

DIVERSION/INTERVENTION PROJECT  
EIGHTH JUDICIAL DISTRICT  
419 FIFTH STREET NORTH  
GREAT FALLS, MT 59401  
405/453-2416

August 1, 1977

Mr. Don Crabbe  
c/o Montana Board of Crime Control  
1336 Helena Avenue  
Helena, Montana 59601

RE: L.E.A.A. Grant # 75-ED-08-0003                      Diversion/Intervention

Dear Don,

Enclosed are the required five final reports and five fifth quarter narratives ending September 30, 1976.

The financial reports have been previously sent to your office.

This information should conclude all the required material for L.E.A.A.

Thank you for your assistance.

Sincerely,

NCJRS

MAR 13 1978


ACQUISITIONS

*Bill Tuss*  
\_\_\_\_\_  
Bill Tuss, Director

BT:kmb  
encl:

45782

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MAR 16 08 1978

|   |  |  |                                  |                              |
|---|--|--|----------------------------------|------------------------------|
|  <p><b>U. S. DEPARTMENT OF JUSTICE</b><br/>LAW ENFORCEMENT ASSISTANCE ADMINISTRATION</p> |  | <p><b>DISCRETIONARY GRANT</b><br/>PROGRESS REPORT</p>  |                                  |                              |
| <p>GRANTEE<br/>Montana Board of Crime Control</p>   |  | <p>LEAA GRANT NO.<br/>75-FD-08-0003</p>  | <p>DATE OF REPORT<br/>8-1-77</p> | <p>REPORT NO.<br/>5 of 5</p> |
| <p>IMPLEMENTING SUBGRANTEE<br/>8th Judicial District<br/>Cascade County<br/>Great Falls, Mt. 59401</p>  |  | <p>TYPE OF REPORT<br/> <input type="checkbox"/> REGULAR QUARTERLY    <input type="checkbox"/> SPECIAL REQUEST<br/> <input checked="" type="checkbox"/> FINAL REPORT                 </p> |                                  |                              |
| <p>SHORT TITLE OF PROJECT<br/>Diversion/Intervention</p>  |  | <p>GRANT AMOUNT<br/>                 Fed. \$90,882.00 / Non-Fed. \$12,025.00<br/>                 THROUGH 6-30-76             </p>   |                                  |                              |
| <p>REPORT IS SUBMITTED FOR THE PERIOD 7-1-76</p>  |  | <p>TYPED NAME &amp; TITLE OF PROJECT DIRECTOR<br/>William D. Tuss<br/>Director/Team Supervisor</p>   |                                  |                              |
| <p>SIGNATURE OF PROJECT DIRECTOR<br/><i>William D. Tuss</i></p>   |  | <p>COMMENCE REPORT HERE (Add continuation pages as required.)</p> <p style="text-align: center;">SEE ATTACHED</p>  |                                  |                              |

|   |                           |
|---|---------------------------|
| <p>RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)</p> <p><i>[Signature]</i></p> | <p>DATE</p> <p>8-1-77</p> |
|---|---------------------------|

Fifth Quarter Narrative Report

July 1, 1976 to September 30, 1976

Prior narratives and this final narrative report reflects that the program was designed administratively top-heavy and did not take into account the enormous amount of work that was needed to be carried out by a grant that's real purpose was to identify and divert youth from further penetration into the juvenile justice process. The project was viewed as a total answer to the ailments of the juvenile non-system.

The gradual draining of the staff, agencies, and individuals at this point in time reached a level that much criticism resulted in non-productive work. Blaming people occurred rather than objectively looking at the grant design as the major cause of not reaching the expectations placed on the project from its inception.

Lack of front-end planning, [i.e.] agency procedures, juvenile justice cooperation and support, development of an Advisory Council, realistic goals and objectives resulted in the project administrative staff working to meet the grant/L.E.A.A. requirements.

During the last quarter the project began phasing out the interns, full time staff, and closing out, or completing referrals of youth for needed extended service, and terminating cases.

The financial books were audited by an accountant here in town and a new set of complete financial reports were sent/submitted to the Board of Crime Control. Remaining project monies were separated (10%-90%) and returned to the county and Crime Control office in Helena, Montana.

In summary, the grant was viewed as experimental in nature which identified and laid the ground work for a further successful diversion program (Project H.E.L.P.).

Fifth Quarter Narrative Report

July 1, 1976 to September 30, 1976

Recommendations:

1. Bonification of the project/staff as belonging to the Juvenile Justice System.
2. Support and ownership of the project by the Juvenile Court, department supervisors.
3. Total coordination of the law enforcement agencies involved.
4. Development of policies and procedures between related youth agencies including state liason/monitor agency representative role(s).
5. Provision of staff pre-service and on-going consultative training.
6. Adequate staffing of a program that operates on a 24 hour basis.
7. Maintenance of a 24 hour, seven-day-a-week telephone service.
8. Involvement of juvenile justice service providers/allocaters to plan on-going program continuation and directions.
9. Development of an Advisory/Review Board to provide community in-put for assessing community needs.
10. Balanced representation, priorities, and a working knowledge of the juvenile districts of the part of the state members, who provide federal allocation of funds.
11. Absence of self-serving juvenile district federal allocation members.
12. Development of intra-agency team staffings on cases for resolution planning.
13. Absence of allocaters making funding decisions based upon lack of information.

THE EIGHTH JUDICIAL DISTRICT JUVENILE COURT

DIVERSION/INTERVENTION PROJECT

A FIRST YEAR FINAL REPORT

BY

WILLIAM D. TUSS

DIRECTOR/TEAM SUPERVISOR

DIVERSION/INTERVENTION PROJECT

EIGHTH JUDICIAL DISTRICT JUVENILE COURT

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This project was funded by the Law Enforcement Assistance Administration and the Eighth Judicial District of Cascade County, Montana.

This is the first and final major report about the results of the Diversion/Intervention Project. This project was concerned with children/youth between the ages of five (5) through seventeen (17), who were beyond the control of their parents, runaways, truants, and alleged acts of delinquency and other youths falling within Section 10-1203 (12) (a) (b) R.C.M. (1947 as amended). These kind of cases constituted approximately one-half of all juvenile court cases in the Eighth Judicial District and high percentages elsewhere in Montana and the nation. Many judges and probation officers have long felt these to be among their toughest cases and the least appropriate for handling through the Juvenile Court.

