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BUREAU OF JUSTICE ASSISTANCE

BJA

SUCCESSFUL NATIVE AMERICAN PROGRAMS

February 1996

**State Evaluation Development Program
Bureau of Justice Assistance
Office of Justice Programs
U.S. Department of Justice**

***Prepared for the American Indian and Alaska
Native Desk, Office of Justice Programs***

U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

U.S. Department of Justice
Janet Reno
Attorney General

Office of Justice Programs
Laurie Robinson
Assistant Attorney General

Bureau of Justice Assistance
Nancy E. Gist
Director

About the Bureau of Justice Assistance

The Bureau of Justice Assistance administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Program to support drug control and system improvement efforts focused on state and local criminal justice systems. The Bureau's mission, directed by the Anti-Drug Abuse Act of 1988, is to provide funding and technical assistance to state and local units of government to combat crime and drug abuse. Through funding and technical support, the Bureau assists the states in managing the growing numbers of anti-drug programs and the rapidly increasing volume of drug cases entering the criminal justice system. It also identifies, develops, and shares programs, techniques, and information with the states to increase the efficiency of the criminal justice system, as well as provides training and technical assistance to enhance the expertise of criminal justice personnel. The Bureau accomplishes these mandates by funding innovative demonstration programs, some of which are national or multijurisdictional in scope; by evaluating programs to determine what works in drug control and system improvement; and by encouraging the replication of successful models through linkages with the Formula Grant Program and other resources.

The Director of the Bureau is appointed by the President and, upon confirmation by the Senate, serves at the President's pleasure. The Director establishes the priorities and objectives of the Bureau and has final authority to approve grants, contracts, and cooperative agreements. In establishing its annual program, the Bureau is guided by the priorities of the Attorney General, U.S. Department of Justice, Office of Justice Programs, and the needs of the criminal justice community.

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Prepared by
Andrea G. Richards

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**Prepared by the
Justice Research and Statistics Association
444 North Capitol Street, N.W.
Suite 445
Washington, DC 20001
(202) 624-8560**

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The Justice Research and Statistics Association prepared this document under the direction of Joan C. Weiss, Executive Director. The following JRSA staff compiled the information for this report under the supervision of Kellie J. Dressler, Assistant Director for Special Projects: Andrea G. Richards, Program Associate.

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Introduction

As part of a continuing effort to provide the criminal justice community with improved access to information on successful programs that are responsive to problems of drug abuse and/or violent crime, the Bureau of Justice Assistance (BJA) is pleased to present this document which focuses on the programs being implemented for Native American populations presented at eight BJA State and Local Programs Working Meetings. The State and Local Programs Working Meetings have been in existence since 1993 and have covered the following topics: (1) Rural Issues and Programs; (2) Treatment, Rehabilitation, and Education; (3) Understanding and Combatting Violence; (4) Preventing Drug Abuse and Violent Crime; (5) Successful Collaborative Programs: Improving the Criminal Justice System; (6) Youth, Drugs and Violence: Innovative State and Local Programs; (7) Innovative Courts Programs: Innovative State and Local Programs; and (8) Revitalizing Communities: Innovative State and Local Programs.

The Native American programs documented in this report are primarily the result of program development and implementation activities supported by BJA's Formula Grant Program to State and local governments and organizations. Additionally, some of the programs were developed as a result of BJA funding through its Discretionary Grant Program. Finally, a few programs were established and sustained with no or little Federal funding, but are of interest to State and local planners for potential replication.



Arizona

Gila River Indian Reservation - The O'Otham Oidak Farm Project and the Vechij Himdag Alternative School for Delinquent Youth

Statement of the Problem

The Gila River Indian Community is facing increasing and more serious juvenile crime. The problems of young people are further confounded by four generations of cultural erosion, government policies disruptive to the family unit, and multiple generations of alcoholism. The historical and social problems of the Gila River Indian Community are reflected in the lives of its troubled youth. These young people now often seek their identities in gang-oriented peer culture rather than in tradition. Their sense of loss is reflected in low self-esteem, poly-addiction, and a lack of identity with their elders.

The 372,000 acre Gila River Indian Community, occupied by the Pima and Maricopa people, is located in south central Arizona. The Pima and Maricopa were historically well-known for their prosperous farms, intricate system of irrigation canals, and sharing their food with early settlers, whom they befriended. In 1929 the Gila River was dammed up, dramatically bringing this agrarian-based culture to an abrupt end.

Today, the reservation has a population of 10,000, with approximately one-fourth between the ages of 10 and 18. Nineteen ninety-two data reflect 310 juvenile arrests, representing 17 percent of the community's teenage population. All of these youth were detained within the confines of the Juvenile Detention and Rehabilitation Center (the Center). This exceeds the national average of juvenile arrests for the same period by 12 percent. The recidivism rate for detained youth reached just over 47 percent in 1992. The data revealed that most of the chronic offenders were representative of approximately 30 dysfunctional families who could be identified as "families in need of care." Often abused and neglected, by adolescence these youth are acting out their anger through alcoholism and other destructive behaviors. These youth are a disenfranchised group, and their behaviors serve to further alienate them. They are frequently rejected by the community, feared by elders, and targeted in the schools as troublemakers, contributing to a history of school failure.

Goals and Objectives

The goal of the Center's programs is to rehabilitate these troubled young people by reconnecting them with the essential values of their heritage, while linking them with the

critical knowledge and skills needed to be successful in today's complex world. The O'Otham Oidak ("Fields of the People") Farm Project and the Vechij Himdag ("New Way") Alternative School are two vehicles designed to meet the specific needs of the target population.

The goal of the O'Otham Oidak Farm Project is to **enhance self-esteem and cultural identity**. By connecting these youth with their history and tradition and reconnecting them with the earth and the growing of crops, they learn how to nurture, at first the plants, and finally themselves. The following objectives were designed to reach this goal:

- learn how to plant, tend, grow, and harvest native seeds in the traditional manner and share the resulting produce with the elders and physically and economically needy in the community through a food distribution program;
- learn modern agri-business skills, such as the care of an orchard and truck farm and carefully prepare the harvested produce for display and sale in the community; and
- learn the art of gathering desert crops and preparing native foods made from these crops.

The goal of the Vechij Himdag Alternative School is to provide **education and vocational training** to the community's youth. Through a broad-based educational program, youth begin to establish life goals and visualize a more positive future. The following objectives were developed to reach this goal:

- provide a holistic and individualized education tailored to each student's needs, with a focus on experiential learning and vocational skills;
- provide a small student-teacher ratio centered around positive role modeling, reinforcement, and student-teacher relationships; and
- provide a culturally-relevant curriculum which includes farming, Pima language, myths, songs, and traditional arts and crafts.

Both the O'Otham Oidak Farm Project and the Vechij Himdag Alternative School have as their main goal the rehabilitation of these young adults toward becoming productive and contributing members of their community. The following objectives were developed to reach this goal:

- develop a solid work ethic by developing traditional and modern agricultural skills, involvement in community service activities, and on-site job training; and
- provide life skills including computer skills, interviewing skills, technical training, cognitive skills development, and community college coursework.

Program Components

O'Otham Oidak Farm Project

The farm project received strong community support from its inception. The idea was originally suggested by a prominent community member, then chairman of the successful Gila River Farms Board. The agencies needed to launch the project came together to join in its design and implementation. The group included representatives from the community's Land and Water Resources and Irrigation Rehabilitation departments, the Bureau of Indian Affairs (BIA), Gila River Farms (GRF), the University of Arizona Agricultural Extension Agency (U of A), and the Natural Resources Conservation Services (NRCS).

Implementing this project involved surveying by NRCS and laser planing, disking, and plowing by GRF. Irrigation Rehabilitation put in irrigation ditches, and the BIA supplied water for irrigation. GRF also donated startup funds and the orchard with money from an "Adopt-a-Tree" Program. The Tribal Council and Governor supported the project by granting the Center ten acres of land adjacent to the facility. This land, known as Tract One, had not been tilled for over 50 years. The impact of seeing this land come back to life affected the entire community. The O'Otham Oidak Farm Project continues to be sponsored by the NRCS of Gila River. For the community and the youth, the farm project has become a symbol of the regeneration of small tract farming and community gardens, a tradition with deep roots that supported positive spiritual and social values.

Based on the principles of sustainable agriculture, the O'Otham Oidak's main program component is the ten-acre farm. Youth from the Center and the alternative school work on the farm in rotating groups. They have learned how to lay out and plant an orchard, prune trees, irrigate, fertilize, mulch the soil, weed, and compost, as well as how to meet the many challenges of nature. Youth have learned how to battle white flies, ground squirrels, high winds, alkali soil, and countless weeds.

Familiar with buying vegetables at the supermarket, many of the youth had no idea that carrots grew in the earth or that watermelons grew on vines above the ground. They better understand the struggles their ancestors endured to survive in the desert, and have learned to appreciate the hard work involved in making the fields yield crops. Youth have learned what a tree-ripened peach tastes like, and the difference between fresh and store-bought produce. More importantly, they know the feeling of sharing their produce with others, and what it means to rise at 5:00 a.m. and put in four hours of hard work each day.

Once the crops are carefully harvested by hand, the produce is washed, packaged, and prepared for sale or distribution to members of the community. Many of the youth from the Center and the alternative school have participated in preparing meals, utilizing the produce they helped grow. They have learned how to cook traditional meals with tepary beans, cholla and saguaro cactus buds, corn, squash, and wild spinach—most of which are valued for their ability to prevent or control the diabetes that is prevalent in the community. Many of the youth have

tasted foods made from desert and native crops for the first time, and through the Tribal Health Nutrition Program, healthier dietary choices are being introduced to the youth and the community.

Distribution of farm produce has been made possible by two consecutive grants from Share Our Strength. Food, seeds, and over 200 deciduous fruit trees have been made available to community members at minimal or no charge. The U of A agricultural extension agent, assisting the farm from the beginning, has also provided demonstrations and information to the youth and the community on starting a garden, pest control, and pruning and caring for fruit trees.

