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 <p>LAW ENFORCEMENT ASSISTANCE ADMINISTRATION OFFICE OF LAW ENFORCEMENT PROGRAMS</p>	<p>DISCRETIONARY GRANT PROGRESS REPORT</p>
<p>1. Grantee: Arizona State Justice Planning Agency</p>	<p>4. Grant No. 5. Date of <input type="checkbox"/> April 1 Report: <input type="checkbox"/> October 1 <input checked="" type="checkbox"/> Other Feb. 28 <u>71-DF-731</u></p>
<p>2. Implementing Subgrantee: San Carlos Apache Tribe</p>	<p>6. Grant Amt. 7. Character <input type="checkbox"/> Interim of Report: <input checked="" type="checkbox"/> Final</p>
<p>3. Title or Character of Project: Comprehensive San Carlos Apache Juvenile Delinquency Prevention Program</p>	<p>8. Covering Period: October 1, 1971 to February 28, 1973</p>

To: Cognizant Regional Office
Law Enforcement Assistance Administration

State Planning Agency, State of Arizona

Submitted herewith is the grantee's progress report for the period shown above:


Project Director (signature)

Daniel Picciuto
Juvenile Judge and Director
(Typed Name and Title)

NCJRS
JUL 27 1975

[Commence report below and add continuation pages as required.]

SAN CARLOS APACHE JUVENILE PROGRAM

I. Introduction

In the original proposal for a program to combat Juvenile Delinquency on the San Carlos Apache Reservation, note was taken of the basic conditions in this area as they pertained to juvenile offenses and offenders.

Stated most simply there was no provision in the Legal Code,

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the Tribal Court, the Tribal Jail, and in the Enforcement establishment for the recognition that Juveniles were in any way different than adults.

The Juvenile Delinquency section of the Tribal Code indicated that when any statute was violated by a juvenile, he was charged with juvenile delinquency and incarcerated in the tribal jail until his case could be heard by the tribal judge. One of the most distressing results of this policy was the fact that frequently the weekends produced large amount of children crowded into the jail with adults. To make this situation even worse there was no provision for the care of young children and infants when the mothers were jailed. Added to the children and teen-agers in the jail were infants who spent the time behind bars because of need for maternal care.

Alternatives for disposition of Juvenile offenders were limited and exaggerated in that there were no middle ground solutions. Children could be sentenced to jail, returned to their home or committed off the reservation. There was no possibility of using services, such as probation, to develop and build on individual and family strengths.

It was against this background that the proposal offered a program. There was to be a Juvenile Bureau. This would be an autonomous board to have responsibility for administering the program. As executive, the program would have a Judge-Project Director. As Project Director he would be responsible to the Board.

As Judge he would have status equal to that of other members of the tribal bench. Others parts of the proposal were for Probation Officers, an institution for the detention of offenders and an educational program.

Under the terms of the original grant in effect from October 1971 to February 28, 1973, the various goals were attacked by the development of the program. This statement is directed to a review of the steps taken and the accomplishments of the program designed to alleviate the conditions herein described.

PROJECT GOALS, ACCOMPLISHMENTS AND TIMETABLE

In the original proposal, five specific project goals were identified. While interrelated in their impact upon the program, they are indentified separately for consideration here.

Goal No. I.

It is proposed that a Juvenile Bureau be established as the framework for dealing with problems in the juvenile sector. This Bureau will consist of a juvenile judge, probation officer, policeman or policewoman, social worker, one teacher or other school representative, the chairman of the tribal HEW and Law and Order committees, a Public Health representative, and a minister. Juvenile Bureau function will be to establish, oversee, and administer a juvenile court system, related prevention and ameliorative programs as established and address itself to current juvenile problems and issues.

Accomplishment

After receipt of the grant from the L.E.A.A. to the tribe, the first step was the appointment, by the tribe of the man who would be judge-project director. Beginning in September, he proceeded in four directions. (1) A building to house the detention center was procured and renovations begun, (2) recruiting was started for probation officers and detention center staff, (3) a Board was developed and, (4) the Graduate School of Social Service Administration at A.S.U. was contacted for assistance in program development and training.

The Juvenile Bureau functioned initially with the project director as Chairman, assisted by a vice-chairman and secretary. Recent revisions of structure have been implemented, providing that the Chairman of the Bureau be elected from the Bureau membership, with the project director (Judge) serving as administrator of the project.

The Bureau has continued to approved and review policy, it has approved all staff appointments and it maintains liasion with the Tribal Council.

Data illustrative of the activities of the Juvenile Court follows. The statistics presented cover the calendar year 1972, and are broken down by age of child, sex of child and nature of the offense. The figures represent the first accurate crime statistics available with respect to juvenile offenders on the San Carlos Reservation.