The Diversion/Intervention Project was a discretionary one year grant designed to divert juveniles from further penetration into the Juvenile Justice System, which were apprehended, charged, or arrested with this kind of offense;....Status offenses (non-criminal behavior) and certain alleged delinquent acts that could be better handled through family/casework counseling treatment at the time of referral than through the traditional procedures of the juvenile court. The projects' overall directive was to demonstrate the validity of the diversion concept by designed steps of systematic intervention within the juvenile court process and community based agencies by showing that:

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-----Runaways, beyond control and other types of status offenses, and alleged delinquent acts could be diverted from the present system of juvenile justice and petitions for court adjudication.

-----Detention could be avoided in most offensive type situations through family casework/counseling and alternative placements that are temporary and voluntary.

-----This diversion could be accomplished by causing existing resources to rapidly respond to handle these kinds of cases.

The intent of the project is to keep the child/youth out of the juvenile home, institutions, and keep the family problem/concern out of the court and still offer casework/counseling and resolution to the family.

This approach relied on the following features:

-----Immediate intensive handling of cases rather than piecemeal adjudication.

-----Avoidance of compartmentalized service by the creation of a diversion program by using personal facilitation of cases from beginning to end.

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- Spending the majority of staff time in the initial stages of the case--when it arises--rather than days or weeks later.
- The provision of special training to diversion staff involved.
- The provision of on-going consultative services to enable staff to continue to improve their diversion handling skills.
- Avoidance entirely of formal court proceedings.
- Avoidance of detention/jail through casework/counseling and the use of alternate placements that are both temporary and voluntary.
- Maintenance of a 24 hour, seven-day-a-week telephone on call service.
- Closer ties with youth serving referral services.
- Collection and publishing of a youth services catalog.
- The provision of a community work shop series to improve youth court and community agencies skills and co-operation.

The project began handling cases on November 3, 1975. For purposes of the project, cases were handled seven days a week with regular staff handling intake. Staff rotated monthly, so that each day of the week, staff were exposed uniformly the same number of times to assist in the development of case load management.

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When the project received a referral on a case whether from Police, Probation, Parent, the school or whatever--the project arranges a family session to discuss the family problem/concern. Every effort is made to ensure that this session is held as soon as possible and most are held within the first hour or two after referral. Through the use of family casework/counseling techniques, the project counselor seeks to develop the idea that the problem is one that should be addressed by the family as a whole. Locking up the youth as a method of solving problems was discouraged, and a return home by a commitment of all to try to work through the problem was encouraged. If the presenting and underlying emotions were too strong to permit the youth's return home immediately, an attempt is made to locate an alternative place for the youth to stay temporarily. This is a voluntary procedure, which at most times requires the consent of the referral agency, parent, and the youth.

Families were encouraged to return for a second session with the counselor, and depending upon the nature of the problem for subsequent sessions. Normally, the maximum number of sessions is ten (10) including agency casework facilitation. Sessions rarely last less than one hour and often go as long as two (2) or two-and-a-half (2½) hours. First sessions usually take place when the problem arises. Since the project operated 24 hours a day, seven days-a-week.

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All sessions are essentially voluntary, non-punitive, and whether the family returns is up to the family itself. In all cases, counselors are in contact with the family/referral agency by phone or in person. All members of the family are encouraged to contact the counselor in the event of a continuing problem or some new additional problem.

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## OBJECTIVE I.

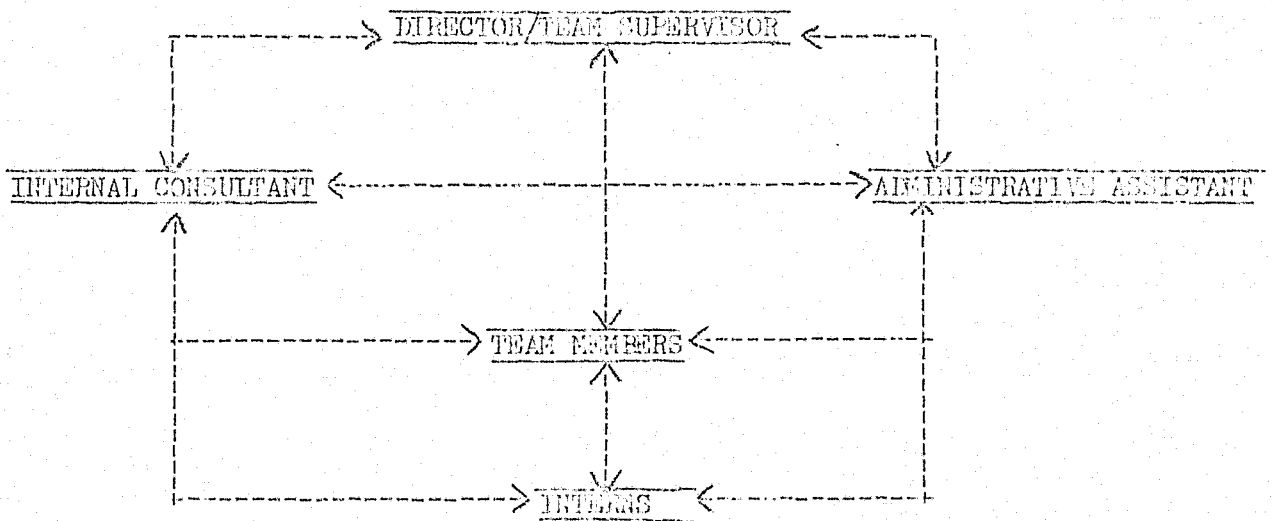
The first objective of the project was to employ the most experienced and talented staff. The requirements of the staff were two-fold: A Bachelor's or a Master's degree in the area of family communications and community referring skills. The second criteria involved employing staff that might not have a degree, but has had practical experience that involved strong motivation, natural humor, sensitivity, and imagination. The staff initially consisted of a director/team supervisor, administrative assistant, and three diversion counselors. The supervisor had approximately five years experience, and his assistant had two years experience. The counselors ranged from one year of experience in casework/counseling settings to three years of experience. There were two (2) male and three (3) female counselors. Most of the staff had previous experience in a social service setting. The supervisor had juvenile court counseling experience, and social service agency experience. An additional counselor was employed as an internal consultant to provide training and casework consultation to staff and to assist the supervisor in programming. The internal consultant had approximately five years experience in the mental health field.

