current grantees should pay careful attention to the unobligated balances on their current grant awards. All requests for continuation funding must be reasonable. Because of limited funding, it is unlikely that OVW will make continuation awards in excess of \$900,000.

OVW may use its discretion to negotiate the amount of your actual grant award as well as the range of activities that can be supported with the award funding.

# Allowable Activities

## Understanding program scope

The statute that created the Tribal Governments Program defines the scope of the activities that are allowable under Purpose Area #5. In other words, the statute states how the grant funds that are available under Purpose Area #5 can be used. OVW refers to this as the “statutory scope of the program,” or the “program scope.” It is important to keep in mind that the statute sometimes gives only broad descriptions of how the grant funding can be used. There are many other federal laws, regulations, and rules that may restrict some specific activities that seem to be allowable under the language from the statute. OVW will not be able to allow you to use funds from Purpose Area #5 to support an activity that violates federal laws, regulations, or rules.

**If you have questions about whether the funds available under Purpose Area #5 can be used for a specific activity, please contact the OVW Tribal Unit at (202) 307-6026 or [OVW.VAIW@usdoj.gov](mailto:OVW.VAIW@usdoj.gov) for guidance before including it in your application for funding.**

## Permissible Use of Funds Available Under Purpose Area #5

The funds available under Purpose Area #5 may be used for the 10 purposes identified in 42 U.S.C. § 3796gg-10. In order to receive funding under Purpose Area #5, your tribe or organization must propose to use Tribal Governments Program funding for one of the permissible use areas listed and described below. OVW has prepared the following list of examples to show how your tribe or organization may consider using funding from Purpose Area #5. *This list is not meant to be exhaustive.* **Please contact the OVW Tribal Unit for guidance if you have questions regarding whether or not a specific activity is allowable before including it in your application for funding.**

### Permissible Use #1

To develop and enhance effective plans for the Tribal Government to reduce crimes against Indian women and increase safety for Native American women. The plans to reduce the violence and keep Indian women safe can be based on tribal law and customs.

- Develop a coordinated community response team that will create domestic violence response protocols and policies.
- Develop a Sexual Assault Response Team (SART) to respond to incidents of rape or sexual assault that occur in the community.
- Support a court-ordered and court-monitored batterer’s intervention program that incorporates tribal custom and tradition.

## Permissible Use #2

To increase the ability of the Tribal Government to respond to domestic violence, dating violence, sexual assault, sex trafficking, and stalking committed against Indian women.

- Create a tribal sex offender registry.
- Develop or revise response policies and protocols that address domestic violence, dating violence, sexual assault, or stalking.
- Provide training for tribal government employees on how to recognize and appropriately respond to the needs of women who have been the victims of domestic violence, dating violence, sexual assault, or stalking.

## Permissible Use #3

To strengthen the tribal criminal justice system's ability to respond to violence against Indian women. This may include improving the ability of tribal law enforcement officers, prosecutors, judges and other court staff, probation officers, and the staff at tribal jails to become more involved in stopping violence against Indian women.

- Create an information sharing database that links tribal law enforcement with the tribal court, tribal jail, probation office, and the prosecutor's office in order to improve the tracking of domestic violence cases.
- Provide training to tribal law enforcement officers, prosecutors, judges, other court staff, probation officers, and staff at the tribal jail on domestic violence, dating violence, sexual assault, or stalking.
- Hire dedicated law enforcement officers, prosecutors, judges and other court staff, and probation officers to improve the investigation, prosecution and adjudication of crimes of violence against Indian women.

## Permissible Use #4

To expand and improve services to support victims of domestic violence, dating violence, sexual assault, sex trafficking, and stalking.

- Support the creation of a Sexual Assault Nurse Examiner (SANE) Program by training medical personnel on how to properly conduct sexual assault forensic exams.
- Hire victim advocates to work with victims of domestic violence, dating violence, sexual assault, sex trafficking, or stalking.
- Support the operation of a domestic violence shelter program by hiring staff for the shelter, paying shelter rent, and purchasing furniture, office equipment, and supplies for victims.