Farm plots have also been made available to interested community groups, such as the local youth residential program, and to the National Institutes of Health (NIH) as part of a diabetes prevention project. As it is harvested, farm produce is distributed to the Commodity Foods and Elderly Nutrition programs, elders, and others. In this way, the youth not only share in their tradition of giving but provide a valuable community service. The Work Incentive Share Program (WISP), using funds from the sale of farm produce, provides pay to participating youth for their work on the farm, based on number of hours worked and shares earned. Youth work on the farm until their sentences have been completed.

Vechij Himdag Alternative School

The need to create a community-based alternative school became evident upon analyzing the successes of the Center's own school. The alternative school serves several vital needs for its delinquent population: 1) enabling youth who have been released from detention to continue their individualized education within the community; 2) serving as a transitional program to reintegrate youth into the community; 3) providing support to families of these youth; 4) serving as an alternative disposition; 5) providing a structured program for youth on probation; 6) reducing delinquent behavior and recidivism; and 7) providing these youth a strong foundation based upon their cultural identity and heritage.

Admission involves a comprehensive assessment which includes an extensive psycho-social history and measures academic achievement level, self-esteem, and vocational aptitude and interest. In addition, records are gathered on the student's prior educational, delinquency, and mental health history. Together, this information serves as a baseline from which to measure student progress and is also used as a basis for making appropriate referrals for the student and his or her parents.

Family involvement and participation is an essential aspect of the alternative school. Parents are required to sign an agreement of school participation, volunteering their time in a variety of ways, such as teaching traditional arts and crafts or tutoring. A parent advisory board and monthly parent meetings serve to involve parents in school planning and decision-making. Ongoing communication between school staff and parents is maintained through home visits, telephone calls, and parent visits to the school.

Students, parents, and school staff jointly develop an individualized plan for each student, including a wide range of areas such as: substance abuse, health, behavior, education, and vocational skills. A case manager meets weekly with each student and/or parents to discuss progress and any problems interfering with the attainment of the student's goals. Weekly individual and group counseling are provided for the students by staff from local agencies such as the Alcohol and Drug Abuse Program, Behavioral Health, Family Planning, and Tribal Social Services. The family counselors from the Center also provide weekly cognitive skills training to students.

Community Service is an integral part of the alternative school. Students become involved in community clean-up projects, such as repainting graffiti on homes and community buildings and maintaining community cemeteries by repainting crosses and removing trash. Since these services are highly visible to the community, such projects serve to change the community's perception of these youth.

In collaboration with the tribal Employment and Training Program, students also participate in the Job Training Partnership Act (JTPA). Through placement in local job sites, they gain direct work experience and specific vocational skills. Students ineligible for JTPA due to age or income serve as apprentices in local job sites. The vocational component is modeled after the Communities As Schools Program, with students' vocational experiences expanded upon through an integrated curriculum. Students leave the Vechij Himdag Alternative School when they are ready to enter the public school system, anywhere from three months to two years after enrollment.

Results and Impact

Performance Measures

Quantitative measures have not been designed or implemented for the farm project thus far, but informal observation has revealed change and improvement in youths' attitudes and resistance to participation in the farm project. A survey instrument is being developed to better assess such changes.

In addition to profile information on students, the alternative school compiles quantitative data on attendance, grades, recidivism, self-esteem, career interests, and goals based on pre- and post-testing. The real performance measures, however, are the students who have achieved solid educational goals that they might not otherwise have achieved without the program.

Implementation Problems and Successes

Lack of adequate farm equipment and staff has been the major implementation problem confronting the farm project. In addition, the work on the farm requires a higher level of commitment from staff, who are also learning to reconnect with their agrarian roots. Higher

numbers of youth and lack of staff prevent getting enough youth out to the farm at one time. A building is also needed for storing and distributing produce.

The need for a larger alternative school became evident soon after the school's opening. Its waiting list continues to grow, and school staff have had difficulty keeping up with the high number of inquiries and requests for admission. Additional funds are being sought from the tribe and the State's Charter School program to double the school's size.

Successes and Accomplishments

While quantitative measurement of the O'Otham Oidak Farm Project is difficult, approximately five tons of fresh produce have been distributed throughout the community since program inception. The farm project has served as an inspiration and model for many community and school gardens, and other tribes have visited the farm and expressed interest in beginning farms and gardens in their communities. The Jemez Pueblo in New Mexico utilized O'Otham Oidak as a model for a similar farm project with their delinquent and at-risk youth.

The Vechij Himdag Alternative School has had incredible success, reducing recidivism from 84 percent to 14 percent among the students it serves. While many of these youth had previously not attended school for as long as three years, the alternative school's student attendance has averaged between 85 percent and 92 percent. In less than two years of operation, the school has helped ten students earn their eighth grade diplomas, and eight students have passed or are completing their GEDs. Three of these students have continued on to community college.

Prospects for Replication

Both programs are easily replicated in Native American and non-Native American communities. As with any program, success depends on interagency support and collaboration and the full support of the community. Both program models can easily be adapted as needed, with the scope of the projects adjusted to meet the needs and resources of almost any community. The costs for starting these programs is moderate in comparison with the cost of keeping a youth in detention. While the O'Otham Oidak farm is ten acres, this is a variable that can be easily adjusted to meet a community's budget and resource limitations.

Contact Information

Laura Yergan
Executive Director
Gila River Indian Community Juvenile
Detention and Rehabilitation Center
Post Office Box 219
Sacaton, AZ 85247
(520) 562-3373
(602) 899-9856 fax

Colorado

Adolescence Cognitive Healing Program

Statement of the Problem

The Southern Ute Tribe has limited resources and treatment options available to deal with problematic Indian youth. Substance abuse by Indian youth residing on the Southern Ute Indian reservation continues to be an area of great concern due to its excessive nature and the high level of tolerance exhibited by youth as young as 13 years of age. Substance abuse, limited problem solving skills, and dysfunctional families appear to have a direct effect on a youth's willingness and ability to modify his or her behavior patterns to experience educational undertakings in a positive and beneficial manner and to avoid criminal or destructive actions which can often lead to serious involvement with the criminal justice system.

In the absence of a highly structured environment such as detention, the Indian youth who are adjudicated as delinquents often demonstrate no inclination to modify their behavior or to address the underlying issues resulting in court involvement. Local treatment programs normally utilized in an attempt to divert Indian youth from detention have proven ineffective in the vast majority of cases. Limited funding and the desire to avoid removing Indian youth from their homes to a detention facility in Blanding, Utah, have severely restricted the rehabilitative options available to the Southern Ute Tribal Court.

The Adolescence Cognitive Healing Program effectively deals with problematic issues relating to alcohol and substance abuse by Indian youth. The program reduces the need to detain Indian youth and provides benefits to the Southern Ute Indian Tribe by reducing the number of adults requiring incarceration in the future by stopping negative behavior by the person as a youth.

Goals and Objectives

The goal of this program is to provide delinquent Indian youth, between the age of 13 and 18, with cognitive skills and programs that help reduce or eliminate the need for detention. Research indicates that recidivism is reduced when youth successfully complete an appropriate cognitive restructuring program. The Adolescence Cognitive Healing Program focuses not only on reducing the recidivism rate among Indian youth but also on diverting Indian youth from reaching the stage where formal adjudicatory proceedings are required. To accomplish these goals the following objectives are necessary:

- reduce and prevent drug and alcohol abuse;

- heal the internal wounds of Indian youth;
- build self-esteem, creativity, patience, confidence, and problem solving skills in each youth;
- reunite youth with their culture through planned activities; and
- divert high-risk youth from involvement with the juvenile justice system.

Program Components

The Adolescence Cognitive Healing Program is administered through the tribal court and serves nine Indian youth at a time. These youth have either been adjudicated as delinquents by the Southern Ute Tribal Court and are currently being held in detention, are subject to possible future detention, or are determined to be at-risk for future involvement with the justice system. The program collaborates with various departments such as Tribal Education, probation, school, Social Service, and the Tribal Council and utilizes tribal members to teach program sessions.

The Adolescence Cognitive Healing Program offers: counseling, artistic endeavors, traditional sessions, and educational field trips for Indian youth participating in a total of 36 hours of sessions. Discussion topics include: violence, death and grieving, enhancing tradition through education, cultural awareness, self-esteem, alcohol and substance abuse, patience, herbs that heal, horticulture, and the Annual Bear Dance. Hands-on experiences are also used and may include some of the following programs.

Art Work - This session teaches patience through beading and emphasis that art work expresses what an individual feels and who he/she is. Youth complete beadwork using bright colors which symbolize happy tones and a happy life.

Storytelling - Traditions and information about cultural events and ceremonies are passed down by elderly tribal members through stories that emphasize their meanings and importance. Elders teach the youth how to build these traditions into their lives.

Healing Through Herbs - Many youth turn to alcohol to "heal their pain." This session teaches the youth how to bring themselves closer to their inner-selves by giving them confidence in knowing that they can utilize herbs to heal themselves naturally rather than using alcohol and drugs.

Shape Up Program - A session offered by the Colorado Department of Corrections at the Arkansas Valley Correctional Facility. Selected youth are taken to the facility to be exposed to the reality of prison life through discussions with inmates. A second field trip to the facility requires parental accompaniment and involvement.

Field Trip to Sam English, Sr.'s Home - Youth experience art and learn about an Indian artist's experience with alcoholism. Art is emphasized to be used as a form of expression rather than turning to drugs and alcohol.

Camp out Trips - Youth utilize the following cultural traditions during the trip: setting up a tepee, hunting, learning horticulture, taking nature hikes, horseback riding, cooking, and story telling. The purpose of the trip is for the youth to enjoy the environment and experience the land around them. At the conclusion of the trip, youth are expected to utilize skills they learned to find their way back home. This activity requires self confidence and assertiveness to make decisions in order to return home.

Talking Circle - This activity offers the opportunity for youth to express themselves and discuss their problems. The Talking Circle takes place in a natural setting, usually during the camp out.

All program activities are inner-related and focus on teaching youths self confidence, patience, assertiveness, creativity, and the use of traditions to cope with their problems and lead positive lives.

