



Recommendations to Reduce the Overrepresentation of Alaska Native People in the Criminal Justice System



Meet the Team

The following organizations and individuals partnered in the research for, and creation of, this report. We express our gratitude to this team, as well as to the many individuals doing amazing work each day in their fields of mental health, cultural programs, substance use treatment, housing, youth programs and initiatives, reentry, workforce development, public safety, criminal justice, tribal courts and other tribal programs, and many more.

Department of Corrections

Alaska Federation of Natives

University of Alaska Fairbanks - Center for Alaska Native Health Research

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Background

Alaska Native people experience disproportionately high rates of incarceration, reflecting deep systemic inequalities. Although Alaska Native people make up roughly 14–19% of Alaska’s population, they represent 44% of those incarcerated in state prisons.

These disparities begin long before justice system involvement and include historical trauma, inadequate access to culturally appropriate health and behavioral health services, and social and economic marginalization.

The disparities do not abate within the criminal justice system. In 2023, Alaska Native people represented 29% of those on pre-trial supervision, 42% of inmates, and 39% of those on probation/parole.





Background

Current Context in Alaska

Approximately 17 of every 1,000 Alaskan adults were in the care or custody of the Department of Corrections (DOC) in 2024 (Alaska Department of Corrections, 2025).

Alaska's overall recidivism rate has declined over the past decade, but Alaska Native people continue to have the highest recidivism rate (60%) of monitored races/ethnicities (Alaska Department of Corrections, 2025), reinforcing intergenerational trauma, destabilizing families and communities, and imposing high social and financial costs on the state.

The majority of individuals who returned to prison (62%) were reincarcerated due to probation/parole violations (Alaska Department of Corrections, 2025).





Background

Reducing these disparities is not only a matter of justice and cost effectiveness – it is a pathway to healthier, safer, and more resilient communities throughout Alaska.

In 2024, the Alaska Legislature passed an omnibus crime bill, House Bill 66, which included a directive to the Department of Corrections to conduct a study with an Alaska Native organization to better understand why the Alaska Native incarceration and recidivism rates are so high, and to create recommendations to reduce both initial encounters with the prison system and recidivism rates.