## Permissible Use #5

To work with the community to create education and prevention campaigns that are designed to inform members of the community about domestic violence, dating violence, sexual assault, sex trafficking, and stalking.

- Create newspaper advertisements, public service announcements, billboards, posters, brochures, and flyers that are designed to educate the public about violence against women.
- Create a public education campaign that is designed to raise awareness among teenagers about teen dating violence or sexual assault.
- Conduct public awareness activities at local schools about the needs of children who have witnessed domestic violence.

#### Permissible Use #6

To provide supervised visitation and safe exchange programs that allow children to visit with their noncustodial parent in cases where one parent has committed an act of domestic violence, dating violence, sexual assault, sex trafficking, or stalking against the other. In cases where the court has ordered that the noncustodial parent may have a supervised visitation with the child, the program should create a place where the parent can have a supervised visit with the child. If the court has not ordered supervised visitation, then the program should offer a safe, neutral place for the noncustodial parent of the child to pick the child up and return the child for unsupervised visitation. A supervised visitation and safe exchange program must have appropriate security measures, policies, and procedures to support safety for victims and their children.

- Work with the tribal court, the victim services program, tribal law enforcement, and child protective services to develop a plan for the creation of a supervised visitation and safe exchange center.
- Hire staff for supervised visitation and safe exchange center.
- Pay for appropriate security measures at a supervised visitation and safe exchange center.

#### Permissible Use #7

To provide transitional housing assistance for victims of domestic violence, dating violence, sex trafficking, sexual assault, or stalking. The assistance provided to victims may include money for rent, utilities, a security deposit, or other minor costs related to moving into transitional housing. A transitional housing assistance program may also offer victims support and services necessary to help the victim locate and secure permanent housing.

- Hire staff to assist victims with locating affordable permanent housing, employment, and child care.
- Provide funding to victims to pay for rent, utilities, a security deposit, and other costs associated with finding transitional housing.
- Rent transitional housing units for use by victims and their children.

#### Permissible Use #8

To provide legal advice and representation to victims of domestic violence, dating violence, sex trafficking, sexual assault, or stalking who need assistance with legal issues that are caused by the abuse that they have suffered.

- Hire an attorney to provide representation in protection order cases, as well as divorce, custody, child support, and visitation cases.
- Provide legal representation in housing, public benefits, and immigration matters.
- Hire paralegal and other support staff to assist program attorneys in meeting the needs of victims.

### Permissible Use #9

To provide services to address the needs of youth (age 11–24) who are victims of domestic violence, dating violence, sexual assault, or stalking and the needs of children and youth who are exposed to these crimes, including support for the nonabusing parent or caretaker of the youth or child.

- Hire advocates to provide support to youth victims and children and youth who are exposed to these crimes.
- Provide services to children and youth exposed to these crimes or youth victims, such as
  - counseling, mental health, children's groups;
  - camps;
  - play/art/music therapy;
  - home visitation services;
  - mentoring;
  - trauma-informed care/treatment.
- Provide training on these issues to tribal organizations that work with children and youth, such as after-school programs, runaway and homeless youth organizations, child care programs, and schools, on how to identify such victims or children exposed and refer them to appropriate services.

Please note that in FY 2016, this permissible use is limited to no more than 30 percent of a tribe's Purpose Area #5 budget.

### Permissible Use #10

To develop and promote legislation and policies that enhance best practices for responding to crimes against Indian women, including the crimes of domestic violence, sexual assault, sex trafficking, dating violence, and stalking.

## Incorporating traditional practices and customs into your project activities

OVW encourages you to incorporate traditional practices and customs that reflect your community's lifeways into your grant-funded project. However, there may be some limits on using funding from Purpose Area #5 to support some activities that are based on traditional practices and customs. OVW may have to ask you to remove these activities from your application.

Generally, there are three reasons why OVW may ask you to remove such activities:

1. The activity is prohibited by federal law, rules, or regulations.

2. The activity may be outside the scope of the Tribal Governments Program.
3. The activity as described may appear to compromise victim safety, or to not hold offenders accountable for their behavior.