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The project had a college intern component. The interns came from the College of Great Falls, from their Criminal Justice, Education, and Psychology departments. The intern staff consisted of five (5) males and eight (8) females. The average number of interns was five and their normal length of project assignment was five months. The interns assisted the full time staff in various duties, however, they were concentrated in family casework. The overall organization of the project is shown in Chart 1. This objective was implemented in October, 1975.

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ORGANIZATION CHART 1



## OBJECTIVE II.

Objective two involved bringing the project to the public, private agencies, and the community at large. Prior to becoming operational on November 3, 1975, meetings between youth court personnel (Police, Sheriff, Probation, Judge) took place to identify procedures and cases to be referred. Also during this period, meetings took place with primary youth serving agencies to secure referral procedures and co-operation. Staff attended public and agency meetings to further enhance the projects' awareness. The work shop series further provided project role awareness and co-operation with community agencies. This objective was implemented in October 1975.

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### OBJECTIVE III.

Objective three charged the project with the collection, cataloging, and publishing of a youth services directory to help develop and co-ordinate existing services and press these services to meet and expand youth services.

This objective was developed in conjunction with the Voluntary Action Center and the Great Falls Crisis and Information Center. These two agencies annually collect, up-date, and publish a community wide Directory of Community Resources. Project staff were assigned to work with this group to meet three objectives: 1) To be cost effective, 2) not to duplicate an existing agency, 3) to complete the project objective. The project objective was completed in July, 1976.

Owing to a number of factors including personnel changes at the college and some expansion of the original scope of the training to include personnel beyond the Diversion/Intervention staff, it became evident that some re-directed planning might be appropriate.

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In offering a series of community work shops co-ordinated by Diversion/ Intervention staff and utilizing visiting consultants/instructors, a number of program objectives could be met including:

- OBJECTIVE III.- (as established in the original proposal)- To seek out, to help develop, and to co-ordinate the resources of existing community youth services.
- To provide training experiences to community practitioners in a wide range of applicable and appropriate approaches in dealing with youth.
- Co-ordinating the work shop series through the College of Great Falls to insure the offering of course credit through the college.
- To include shelter care services personnel in the training.
- To emphasize the co-ordinating function of the various youth services.
- To provide specific skill-building to the Diversion/Intervention staff.

The duality of the objectives relating to impacting the serious question of the lack of inter-agency co-operation as well as some specific training and skill-building areas has some distinct advantages over the original proposal of limiting it to a series of semester-long courses.

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Although, it should be noted that the series does fall within the broad framework in-as-much-as:

- 1.) The work shops approximate \$1,000.00 in cost.
- 2.) They are being offered for course credit.
- 3.) Participants DO include Project staff.
- 4.) The College of Great Falls was involved in the series.
- 5.) The target population definitely includes personnel involved in working with youth in crises and non-crises situations.

The following information includes the design of the four work shop series (Chart II), and the budget for the community work shop series (Chart III).

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CHART II.

I. Theme - "Family Crises Counseling"

Primary Consultants: Frank Wright and Bob Lyons, Sacramento  
County Juvenile Diversion Program

Dates: Wednesday, February 4, 1976 - 10:00 a.m. - 6:00 p.m.

Thursday, February 5, 1976 - 10:00 a.m. - 6:00 p.m.

Friday, February 6, 1976 - 10:00 a.m. - 3:00 p.m.

Registration: Wednesday, February 4, 1976 - 8:00 a.m. - 10:00 a.m.

College of Great Falls, McLaughlin Center.

Frank Wright and Bob Lyons are involved in a program which has received recognition nationally for its work in the area of Family Crises Counseling with court-referred youth. Both have also done extensive training in the technique and approaches utilized in dealing with agency clientele who, for whatever reasons, might prove resistant to counseling.

II. Theme - "The Human Potentials Movement - Humanism Applied to the Practitioner"

Primary Consultants: Margaret Conway, Director of Montana Learning Unlimited, Helena, Montana; Dr. George Rice, Professor of Psychology, Montana State University, Bozeman, Montana.

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Dates: Wednesday, April 14, 1976 - 10:00 a.m. - 6:00 p.m.

Thursday, April 15, 1976 - 10:00 a.m. - 6:00 p.m.

Friday, April 16, 1976 - 10:00 a.m. - 6:00 p.m.

Registration: Wednesday, April 14, 1976 - 8:00 a.m. - 10:00 a.m.

College of Great Falls, McLaughlin Center.

Margaret Conway has had extensive training experience in the areas of Psychosynthesis, Gestalt, Bio-Energetics and Encounter. She is presently the director of a growth center in Helena, Montana.

Dr. George Rice's background is in the area of family and group counseling. He presently works at Montana State University, Bozeman, Montana, as well as in private practice.

This work shop shall be highly experimental in nature and shall serve as an introduction to and an elaboration on many of the new therapies, particularly as applied to us personally as practitioners.

### III. Theme: "Peer Counseling"

Primary Consultant: Barbara Varenhorst, Consulting Psychologist,  
Palo Alto School District, Palo Alto, California.

Dates: Wednesday May 5, 1976 - 8:00 a.m. - 5:00 p.m.

Thursday, May 6, 1976 - 8:00 a.m. - 5:00 p.m.

Friday, May 7, 1976 - 8:00 a.m. - 3:00 p.m.

Registration: Thursday, May 6, 1976 - 8:00 a.m. - 10:00 a.m.

College of Great Falls, McLaughlin Center.

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Barbara Varenhorst is responsible for the highly successful Peer Group Counseling Program established in Palo Alto, California. Its applicability over a wide range of clientele makes it particularly appropriate as a counseling modality.

IV. Theme: "The Delivery of Quality Services to the Youth of Great Falls. Identification of strong and weak areas in the present system".

Primary Consultants: Workshop Participants

Dates: Wednesday May 26, 1976 - 10:00 a.m. - 6:00 p.m.

Thursday, May 27, 1976 - 10:00 a.m. - 6:00 p.m.