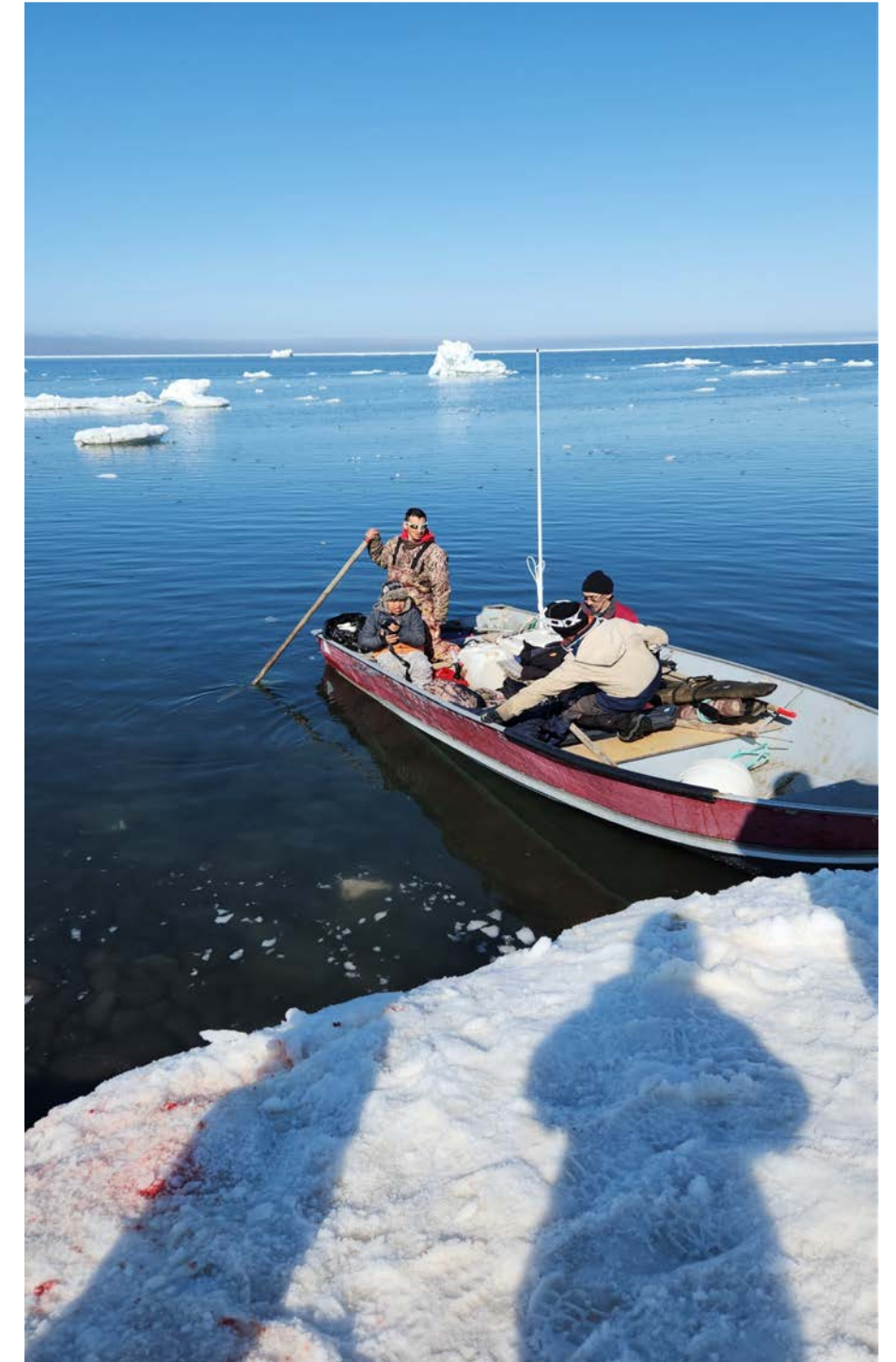




Background

House Bill 66 identified eight areas for the study:

- (1) establish restorative justice programs to address the unique cultural needs of Alaska Native people;
- (2) intervene earlier with at-risk Alaska Native youth and young adults to ensure those at-risk youth and young adults have the life skills and support systems necessary to prevent encounters with the criminal justice system;
- (3) reduce the Alaska Native prison population by providing early mental health diagnosis and better treatment;
- (4) provide low-income housing options to reduce the Alaska Native homeless population that are more likely to encounter law enforcement when living on the street;
- (5) improve alcohol and drug misuse treatment options for Alaska Native youth and young adults;
- (6) provide job training and mentoring opportunities to earn a living and provide food, housing, and other family necessities for Alaska Native residents and families;
- (7) offer digital training to Alaska Native residents to access tribal, state, and federal services, obtain digital employment, participate in remote counseling services to address alcohol and drug abuse, and participate in job training and education; and
- (8) identify federal grant programs at the United States Department of Justice, the United States Department of Health and Human Services, including the Indian Health Service and Substance Abuse and Mental Health Services Administration, the United States Department of the Interior, the United States Department of Labor, and other federal agencies that could be used to fund implementation of the recommendations, with a particular emphasis on juveniles and young adults.





Background

This report contains data and information from:

- Department of Corrections data, analyzed by the University of Alaska Anchorage, Alaska Justice Information Center
- Key Informant Interviews, Organizational Representative Surveys and a Literature Review, conducted by the University of Alaska Fairbanks – Center for Alaska Native Health
- Community Listening Session – hosted by AFN at the Annual Convention





Recommendations for Actions: Restorative Justice

1. Expand Restorative Justice and Tribal Court Programs

- Restorative justice differs from Western justice models by focusing on the harm caused by crime and emphasizing restitution that involves the victim, offender, and community, rather than punishment alone.
- Alaska has a strong history of alternative courts, including Tribal and therapeutic courts, which use restorative and healing-centered approaches to address intergenerational trauma, keep people in their communities, strengthen Tribal sovereignty, and support culturally aligned, community-driven solutions.