Results and Impact

Performance Measures

The program measures its success based on the following indicators: (1) a comparative study based on the behavioral changes in the program participants; (2) recidivism rates; (3) number of traditional skills taught to youth; (4) evaluations of artistic projects; (5) number of youth diverted from adjudication; (6) tribal council feedback; and (7) number of youth successfully completing the program.

Implementation Problems and Successes

A lack of available resources such as transportation, equipment, and materials was a implementation problem. In some cases it was difficult to achieve parental involvement because many parents do not want to admit or show their problems to others in the tribe. Some parents are alcoholics and substance abusers, which creates a bad environment and poor role models for the youth. To counteract this the program tries to expose the youth to positive role models throughout all activities. The program also hopes to involve past program participants to act as mentors to the youth currently involved in the program.

Successes and Accomplishments

There was a positive response from the counselor, probation department, the youth and their families, and the Tribal Council. The program expanded the youths' cultural awareness through various hands-on experiences. To date, only one of the youth has re-offended and is involved in the judicial system. The youth in the program have many negative issues to deal with in their personal lives. The program can only hope that the teachings will provide guidance to resolve these difficult issues.

Prospects for Replication

To replicate the Adolescence Cognitive Healing Program, traditional and non-traditional teachings must be utilized. These teachings should be designed to enhance a youth's natural creative abilities, build self-esteem and cultural awareness, and support a positive approach to life. Appropriate programming for minority youth and gender specific services are recommended. The program should also utilize community members in all aspects of program development from planning through implementation.

Contact Information

Elaine Newton
Tribal Judge
Southern Ute Indian Tribe
Post Office Box 737
Ignacio, CO 81137
(970) 563-0100
(970) 563-0396 fax

Idaho

Anti-Chemical Dependency Program

Statement of the Problem

The Duck Valley Indian Reservation is located on the border between Idaho and Nevada, with approximately one half of the Reservation in each State. The Reservation is remote; the closest major services are 100 miles south in Elko, Nevada or 100 miles north in Mountain Home, Idaho. The town of Owyhee, just inside Idaho's border, is the focal point of the Reservation.

Programs administered on the Reservation, whether Tribal, State, or Federal, provide services to the Indian and non-Indian populations. There are approximately 2,000 Paiute and Shoshone Indians and 100 non-Indians residing on the Reservation.

It has been estimated that there are 785 people with alcohol and/or drug problems living on the Reservation. The Shoshone and Paiute Tribes' Social Services Department planning staff conducted a survey of households to determine the types of social services needed and if these needs were substance abuse related. The survey indicated that substance abuse affected 95 percent of the households in the service area.

In 1991, the Tribe social worker was the only social services staff, other than the police, available to respond to crisis situations regarding alcohol/drug-related incidents after hours and on weekends. The Owyhee Police Department indicated that there were 369 reports of alcohol/drug-related incidents, 418 arrests, and 785 cases that year. During 1992, the Owyhee Police Department received 588 calls for assistance which were investigated by police officers. Three hundred ninety-six (396) resulted in criminal charges filed against persons involved directly with alcohol-related offenses.

A report from Indian Health Services (IHS) states that during FY 1992 there were 11 suicidal acts in which alcohol was involved. Two of these were gestures, seven were attempts, and two were completed suicides. In January 1993, there were 6 suicidal acts reported to the hospital--all alcohol-related.

The final report from May and Associates Rural Health System Analysis, Design, and Management recommended that the Tribes develop a Chemical Dependency Center and hire two full-time professionals to operate it. It was also recommended that the Duck Valley Health System make substance abuse a priority by focusing initiatives on both preventive and curative services.

It is difficult to determine or control the amount of drugs on the Reservation because there are no drug laws to enforce, with the exception of legislation against driving while intoxicated. As a result, police have not been able to prosecute for drugs other than alcohol found in the possession of intoxicated persons. Statistics from the Owyhee Police Department are the only indicator of the amount of drugs present.

Goals and Objectives

The goals of the Anti-Chemical Dependency Program are to alleviate the problems of substance abuse and chemical dependency, to build a strong and healthy community which promotes self respect, and to help those individuals with substance abuse problems become contributing members of the community.

Program objectives include combatting the entry of drugs into the community, increasing alcohol and drug education, making drug and alcohol-related information available to students, youth, and the entire community, and providing preventive and curative services.

An additional objective in 1993 was to provide service, through at least one individual or group guidance activity, to each of the 785 people having direct problems with alcohol or drugs on the Reservation.

Program Components

The Anti-Chemical Dependency Program was implemented with a Project Director and a Staff Assistant, hired by the Tribal Council, who were responsible for developing a Comprehensive Anti-Drug Program by coordinating all available resources. A formal structure was developed defining the process a client is required to follow when seeking assistance from an agency if alcohol or drugs are involved. Interagency agreements ensued from this joint effort.

A prevention component of the program was developed, including the Police DARE project in the schools, increasing alcohol and drug education, and making information available to students and youth. In addition, the Program Director trained the Health Programs Staff to provide alcohol and drug education and prevention services.

The therapeutic component of the Anti-Chemical Dependency Program was developed for individuals who have not received treatment and are in need of services. This aspect of the program provides individual counseling, group therapy, and other activities which help develop self esteem, clarify values, and enhance decision making in order to avoid relapse. In the Intensive Alcohol and Drug Program, a Certified Substance Abuse Counselor was hired to develop aftercare activities and to address domestic violence, parenting, co-dependency, suicide, child abuse, and other alcohol-related problems.

Through the program, the Police Department received assistance in identifying the problem areas of the community and developed a plan to combat the entry of drugs into the community. Cooperation continued with systemwide efforts, communication, and feedback from the law enforcement authorities.

The Tribal Court began working with a new judge and probation officer. The Inter-Agency Judicial Committee was created to improve the coordination process within the agencies in the community. The outreach referral process was adopted. Funds from other possible sources are being sought in order to develop an Anti-Chemical Dependency Center.

Program personnel have developed the following activities and services: needs assessment (case work), counseling, education/guidance, re-orientation support, family involvement, court and other reports, evaluation/testing/diagnosis, placement and placement-related activities, referrals, home visits, transportation, and presentations to the community by the program staff.

Results and Impact

Performance Measures

Expected results of the program include: (1) a decrease in the number of crimes related to alcohol abuse (D.U.I.'s, reckless driving, domestic violence, spouse abuse, suicide, child abuse and neglect, etc.); (2) a decrease in alcohol consumption on the Reservation; (3) an increase in people's participation and involvement in community activities; and (4) a general improvement in health conditions on the Reservation.

There are several measures being used to assess program performance. The Department of Social Services, Indian Health Services (IHS), and the Police Department gather statistics. Monthly reports to the Tribal Administration and to the Business Council are required on all activities performed, which must address how these activities relate to the stated goals. Once a year the program is reviewed by the Tribal Council in a General Meeting, and its budget is justified. Finally, quarterly reports on the activities performed are submitted to the funding source. There are plans to conduct a formal evaluation, which will be facilitated by the new Reservation court system and the data it will provide.

Implementation Problems and Successes

There have been several problems in implementing the Anti-Chemical Dependency Program. For one, the collapse of the Tribal judicial system reduced support for the program. Another problem has been the large number of dysfunctional families--95 percent are affected by alcoholism--requiring services. Negative response from various agencies at the beginning of the program made the coordination process difficult. The nature of the American Indian Tribes, who tend to be skeptical and not open to new ideas and ways of thinking, also created difficulties.

After meeting with the agencies and establishing the procedures, the program has been effective in improving the coordination process with every agency in the community. The Indian House Service, Mental Health and Social Services, the Police Department, and schools have all been involved in the program. Awareness and acceptance of both the alcohol problem and the availability of services have been enhanced through community presentations and videos.

Successes and Accomplishments

During the first year of its existence (FY 1992), the Anti-Chemical Dependency Program provided service to 550 people in about 475 individual and/or group activities. The Program Director/Counselor earned certification as a State Certified Substance Abuse Counselor and attended about 200 hours of training sessions.

During the program's second year (FY 1993), the program impacted 1,040 people in 90 group activities (client count may be repeated). Also, 1,127 individual (one-on-one) activities were carried out for 103 single-count clients. Two additional Certified Counselors under the Program Director's supervision have helped to carry out these activities. Three additional Alcoholics Anonymous (AA) and support meetings are being held weekly, and attendance at these meetings has increased 100 percent. The number of students earning a high school diploma or G.E.D. (General Equivalency Diploma) has increased 100 percent. The training and involvement of the Health Program's staff in the development of preventive and educational activities as part of the Anti-Chemical Dependency Program has been very effective.

Prospects for Replication

The Anti-Chemical Dependency Program can be easily replicated on other Indian Reservations because it addresses the social and economic problems unique to populations living on Indian Reservations. The success of this type of program, however, depends on effective coordination and multi-agency cooperation.

Contact Information

Jose Ayala
Director
Anti-Chemical Dependency Program
Duck Valley Indian Reservation
Post Office Box 219
Owyhee, NV 89832
(702) 757-3600
(517) 336-1787 fax

Montana

Confederated Salish and Kootenai Tribal Court Community Service Program

Statement of the Problem

There are approximately 6,000 tribal members and Indians from other tribes residing on the Flathead Reservation. The Tribal Court processes approximately 480 criminal and traffic cases each year, and with retrocession the court expects to handle over 1,000 cases this year. Using present trends, it is expected that approximately 25 percent of those cases will be handled through some sort of alternative sentencing, either community service, probation, or home arrest.

Prior to the establishment of the Community Service Program, alternative sentences for community service were not centrally coordinated. Individuals who were sentenced to community service found their own work sites, and those that did find work were not effectively supervised. There was no formal method to verify hours worked, ensure appropriate conduct, or supervise attendance. The few employers located were reluctant to employ community service workers due to liability concerns. Consequently, the Tribal Court used community service very sparingly. This led to more incarcerations and increasing jail costs. With a jail population of ten persons per day at \$25.00 a day, the cost to the jail was approximately \$91,250 yearly. Sentencing individuals to jail without the availability of alternative sentencing options was depriving them of the opportunity to develop work skills and work habits and preventing them from becoming useful citizens.