Friday, May 28, 1976 - 10:00 a.m. - 3:00 p.m.

Registration: Wednesday May 26, 1976 - 8:00 a.m. - 10:00 a.m.

College of Great Falls, McLaughlin Center.

This final workshop will attempt to identify the community resources already available to the troubled youth of Great Falls: assimilate the expertise, concerns and recommendations of participating individuals; identify co-operative areas of endeavor for various groups, agencies, and institutions; and through this process improve on the coordination and quality of the services being delivered.

The intent of these workshops is to go beyond the "ain't it awful" stage and to focus it in as positive a manner as possible.

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CHART III.

BUDGET FOR COMMUNITY WORKSHOP SERIES

|   |            |
|---|------------|
| I. Round-trip airline travel for two consultants from Sacramento to Great Falls and return    | \$ 377.68  |
| Per diem for two consultants at \$75.00 per day   | \$ 450.00  |
| Per diem for two consultants at \$33.00 per day   | \$ 198.00  |
| Total   | \$1,025.68 |
| II. Round-trip airline travel for one consultant from San Francisco to Great Falls and return | \$ 198.00  |
| Round-trip mileage travel for one consultant from Bozeman Montana to Great Falls and return   | \$ 69.60   |
| Per diem for two consultants at \$33.00 per day   | \$ 375.00  |
| Consultant fee for one consultant at \$125.00 per day   | \$ 375.00  |
| Consultant fee for one consultant at \$75.00 per day  | \$ 225.00  |
| Total   | \$1,065.60 |
| III. Airline travel from Palo Alto, California to Great Falls and return                      | \$ 191.48  |
| Per diem at \$33.00 per day   | \$ 99.00   |
| Consultant fee for one consultant at \$125.00 per day   | \$ 375.00  |
| Total   | \$ 665.48  |

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IV. No Cost

Other:

|  |           |
|--|-----------|
| Travel for workshop coordinator: round-trip air travel from Great Falls to Sacramento and return | \$ 185.85 |
| Per diem at \$33.00 per day  | \$ 99.00  |
| Total  | \$ 284.85 |

Tuition costs for Diversion/Intervention staff who desire taking the series for college credit through the College of Great Falls:

Four (4) staff at \$25.00 per credit hour for four (4) credits each.

|                  |           |
|------------------|-----------|
| 4 x 4 x \$25.00= | \$ 300.00 |
|------------------|-----------|

|   |           |
|---|-----------|
| Coffee and donuts: \$25.00 per day for a total of 12 days = | \$ 300.00 |
|---|-----------|

|                                  |            |
|----------------------------------|------------|
| TOTAL WORKSHOP COST AS PROPOSED: | \$3,641.61 |
|----------------------------------|------------|

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#### OBJECTIVE IV.

Objective four was to promptly establish liasion with the College of Great Falls Criminal Justice, Education, and Psychology departments.

Sub-objective (a) one through four was not accomplished due to the College of Great Falls testing personnel resigning, hence this sub-objective could not be implemented as outlined in the grant.

Sub-objective (b) one through four involved implementing and intern program with the College of Great Falls Criminal Justice, Education, and Psychology departments. This sub-objective was implemented in October 1975. A total of thirteen (13) interns (five males, eight females) were employed at the rate of two hundred dollars (\$200.00) per month plus mileage during the semester terms and five hundred dollars (\$500.00) per month plus mileage during the summer months.

The interns were assigned to a Counselor to provide control, and the internal consultant provided in-service intern staff training, on an interim basis. Daily case consultation was available to the intern staff and counselors.

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Evaluations of the interns was a on-going daily procedure which was primarily based around the individual intern and the case that the intern was assigned.

Sub-objective (c) involved developing college courses and helping fund such courses for prospective group home and foster home parents in meeting the demands and responsibilities of such facilities.

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## OBJECTIVE V.

Objective five, a through c (1) (2) stated that the project became operational by September 1, 1975.

Due to late start in funding, loss of paper work that was sent to the State Planning Agency (Board of Crime Control) seriously caused a set back in becoming operational. A second set of requests were sent and received, however, due to the loss of fund requests, the project became operational on November 3, 1975.

Furthermore, due to the lack of a planning phase at the front-end of the project, caused the project to plan and be operational at the same time. This seriously hampered effective understanding by the community, youth serving agencies, and project staff to have a clear perception of what the projects' role was to be. Due to this confusion, the project maintained a low profile for about four (4) months until the project role could be defined and presented to agency representatives. This method proved successful for external agencies, however, project staff needed continuing organizational development.

Even while the project was becoming organized, the main effort of the project mission did not falter from the beginning to intervene and divert youth away from the Juvenile Justice System and to provide follow-up and follow through upon a referral to and from the project.

This personal facilitation of cases and agency representatives proved successful in that agency representatives came to understand and trust each other. An underlying elemental barrier that the project was charged with primarily in objective five.

Sub-objective (d) one through five charged the project with encouraging and providing agency representatives to be cooperative and managing their own agency in a more precise method of maintaining case records, and paying attention to what the youth was saying and doing rather than just filling in the boxes on a report form and filing the report in the referral out shelf.

Project staff developed an attitude to listen not only to their own clients, but to agency representatives, who because of established traditional systemic casework methods became frustrated and "burned-out" to the point that overtime cases that they were handling began to increase, in that some cases fell into the cracks of "so the kid sits in a foster home, or jail, as long as I get my paper work done, I'm O.K."

Project staff became members of agency boards to press, encourage resource allocators, and service supervisors, to pay attention to the needs and desires of the clients and service providers. This charged objective five on part of the project staff, caused project staff to begin behaving

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like the people we were encouraging, however, due to the training monies available to the project, staff could be engaged in training that would not only sharpen their skills, but allow staff to "Fall back and re-group" to their own values, feelings, thoughts, and come back to the project with skills to share and be rejuvenated to the mission of the project.

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## OBJECTIVE VI.

Objective six stated that given cases that were referred for Shelter/Foster needs and for professional diagnostic and evaluation needs as a constructive and much needed alternative to detention and formal court processing of youth.

This objective is the outcome result of objectives one through five. This objective met that project staff were very busy working with parents, youth, agency representatives, collecting resources, putting on community workshops, running an intern program, providing internal and external training, developing alternatives to detention, doing administrative tasks, and designing an effective diversion mediaility within and outside the Juvenile system was the speciality work of the administrative staff and others who volunteered their skill and time to the project.