Recommended Actions:

- Expand state support for Tribal Courts and therapeutic courts, including staffing and infrastructure
- Expand the case purview of Tribal Courts to include additional types of offenses
- Increase use of diversion programs for low-level and misdemeanor offenses
- Support Elder-led restorative justice practices, including Talking Circles and community accountability models
- Improve coordination between state courts, law enforcement, and Tribal justice systems

“As an Inuk human being, I would be deathly afraid to be sitting in a tribal court where there's all these Elders that are going to pass judgment on me. That'll straighten me up really quick in a hurry.”

–UAF Interview Participant





Recommendations for Actions: Early Intervention

2. Early Intervention for At-Risk Youth

- **Early childhood and youth interventions are proven, cost-effective strategies** to reduce incarceration, with investments in prenatal care, early childhood education, parenting support, and school-based mentorship linked to lower criminal justice, healthcare, and welfare costs.
- **Youth programs that strengthen community and cultural connections**, including mentorship, behavioral support, and Elder engagement, build resilience and are key to preventing the school-to-prison pipeline and reducing future justice system involvement.

Recommended Actions:

- Emphasize support at the earliest possible timeframe, especially prenatal care (including prevention of Fetal Alcohol Spectrum Disorder)
- Support free or reduced-cost culturally-relevant childcare and home visit programs for young children
- Invest in early childhood and youth mental health screening, especially in rural communities
- Support parents through offering free or low-cost culturally-grounded parenting support and mentorship
- Reduce reliance on punitive school discipline and address the school-to-prison pipeline
- Fund programs that strengthen cultural identity, language, subsistence, and land connection

“When you're talking about doing prevention work, it's catching them at the right time. The earlier you reach them, the longer and the stronger those messages become, because those children, they're just so willing and pliable at a younger age. Once they start reaching 14, 15 years old, they've been basically institutionalized in their upside-down way. It's really difficult to change those behaviors that cause the recidivism.” – UAF Interview Participant





Recommendations for Actions: Mental Health

3. Improve Mental Health Diagnosis and Treatment

- **Alaska Native people experience disproportionate mental health burdens** shaped by intergenerational trauma and limited access to basic needs, highlighting the need for trauma-engaged and culturally responsive services across cities and villages.
- **Early intervention for childhood trauma** can help prevent juvenile justice involvement, with the Alaska Transforming Schools Framework providing steps to implement trauma-engaged care and better involve community members, families, tribes, and businesses in supporting student outcomes.

Recommended Actions:

- Expand funding for early mental health screening, diagnosis, and treatment, particularly for children, youth, and young adults
- Emphasize programmatic stability of mental health treatment through adequate and consistent funding and staffing
- Support trauma-engaged, culturally responsive services, including Elder involvement and cultural identity programming
- Expand Medicaid and other reimbursement pathways to support Alaska Native–led service models
- Require culturally responsive training for DOC, probation/parole, courts, and healthcare staff

“Boating, camping, hiking, four-wheeling, spending family time with my grandkids, my daughters. Just being in their life, present in their life, cooking moose up and stuff like that, and having them come over and eat. Just having that community around you again, and reintroduced back into who am I supposed to be? That’s what really worked for me. That’s the best way that I could stay out of prison, is just being part of something bigger, like a community, and you can build your community, you could have it of whoever you want in your community, your family members, your friends, whoever you feel most safe, and most welcomed and honored.” - UAF Interview Participant





Recommendations for Actions: Housing

4. Increase Housing to Reduce Homelessness and Justice Contact

- **Individuals returning from incarceration face numerous reentry barriers**, with securing safe, stable housing often being the most immediate and critical challenge.
- **Reentry housing with integrated services**, including substance misuse treatment, mental health care, and job support, can reduce recidivism and increase follow-up contact for justice-involved populations.