Due to the high unemployment rate on the Flathead Indian Reservation, individuals who were sentenced to pay fines could not do so without causing hardship on their families. These individuals were often brought back to court for contempt, ending up in jail and creating more expense for the Tribal Court and the jail and further hardship on the families. There is a continuing need for the Community Service Program and other alternative sentencing options.

Goals and Objectives

The goals of the Community Service Program are to:

- provide a sentencing alternative to the Tribal Court, courts of other jurisdictions, and other programs;
- provide a sentencing alternative to defendants in lieu of incarceration, payment of fines, and other fees;

- satisfy the needs of the community by showing punishment being carried out; and
- provide a capable tracking system for those individuals placed on community service.

The objectives of the Community Service Program are to:

- place individuals at work sites;
- ensure community service hours are completed in a timely manner;
- report to the referring agency the successful or unsuccessful completion of assigned hours;
- track the individuals to ensure compliance, attendance, and attitude; and
- provide other educational and job opportunities to community service participants.

Program Components

The Community Service Program was established within the Tribal Judicial system to offer defendants the opportunity to make restitution to society through volunteer work. The program diverts selected defendants and provides a means for indigent or dependent offenders to pay the consequences of their offenses by working at community service sites.

When an individual is sentenced to the Community Service Program, judges assign community service hours based on the offense committed. All offenses are accepted. An individual is then referred to the community service coordinator who assesses the individual's skills, assigns him/her to the appropriate work site, and monitors his/her compliance with the program. If the worker is non-compliant, he/she is sent back to the judge who will sentence the individual either to additional community service hours or to jail. If the individual is sentenced to jail, the amount of time is increased.

The referral agency (work site) designates a work site supervisor who is responsible for supervising the community service workers, documenting the hours completed, and serving as the contact person for the Community Service Program. Work site supervisors arrange schedules for the workers as well as orient and train them.

The community service coordinator serves as the liaison between individuals sentenced to community service and the participating referral agencies. The community service coordinator also:

- identifies appropriate community service work sites on an ongoing basis;

- interviews and assesses community service participants' skills, abilities, and mental states;
- places individuals at appropriate work sites within ten days of sentencing;
- provides work sites with contracts and time sheets to ensure the completion of community service hours in a timely manner;
- provides follow-up with work site supervisors and community service participants;
- reports to the referring agency the successful or unsuccessful completion of assigned hours;
- tracks community service workers to ensure compliance, attendance, and attitude; and
- initiates and reviews all necessary reports associated with the program such as probation office records, work site records, and court records.

The Community Service Program offers other opportunities to participants including a credit of four hours of community service for participation in educational programs and job skills programs. The community service coordinator refers participants to agencies that provide the following services.

General Educational Development (GED) Individuals take the Take Adult Basic Education (T.A.B.E.) test, and their skill levels are evaluated. Participants are placed at the appropriate skill level and work at their own speed until goals are accomplished.

Adult Basic Education The participant completes a registration form, takes the T.A.B.E. test, and completes the Adult Basic Education Employability/Training Plan.

Tribal Literacy This program's activities include developing literacy materials, training participants, and providing published reading materials.

Vocational Rehabilitation Individuals with physical, mental, or emotional disabilities are provided with training, resources, guidance, evaluation, eligibility, written rehabilitation plans, services, job search and placement information, follow-up, and closure.

Job Training Partnership Act (J.T.P.A.) This program provides practical work experience and helps develop work habits. The program can fund a participant for up to six months at minimum wage without a hiring contract from the employer at the end of that time. This program makes referrals to other programs such as AFDC, SKC, Job Service, Housing, General Assistance, the Tribal Personnel Office, and Hospitality Training. Hospitality Training is based out of Spokane, Washington and is related to placement on fishing boats in Alaska.

On-the-Job-Training This program is for eligible participants seeking full-time employment in the private sector. The program targets specific work sites and offers reimbursement of half the employee's wages to the employer. However, the employer is obligated to hire the participant full-time after the training period.

Jobs Opportunities and Basic Skill Program This program provides AFDC recipients with education, training, and job readiness skills. The process includes assessment, employability plan, and referrals to other agencies addressing individual needs such as child care, food, shelter, and education.

Results and Impact

Performance Measures

The community service coordinator submits a progress report to the chief adult probation officer, the Tribal Court, and the Montana Board of Crime Control on quarterly and yearly bases. Other reports are submitted as needed to accomplish evaluation and internal assessment. Information in these reports includes the following performance indicators: number of referrals; number of clients accepted; referral source to the Community Service Program; total number of hours of community service performed; number of placement sites obtained; expenditures; client fee collections; and workman's compensation information.

The expected results of the Community Service Program include:

- a cost effective alternative to incarceration;
- a way for the offender to repay the community;
- the potential for further employment opportunities for the offender;
- development of a positive support system for the offender;
- provision of a sense of self worth to the offender;
- alleviation of the jail population; and
- provision of good work habits and job skills.

Implementation Problems and Successes

One of the problems encountered during implementation was obtaining work site participation in the program. Many agencies were reluctant to participate because of the negative results from prior approaches to community service sentencing options.

Another problem encountered was transportation. Because of the vast size of the reservation, individuals placed on community service had difficulty getting to their work sites on time. To address this problem, the community service coordinator places individuals at work sites closer to their homes.

Successes and Accomplishments

Some accomplishments of the Community Service Program include:

- an increasing number of referrals from other jurisdictions including cities, counties, state agencies, and other Tribal Courts;
- distribution of program materials to one city judge;
- permanent jobs for some community service participants; and
- continued funding.

The Community Service Program has also produced the following results:

- 174 referrals, increasing daily;
- 189 participants;
- 5,891 hours of community service, at a cost savings of \$109,695 in 18 months; and
- approximately 36 work sites and a success rate of approximately 78 percent.

Prospects for Replication

The prospects for replication of this program are excellent. While this program exclusively serves the Indian population on the Flathead Reservation, the concept used will fit any jurisdiction.

Contact Information

Jacque A. Morigeau
Chief Adult Probation Officer
Adult Probation and Parole
Post Office Box 278
Highway 93 North
Pablo, MT 59855
(406) 675-2700
(406) 675-4904 fax

Gene Lozeau
Community Service Coordinator
Adult Probation and Parole
Post Office Box 278
Highway 93 North
Pablo, MT 59855
(406) 675-2700
(406) 675-4904 fax

New Mexico

Jicarilla Apache Tribe Domestic Violence Program

Statement of the Problem

Domestic violence is a significant problem among New Mexico's Jicarilla Apache Tribe. The Jicarilla Apaches' Tribal Domestic Violence Code defines domestic violence as all forms of familial violence including spouse abuse, child abuse, elder abuse, and abuse between individuals who may not have been married but have a child together. Before adopting the code and hiring a domestic violence clinician and client advocate, the tribal police department and tribal court did not uniformly categorize cases of domestic violence. Accurate data were not available until the inception of the Domestic Violence Program in July 1993 and subsequent implementation of the code. According to tribal law enforcement records, 134 victims of domestic violence were referred to the Domestic Violence Program from July 1993 to January 1994. Arrest records show that 70 offenders were arrested during the three-month period from October 1993 to January 1994.

The Jicarilla Mental Health and Social Services Department has tracked significant diagnostic and functional data from the community including mental health-related diagnoses and suicide data. Thirty-eight percent of clients seen by department staff were dually diagnosed with alcohol or substance abuse and a mental health problem. Sixty-three percent of the clients with mental health problems fell into the diagnostic category of family, relationship, and parent-child issues which includes domestic violence and child abuse.

An analysis of all mental health diagnoses determined that children and youth under the age of 22 represented 35 percent of the diagnostic category population for family, relationship, and parent-child issues. Additionally, children and youth under age 22 composed 19 percent of patients in the same diagnostic category.

Service providers concede that the incidence of domestic violence is much greater than program data reflect. Many incidents of family violence are not reported, and victims often seek medical services from facilities off the reservation. Furthermore, the overall high incidence of alcohol abuse within the community is an extremely salient environmental risk factor. Although the impact of alcohol abuse is difficult to quantify, health care staff consider it a major cause of injury and illness.

Goals and Objectives

The main goal of the Domestic Violence Program is to establish an integrated, comprehensive, community-based, service delivery system sensitive to the cultural needs of the community. This system encompasses direct and support services that are family-focused and community-centered to enhance family functioning and reduce incidents of family violence.

The program's efficacy is contingent upon the development of multisystem collaboration that provides continuity, respect, and a single point of access for families. The program objectives are directed toward enhancing the criminal justice system, with particular emphasis on developing a supportive environment for victims. They include:

- improving the criminal justice system response to domestic violence situations;
- refining the reporting of domestic violence incidents;
- enhancing and expediting the justice system's handling of domestic violence cases;
- developing a treatment system of family-based services; and
- enhancing family functioning to decrease incidents of domestic violence.

Program Components

The Jicarilla Apache Tribe administers the Domestic Violence Program through the Jicarilla Mental Health and Social Services Department. The comprehensive, multifaceted department provides prevention services at primary, secondary, and tertiary levels. Besides the Domestic Violence Program, the department operates parenting programs; a peer assistance and leadership program for youth in grades nine through twelve; fetal alcohol syndrome/fetal alcohol effect home-based services and primary prevention programs; a suicide prevention program; medical social services; and a child abuse prevention program.

Department staff consist of a director, clinical psychologist, one masters'-level clinician, one bachelors'-level clinician, four paraprofessionals, and two support staff. The Domestic Violence Program provides a variety of community-based, family-focused services including:

- revising the juvenile code and developing a protocol for handling sexual abuse cases;
- developing protocols for domestic violence and child abuse in coordination with law enforcement and the tribal court;
- providing training for law enforcement, courts, and service providers to ensure that protocols are understood and can be executed;
- providing community awareness and prevention materials to inform the public about the cycle of abuse;

- developing data collection methods to substantiate the problem and improve service delivery;
- creating accessible channels and mechanisms for reporting incidents of domestic violence;
- developing information packets for victims;
- providing relevant cultural and community clinical services to families, including individual, family, and couples counseling; a male perpetrators group; a victims support group and assistance; evaluations; crisis intervention; client advocacy; and arroyo outreach;
- coordinating services with community and State resources; and
- providing information and referrals.