**Please contact the OVW Tribal Division if you have any questions about whether or not a specific activity is allowable before you submit your application for funding.**

# Unallowable Activities

There are certain activities that may not be supported with funding from the Purpose Area #5. Some of these activities are prohibited by OVW's policies because they have been found to compromise victim safety. Other activities are prohibited by federal law or policy. If your tribe or organization includes the following activities in its application for Purpose Area #5 funding, the overall score for the application may be reduced. If the application is selected to receive funding from Purpose Area #5, your tribe or organization will be asked to remove these activities from the narrative or from the budget, and there will be special conditions placed on your award agreement that will prohibit you from using the grant funds to support these activities.

## Activities that may compromise victim safety

The underlying goal of OVW's work is to ensure that grant funds are used to enhance victim safety and promote offender accountability. Experience has shown that certain policies and practices may make victims less safe, or may not hold offenders responsible for their own behavior. OVW's policy is to prohibit discretionary grant award recipients from using grant funds to support these potentially unsafe activities.

Please keep in mind that the list included in the solicitation does not represent every activity that may compromise the safety of victims or that may not hold offenders responsible for their behavior. There may be other activities proposed in your application that may not meet OVW's goal of enhancing victim safety and promoting offender accountability.

The following is meant to offer a brief explanation about why some common activities may compromise victim safety.

**Activity:** Offering criminal defendants who have been charged with crimes related to domestic violence, dating violence, sexual assault, or stalking the opportunity to avoid prosecution by agreeing to participate in another type of program (such as a drug court) or by agreeing not to commit another crime for a specific period of time.

**Why is this prohibited?** One of the ways that a community can enhance victim safety and promote offender accountability is through the intervention of the criminal justice system.

Historically, crimes of violence committed against Indian women were not treated as serious criminal violations. Domestic violence, for instance, was viewed as a "family problem." The crimes were not aggressively investigated or prosecuted, and offenders were rarely punished for their behavior. The result was that victims lost faith in the criminal justice system, and offenders learned that they would not face serious consequences for their violent behavior.

For example, a defendant who has been charged with a crime related to domestic violence or dating violence should not be allowed to enter into a pretrial diversion program. These programs do not treat crimes related to violence against women as a serious criminal offense. Both the offender and the victim



receive the message that the offender's behavior was not serious. The victim also learns that there will not be any serious consequences if the offender continues to abuse the victim in the future. This result may make offenders less fearful of future criminal justice intervention, and it may make victims less willing to report the offender's future violent behavior to law enforcement.

**Activity:** Ordering victims and offenders to attend mandatory couples counseling or mediation.

**Why is this prohibited?** In many instances, courts have found it useful to order couples who are parties to a contentious divorce or child custody case to undergo joint counseling or mediation to help resolve their differences. Some jurisdictions even have laws or court rules that make it mandatory for all couples involved in family law disputes to go through couples counseling or mediation. Counseling and mediation, however, are not appropriate for couples who have a history of domestic violence or dating violence.

One of the basic principles of mediation is that both of the parties involved in the process are equals. They are both free to make their own decisions, and both have the right to speak freely. In contrast, there is a power imbalance that is present in relationships where couples have a history of domestic violence or dating violence. The offender has a history of using his power over the victim to control the victim's behavior. The victim may feel intimidated by the idea of challenging the offender's statements or ideas. These factors make the mediation process for couples with a history of domestic violence or dating violence ineffective and potentially dangerous. Mandatory mediation may also make victims less likely to pursue legal remedies, such as divorce, or child custody, which are necessary to establish permanent safety for the victim and her children.

**Activity:** Operating domestic violence batterer intervention programs that are not court-ordered and are not court-monitored.