Recommended Actions:

- Expand reentry housing that provides a suite of integrated services, such as substance misuse treatment, mental health care, and job support
- Expand Housing First and low-barrier housing models, including for individuals with criminal justice involvement
- Provide support for tenant success workshops and similar educational programs
- Remove barriers that exclude formerly incarcerated individuals from housing eligibility
- Support culturally grounded reentry housing programs, particularly in rural and hub communities
- Allow remote probation and parole supervision so individuals can live where housing exists

“To me, it contributes to homelessness in Anchorage, in Fairbanks, in Ketchikan, in Juneau. Because a lot of times these court orders [...] say they have to stay in these urban places to receive anger management, alcoholism treatment, they gotta receive evidence that they know how to get a job, and how to get around. But they don't support them. They just kind of toss them out there, and you have to try to survive. And a lot of them fail. They end up on the streets, and then they get re-arrested for hanging out with other felons. So, consequently, a lot of native inmates are doing time on the installment plan, as I call it. Because they get violated again, and it's kind of a never-ending cycle. Some inmates whose original sentence was 3 or 4 years can end up serving much longer periods of time because of those violations.” – UAF Interview Participant



Recommendations for Actions: Treatment

5. Increase access to Alcohol and Drug Misuse Treatment

- Substance misuse treatment for Alaska Native people requires culturally responsive, community-centered models that integrate Alaska Native cultural ways of life with Western evidence-based practices.
- Partnerships with Tribal communities, researchers, and health systems are essential, with emphasis on reducing wait times, expanding the workforce, increasing Tribal treatment resources, and funding culturally responsive programming to reduce incarceration and recidivism.

Recommended Actions:

- Provide substance misuse diagnosis and treatment options for all incarcerated persons
- Increase funding for community-based, Alaska Native-led treatment programs
- Address workforce shortages through training and certification pathways for Alaska Native providers
- Integrate substance misuse treatment with mental health and housing services
- Reduce wait times and expand telehealth options, particularly for rural communities

“If I’m taking people out to go check their fish traps and things, I have to get very creative to be able to deliver services in a way that would actually have any impact for people at all in communities. It’s not going to be cognitive behavioral therapies, and treatments in clinic [...] it just was so clear that we needed a different kind of service model, and that it needed to be reimbursable, and it absolutely needed to be tailored and delivered within the community and cultural context that people’s lives were being lived. Otherwise, it just wasn’t going to work.”

- UAF Interview Participant



Recommendations for Actions: Workforce

6. Strengthen Job Training and Mentoring

- **Career training during incarceration, combined with structured reentry support**, is strongly linked to reduced recidivism, with programs like Alaska's Reentry Coalitions providing job skills and placement assistance.
- **Increasing Alaska Native representation in the criminal justice field** may reduce overrepresentation in incarceration, with recommendations including programs to encourage Alaska Native youth to pursue careers in law.

Recommended Actions:

- Create education and career pathways for Alaska Native judges, attorneys, probation officers, correctional staff, clinicians, and reentry specialists
- Support mentorship programs using credible messengers with lived experience and cultural alignment
- Expand education, job training, and apprenticeship programs during incarceration and reentry



“They need to start hiring more Native correctional officers and probation officers. They need to be hiring more lawyers, Native attorneys that can either act as public defenders, or in the prosecutor's office. We need more Native judges.”

- UAF Interview Participant



Recommendations for Actions: Remote Services

7. Improve Digital Skills and Access to Services

- Remote services, including telehealth, cultural programming, workforce training, education, and parole fulfillment, are effective tools to reduce incarceration and recidivism, especially when paired with digital skills needed for jobs, benefits, and accessing services.
- Online programs and digital literacy initiatives for job training, housing, education, and mentorship can support Alaska Native individuals, youth, elders, and returning citizens, helping prevent incarceration and promote rural participation in services.

Recommended Actions:

- Expand telehealth and virtual counseling for mental health and substance misuse treatment
- Expand flexibility in supervision requirements for rural and remote residents to allow for remote or Tribal management of supervision
- Provide funding for access to reliable internet, training, and office space.
- Align supervision practices with housing availability, employment, and family responsibilities

“We had a situation where a polygraph test was required every, I wanna say every year? Every two years? This individual lived in Gambell and he does not have the resources to fly to Nome, take the polygraph test, stay overnight (because there couldn't be a day trip because of the flight times), buy his own food, and then fly back the next day. If you are not properly resourcing your re-entrants for the requirements that you are putting on them, you are setting them up to fail.” - UAF Report Interview Participant





Recommendations for Actions: Funding

8. Sustainable Funding:

- **Alaska Native Tribes face significant barriers accessing federal and state funding** for restorative justice, tribal courts, public safety, housing, behavioral and mental health, substance misuse treatment, and broadband, due to complex applications, inconsistent eligibility, limited administrative capacity, and funding structures favoring state or municipal governments. These obstacles delay services, widen infrastructure gaps, and undermine Tribal self-determination and community wellness.
- **Addressing these barriers requires streamlined, sustainable funding pathways, increased technical assistance, and strategic coordination** among state agencies, Tribes, and community partners, while leveraging federal funding sources from DOJ, HHS (including IHS and SAMHSA), Interior, and Labor to support justice, health, and reentry priorities for Alaska Native communities.