Results and Impact

Performance Measures

Hiring professional staff and community members to develop, coordinate, and implement the program has been integral to the creation of viable networks and effective mechanisms for systemic change. Having more accessible channels for reporting incidents of domestic violence has encouraged reporting and decreased the rate of recidivism. Early interventions and more refined data collection methods should uncover additional benefits.

The program will be evaluated using three dependent measures: community awareness, community change, and client change, as determined by a six-month follow-up. Performance indicators include:

- number of referrals to the program and identification of the referral source (i.e., court, police, self-referred, or other service provider);
- number and type of training sessions conducted and participants' evaluation of the training;
- number of articles in the local newspaper and public service announcements on a local radio station;
- client satisfaction survey, to be administered quarterly;
- new policies, protocols, and services that have been developed;

- development of a data collection system;
- client records that include precipitant factors; and
- six-month follow-up to determine recidivism and severity of abuse.

Implementation Problems and Successes

The initial number of referrals to the program was greater than expected resulting in a delay in the implementation of activities such as protocol and data collection development. Training of a community member as a client advocate was viewed by the community and staff as an integral component, however, due to the initial number of referrals, the training was not as comprehensive or systematic as originally planned. Another obstacle has been in obtaining continued funding for Domestic Violence Program staff positions. Lack of funding for the Client Advocate position resulted in the termination of this position for approximately eight months, causing other staff to assume some of those responsibilities until additional funding was obtained.

Procedures for handling domestic violence cases are complicated by jurisdictional issues which arise as a result of being on a reservation. Tribal police, BIA investigators, FBI, State police, and County police are agencies which may become involved in domestic violence disputes. The Domestic Violence Program staff have coordinated efforts with the Tribal Court and law enforcement to develop protocols for handling incidents of domestic violence. However, the attrition rate among Tribal Police necessitates ongoing training on issues related to domestic violence.

Another problem is that the Dulce Health Clinic is not open evenings and weekends. Individuals seeking medical attention after traditional work hours are either seen by emergency medical technicians or drive significant distances to Farmington, Albuquerque, or Santa Fe. These distances must also be traveled to access shelters and safe houses. There is an insufficient number of foster homes, no shelters or safehouses within a reasonable distance, and limited access to telephones. In the event an individual is taken to a shelter, there are no transitional living facilities in the community. A lack of housing within the community often necessitates victims returning home to perpetrators.

Successes and Accomplishments

The greatest success has been the acceptance of the program by the community, including the tribal leadership. The number of self-referred victims, perpetrators, and first-incident reports has increased. Coordination and cooperation among service providers have also increased, and gaps in service delivery have been identified.

Before the Domestic Violence Program, family violence remained a community secret. The incidence of family violence was unknown, and no services existed specifically for victims or

perpetrators. As a result of this program, victims report feeling protected from disclosure by the system. With support from the tribal council, the program created a training and education video on domestic violence specific to the Jicarilla Apache Tribe. Victims of abuse have volunteered to help other victims and receive training. This program has been accepted as a community effort that provides culturally relevant services.

Prospects for Replication

This model is replicable within any community, so long as all segments of the community participate in the program's development. The community must identify culturally relevant services.

Contact Information

Patricia Serna, L.I.S.W.
Director
Jicarilla Mental Health and Social Services
Post Office Box 546
Dulce, NM 87528
(505) 759-3162
(505) 759-3588 fax

Washington

Seattle Indian Center Youth Program

Statement of the Problem

American Indian/Alaska Native students are among the most disadvantaged in the Seattle School District. In the 1993-1994 school year, 24.5 percent of all dropouts were American Indian/Alaska Native, compared to 15.1 percent overall. In terms of expulsions, American Indian/Alaska Native students finished second behind African-American students while few Caucasian students were expelled. This disproportional representation also exists in free lunch and special education programs. Approximately 47 percent of all American Indian/Alaska Native students receive free or reduced priced meals compared to the district average of 39.9 percent. District-wide, ten percent of all students received special education, but 14.3 percent of all American Indian/Alaska Native students are enrolled in special education. The picture of the American Indian/Alaska Native student in the local public school system is bleak.

While there is special emphasis on recruiting American Indian/Alaska native students, the Seattle Indian Center (SIC) Youth Program serves all people in need. The following data portray a community in crisis: one in six tenth graders drink daily or binge drink regularly; half of teen offenders commit their crimes while high, drunk, or both; over 80,000 children in Washington State have substance abuse problems; over seven percent of Seattle Schools' eleventh graders own weapons; and gang-related crimes reported to police grew from 89 in 1989 to over 400 in 1993.

Since the inception of SIC, students have been entering its educational programs at increasingly younger ages. In the past the average school dropout age was 16 years old. More recently, dropouts have begun entering SIC programs as early as 12 and 13 years old. Younger students are entering the program with more significant life problems including substance abuse, history of sexual abuse, gang and other juvenile criminal activity, street life attachment, and homelessness. These younger students are devoid of "the innocence of youth" and are more gang-oriented and violence prone. In addition, the younger students lack the know-how and skills to tap into available community resources to help resolve their life problems. It was these observations, in addition to the accrual of school problems encountered by a growing number of Seattle's street youth, that prompted the SIC to develop the Seattle Indian Center Youth Program.

Goals and Objectives

The primary goal of the Seattle Indian Center Youth Program is to provide high school re-entry and human services to at-risk youth in the Seattle area over a two year period. The objectives to meet this goal are to provide case management, high school re-entry classes, violence prevention/intervention, and latchkey and supportive services to a minimum of 100 at-risk youth over a two year period.

Program Components

The program offers an array of academic and supportive services to help middle and high school dropouts successfully re-enter school. Youth who have dropped out of school are heavily recruited from shelters, community service providers, pow wows, or by word of mouth.

The high-school re-entry program features math, language arts, American Indian/Alaska Native literature, United States and world history, and Life Quest. Courses in Food Preparation/Nutrition, Teen AIDS Education, and Health Awareness round out the curriculum designed to help dropouts rejoin their peers in high school. The learning activities emphasize basic skills, self-esteem, life coping skills, and academic coursework.

Students are interviewed, assessed at intake, and given individual assignments to bring them up to the academic level they need to re-enter school. Self-paced instruction in a classroom setting allows students to be internally motivated and work at their own level. Teachers are available to provide assistance and guidance when needed. Core values including punctuality and respect for others are enforced to give students a sense of responsibility. Meetings to review students' progress are held weekly, and daily attendance is tracked by an administrative assistant. Students with perfect attendance are rewarded while those with numerous unapproved absences are reviewed by the executive board and advised that if they do not attend class they will be expelled. Positive completion is rewarded with a certificate presented to the Seattle School Board indicating the student's eligibility for re-entry.

The SIC Youth Program is also a model human services agency offering an array of services in one location. These services include: employment and training, family services, teen parent programs, domestic violence counseling, latchkey programs, transportation, emergency housing, a food bank, homeless services, hot meal programs, mail service, alcoholism services, and counseling. In addition, the SIC wraparound case management system helps individuals and families access supportive services through off-site linkages, including programs offered by the City of Seattle, State of Washington, Department of Social and Health Services, and other community-based organizations.

Results and Impact

Performance Measures

The SIC Youth Program expects to exceed its planned objective of 80 percent positive completion. This is defined as a minimum of 40 students annually re-entering high school or other training programs. Additional performance measures include: attendance; increased economic self sufficiency; increase in students' basic level of understanding of coursework; decreased risk factors relating to drop out statistics; increased knowledge/use of community resources; and reduction in number of arrests.

Implementation Problems and Successes

One of the biggest implementation problems was structuring the program in such a way as to encourage students to be punctual while encouraging them to develop an internalized locus of self monitoring. Punctual attendance is strongly mandated by the Executive Director. Being on time and on task are two vital life skills the program wishes to impart to the students. Prompt attendance and quick completion of assigned tasks are two important survival skills useful in both academic and work environments. The program's emphasis on punctual attendance and attention to task allows students to accrue skills that are valuable to employers.

Successes and Accomplishments

More than 80 percent of the student population return to a public school and earn their high school diploma or GED. Students complete the minimum standards of coursework. They raise their level of competency to the necessary standard of re-admittance into the public school environment. Students often raise their basic level of understanding when they leave SIC. This increase in basic levels of understanding in required core coursework decreases a significant risk factor for dropping out.

A significant number of the students who successfully complete the program go on to a two year college. One single mother successfully completed the program and earned a scholarship to a local two-year college. The students who complete the SIC Youth Program also decrease their amount of gang related activity. They demonstrate more pro-social management techniques in conflict resolution. They show more attachment to community, family, and school and demonstrate more resiliency to stress factors in their lives. They show an improved attitude about school that translates to an improved attitude about their place in society.

SIC served 132 American Indian youth in the first year of the funding cycle, exceeding the goal of serving 100. Quality instruction was provided in a cost effective manner. SIC has given each student an opportunity to develop a more positive coping style. This positive coping style decreases the impact of the risk factors on students' academic progress. SIC offers math instruction that integrates general problem solving skills with important numerical skills. The success of the program comes from raising students' proficiencies in at least two

academic areas including English, math, social studies, and science, and students' proficiencies are often raised in several areas. A student's ability to maintain a record of punctual attendance and attention to task demonstrates SIC's ability to enhance survival skills and increase economic self sufficiency for a hard to reach student population.

Prospects for Replication

The SIC Youth Program can be replicated in urban, rural, reservation, and island communities as the program design addresses multiple needs through a culturally-appropriate service delivery approach. This approach calls for agencies like the SIC to step in and become part of the youth's extended family. While this approach is rooted in American Indian/Alaska Native tradition, it is effective in other environments as well.

Replication requires that a community have several institutions such as churches, schools, families, government programs, and community-based organizations from which to draw volunteers, mentors, friends, and teachers. In developing the SIC Youth Program, the SIC obtained input from members of each of these community institutions.