JUVENILE ARRESTS BY OFFENSE, AGE AND
SEX, FOR CALENDAR YEAR 1972, ON THE SAN CARLOS
INDIAN RESERVATION

OFFENSE	AGE								TOTAL
	11-14		15		16		17		
	M	F	M	F	M	F	M	F	
Assault	1							1	2
Vandalism	3								3
Drunkenness	41	10	31	26	52	15	34	10	219
Disorderly Conduct	3	1	4	3	12	2	6	1	32
Curfew	14	9	6	5	3	5	4	8	54
Traffic	6		3	10	5	6	4	1	35
Truancy	15	14	7	11	9	6	2	7	71
Substance Abuse	31	3	3	1	6		2		46
Escape	6	5	6	5	2	1	1	1	27
Theft	22		2	1	7		2		34
Malicious Mischief	30		5		5				48
Runaway	6	6	1	7		7		7	34
Assault and Battery	1	1	2	1					5

Continue on next page

OFFENSE	AGE								TOTAL
	11-14		15		16		17		
	M	F	M	F	M	F	M	F	
Other Offense	2	9	2	6	4	5	4	2	34
	TOTAL								644

In addition to the statistics reflected in the Chart above, the Court served 15 adults for offenses related to juveniles. 38 children were adjudicated as dependent and neglected. During the course of the year 10 youth were placed for care and treatment in institutions off the Reservation. With the exception of two youth, all were placed in settings in the State of Arizona.

Goal NO. II.

It will be necessary to revise the current out-dated tribal Law and Order Code, bringing it more in line to State standards and in compliance with the Civil Rights Acts. This will be contracted by the Tribe.

Accomplishment

A contract with a legal firm, as provided in the grant, produced a Juvenile Code. This was implemented by the Court as soon as it was legal to do so and is the code under which the court now operates. The change in title of various offenses resulting from the adoption of the Code affected the statistical count in offenses for which there had been no designation in the adult code.

Goal No. III.

Juvenile Court Training will be arranged for and undertaken by the selected Juvenile Judge and probation officer.

Accomplishment

The Juvenile Judge has undertaken extensive training through formal course enrollments, and through attendance at selected judicial workshops and seminars. This training has been arranged primarily through cooperation with the faculty of the College of Law, Arizona State University and the National College of Juvenile Justice. The Judge continues to attend seminars on juvenile and Tribal Law as opportunities permit.

Goal No. IV.

A residential Diagnostic Center will be established on the Reservation to house and maintain a minimum of 12 boys and 12 girls in need of services and planning. Medical and Psychiatric consultation will be available and psychometric testing will be programmed. This facility will be operated by houseparents who will need to be trained. The Center will be used by residential and non-residential youth for programming in the areas of alcoholism prevention, alcohol and drug abuse, venereal disease, sex education, family planning, and school related and other problems areas. The Juvenile Court will also be located within the Diagnostic Center complex.

A youth home will be established for care of children on an emergency basis. While a facility currently is available, houseparent selection and training will be in order.

Accomplishment

By the first week of December 1971, house parent staff, cook and Indian Probation Officers had been employed. Shortly after the first of the year 1972 the building was completed and the program began. During the first three months of operation a new structure had to be developed, this included forms and record keeping, court procedure, referral process and communication with the tribal police. Integration had to be worked out with the

Juvenile Officer who was seen as a member of the police rather than the Juvenile Court program.

All staff have been formally trained for their tasks. At the inception of the program, the probation officers, houseparents and the detention center cook were all involved in a week long training session at Arizona State University, Tempe. The training sessions were conducted by the faculty member consultants from the School of Social Service Administration. Following the initial training period, the consultants have continued to hold regular training sessions with the project staff.

Psychiatric consultation and the medical care services of the United States Public Health Service have been used as needed. Close liaison has been maintained with the Bureau of Indian Affairs, Division of School Services; the Gila County Juvenile Probation Department, The Tribal Police and Federal Law Enforcement officials.

The population within the Detention Center has varied. The number of youths detained has averaged 51 (an unduplicated count) per month ranging from monthly lows of 33 to monthly highs of 66. Care and counseling for the youths in the Center is provided by the houseparents and probation officer staffs.

During April and May 1972, the consultants assigned two graduate social work students from Arizona State University to work two days a week with the program. A central record system was set up and daily living routines were worked out with the house parents. Their experience indicated a gap in the staffing pattern of the program. A proposal was made for a position called Director of Treatment which would apply to the individual who would be responsible for the supervision of both the detention center staff

and the probation officers. This was a position that could not be carried out by the judge without his becoming involved in the lives of the offenders in such a way as to jeopardize the judicial objectivity in the court room. This was concurred in by the Social Service Branch of the B.I.A. and B.I.A. Funding was found. Interviews were carried out during the summer of 1972 and finally in November a suitable candidate was found for the position.