Recommended Actions:

- Coordinate state–tribal applications for federal grants
- Provide state match funds to unlock federal dollars
- Prioritize AI/AN eligibility in justice, health, and workforce funding
- Fund culturally based diversion and reentry programs

“During plenary Commission meetings, subcommittee meetings, and field hearings, commissioners heard facts, anecdotes, stories, and testimony about Alaska that made clear that the challenges of distance, poverty, governmental structures, lack of technology and transportation, and a traumatic history set Alaska apart from the rest of Indian country. Federal governmental support afforded to other Tribal governments is either not available, or woefully inadequate, in Alaska. Funding needs are substantial to bring Alaska Tribes and Villages to parity with their Lower 48 relatives – a standard that is still substantially lower than what the general U.S. population enjoys in term of public safety and services.”

- Not One More Report, Not Invisible Act Commission



Recommendations for Actions: Additional Community Identified

9. Additional Community-Identified Recommendations (Beyond the Eight Areas Identified in HB66)

- **Priorities from listening sessions, interviews, surveys, and research** include addressing the overrepresentation of Alaska Native men in low-wage DOC employment, ensuring their voices are included in decision-making, and expanding culturally grounded healing, recovery, and service opportunities within facilities and communities.
- **Additional recommendations** focus on improving communication, consistency, and transparency across sectors, strengthening DOC engagement in community events, coordinating rural and urban justice systems, and expanding community partnerships to support reintegration, cultural practices, mentorship, and opportunities to give back.

Recommended Actions:

- Assign only parole/probation conditions where resources are provided for those conditions to be met - to decrease the likelihood of technical violations and subsequent rearrest
- Develop a task force to continuously identify systemic improvements that could be made to reduce the number of Alaska Native people who are incarcerated
- Funding further research on how to address disproportionate incarceration rates of Alaska Native people, as this topic is underrepresented in existing scholarly research
- Increase DOC presence in positive community events, such as graduations, to demonstrate support and partnership

“They’re here because they can’t go home to their village, because probation won’t let them go back home to their village. And they’re walking around with a backpack, and they’re telling me, hey, I got a new house. But I can’t go home because I’m on probation. So, they’re homeless, staying at the mission. But they have to get out during the day, so you see them walking around with their backpacks.”

– UAF Interview Participant





Summary of UAA Report

Preliminaries

Alaska is one of only six states in the U.S. that operate a unified correctional system. In a unified correctional system, both jails and prisons are administered by a single, statewide entity.

- Within the Alaska correctional system context, many DOC facilities function as both jails and prisons simultaneously, and their populations are mixed with respect to inmate legal status.
- Estimates of the racial/ethnic group composition of DOC's inmate population reflect all individuals in institutional custody, irrespective of offense or legal status.
- The percentage of Alaska Native/American Indian people incarcerated in DOC facilities has increased markedly in recent years after an extended period of stability, from 35% in 2016 to 42% in 2023.
- In particular to DOC's jail function, we must pay close attention to the inputs into Alaska's correctional system





Summary of UAA Report

Key Highlights

Alaska Native/American Indian Representation (of 10,061 people total on July 1, 2023, under DOC supervision):

- **Pre-trial supervision: 29%**
- **Institutional custody: 42%**
- **Probation/parole: 39%**

Policy Significance: Disparities are not uniform across supervision types, suggesting that interventions at arrest, charging, sentencing, and release could mitigate the disproportionate representation of Alaska Native people.

Table 1.