**Why is this prohibited?** Some communities believe that domestic violence and dating violence offenders need anger management classes to help prevent them from committing future acts of violence against women. This is not true. *Anger management classes are an ineffective response to domestic violence and dating violence.* Many experts believe that acts of domestic violence are caused by the offender's need to exercise power and control over his victim and that offenders do possess the ability to control their anger. The best treatment response for perpetrators of domestic violence and dating violence is a batterer intervention program. Batterer intervention is a court-ordered group program for domestic violence offenders with a goal of reducing abuse and promoting victim safety. A batterer intervention program can help offenders confront their attitudes about their need for control, and can help them develop more effective strategies for dealing their partners.

Offenders should be ordered to attend the program by the court. This ensures that there is an agency with the authority to punish the offender if the offender does not participate in the program. The court should monitor the offender's progress in the program. The agency or organization that is operating the batterer intervention program should make regular progress updates to the court during the time that the offender is participating in the program. The court should impose a graduated range of sanctions on offenders who have not made progress in the program.

Your tribe or organization may use funding from Purpose Area #5 **only** to pay for batterer intervention programs that are court-ordered and court-monitored.

**Activity:** Using procedures that would force victims of domestic violence, dating violence, sexual assault, or stalking to testify against their abusers.

**Why is this prohibited?** A victim who is forced to testify against her abuser may be in danger of being revictimized by the abuser, or worse, she may be killed by her abuser. For many years, different jurisdictions across the country have worked to develop pro-arrest and pro-prosecution policies and practices. The goal of this work was to ensure that victims of violence against women were not placed in the potentially dangerous situation of having to testify against their abusers. With the proper knowledge and training, law enforcement officers and prosecutors can learn how to build a case against an offender that does not hinge on the victim's testimony.

**Activity:** Requiring victims of domestic violence, dating violence, sexual assault, or stalking to file for a protection order or file criminal charges against their abuser as a condition for receiving services.

**Why is this prohibited?** A woman who has been abused may have many valid reasons for not seeking legal remedies against her abuser. The woman may be afraid to file criminal charges or seek a protection order. It may be safer for a victim to relocate to another jurisdiction, or a victim may not want intervention from the justice system. She may just want to have access to supportive services. Regardless of the reason, a victim's decision to not file criminal charges or seek a protection order should always be respected. Placing conditions on a victim's ability to access services may have the undesired effect of discouraging victims from seeking help. The barriers created by such a program may jeopardize the safety of the women in the community. Instead, an important focus is to remove barriers to victims' ability to access services.

**Activity:** Using practices that fail to protect the confidentiality of victims.

**Why is this prohibited?** The disclosure of confidential information about victims in your community may jeopardize their personal safety. A woman may leave an abusive relationship and relocate to your community. If her abusive spouse or partner does not know that she has relocated to your community, then the disclosure of personally identifying information about that woman may alert her abuser to her present location. If her abuser knows where to find her, he may come to your community looking for her, and her life may be in serious danger.

Sometimes victims of domestic violence seek help while they are still living with their abusive spouse or partner. If the abuser, or someone from his family, discovers that she has consulted with an advocate at a victim services office, the woman may be subject to further abuse. A victim may also feel a sense of shame or embarrassment about the abuse that she has suffered. She may be concerned that other people in the community will find out about the abuse and that she will be subject to humiliation.

Concerns about the improper disclosure of confidential information may keep victims from seeking assistance. If victims do not receive the help that they need, then their personal safety is jeopardized.

**Activity:** Referring victims to child protection services solely for failure to protect their minor child from witnessing domestic violence.

**Why is this prohibited?** Many jurisdictions have adopted policies that require victim advocates and others who help women who have been abused to contact child protection services if they believe that a minor child has witnessed domestic violence. The mothers of these children are themselves victims, but child welfare workers have often accused these women of neglect for failing to protect their children from witnessing the violence. In such cases the mothers are blamed for their partner's violence, and the children may be removed from their mother's custody.<sup>15</sup>

Women who are the victims of domestic violence may be reluctant to come forward and access services to help them if they believe that they may lose custody of their children. This results in both the victim and their children remaining in an abusive environment.