The completion of those objectives became a near reality and a reality within the one year of operation. The near reality of some sub-objectives such as continuing some cooperation with the police, and a small number of external agencies need to also be continued, such as the schools, mental health, and social service agencies.

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Many of the constraints that the project found is at a political and legislative level. For example, a youth who is determined for treatment in a residential setting would not be able to get that needed treatment because the state regulatory guidelines, such as the Department of Institutions and Social Rehabilitation Services (social services) are void of processing steps to obtain custody and financial responsibility for treatment that is weak in this area. The project staff through their personal facilitation of a case, pressed agencies to take legal action if necessary to solve this continuing dilemma. This action on part of project staff is only now beginning to move the system towards serious consideration to help solve this problem.

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STATISTICS



## GOALS

The following goals were used as a guide to help in establishing the grant objectives during the operation of the Project.

### GOAL I

1. To divert 10% of the "Status Offenders" from the Juvenile Court.
  - 1.a. To reduce to zero, the number of petitions filed in Juvenile Court, alleging a youth to be a Youth In Need of Supervision under R.C.M. 10-1203 (13), (1947 as amended).

The following data for Goal I is separated into three (3) objective areas to reflect (1) expected (533) number of referrals based on 1974 Status Offenders statistics compared to actual separately identified Status Offenses referred from November 1975 through July 1976 (Table One). (2) Actual total Project referrals (216) compared to actual separately identified Status Offense referrals from November 1975 through July 1976 (Table Two). (3) Actual Project Status Offense referrals (191) compared to actual separately identified Status Offense referrals from November 1975 through July 1976 (Table Three).

Table one reflects that 33% of Goal one was reached using the following formula:

|          |                 |   |   |                           |
|----------|-----------------|---|---|---------------------------|
| Actual   | $\frac{X}{533}$ | = | % | Separately identified     |
| Expected | 533             |   |   | Status Offense percentage |

---

GOAL I

(Based on 100% of 1974 Status Offenders)

(Table I)

| OFFENSE      | MALE | FEMALE | AGE(MEAN) | $\frac{X}{533} = \%$ |
|--------------|------|--------|-----------|----------------------|
| Runaway      | 8    | 20     | 14        | 5.0%                 |
| Truancy      | 23   | 19     | 14        | 7.0%                 |
| Ungovernable | 16   | 22     | 15        | 7.0%                 |
| Curfew       | 11   | 9      | 15        | 3.0%                 |
| Inhalents    | 12   | 8      | 14        | 3.0%                 |
| Alcohol      | 31   | 12     | 15        | 8.0%                 |
|              |      |        |           |                      |
|              |      |        |           |                      |
|              |      |        |           |                      |
|              |      |        |           |                      |

TOTALS:                      101                      90                      14                      33.0%

GRAND TOTAL:    191 (Goal I referrals)

Table two reflects actual total project referrals (216) compared to actual separately identified Status Offense referrals from November 1975 through July 1976.

Table two reflects that 85.0% of Goal I was reached using the following formula:

|          |                 |   |   |                           |
|----------|-----------------|---|---|---------------------------|
| Actual   | $\frac{X}{216}$ | = | % | Separately Identified     |
| Expected |                 |   |   | Status Offense Percentage |



Table three reflects that 100% of Goal I was reached using the follow-

ing formula:

Actual  
Expected

$$\frac{X}{191}$$

= %

Separately Identified  
Status Offense Percentage

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Given Table I, the Project actually reached 33% of the expected goal of diverting 100.0% of the status offenders, however, as the Project presently operated in the here and now, it was able to divert 85.0% of the status offenders referred to the Project as reflected in Table II based upon the total number of referrals to the Project. Furthermore, Table III reflects that 100.0% of the status offenders referred to the Project for status offenses were diverted from formal court processing.

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GOAL II

2. To divert 25% of the juveniles referred to the Project for alleged acts of delinquency.

2.a. To reduce by 25% the number of petitions filed in Juvenile Court alleging a youth to be a delinquent youth under R.C.M. 10-2203 (12)

(a) (b) (1947 as amended).

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The following data for Goal II is also separated into three objective areas to reflect: (1) expected (133) number of referrals based upon 1974 alleged delinquent act statistics compared to actual separately identified alleged delinquent acts referrals from November 1975 through July 1976 (Table 4). (2) actual total Project referrals (216) compared to actual separately identified alleged delinquent act referrals from November 1975 through July 1976 (Table 5). (3) actual Project alleged delinquent act referrals (25) compared to actual separately identified alleged delinquent act referrals from November 1975 through July 1976 (Table 6).

Table 4 reflects that 16.0% of Goal II was reached using the following formula:

$$\frac{\text{actual}}{\text{expected}} \times \frac{X}{133} = \% \text{ Separately Identified Alleged Delinquent Percentage}$$


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GOAL II

(Based on Total Project 1975 - 1976 Referrals)

(Table 5)

| OFFENSE     | MALE | FEMALE | AGE(MEAN) | $\frac{X}{216} = \%$ |
|-------------|------|--------|-----------|----------------------|
| Shoplifting | 2    | 6      | 15        | 3.0%                 |
| Auto Theft  | 2    | 1      | 16        | 1.0%                 |
| Robbery     | 0    | 1      | 15        | 0.4%                 |
| Vandalism   | 2    | 1      | 15        | 1.0%                 |
| Marijuana   | 3    | 2      | 16        | 2.0%                 |
| Burglary    | 5    | 0      | 16        | 2.0%                 |
|             |      |        |           |                      |
|             |      |        |           |                      |
|             |      |        |           |                      |
|             |      |        |           |                      |

TOTAL: 14 11 15 9.4%

GRAND TOTAL: 25 (Goal II Referrals)

Table 6 reflects actual Project alleged delinquent act referrals (25) compared to actual separately identified alleged delinquent act referrals from November 1975 through July 1976.