Percentage of persons under ADOC supervision, by racial group and supervision type: 2023

Race/Ethnic Group	Type of Supervision		
	Institutional supervision ^a (n=4,525)	Community supervision	
		Pre-trial ^a (n=2,306)	Probation/Parole ^a (n=3,230)
Alaska Native/American Indian	42.2%	28.6%	38.5%
Asian/Pacific Islander	5.0	5.4	5.3
Black	10.1	8.8	6.5
Hispanic	3.1	3.9	2.3
White	38.8	49.5	45.0
Unknown race/ethnicity	0.8	3.9	2.5
TOTALS	100.0	100.0	100.1

Notes

a. Column totals may not sum to 100.0% due to rounding error.

b. Data source: Alaska Department of Corrections (2024). *2023 Offender Profile*.

<https://doc.alaska.gov/admin/docs/1CurrentProfile.pdf>





Summary of UAA Report

Key Takeaways

- Overrepresentation: Alaska Native/American Indian people make up 42% of people in the Department of Corrections custody vs. 17% of Alaska's adult population.
- Disparities in Alaska Native over-representation exist at booking and persist throughout the criminal justice system. Upstream processes may be more effective at mitigating this burden.

Policy Considerations

- Require regular reporting alongside benchmarks for improvement.
- Invest in pretrial diversion, treatment, and alternatives to incarceration.
- Support tribal justice authority and culturally grounded interventions.
- Align corrections policy with prevention, housing, and behavioral health strategies.





Summary of UAF Report

Ongoing impacts of colonization have resulted in high rates of poverty, trauma, homelessness, substance abuse, and other challenges that are correlated with a greater vulnerability to incarceration and recidivism.

Disproportionate incarceration and recidivism are rooted in systemic factors like intergenerational trauma, poverty, housing insecurity, adverse childhood experiences, limited access to mental health care, and lack of culturally aligned services. “Alaska Native people are more likely than any other racial or ethnic group in Alaska to be the victim of a crime” which is associated with later involvement in the justice system (Alaska Advisory Committee to the U.S. Commission on Civil Rights, 2002).

Experts interviewed for this study emphasized that prevention efforts that are more effective include those that begin in the prenatal and early childhood environment, as well as offerings that support cultural identity, stabilize housing, and address mental health and substance misuse through community-based and Alaska Native–led approaches.



Key Highlights (At a Glance)

- Reduce barriers to meeting parole and probation conditions to prevent recidivism, as the majority of individuals are reincarcerated due to probation/parole violations (62%) (Alaska Department of Corrections, 2025).
- Increase the number of Alaska Native people in the workforce for criminal justice, healthcare, behavioral health, social services, etc.
- Respect community cultures by designing and funding programs that are adapted and led by individual Tribal Councils.
- Create a task force that centers Alaska Native expertise to continuously identify systemic improvements that could be made to reduce the number of Alaska Native people who are incarcerated.



Summary of UAF Report

Disproportionate Alaska Native incarceration and recidivism can be mitigated through expanded access to locally led, trauma-responsive, and culturally relevant:

- Tribal and therapeutic courts through increased financial support, staff support, and case purview
- Prenatal care (including prevention of Fetal Alcohol Spectrum Disorder), parent training programs, and free or reduced-cost culturally relevant childcare and home visit programs for young children
- Programming for youth and Elder/youth mentoring initiatives
- Therapeutic and mental health crisis services for rural, incarcerated, and recently released people, including addressing trauma
- Housing First shelters, low-income housing, and reentry programs that provide integrated housing support
- Timely, on-demand substance misuse treatment, especially for individuals while they are incarcerated
- Developing more hiring pathways in the justice system for Alaska Native people to become lawyers, judges, etc.
- Telehealth, online job training, and remote fulfillment of probation/parole requirements





UAF Literature Review

This literature review, conducted by researchers at the University of Alaska, examined peer-reviewed and grey literature to identify evidence-based and promising practices that reduce incarceration and recidivism. The review focused on Alaska Native people and comparable contexts and is organized around the seven applied domains identified in House Bill 66.

Key Takeaways for Legislators

- Disproportionate incarceration and recidivism is driven by structural and systemic factors.
- Mental health, housing stability, and early youth intervention consistently show the strongest evidence for reducing incarceration and recidivism.
- Early childhood interventions tend to have the greatest impact.
- Probation and parole practices are a major leverage point.
- Providing substance misuse treatment to people while incarcerated has high returns on investment.
- Augmenting Tribal Court systems promotes community protective factors while potentially decreasing costs for the state.
- Provide career pathways for Alaska Native people to enter the justice system workforce (i.e. lawyers, judges).