OVW believes that the best means of helping these women is for communities to develop partnerships among child protection workers and domestic violence victim advocates to help address the intersection of domestic violence, dating violence, and child abuse, and to ensure the safety of victims and their children.

## Other prohibited activities

These activities include the following.

**Lobbying:** The prohibited activities include developing or distributing materials related to a change in law or official policy, and traveling to a state or national meeting for the sole purpose of lobbying. The prohibition applies to lobbying federal, state, local, and tribal officials.

However, tribes can use funding from Purpose Area #5 to help create or revise its tribal code.

**Fundraising:** Funding from Purpose Area #5 may not be used to conduct fundraising activities. This includes using grant funds to hire a grant writer or using grant funds to pay for the costs associated with taking a grant writing workshop. Tribes and organizations can generate program income by charging fees for services or training events, but the program income generated by the fees must be used to support the operation of the grant-funded project. (See chapters 4 and 16 of the Financial Guide for more information on fund-raising and program income.)

**Research projects:** Funding from Purpose Area #5 may not be used to conduct research; however, up to 3 percent of the total budget for Purpose Area #5 may be used to evaluate the effectiveness of the project.

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<sup>15</sup> Susan Schechter and Jeffrey L. Edleson, *Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice* (Reno, NV: National Council of Juvenile and Family Court Judges, 1999), 19, <https://www.childwelfare.gov/pubPDFs/ncifcj.pdf>.

**Investigating, prosecuting, or providing services for child victims of rape, sexual assault, or stalking that are not related to an incident of domestic violence, dating violence, sexual assault or stalking that has been committed against an adult:** Addressing child abuse or neglect that occurs outside the context of an incident involving an act of abuse committed against the parent of the child victim is beyond the scope of permissible activities under Purpose Area #5.

**Making physical modifications to a building:** Funding from Purpose Area #5 may not be used for construction costs or for even minor renovations to a building such as painting or carpeting.

# Appendix A. Understanding the Role of an Advocate

The following document is a list of recommended actions that should be observed by communities that are interested in developing advocacy programs for victims of domestic violence and dating violence. For a more comprehensive understanding of the role of advocates, please visit [www.msh-ta.org/Resources](http://www.msh-ta.org/Resources).

## The advocate’s role: The dos and don’ts of advocacy\*

DO	DON'T
Advocate for the <b>personal sovereignty</b> and safety of women and their children, including provision of safe space and any resources that necessary for a woman to regain control of her life.	Act without the express informed consent or participation of the woman who has been battered or withhold or create barriers to safety and resources because we judged her “unworthy” in some way.
Ask, listen to, believe, and respectfully act on <b>what women state</b> they need and want.	Believe we should mind-read what she needs or wants or believe that we know or that we know better than she does.
Clearly and persistently send the message: violence is unacceptable, battering is a crime, and is never the fault of the woman who has been battered.	Minimize or blame her for the violence, collude/make excuses for the batterer’s behavior, or treat the violence as a private or mental health issue.
Validate the individuality, experience, decisions, and strengths of women who have been battered.	Treat all women the same or as incapable of making decisions, “sick,” or incompetent.
Act and treat women who have been battered as relatives.	Label or act as if women who are battered are “cases,” “those women,” clients, or patients.
Model courage and resistance in the face of oppression, intimidation, and fear.	Get women to cooperate with other agencies or “follow rules” that don’t honor their safety or sovereignty.
Provide leadership ensuring women’s safety is a priority in coordinated community response that promote and enhance the spiritual and cultural traditions of the sacredness of women and children.	Allow task forces, meetings, or initiatives to focus on the behavior of women instead of the accountability of offenders and systems.
Focus attention on the intent of safety and integrity of women and renewal of traditional lifeways as guiding principles throughout systems dealing with violence against women.	Divert attention to mental health or other issues not directly related to battering as a violent crime, safety and Native women’s sovereignty or that reinforce external or internal oppression.
Ensure all women who have been battered or sexually assaulted have 24 hour access to support, accurate information, crisis intervention, and other advocacy.	Speak for or on behalf of battered women unless they are not safe enough to do so themselves or without their permission.