Only through using and strengthening existing community networks and resources will community-based agencies reduce youth violence. The SIC Youth Program shows that a holistic, case management-based approach is effective and should be a part of any plan to replicate the program.

Contact Information

Camille Monzon, M.P.A.
Executive Director
Seattle Indian Center
611 Twelfth Avenue South
Suite 300
Seattle, WA 98144
(206) 329-8700
(206) 328-5983 fax

Elizabeth Archambault
Administrative Assistant
Seattle Indian Center
611 Twelfth Avenue South
Suite 300
Seattle, WA 98144
(206) 329-8700
(206) 328-5983 fax

Wisconsin

Menominee Law Enforcement Community Organization Project

Statement of the Problem

The Menominee Indian Reservation is located on 360 square miles, 45 miles northwest of Green Bay, Wisconsin. A people holding strongly to their Indian cultural traditions and heritage, the reservation residents are wary of those who would attempt to assimilate them into the Anglo culture, stripping them of their Indian status. The Menominee Tribal Police Department is committed to maintaining a close relationship with and striving to meet the needs of the residents of the Menominee Indian Reservation. However, changes in the status of the community, from a reservation to a reservation which is also a Wisconsin county, have caused jurisdictional problems for law enforcement because Federal, State, county, and tribal agencies all have authority in the area. This factor, among others, has created distrust between community members and the Tribal Police Department. This distrust intensifies the reservation's crime problems, which include drugs and violence and a host of general criminal activities, and makes department intervention more difficult. In addition, a lack of reservation activities and programs leaves few recreational outlets for residents that do not involve crime or abusive behavior.

In recognition of these problems, the Menominee Tribal Police Department developed the Law Enforcement Community Organization Project, under the direction of a law enforcement community organizer (LECO), to establish the positive relationship between the community and the department necessary to effectively combat the reservation's crime problem.

Goals and Objectives

The goal of the Menominee Law Enforcement Community Organization Project is to create a safe haven from crime, violence, and illicit drugs on the Menominee Indian Reservation. The key element is for the Menominee Tribal Police Department to develop partnerships with community agencies and residents of the reservation in order to recruit active participants in the effort to reduce crime. With the necessary tools and knowledge, this union can reduce crime and improve the quality of life for residents of the reservation. The following objectives were designed to meet the project's goal:

- hire a Law Enforcement Community Organizer (LECO) to coordinate and implement the project and act as a public relations officer, building and maintaining partnerships with residents and improving the image of the Police Department;

- establish a "Multi-Sector Task Force" to develop short, intermediate, and long-term strategies for innovative crime prevention;
- form alliances between the LECO and community committees to explore problem areas and develop solutions in an effort to reduce crime rates;
- enhance the ability of community committees' planning teams to develop and carry out culturally sensitive community crime prevention programs that conform to the communities' needs and priorities;
- upgrade the department with quality communication skills to build trusting and positive relationships between the police force and residents;
- have the Police Department develop a component emphasizing volunteerism to help mobilize residents and instill pride throughout the community;
- develop Youth Councils in order to use positive peer pressure to decrease drug use among youth; and
- reduce drug sales near school and Housing Authority subdivisions by identifying and prioritizing target drug areas.

Program Components

The primary component of the Menominee Law Enforcement Community Organizer Project is the Law Enforcement Community Organizer (LECO) position. The person in this position is responsible for breaking down the barrier between the residents of the reservation and the Tribal Police Department while strengthening both entities. A key factor in the success of this position has been the recruitment of a reservation resident as the LECO. The current organizer, in addition to being familiar to the community, is a resident of the reservation and is versed on the tribe. These factors helped to reduce initial skepticism concerning the project and also provided the organizer with more leverage in working through and reducing strong resistance to the project. Familiarity also saved time that otherwise would have been spent becoming acquainted with the people and their community and gaining initial trust and support for the project.

The second component of the program is public relations. Although public relations can have many connotations, for the LECO it refers to "Networking and Resourcing." Simply stated, the LECO responds to requests for a host of community services, including attending meetings, leading training sessions, and being a contact person for information about the Menominee Tribe and reservation. By offering his services to the community on behalf of the Tribal Police Department, the organizer clears two hurdles necessary to reduce crime and create a safe haven. First, he actively provides knowledge, resources, and referrals the community needs,

helping the community gain a sense of self-worth and pride. Second, since his work is under the auspices of the police department, the community has a voice representing them to the police department and also begins to view the department in a more helpful and positive light. Together, these two elements make both the community and the department stronger. This results in people who are ready and able to create a safe and productive community. In addition, individuals and communities off the reservation utilize the LECO project services, thus expanding its positive impact.

A third component of the project entails the programs that the LECO coordinates in addition to his general networking and resourcing. Thus far, such programs have been varied in content and format. (Examples of programs can be found in the *Successes and Accomplishments* section of this report). However, policies and procedures have been drawn up that will provide more of a focus for future LECO project programs. It is the hope of the project that in the future such programs will assume one or more of the following forms:

- Public Information - designed to publicize department objectives, problems, and/or accomplishments through the media, brochures, speaking engagements, news releases, press conferences, and newsletters;
- Community Relations - designed to enhance the relationship between the residents of the reservation and the department by contributing personnel or physical resources to various community events or activities; and
- Crime Awareness - designed to provide individuals and/or citizen groups with information on making their families, homes, and businesses more secure and work to establish Neighborhood Watch Programs.

Results and Impact

Performance Measures

During the first year of operation, the Menominee Law Enforcement Community Organization Project based the success or failure of its performance primarily on (1) the perceived and shared attitudes and reactions of reservation residents and the police department; and (2) the level of resistance to and/or participation in the program and its activities. However, within the next year the LECO hopes to implement the following official performance measures.

Community Relations Reports On a monthly basis, the LECO will prepare a report for submission to the Chief of Police which will include (1) a description of current concerns voiced by the residents of the reservation; (2) a description of potential problems that have bearing on law enforcement activities on the reservation; and (3) a statement of recommended actions that addresses previously identified concerns and problems. In addition, the LECO will

be responsible for preparing a semi-annual evaluation of all community relations programs in order to ensure that the programs are effectively addressing community concerns.

Annual Citizen Survey An annual survey of citizen attitudes and opinions will be conducted by the LECO with the cooperation of the police department's administration personnel. It will evaluate citizens' opinions related to (1) overall department performance; (2) overall competence of department personnel; (3) officers' attitudes and behavior towards citizens; (4) concern over safety and security within the department's service area as a whole; (5) concern over safety and security within the sector of the department's service area where the respondent works and lives; and (6) recommendations and suggestions for improvements. Administrative personnel will have input in determining the methods and instruments used to conduct the surveys, and the results will be compiled by the Law Enforcement Community Organizer, who will communicate the findings to the Chief of Police as part of the Community Relations Report.

Community Input While performing community relations, the LECO will be mindful of community concerns relating to department policy and procedure; solicit input from concerned citizens regarding possible policy/procedure alternatives; collect citizen comments from officers; and consider citizen complaints as a form of input and maintain records of them.

Implementation Problems and Successes

The implementation problems faced by the Menominee Law Enforcement Community Organization Project were twofold: those that are inherent to any program's inception and those related to the negative relationship between the two major parties involved.

First, the LECO and the Police Department had difficulty establishing goals and objectives for the program's first year. Even though goals and objectives were written in the program description, a plan of action had to be developed. This was the first and only program like it in Indian country, and so all involved wanted to make sure it met with success. Through program implementation, it was realized that although goals and objectives were crucial, the program had to retain a measure of flexibility to account for the needs and expectations of the community it was attempting to serve. A year of operation provided specific program components/activities to center the program around in the coming year, including programs concerning public information, community relations, and crime awareness.

Second, the Menominee Law Enforcement Community Organization Project has a staff of one and a small budget. The coordinator often had difficulty in making commitments, especially since without an administrative assistant he had to spend a substantial amount of time in the office taking care of paperwork and general secretarial duties. In addition, much of the assistance he required was in areas in which police department staff had little or no experience, such as working with the media, setting up seminars, and completing other duties concerning public relations. Office space was also a major problem. The LECO's work load continues to grow, and with the community relations aspect of the job and routine work, a private office

is essential. In addition, a vehicle would be beneficial, as the coordinator must travel throughout the community and State. Unfortunately, funding and actual space have kept these problems from being resolved. However, the LECO has studied time management in order to better organize his responsibilities and workload, and plans for a project office are underway.

Third, the program met resistance from some community members. One of the main challenges was the community's skepticism because of the program's and coordinator's relation to the police department. The concern was that there would be little or no follow-up, which had happened with similar programs in the past. Many citizens felt that the connection with the Tribal Police Department meant that the LECO was involved with many of the negative aspects of the department and that the information they shared, either at community meetings or one-on-one, would be given to the Chief of Police and members of the police department staff. Although resistance still exists, the coordinator quelled most of the fears and concerns by: (1) informing the community of the exact nature of the LECO position; (2) maintaining rapport and keeping communication lines open for everyone (the helpful and resistant) through the use of listening skills, music, and humor; (3) ensuring and delivering program follow-up; (4) keeping residents informed as to project happenings and progress through meetings, letters, one-on-one discussions, and articles in the Tribal newspaper; and (5) letting the residents know that they, their opinions, and their views were valued. The fact that the coordinator was a member of the reservation was crucial to his success in gaining reservation support for the project.

Finally, the coordinator did not have substantial experience working with young children. Since speaking at the Junior/Senior High Schools and the Menominee Tribal School, working with students in the upper and lower classes, and assisting with the "Youth at Risk Task Force" are part of the position's responsibilities, the coordinator is learning to relate to and communicate with young children primarily through practice. Until the point at which he is comfortable with such situations, he is focusing on gaining knowledge of referral sources where he and they can receive additional assistance.

Successes and Accomplishments

The success of the Menominee Law Enforcement Community Organization Project has been felt both on the reservation and in the police department, as well as in agencies and jurisdictions with no relation to the community. At the start, the coordinator designed a logo depicting the people, the reservation, and the joint effort of the Menominee Tribal Police and Menominee Tribal Housing to create a safe haven for the community. The meaning of the logo is demonstrated by the individual successes below.