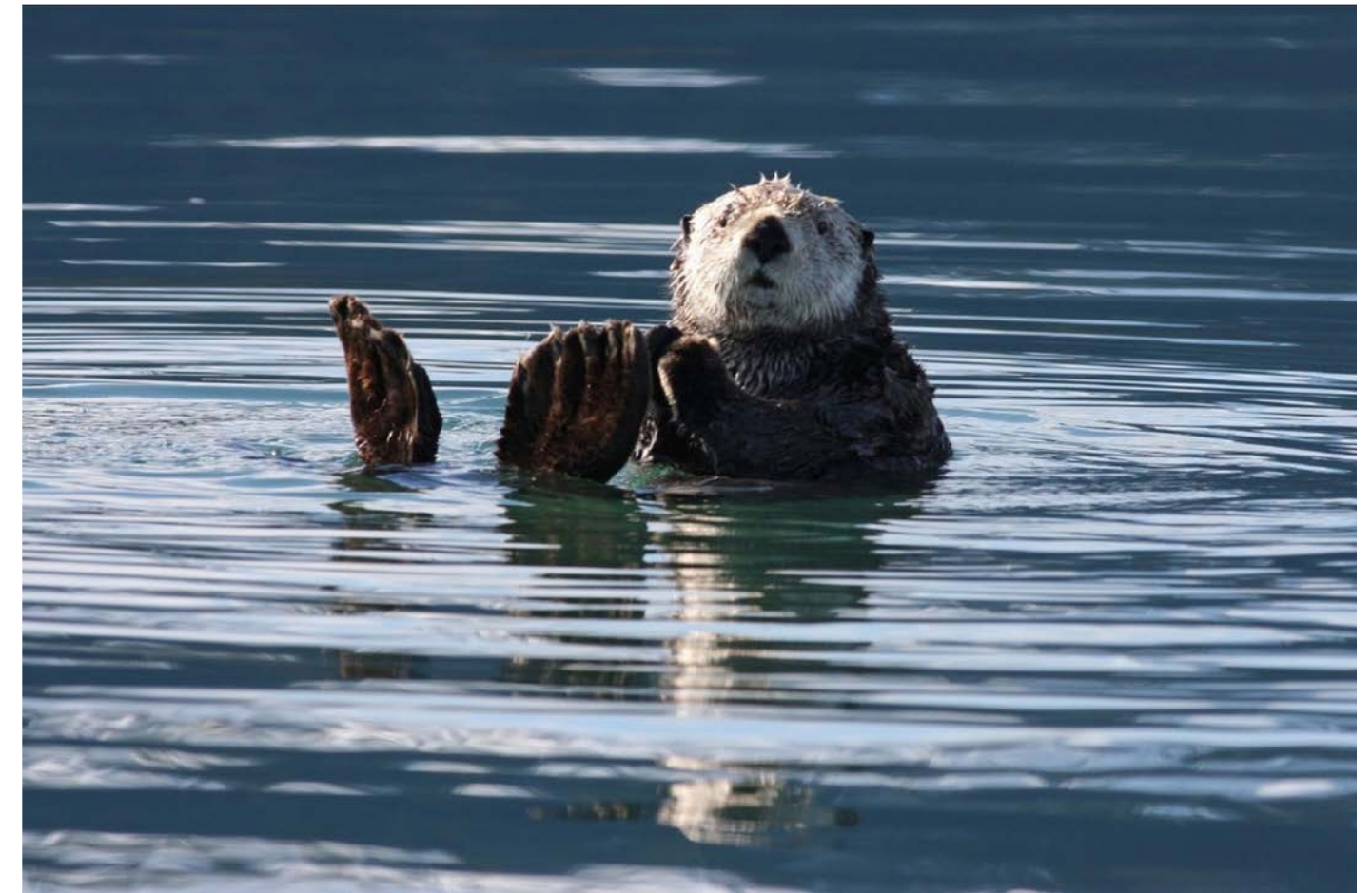




Organizational Representative Surveys

Summary of Survey Findings

- Most respondents identified Mental Health as one of the most effective strategies to prevent incarceration and recidivism (55%), followed by Housing Access (45%).
- These areas suffered from the greatest shortages in funding and staffing levels. Additionally, mental health was identified as having the lowest amount of program consistency.
- Among respondents who identified as Alaska Native, most individuals indicated Mental Health (74%) was most effective at preventing incarceration and recidivism, followed by Early Interventions with Youth (61%), and Substance Misuse Treatment (57%).
- Alaska Native respondents indicated that Restorative Justice & Tribal Courts and Substance Misuse Treatment programs generally were the most effective at integrating cultural responsiveness.





Expert Interviews

Tribal Courts & Restorative Justice

- Tribal Courts positively address intergenerational trauma, increase tribal sovereignty, support community-driven solutions, and keep people in their communities.
- Lack of capacity and state support limits full implementation.

Early Interventions with Youth

- Encouraging meaningful youth-Elder connections and cultural identity support.
- Lack of mental health interventions, especially in rural areas.

Mental Health

- Support connection with Alaska Native identity and culture..
- Address and rebuild relationships with Alaska Native communities affected by generational trauma.
- Provide mental health services for youth and allow youth to connect with Elders to strengthen identity and Alaska Native ways of life.

Housing & Reentry

- Low-barrier, Housing First approaches crucial; housing insecurity drives recidivism.
- Reentry services should integrate housing, employment, education, and healthcare support.

Substance Misuse Treatment

- Reduce wait times for services and increase the substance misuse treatment workforce.
- Expand Tribal substance misuse treatment resources, including inpatient centers, and continue funding culturally-responsive programming.
- Address housing, early childhood experiences, and mental health to better support those seeking treatment.

Workforce Education & Mentorship

- Increase Alaska Native representation in the criminal justice workforce, and address barriers for Alaska Native youth entering justice careers (education, remote access).
- Provide Alaska Native cultural trainings for justice system staff.