DO	DON'T
Educate personnel within systems about the most effective responses to violence regarding batterers, victims, and at-risk family members, <b>prioritizing victim safety and offender accountability.</b>	Ignore or create barriers that prevent or limit access to safety or resources.
Be conscious of the educational role within all advocate activities.	Forget violence ends through social change that includes systems work focused on accountability for provision of safety and offender accountability.
Remain accountable to the women who have been battered or sexually assaulted including maintaining confidentiality.	Dismiss the reality that conflicts and creation of working relationships are “teachable moments” for all involved, including advocates.

\* Ellen Pence and Anne Marshall, Sacred Circle, as quoted in Gilberg et al., *Addressing Domestic Violence in Native Communities* (see note on page 8).

# Appendix B. Sample Letters of Support and Exemption

*All applicants are strongly encouraged to develop their proposals in consultation with one of the three qualified collaborative partners described on page 14.*

## Sample letter of support A. Indian victim services organization tribal domestic violence or sexual assault coalition

**[Organization's Official Letterhead]**

**[Date]**

Bea Hanson, Ph.D.  
Principal Deputy Director  
Office on Violence Against Women  
United States Department of Justice 145 N St, NW, 10E.116  
Washington, DC 20530

Dear Principal Deputy Director Hanson:

The **[name of organization]** submits this letter in support of the Grants to Indian Tribal Governments Program (Tribal Governments Program) application that has been submitted by **[name of lead applicant]**. **[Name of organization]** was founded in **[year organization was founded]** and is located in **[name of city, state]**. The primary purpose of **[name of organization]** is to *[brief statement of organization's purpose or mission]*. Currently, **[name of organization]** provides the following services to victims of *[(choose as appropriate) domestic violence, dating violence, sexual assault, or stalking]*:

- *List services using bullets*

The staff of **[Name of organization]** has significant experience in meeting the needs of Alaska Native or American Indian victims of *[(choose as appropriate) domestic violence, dating violence, sexual assault, or stalking]*:

- *List names/titles of key personnel who will be involved in implementing the proposed project and briefly describe their experience working with Alaska Native or American Indian victims of violence against women*

**[Name of organization]** has worked closely with **[name of lead applicant]** in developing its application for the FY 2016 Tribal Governments Program. Our contributions to the development of the application include the following:

- *List the name(s)/title(s) of each individual from your organization who has been involved in writing the application for funding. You should also briefly describe how each individual contributed to the creation of the application.*

If **[name of lead applicant]** receives FY 2016 Grants to Indian Tribal Governments and Sexual Assault Services Program funding, **[name of organization]** plans to continue to play a vital role in developing and implementing the project. Specifically, **[name of organization]** will do the following:

- *Provide specific details about what role your organization will play in developing and implementing the project. You should provide the name(s)/title(s) of each individual from your organization who will be involved with the project, and clearly state how they will contribute to the project.*

**[Name of organization]** will receive **[total amount of compensation to be received]** in order to support its work on the project. **[Name of organization]** has reviewed the budget for this application and agrees that it includes fair and reasonable compensation for the work that will be performed on this project.

Sincerely,

**[Name/title of Organization's Chief Executive Officer]**



## Sample letter of support B. Advisory committee

**[Date]**

Bea Hanson, Ph.D.  
Principal Deputy Director  
Office on Violence Against Women  
United States Department of Justice 145 N St, NW, 10E.116  
Washington, DC 20530

Dear Principal Deputy Director Hanson:

This letter has been submitted in support of the FY 2016 Grants to Indian Tribal Governments and Sexual Assault Services Program (Tribal Governments Program) application that was submitted by **[name of lead applicant]**. We are women who reside in **[name of community to be served by project]**, and we have agreed to serve on an advisory committee for the project if it is selected to receive grant funding. The members of the committee include/will include the following:

- *Identify committee members by name*
- *State whether the members are: (1) survivors of domestic violence, dating violence, sexual assault, or stalking; (2) victim advocates who have experience providing services to Alaska Native or American Indian victims of domestic violence, dating violence, sexual assault, or stalking; or (3) women who are concerned about the problems that domestic violence, dating violence, sexual assault, or stalking have caused in your community.*

We are committed to working with **[name of lead applicant]** to end these crimes in our community.