Table 6 reflects that 100.0% of Goal II was reached using the following

formula: actual  $\frac{X}{25}$  = % Separately Identified  
expected Alleged Delinquent Percentage

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GOAL II

(Based on Goal II Project 1975 - 1976 Referrals)

(Table 6)

| OFFENSE     | MALE | FEMALE | AGE (MEAN) | $\frac{x}{25} = \%$ |
|-------------|------|--------|------------|---------------------|
| Shoplifting | 2    | 6      | 15         | 32.0%               |
| Auto Theft  | 2    | 1      | 16         | 12.0%               |
| Robbery     | 0    | 1      | 15         | 4.0%                |
| Vandalism   | 2    | 1      | 15         | 12.0%               |
| Marijuana   | 3    | 2      | 16         | 20.0%               |
| Burglary    | 5    | 0      | 16         | 20.0%               |
|             |      |        |            |                     |
|             |      |        |            |                     |
|             |      |        |            |                     |
|             |      |        |            |                     |

TOTAL 14 11 15 100.0%

GRAND TOTAL: 25 (Goal II Referrals)

Given Table 4, the Project actually reached 16.0% of the expected goal of diverting 25.0% of the alleged delinquent offenders, however, as the Project presently operated in the here and now, it was able to divert 9.4% of the alleged delinquent offenders referred to the Project as reflected in Table 5 based upon the total number of referrals to the Project. Furthermore, Table 6 reflects that 100.0% of the alleged delinquent offenses referred to the Project were diverted from formal court processing.

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The data available for this First Year Final Report indicated Goal I involving Status Offenders (10-1203 (13) R.C.M. 1947 as amended) could be diverted from court using Project techniques. The number of court petitions, the number of informal probations, the number of days spent in detention, and the rate of recidivism was significantly reduced.

From November 1975 through July 1976 was the period in which the results of this report are based, however, all cases the Project handled were followed for a period of twelve (12) months from the date of initial handling. The rate of recidivist behavior involving conflict with law enforcement was low. Thus, while at the end of the one year period, 89.0% (Table 7) of the Status Offenders had no further involvement with law enforcement.

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When consideration is given to Goal II involving youths referred from the court/probation for alleged acts of delinquency (10-1203) (12) (a) (b) (R.C.M. 1947 as amended) the rate for recidivist behavior involving contact with law enforcement was high prior to referral to the Project. Thus, 16.0% (Table 4) of the referrals from the probation office/court were able to be diverted. One percent (Table 7) of 16.0% were direct referrals from the court that were diverted from further juvenile justice penetration after petitioning. Simply all the accepted referrals from the court/probation were diverted from further court/probation penetration.

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PETITIONS

(Referrals From Court Petitions)

(Table 5)

|              | Number of Referrals | Number of Petitions | $\frac{X}{216} = \%$ |
|--------------|---------------------|---------------------|----------------------|
| object       | 216                 | 3                   | 1.0%                 |
| TOTAL:       | 216                 | 3                   | 1.0%                 |
| GRAND TOTAL: | 3                   |                     |                      |

There were also substantially fewer Project youths who were recidivists. Eighty-nine percent (89.0%) of the youth who were referred initially were not involved in a recurrent recidivism. Five percent (5.0%) returned once as compared to 3.0% who returned twice and 1.0% who returned three times.

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Detention of youth generated a great deal of evidence that suggests that detention is in itself, a harmful factor for status offenders, which serves on the one hand as a learning ground for continuing unacceptable legal and social behavior, and on the other as a contributing factor which makes family reconciliations necessary to the resolution of behavior more difficult.

Table 9 that follows, compares the extent of overnight detention in the juvenile youth home/jail as a result of placement.

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YOUTHS REFERRED BASED UPON DETENTION REFERRAL

(Table 6)

| TIME                   | MALE | FEMALE | AGE (MEAN) | $\frac{X}{216} = \%$ |
|------------------------|------|--------|------------|----------------------|
| No overnight detention | 106  | 93     | 14         | 92.0%                |
| One night              | 0    | 4      | 14         | 2.0%                 |
| Two nights             | 2    | 4      | 15         | 2.0%                 |
| Three nights           | 2    | 1      | 14         | 1.0%                 |
| Four nights            | 0    | 1      | 15         | 0.4%                 |
| Five to Ten nights     | 0    | 3      | 14         | 1.0%                 |
| Over Eleven nights     | 0    | 0      | 0          | 0.0%                 |
|                        |      |        |            |                      |
|                        |      |        |            |                      |
|                        |      |        |            |                      |

TOTAL: 110 106 12 98.4%

GRAND TOTAL: 216

These figures indicate that 92.0% of the youth referred that faced detention placement and families subsequently contacted resolved in placement of 74.0% return to both parents, 2.0% with the mother, 1.0% with the father, 5.0% with a relative, and the resolution of family reconciliation took place. Also, 2.0% of reconciliation process involved placement of the youth in a foster home, 6.0% in a group home, and 7.0% in an independent (emancipated) placement arrangement as indicated on Table 10.

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YOUTH'S LIVING ENVIRONMENT

(After Referral)

(Table 10)

| LIVING SETTING | MALE | FEMALE | AGE(MEAN) | $\frac{X}{216} = \%$ |
|----------------|------|--------|-----------|----------------------|
| Parent (Both)  | 89   | 72     | 15        | 74.0%                |
| Mother (Only)  | 5    | 1      | 14        | 2.0%                 |
| Father (Only)  | 2    | 2      | 15        | 1.0%                 |
| Relative       | 8    | 3      | 14        | 5.0%                 |
| Foster Home    | 1    | 4      | 16        | 2.0%                 |
| Group Home     | 4    | 9      | 15        | 6.0%                 |
| Independent    | 5    | 11     | 16        | 7.0%                 |
| Institution    | 0    | 0      | 0         | 0.0%                 |
|                |      |        |           |                      |
|                |      |        |           |                      |

TOTAL 114 102 13 97.0%

GRAND TOTAL: 216



Table 11 reflects the number of youth referred to the Project by sex and age mean. Fifty-two percent (52.0%) or 114 were males having the age mean of sixteen (16) and forty-seven percent (47.0%) or 102 were females having the age mean of fifteen (15), which totals 216 youth or 99.0%.