The Juvenile Court operates from a trailer located within the Detention Center Complex. This facility includes a Court Hearing room, the judges chambers and secretarial offices and facilities.

At the same time that the detention center was opened, a small building contributed by the tribe was opened as a Youth Center. This is staffed by the houseparent staff of the detention center on a rotating basis. The Youth Center provides emergency shelter care for the young children and infants whose mothers are in the tribal jail therefore eliminating the need for any children to ever be in the jail with adults.

Goal No. V.

A youth Education and Leadership development program will be established for the in-school population at the nearby public high school in Globe, Arizona. For the San Carlos students, the possibility of attaining a public school education through grade 12 exists for every student. Yet, this past 1969-70 school year, only 12 Apache students graduated from Globe High School compared to the over 200 student enrollment in elementary grades at Rice Public School in San Carlos.

Accomplishment

The education component of the program was implemented early in the year with the provision for the study hall program for under achievers, a counseling program was established for Indian youth at the Globe High School and a program of special education in the detention center was conducted under contract with the College of Education at the University of Arizona. Funding restrictions, however, caused these activities to be terminated. At present, efforts are being undertaken to renew the funding for these projects through HEW or other appropriate agencies. See the Appendix for evaluative reports from the University of Arizona and Rice Public School regarding the above educational endeavors. (See Appendix A and B)

GENERAL SUMMARY

One of the major gains of the program has been in the relationship between the program and the tribal police. Prior to the establishment of the program it was not unusual for the end of a holiday or ceremonial weekend to result in numbers of young people being incarcerated in the tribal jail until their cases could be disposed of in tribal court on Monday.

As a result of the implementation of the Juvenile Code and the understanding of the program on the part of the Tribal Police there is greater discretion used in the apprehension and arrest of Juveniles. These are brought to the Detention Center and the Probation Officers are involved at the earliest time after involvement with the police. The use of the tribal jail for juveniles has decreased by ninety-five percent during the first year of operation of the program. This has in turn produced a marked reduction in the apprehension of juveniles for minor offenses, which often, in the past, never even became a matter of record, and has produced a much better understanding, on the part of the youth of San Carlos, of the law enforcement body.

New programs, as they develop, always entail political implications and socio-cultural ramifications. With respect to the project, as questions arose and problems developed, they were dealt with by the Judge, Board and the Tribal Council. Since some members of the Board were also members of the Council, issues could readily be handled. Overall, adequate levels of rapport have

been established between the project, and the Council and Reservation community. The project functions as an integral part of Reservation efforts to deal with its crime and delinquency problems.

Finally, there are the intangibles of this program; that part that cannot be measured by statistics; the part that lives only in the attitudes of the community. Perhaps the only gauge to this may be found in the comments of community members. Probation officers have reported incidents wherein parents have said to them that as a result of the handling of a child in the detention home, there is better school attendance and fewer problems in the home. These comments are not infrequent, they are unsolicited and are brought to light only in casual conversations with probation officers as they are reviewing cases.

Appendix A

RICE SCHOOL DISTRICT NO. 20

DONALD W. GUYER
SUPERINTENDENT

P. O. BOX 207
SAN CARLOS, ARIZONA 85550

MAX E. OLIGER
FISCAL AGENT

January 26, 1973

Mr. Daniel Piccuito, Director
San Carlos Juvenile Delinquency Prevention Program
P. O. Box 0
San Carlos, Arizona 85550

Refer: High School Study Hall Program

Dear Mr. Piccuito:

It is my opinion that the "In School Program" of the Juvenile Delinquency Prevention Program was a success. The following I believe are the results achieved in the area of the six Expected Immediate Results:

1. The program reduced the group pressure among students so that it is now permissible to go to school and to achieve while there. The students in the program did form a group that allowed them to resist the pressures of those students in the dropout group that tried to prevent good attendance and good achievement. This is reflected in the relatively small number of students that were in the program that dropped out.
2. Students' grades that have been in the program have either improved, or have tended to level off as the year progressed. This has provided the students with a successful experience and the realization that he can successfully compete in the Globe system.
3. Parents have encouraged their children to attend school and several of the parents have remarked that their children are more willing to go to school.
4. Money for school books and supplies was available to the students through the money each received.
5. Compensation money was used for school clothing and spending money.
6. Among the group of students participating in the program only a small percentage have had delinquency problems that have come to the attention of the authorities, therefore I must conclude that the program has reduce delinquency among the group.

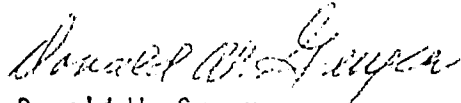
The Long Range Goals for this program were to be determined over a five year period after the program had continued for that length of time, however I think it is safe to say that:

1. Positive attitudes in the community toward education have improved, to a degree already, and would therefore tend to continue to improve if the program were to continue to completion.
2. Since motivation, organization and self-discipline has been an improvement, to a degree, on the short term, that this would continue to improve.