Community Success Connections with several reservation programs and departments were made, and the coordinator was involved in a diverse range of community tasks. A partnership was formed with the Menominee Tribal Housing Authority, and a great working relationship was developed between the LECO and the director of the Authority's Drug Elimination Program, which allowed several successful joint efforts. The housing authority owns the

majority of reservation homes and relies on police protection and cooperation. With the development of a positive relationship with the director, many different events occurred including numerous drug busts and arrests. In addition, the housing authority showed its commitment to the LECO Project by its willingness to convert two units for professional use: one will become an off-site precinct for police officers on patrol, and the other will be used by the housing authority, Drug Elimination Program, and LECO Project.

The largest joint undertaking was the co-hosting of the "National Drug Elimination Crime Prevention Conference." Because of the working relationship between the housing authority and the Tribal Police Department, the Office of Native American Programs in Washington, DC, and the Housing and Urban Development Office in Chicago chose the Menominee reservation as the site of this annual conference. The planning process started in October 1994 and included attending many meetings on and off the reservation, establishing the agenda, lining up the speakers, developing special events, making travel arrangements, and performing other duties necessary for a successful conference.

As requested by the reservation's Maehnowesekiyah Treatment Center, the coordinator led the Center's Spirituality and Culture sessions once every six weeks, with many positive results. Since the coordinator himself was in recovery, he was able to understand and relate to the clients better, and being from the reservation added credibility to his presentations since he could speak their language. More importantly, the Center's clients were provided a positive connection to the police department. Having someone they could trust to take them seriously and act in a helpful manner made the Center's residents comfortable in speaking with the project coordinator and even with officers. In addition, the staff at Maehnowesekiyah gained a contact person at the police department who was able to participate in many of their programs. The coordinator's involvement enhanced the image of the police department while helping individuals who might otherwise have had additional negative experiences with the police to successfully rehabilitate themselves.

The project coordinator helped the South Branch Community obtain the architectural plans for their new community building at no charge. A graduate of North Central Technical College (NCTC) with an Associate's degree in architecture, the coordinator planned a meeting between the members of the South Branch Community Building Planning Committee and the lead instructor at the NCTC. The result was that the school agreed to use the creation of the South Branch Community Building plans as a class project at no cost to the tribe or the South Branch Community.

During July 1994, Chief Awonohopay initiated a community picnic to honor tribal elders. The LECO coordinator planned and organized the picnic, which had excellent attendance, and is in the process of planning next year's picnic.

Community meetings were held in Neopit and South Branch. The citizen input and problems that the LECO coordinator brought back to the police department from these meetings gave the Chief of Police and his staff first hand knowledge of the citizens' attitudes and concerns.

The LECO's efforts allowed the citizens and the department to be represented to each other in a positive light.

The coordinator made numerous presentations on legal issues at the Menominee Tribal School in Neopit. Several additional activities were held at the Menominee Junior/Senior High Schools, and some students were included in the LECO programs held off the reservation. Such activities were beneficial to the students and the school staff. A great line of communication with the principals at both schools opened up. The greatest benefit of this communication was that students and department officers began to work on projects together. Some students also showed an interest in law enforcement. Coordination with the schools will continue to be one of the main focuses for the future.

Department Success The LECO Project has been extremely beneficial for the Menominee Tribal Police Department due to the full support of the Chief of Police and the department's staff. The coordinator planned and facilitated an eight session training program on Public Relations, which was mandatory for all tribal officers and jail personnel.

The theme of the 1994 annual Menominee Nation Pow-Wow was "Honoring Tribal Law Enforcement in Indian Country." Several different tribal law enforcement agencies were participants, and the LECO was in charge of all the event's activities. An article about the pow-wow was written in *Wisconsin Trails*, a monthly magazine published in Madison, Wisconsin. This publication had never published an article on pow-wows, so it was quite an honor that the Menominee Nation's pow-wow was chosen.

The LECO handled many delicate situations for which police officers had previously been responsible. During the past year, the reservation suffered the untimely deaths of their former tribal Chief of Police, Ken "Paddo" Fish, and their former tribal Chairman, Glen Miller. In both situations, the LECO coordinator was able to remove many pressures from the officers, community members, and family members by responding to a host of concerns and requests. He was in charge of all aspects of both funerals, including the media. The department received many letters of support and thanks for the coordinator's work in this regard.

External Success The LECO coordinator shared the Indian tribal culture and the ideas behind the LECO Project with select groups and police departments outside the reservation. United States Secretary of the Interior, Bruce Babbitt, visited the reservation along with Ada Deer. The LECO worked with the Tribal Public Relations Department to schedule the visit. The Secretary and his entourage toured the law enforcement facilities and two other locations on the reservation.

The coordinator taught several classes and sessions about diversity at Fort Valley Technical College in Appleton, Wisconsin; the University of Wisconsin, Green Bay; Youngstown State University, Youngstown, Ohio; North Central Technical College, Wausau, Wisconsin; and Southwest High School, Green Bay, Wisconsin. He is working with the staff at the College of the Menominee Nation to begin this type of work in their system.

The coordinator organized and coordinated a trip for a group of singers and dancers from the reservation's high school to the Fox Valley Technical College for a demonstration during the school's "Multi-Cultural Week." The LECO is also on the planning committee and is a presenter for the "Multi-Jurisdictional Conference" held each fall in Green Bay.

The Resident Organization from the Ho-Chunk Nation in Tomah, Wisconsin contacted the coordinator to request a presentation of the project. The coordinator and other tribal representatives met with the organization and explained the partnership, the national conference, and the importance of communication and working together.

Many of these situations and items may seem unrelated to crime, violence, and drugs; however the LECO project is in the forefront of empowering communities to become involved in innovative approaches to community policing. The community meetings, networking, training, and other public relations services the program offered through the police department enabled the coordinator to set the pace for his future work and the work of other tribes. The partnerships established with the housing authority and other programs and the interest shown by other tribes demonstrate the program's success. During the next year, the coordinator's main goal is to expand on the work already accomplished.

Prospects for Replication

The Menominee Law Enforcement Community Organization Project has demonstrated that a program can be successful even when the main participants have had a negative history. All that is required is a coordinator willing to work to bring the two groups together under a common purpose. The LECO coordinator suggests the following as keys to a successful community organization project:

- the administrators of the program must support it fully;
- the project's goals and objectives must be very clear, yet flexible;
- the coordinator should be a resident of the area;
- the coordinator should not be an officer; and
- the project and its leader should remain in the police department and not become politicized.

Contact Information

Richie Plass
Law Enforcement Community Organizer
Law Enforcement Community Organization Project
Menominee Tribal Police Department
Post Office Box 518
Keshena, WI 54135
(715) 799-3321
(715) 799-1310 fax

Wyoming

Wind River Indian Reservation Youth and Family At-Risk Project

Statement of the Problem

The 2.3 million-acre Wind River Indian Reservation in west central Wyoming is one of the largest Indian reservations in the United States. Seventy-five percent of the families on the Reservation are classified as low-income or living in poverty. The average family income for Arapaho families is \$5,520; Shoshone, \$4,326; and non-Indian, \$13,951. Sixty-one percent (61%) of so-called "low-income" Indian families on the Reservation have no income at all.

By virtue of living in such a rural, isolated and poverty-stricken area, young people face considerable risks and obstacles. Problems facing these at-risk youth and families include unemployment, alcohol and substance abuse, and high levels of domestic and interpersonal violence. In addition, the high rates of school drop-outs, suicide and teen pregnancies — all higher than the State average — contribute to low self-esteem and poor academic achievement. Multifamily households are common.

Goals and Objectives

The overall goals of Wind River Youth and Family at Risk Project are to elevate the quality of life on the Reservation, and to provide a forum through which various groups can interact with one another and work together.

Specific objectives include:

- **Establish a Database to Measure Project Outcomes** Data generated from the Teen Assessment Project (TAP) will be disseminated to provide information about community adolescent perceptions of mental health concerns, perceptions of the community, school and family; to provide self-reports of various positive and problematic behaviors; and to expand the TAP process into a third school district.
- **Increase Community Support for Original and Expanded Audiences** To accomplish community support and outreach, the program maintains coalition participation, communication and sustainability by providing a periodic newsletter, "Support Line", and conducts monthly meetings; reviews and updates coalition membership, resources, services, goals, outreach and activities; implements goals to increase participation in community youth, parent and educational projects

promoting effective problem solving and educational efforts; and works to increase the volunteer base.

- **Expand Activities to Develop Youth Competencies** The At-Risk Project provides training to volunteers and agency staff; continues outreach to schools, agencies and community events by organizing active 4-H groups, projects, afterschool programs, summer activities and summer camps; and increases student competencies in technical areas with 4-H educational programs. The expected results of these activities are to increase youth participation in 4-H and community projects; and to expand youth leadership, employability, and academic skills.
- **Expand Activities to Develop Family Strengths** The project provides outreach to schools, agencies, parent groups, community events and to isolated communities on the Reservation through training and consultation to volunteer and agency staff; facilitates community sponsorship of educational programs and recreational activities for parents and families; promotes the delivery of educational programs by agencies; increases volunteerism by introducing the opportunity for community volunteers to receive community training; and provides family enrichment activities. These activities are designed to improve parental self-worth and effective parenting skills; increase community support for individuals, families and children; empower community members with leadership skills; and enhance families' and children's creative opportunities.
- **Develop Innovative Educational and Awareness Programs Addressing Youth and Families** The Wind River project provides training for educators/teachers and parents to help cope with at-risk children; addresses community at-risk issues as identified by TAP data through identification and implementation of programs that supplement existing education and at-risk programs; and provides resources for Coalition for Families and Youth to prioritize issues. These educational programs increase teacher, parent and community awareness of at-risk issues facing Indian children; and increase cooperation through the development of partnerships among agencies, schools, and communities to explore solutions.
- **Use Volunteers Wherever Possible** Volunteer goals at the start of the program were the following: ten adults will contribute 240 hours of volunteer time toward family camp; 120 adults each contribute eight hours participating in developing parenting skills with 160 youth; six adults will contribute 120 hours of volunteer time working with 25 4-H youth at camp; twelve adults will volunteer a total of 60 hours of time improving leadership skills for community and self-awareness; twenty adults will contribute 1,200 hours of volunteer time developing and implementing TAP in schools to reach 150 youth; twelve adults will contribute 200 hours of service providing 80 youth day camp enrichment activities.