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SEX

(Referrals To Project)

(Table 11)

| <u>SEX</u> | <u>PROJECT</u> | <u>AGE (M)</u> | $\frac{X}{216} = \%$ |
|------------|----------------|----------------|----------------------|
| Male       | 114            | 16             | 52.0%                |
| Female     | 102            | 15             | 47.0%                |
| TOTAL:     | 216            | 15             | 99.0%                |

GRAND TOTAL: 216

Table 12 reflects the number of youth who were retained in an educational setting. One hundred and eighty-five (185) or 85.0% were retained in a regular school setting, four (4) or 1.0% were retained in an alternative learning setting, and twenty-seven (27) or 16.0% were not placeable in either a regular or alternative school setting, however, 86.0% were retained in a school setting. However, those youths who were not retained in an educational setting (23) were placed in an employment setting leaving four (4) who were not placeable for education or employment.

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Table 13 reflects the number of youth who were placed in an employment setting. Fourteen (14) or 6.0% were placed in a federally funded youth employment program, nine or 4.0% were placed in a private employment sector, and one hundred and ninety-three (193) or 89.0% were not placeable in a employment setting.

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In summary, the statistics reflect that youth could be diverted from further court involvement given that intervention techniques be utilized to assist youth/parents, develop the problem solving skills needed to find alternatives for academic, employment, and social learning rather than be left on their own to solve their problems, thus provoking periodic contacts with the juvenile justice process.

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ANTI-SOCIAL BEHAVIOR AND

THE SCHOOL SETTING



The Diversion/Intervention Project operates on a 24 hour basis, to make contact with youth 5 - 17 who become or have the potential of performing non-criminal kinds of behavior. These youth are also called Status Offenders.

As part of the process of contacting youth, the Project's staff are involved in the utilization of resources both in law enforcement and non-law enforcement.

While working with the families, the Project staff prepares a need assessment which gives us the opportunity to understand each client/family needs.

Much work is done with the School District in developing alternatives in school programming for the student.

This inter-personal facilitation with the student and the school personnel gave us a clearer perception of the school personnel, programs, and internal and external resources.

All of the students that the Project comes in contact with are referrals based upon their potential for educational failure.

Available evidence suggests that non-criminal activities and delinquency is based partly upon school experiences.

Any discussion of ways the school may handle behavior problems must begin with the classroom teacher, since that person is on the "firing line", who first encounters various forms of rule violations to which the teacher must respond. If the student is aggressive, disruptive, disrespectful, there are several ways in which the teacher may react, depending on such things as the teachers' own style of teaching, the school incident, the grade level, and the student.

The teacher may, for example:

1. Ignore the problem.
2. Use verbal sanctions of one kind or another, including persuasion or a threat of more serious sanctions in the future.
3. Withdraw interest and other privileges in the classroom.
4. Use of physical punishment.
5. Mobilize collective influence to support conforming behavior.
6. Move the students' seat or remove from classroom temporarily.
7. Send the student to the hall for a short time.

8. Lower his grade for the day or the working period.
9. Call the students' parents for a conference about his behavior.
10. Permanently expel the student from class.
11. Refer to a counselor or to a special service.

The role of the counselor tends to play varying parts in the schools reaction to misbehaving students. Some are restricted to academic counseling and occupational guidance. In others, they carry on these activities, but are also available to counsel students with "personality," "adjustments," or other individual problems, who have been referred by teachers or who have sought the counselors assistance on his or her own. Other counselors are involved to mete out sanctions to students who have violated school rules pertaining to attendance, punctuality, dress, smoking, cars, classroom conduct, or hall behavior.

Some counselors become involved in the schools reaction to behavior problems in a number of alternative ways, depending on some of the same factors influencing teacher responses, as well as on the schools definition of the counselors role or lack of a definition/job description.

The counselor may, for example:

1. Use counseling techniques to try to influence the students' future attitudes and conduct.
2. Call in the parents for a conference.
3. Work with the teacher involved in hopes of modifying the teachers discipline techniques of increasing the teachers understanding of the students behavior.
4. Remove the student from the classroom temporarily or permanently and reassign the student to another.
5. Assign the student to a special class for "problem students" or students who are "emotionally disturbed."
6. Suspend the student.
7. Refer to a special service person for help, or to a principal or vice-principal for further discipline.

The system has a vice-principal whose total or partial responsibility includes disciplining students who misbehave. The alternatives for him are the same as for the counselors or teacher.

Principals generally have the final authority in relation to the treatment of behavior problems, though they may be involved in such matters in varying degrees, depending on the level, size of the school, the school system's policy for principals,

This outline is in general an accurate description of the structure of behavior control systems and the types of responses involved when students violate school rules.

These findings do not question the dedication or zeal of those in the schools who must seek to control and reduce deviant behavior within this structure. The belief that there are some fundamental defects and shortcomings in the structure itself that substantially restrict the effectiveness of the school in alleviating behavior problems. Findings hold, in fact, certain features of the system may inadvertently contribute to behavior problems, and delinquency among students.

In the following paragraphs, seek to identify some of these defects.

1. Assumptions about student misbehavior:
  - a. Nature of misbehavior in school.
  - b. Defective family values and relationships.
  - c. Conditions and practices of the school.

The result: It is assumed to change behavior by direct counseling, therapy, sanctions at the student, or do nothing as long as the family conditions remain the same.

Other assumptions are:

- d. Don't have enough incentive or don't care enough.

With these findings, it is not surprising that large numbers of school personnel advocate student responses that are directed at the individual deviant, rather than at the school itself. Also, these findings are reinforced by school personnel who respond with the reasoning for student misbehavior was that the deviants were not suspended more often. Moreover, these findings indicate that "most" or "all" of the students with academic behavior difficulties had "psychological or emotional problems." Acceptance of these findings helps account for the persistent call for more counseling and clinical staff, at the same time that conditions in the school or classroom, that help produce so-called "emotional problems" are almost entirely ignored.

Results reflect the position that deviancy in a complex process through time involving behavior by individuals (students), reactions by others (teachers, counselors, etc.) and students, effect those individual reactions of the individual, and so forth.

Findings further state that deviant behavior will be repeated, broadened, or inhibited in the future is partly determined by the sequence of events during the labeling and sanctioning process. The following information suggests ways that the school itself inadvertently contributes to alienation, rejection, misbehavior, and delinquency in its very attempt to do the opposite.