3. Students achievement has improved in the short term of the program which would better prepare them for success in high educational programs.
4. The program to date has been too short in duration to determine the success of "Bridging the Gap" between the communities of San Carlos and Globe.
5. The study hall program has made many parents aware of the problems in education their children face and made them aware of what can be done with help.
6. This part of the program did not progress as was planned and I have no way of determining its success, but will venture to say that this part was not successful.

It is the opinion of all the personnel involved in the "Study Hall Program" that it was a success, and further, that somehow we must find funds to continue the program so that the students can continue to benefit from its positive direction.

Sincerely,



Donald W. Guyer
Superintendent

DWG:th

Appendix B

SAN CARLOS LEARNING EXPERIENCE CENTER

The following is an excerpt from the final report submitted by the University of Arizona Education Coordinators.

Over 50 students have attended the Learning Experience Center. It should be mentioned that during the project other children assigned to the Detention Home of elementary school age came voluntarily to the Center after school to participate in the Center's activities. When needed, staff members helped these youngsters with their homework assignments.

rapport with the students and student interest in the Learning Center activities increased continually throughout the program. Indifference to the Center came mainly from students assigned temporarily to the Center. Out of the over 50 students attending the Center proctor records show that only 5 were terminated and again remanded at a later date to the Center.

The dropout rate among Indians, according to the Northwest Regional Laboratory and the Southwest Cooperative Regional Educational Laboratory studies average 43%. During 1959-1960, 86 Apaches were identified as dropouts (defined as: After every effort has failed to return a student to school and the student remains out of school for at least a year. Most students in the report were near or past the legal age of eighteen).

In the present instance, 31 students have been referred to the Center for truancy from Globe High School, excluding one student who returned to graduate. Since present Apache enrollment at Globe High School is 198 out of an enrollment of 1001 students,

this leaves a potential dropout rate of 15.66% for this year alone. Computed over a four-year period, this would project to 62.63% dropout rate for Apache students at Globe High School.

This figure could be still further skewed because of youngsters who will not complete credits for graduation because they will have achieved the age of release under tribal law, and also many of the youngsters at the Center have the capability and motivation to return to school. (Also see population figures on San Carlos - Appendix B)

Shyness, lack of proper clothing and fear of being laughed at are some of the reasons which students at the Center advance for their failure to adjust to off-Reservation classes. It has been the observation of the University staff that the youngsters lack sufficient experiential base for them to face a new school with confidence. They have scant knowledge of the Anglo world, and very little more of their own culture. Language is also a problem; most of the students have insufficient command of written English to make them confidence in a new environment or capable of functioning in that environment at grade level.

Prior to November 1972, student assignments to the Center ranged from one day to three months, depending on the complexity of the case for referral, problems in making arrangements for the assignees and other factors. This variability made it almost impossible to evaluate or work with the assigned youngsters since a great part of the program depended upon establishing rapport with the students, so that their needs, emotional as well as

academic, could be met or at least perceived. The Juvenile Court alleviated this situation and youngsters were assigned for longer periods.

Part of the experience at the Center was to help the students on a one-to-one basis. However, to bridge the gap between the individualized school experience offered by the Center and the large group oriented high school classes which the students would eventually encounter, it was necessary to increase the students' abilities to work in group situations. During October-December 1972, group work was emphasized and students were showing good progress in class participation.

Evaluation reports were also initiated during October in order that a more accurate record could be kept on each students' progress. Students and the Juvenile Judge received copies of these student evaluation reports. The student response was exceptionally good. The students commented that they thought they were not being evaluated for their work in the Center, and became more concerned after the issuance of the reports over their own progress.

SUMMARY

With the increased interest of participants and the growth of the project it is indicated that the Center was meeting the needs of the youngsters within the structure of the Juvenile Delinquency Prevention Program at San Carlos. With only 8% of the total Center population (March-December 1972) of students remanded to the Center the second time, it is suggested that the Center's activities

(including emotional as well as academic support) furnished the youngsters with remedial help needed for them to become more successful in high school and thus less inclined to commit truancy again.

The increase in in-service training during the October-December period for proctors and coaches was particularly noticeable in the students' progress. The proctors and coaches became more confident in their teaching roles.

A coach states that one student who returned to Globe High School commented that she had returned to school because after her experience at the Center she now knew someone cared.

It is hoped that other funds will be available soon to open the Center so that the curriculum materials and staff experience accumulated during this time, can be utilized to continue this type of learning experience for Apache youngsters who have been "turned-off" from other school experience. The University staff has been pleased to have been selected to develop this significant phase of the Juvenile Delinquency Prevention Program at the San Carlos Reservation.

END

James M. ...