Other Key Insights

- Parole/probation conditions must be feasible to reduce recidivism - could be satisfied remotely from within home communities to reduce homelessness and recidivism.
- Develop a task force to develop comprehensive, culturally grounded solutions.



Community Listening Session

Root Causes of Disproportionate Incarceration:

- **Early Childhood Challenges:** Importance of strong family values, cultural grounding, and early support.
- **Limited Tribal Jurisdiction:** Lack of tribal authority limits community-driven justice approaches.
- **Misleading or Incomplete Data:** Concerns about accuracy and interpretation of existing statistics.
- **Historical Trauma:** Intergenerational trauma, land loss, and impacts of colonization.
- **Multi-system Failure:** Foster care, housing, and behavioral health systems are failing individuals.
- **Geographic Limitations:** Out-of-state placement separates people from land, language, and community.

Needed Changes – Community & System Levels:

- **Community-Level Solutions:** Support culturally grounded healing programs, traditional practices, family-centered approaches, and early wellness/cultural programs.
- **State/System-Level Solutions:**
 - Improve DOC and court communication, consistency, and transparency.
 - Address language, transportation, and legal barriers.
 - Strengthen detox, healing, and recovery spaces.
 - Improve intersecting systems (foster care, healthcare, housing).
 - Increase DOC presence in positive community events.
 - Provide opportunities for inmates to give back.
 - Explicitly address land loss, cultural disconnection, and historical trauma.

Experiences & Stories Shared:

- Cultural programming (e.g., talking circles) promotes healing and identity reconnection.
- Personal storytelling is critical: “I’m allowed to be a human being.”
- Overrepresentation of Alaska Native men in low-wage labor and the need for inclusion in decision-making.

Closing Reflections:

- Healing must be culturally grounded, community-driven, and accessible.
- Alaska Native voices must be honored; equitable partnerships across government and society are required.
- Work must begin now.





Thank You • Mahsi' choo • Quyana • Chin'an • Gunalchéesh • Taikuu • Háw'aa • N'toyxsm • Qagaliqux • Tsin'aen • Enaa Baasee'



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We look forward to continued collaboration to implement the report's recommendations and advance meaningful action.