An alienation cycle is sometimes set in motion by school personnel themselves who arbitrarily or unpredictably enforce a rule which the student had no intention of violating.

Moreover, other instances sometimes arise in which school personnel sometimes directly produce rule violations.

Example: Students clothes, hair, friends, and reputation with school personnel.

All these factors are quite irrelevant to the relation of an act to a school or classroom rule, but they are highly crucial in determining whether or not that act is labeled as unacceptable and the individual sanctioned in another way. The point here is that students are aware of these contingencies in school personnel reactions and are highly sensitive to what they feel are unfair perceptions and judgments. Findings suggest that this may often be a first step in progressive "separation" of school from student.

Furthermore, this is further aggravated by the findings that school personnel unknowingly support formal and informal "mechanisms" whereby negative reputations of students are diffused among other staff.

The faculty lounge is the burying ground for student success chances as personnel openly inform each other about students.

The circulation of files to inappropriate personnel chance the probability of damaging of student information.

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## IN-SUMMARY

The foregoing analysis has made three things clear:

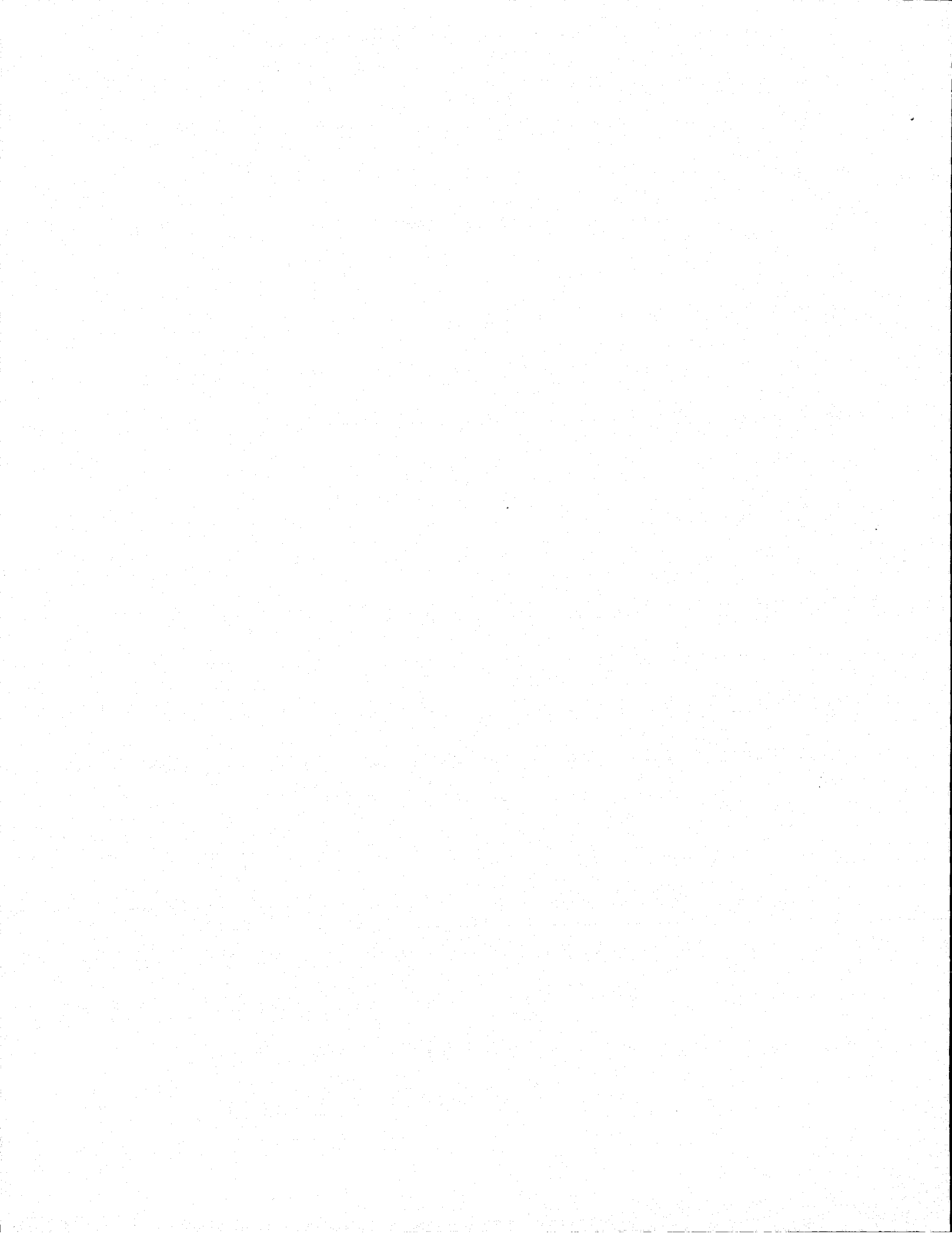
- 1st: Deviancy, delinquency in this country (Montana) is partly heightened by conditions in American Public Education.
- 2nd: These conditions are deeply anchored into prevailing conceptions and organization of the education system.
- 3rd: Proposals for preventing, reducing, and controlling delinquency cannot refer only to programs that relate directly to control problems in the schools, but must reach deeply to the underlying and core conditions that help produce educational failure, perceived irrelevancy, lack of commitment, and exclusion, and therefore delinquency. To stop short at proposing such stop-gap and surface proposals as more counselors, social workers, truant officers, special classes for trouble makers, tighter attendance laws would simply be a failure to recognize the broader dimensions of the problem.

Comprehensive planning involving radical and immediate educational change is needed, or delinquency will continue to increase and will be accompanied by the spread to other social ills that stem from the same roots.

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## RECOMMENDATIONS

1. A comprehensive plan and formulation of programs themselves in terms of objectives, rationals, and operational blue prints. Sharp concern at the planning, implementation, administration, and operational levels is greatly needed.
  2. The school remains a critical point of reference for the development of delinquent attitudes and behavior. New programs need to be focused on the process by which youths become defined as troublemakers in the school system and on the relations between the schools, the community, and delinquency-control agencies.
  3. Complete knowledge of internal resources.
  4. Cooperative on-going evaluation of schools, community, and controlling delinquency agencies.
  5. Clearly defined job description by activity for the counselor to enhance the quality of that counselors role.
-



**END**