The committee has played a significant role in helping **[name of lead applicant]** develop its application for Tribal Governments Program funding. Our contributions to the development of the application include:

- *Briefly state how the committee helped create the application for funding. List each individual member of the committee who was involved in creating the application and specifically describe how they helped to create the application.*

During the award period, the committee will meet together [*state frequency (i.e., weekly, monthly, quarterly)*] to review the progress that **[name of lead applicant]** has made in meeting the goals and objectives of the grant project. We will also play an active role in developing and implementing the project, including:

- *Briefly state the specific role that the committee will play in making sure that the project is meeting the needs of the women of the community who are the victims of domestic violence, dating violence, sexual assault, or stalking.*

Sincerely,

*[List each committee member individually and have them sign and date the letter]*

\_\_\_\_\_

Advisory Committee Member

\_\_\_\_\_

Date

\_\_\_\_\_

Advisory Committee Member

\_\_\_\_\_

Date

\_\_\_\_\_

Advisory Committee Member

\_\_\_\_\_

Date

# Sample letter of exemption

**[Authorized Designee's Official Letterhead]**

**[Date]**

Bea Hanson, Ph.D.  
Principal Deputy Director  
Office on Violence Against Women  
United States Department of Justice 145 N St, NW, 10E.116  
Washington, DC 20530

Dear Principal Deputy Director Hanson:

**[Name of authorized designee]** has been authorized to submit an application for FY 2016 Grants to Indian Tribal Governments Program (Tribal Governments Program) on behalf of **[name of federally recognized Indian Tribe]**. **[Name of authorized designee]** has elected to submit a letter of exemption from the Tribal Governments Program collaboration requirement. **[Name of authorized designee]** is qualified to receive an exemption because it is a *[(choose as appropriate) nonprofit, nongovernmental tribal victim services organization, or a tribal domestic violence or sexual assault coalition]*.

**[Name of authorized designee]** submits the following information to support its request for an exemption:

- *State the year that the organization was founded;*
- *Briefly describe the organization's primary mission or purpose;*
- *Briefly describe the services that the organization currently provides to Alaska Native or American Indian victims of domestic violence, dating violence, sexual assault, or stalking; and*
- *Briefly identify by name/title the key staff from your organization that will be involved with implementing the proposed project and describe their experience in addressing the needs of Alaska Native or American Indian victims of domestic violence, dating violence, sexual assault, or stalking.*

**[Name of authorized designee]** has a history of providing services to the women of **[name of federally recognized tribe]**. Specifically, we have done the following:

- *Briefly describe how long your organization has worked in partnership with the tribal government of the community to be served;*
- *State how long your organization has served the women of the community; and*
- *Briefly describe the services that your organization has provided to victims of domestic violence, dating violence, sexual assault, or stalking in the community that will be served by the project.*

We have worked with **[name of federally recognized Indian tribe]** to develop this application for Tribal Governments Program funding. We have taken the following steps to ensure that

**[name of federally recognized Indian tribe]** has been actively involved with developing this application for funding:

- *Describe how your organization sought input from the tribe in developing the application. You should specific information about when and how often the tribe was consulted about the content of the application.*
- *Identify the tribal government representatives who were involved with creating the application by name/title.*

**[Name of authorized designee]** recognizes that the proposed project will only be effective if it meets the needs of the women of **[name of federally recognized Indian tribe]**. In order to ensure that the project is meeting the needs of victims of *[(choose as appropriate) domestic violence, dating violence, sexual assault, or stalking]* in the **[name of federally recognized Indian tribe]** community, we will do the following:

- *Describe the specific actions that your organization will take to make sure that the project is meeting the needs of victims in the community that will be served by the project.*

Sincerely,

**[Name/Title of Chief Executive of Authorized Designee]**