Program Components

The Wind River Indian Reservation Youth and Family At-Risk Project is a collaborative effort among a wide array of organizations and groups who are trying to combat the serious and pervasive problems of the Reservation. Because of the unique history of these two tribes — they were enemies until the U.S. Government placed them side by side on Wind River Reservation — the problems have become entrenched. The At-Risk Project recognizes this history, and seeks to involve the many different organizations which already provide services, albeit fragmented, to the Indians. The project's efforts have involved the following program components.

The Wind River Indian Reservation Youth and Family At-Risk Project includes programs, projects, and approaches in trying to combat youth delinquency, teen pregnancy, family health, youth unemployment, addiction problems and extensive family violence. Because the problems are great, and many organizations recognizing this have become involved with the Reservation in the past, the list of collaborators and the programs they bring to Wind River is extensive. For instance, there is a 4-H SERIES using several different 4-H programs, some of which are based on the California Community Center for Action, including a 4-H CARES (Chemical Abuse Resistance Education Series) and 4-H PACT (Parents and Adolescents Can Talk) programs.

Other programs include Building Common Ground, an educational, problem solving, skills-enhancing program regarding the land and environment; Wildlife Habitat Evaluation, which teaches youth fundamentals of wildlife management and the importance of habitat; PEER-PLUS II, an explanation of relationships for teens; Project Adventure (Rope Course); Self-Esteem: Your Children and You, an Extension Parenting Education Model; Youth Quake, an Extension Court Mandated Parenting Training; Supportive Connections: Rural Communities and Single Parent Families, an Extension Parenting Program; SPACES, a program designed for early adolescents (children aged nine to fifteen) and the adults who work with them. The primary goals of SPACES is to help prepare adults to work with youth in three areas: outer space (science and technology), inner space (personal coping skills) and shared spaces (environmental and cultural awareness). Another collaborative program is Raising Responsible Teens, a series developed for parents of early adolescents aged 11 to 14 and other adults who work with or are concerned about youth. Raising Responsible Teens provides parents with information to better understand the developmental needs of teenagers and specific parenting strategies for dealing with tough issues such as teenage sexuality, alcohol and drug abuse and communication.

By attending meetings of the Wind River Youth and Family Coalition, the schools and health and human resources agencies have expressed the need for a continued collaborative effort. They have agreed to work together for the good of at-risk youth and their families, and have demonstrated their commitment to this project through in-kind resources. The project is now communicating with the USDA Networks. Two associate professors in Human Development and Family Studies are included in the grant as consultants and evaluators as well.

The following organizations have made additional commitments to the coalition and to this project: the Business Councils and Tribal Social Services, as well as several schools, which provide facilities for Coalition meetings and conferences at no cost, and provide staff to help facilitate workshops and conferences. Tribal Social Services provides resource materials as needed. Indian Health Services conducts in-service classes, provides information and resource materials, and refers youth and families. The Shoshone/Arapaho Head Start Program helps identify children and families for the program. The Wind River Health Promotion Program provides programs and serves as liaison with Wind River Reservation Youth Council to help identify youth and families. The Shoshone/Arapaho Tribal Court explore the possibility of court-mandated youth programs such as Youth Quake and assist in providing parenting classes with other agencies. Bureau of Indian Affairs Social Services work cooperatively on the project and serve as a resource providing information as needed, as well as identifying at-risk youth. Wyoming Council on Indian Affairs provides resource information for possible funding of youth educational programs from the Wyoming State Government. Wind River Reservation Youth Council works cooperatively to obtain a grant from the Shoshone and Arapaho Tribes and the Wyoming State Division of Community Services to provide employment for youth; serve as volunteers; identify youth; and assist with the self-esteem conference. The Shoshone/Arapaho Youth Shelter provides training for staff development for educators/teachers of at-risk students; implements program development; and provides technical assistance. The Wind River Extension 4-H Educator establishes 4-H clubs; trains volunteer leaders and works with families and youth on self-esteem; implements and expands CARES, SERIES, SPACES, and 4-H Kids Stuff. The Wind River Extension Family Living Educator serves as a resource and consultant; conducts in-service training; establishes support groups; and expands CARES, PACT and FCL. The Wind River Extension Agricultural Educator continues agro/ecology training with an emphasis on family decision-making, self-esteem building and improved skills; and works on increased employment opportunities through agriculture education programs and scientific research. The Expanded Food and Nutrition Education Program (EFNEP) holds nutrition/food safety classes for youth and families.

The Coalition for Families and Youth programs is delivered through a variety of methods including newspaper articles, club meetings, coalition meetings, conferences, workshops, camps, after-school programs and training programs.

Results and Impact

Performance Measures

The greatest obstacle in measuring the efficacy of programs is the history of extensive testing already conducted on Native Americans. The last thing they want is take another evaluative or diagnostic test. Staff have to be sensitive to this reality in trying to balance the need to measure and improve programs. The project intends to rely heavily on the Teen Assessment Project (TAP) to give an indication of which direction the project needs to take, what issues need to be addressed, and what programs might be effective in addressing the issues.

Accountability progress is based on staff evaluation forms related to specific objectives, including measurement of contact hours and numbers of families and youth involved. Measurement of the number of agencies attending coalition meetings is an indicator of success, as well as support and participation in Wind River events, training and projects. Numbers of 4-H leaders and members are also monitored.

Specific programs have been evaluated with a simple evaluation instrument in order to determine impact and to improve programming. The TAP instrument has been used in two separate schools. Staff consulted with teens themselves to develop the questions. Thus far, massive data sets have been collected. These data sets help to identify risk factors and protective factors. The aim is to conduct this survey again in five years to determine whether problems have been addressed successfully.

Implementation Problems and Successes

The Wind River delegation to the National Youth At-Risk Conference in Washington, DC identified two areas of particular need: the need to build a volunteer base and the need to introduce more science into the 4-H and youth programming. This will include encouraging training in telecommunications whenever possible.

Volunteer numbers have been completely unrealistic in the past given the short history of the program. This next year it is essential for the project staff to conduct massive volunteer training in order to "revolutionize" the volunteer mentality. Volunteerism as known in mainstream society does not exist on the Wind River Reservation, primarily because of the culture of poverty on the Reservation. People have had to work several jobs in order to survive, and many cannot even afford gas money to drive to the volunteer sites. Nevertheless, pooling resources and fostering a sense of community responsibility to solve problems is a necessary part of combatting the serious problems the Indian Reservations.

Successes and Accomplishments

The primary success of the program has been to find the wall of silence and cross it — to foster the process of collaboration between different agencies which had already been working on the Reservation. It has taken four years to achieve this. Four years of projects have helped to reach the stage where there is a comfort level to discuss critical issues such as family dysfunction. For instance, an annual 4-H day has become popular. To illustrate the extent of the problems, one judge who presides over domestic violence cases killed his wife. This judge is not sympathetic to victims of domestic violence. Community collaboration has been the project's approach to try to temper the judge's power. The courtroom has been filled with supporters of the women who have had to appear before him.

Indian Reservations present particularly entrenched problems of violence, teenage pernancy, substance abuse, hopelessness, and despair. Solutions can only result from multiagency comprehensive prevention and intervention programs.

Contact Information

D. Duncan Perrote
Director/Family Living Educator
Wind River Extension Program
P.O. Box 248
Fort Washakie, WY 82514
(307) 332-2681
(307) 332-2683 fax



About the State Evaluation Development Program

The Bureau of Justice Assistance (BJA) established the State Evaluation Development Program (SED), a State-based program with an orientation toward establishing Federal, State, and local partnerships, to assist in implementing the reporting and evaluation requirements of the Anti-Drug Abuse Act of 1988. Through SED, BJA provides technical assistance and training to the State and local offices and agencies responsible for implementing, monitoring, and evaluating violent crime and drug control programs funded under the Drug Control and System Improvement Formula Grant Program. SED is coordinated for BJA by the Justice Research and Statistics Association (JRSA).

The SED project is designed to:

- meet States' needs for assistance in the development of violent crime and drug control strategies, and the development of State monitoring and evaluation plans;
- provide technical assistance and training on program performance monitoring, assessment, and evaluation;
- publish reports for State and local audiences on special topic areas related to programs that work and can be replicated in other jurisdictions; and
- facilitate training and technical assistance meetings and workshops for State and local planners and practitioners to produce and/or transfer methods, approaches, and programs.

A National Planning Group, comprised of State and local representatives from the criminal justice community provides input to the project. The National Planning Group plays a critical role in the development and implementation of the SED projects, and also plays an integral role in the development of national indicators for performance monitoring. Since 1987, JRSA has worked with BJA and the States to establish data collection and analysis projects. JRSA and the States have produced numerous reports and technical assistance products covering many criminal justice programs and themes, including: multijurisdictional law enforcement task forces; innovative rural programs; crime laboratory enhancement programs; county-level trends in drug arrests, convictions, and sentencing; State citizen surveys on drug use and control; drug offender processing; treatment, rehabilitation, and education; understanding and combatting violence; preventing violence; youth, drugs, and violence; innovative courts programs; and successful collaborative programs.

The State Evaluation Development Program is a unique program that focuses primarily on enhancing States' monitoring, reporting, and evaluation capacities. States participate in all aspects of the SED project from planning and development to the implementation and delivery of technical assistance and training services. The project is designed to provide a forum for States to share information and to receive the assistance they need to develop and implement effective monitoring, reporting, and evaluation systems.

For more information about the
State Evaluation Development Program contact:

Robert A. Kirchner, Ph.D.
Chief, Evaluation and Technical Assistance
Bureau of Justice Assistance
633 Indiana Avenue, NW
Washington, DC 20531
(202) 616-3455

Kellie J. Dressler
Assistant Director for Special Projects
Justice Research and Statistics Association
444 North Capitol Street, NW
Suite 445
Washington, DC 20001
(202) 624-8560

