



**THE NATIVE AMERICAN JUVENILE JUSTICE
PROJECT:
REPORT TO THE STATE ADVISORY GROUP**

141179

State of California
Department of the Youth Authority
Research Division

SEPTEMBER 1992

STATE OF CALIFORNIA

**PETE WILSON
GOVERNOR**

YOUTH AND ADULT CORRECTIONAL AGENCY

**JOE G. SANDOVAL
SECRETARY**



DEPARTMENT OF THE YOUTH AUTHORITY

**Elaine Duxbury, Chief
Research Division**

**Ted Palmer
Research Manager**

* * *

**Barbara West
Research Analyst**

**Karen Deering
Office Technician (Typing)**

**Wm. B. Kolender
Director**

**Francisco J. Alarcon
Chief Deputy Director**

**Richard W. Tillson, Deputy Director
Institutions and Camps Branch**

**George McKinney, Deputy Director
Parole Services and Community Corrections Branch**

**Barbara Allman, Deputy Director
Administrative Services Branch**

LDA

141179

**THE NATIVE AMERICAN JUVENILE JUSTICE PROJECT:
REPORT TO THE STATE ADVISORY GROUP**

by

Barbara R. West and Ted Palmer

NCJRS

MAR 2 1993

ACQUISITIONS

This project was funded by the Office of Criminal Justice Planning (Grant No. JE99019501). Opinions expressed in this report are those of the Youth Authority and do not necessarily reflect the views or policies of OCJP.

State of California
Department of the Youth Authority
Research Division

September 1992

141179

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

~~California Dept. of the Youth~~
~~Authority~~

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

PROLOGUE

October 1992

In March 1991, the Juvenile Justice State Advisory Group unanimously supported the Department of the Youth Authority's recommendation that a California Task Force on Indian Juvenile Justice be established. The Task Force was established during the subsequent months and it held its first meeting in November 1991. Its overall goal is to reduce juvenile delinquency on California Indian reservations and rancherias. The following are among its methods for achieving this goal:

- Seek funds for juvenile justice and delinquency prevention programs/projects that serve Indian youth;
- Identify, organize, coordinate, and prioritize service needs and resources for Indian youth.

The Task Force on Indian Juvenile Justice consists of ten members selected by California's tribal leadership. It represents the State's three geographical regions recognized by the Bureau of Indian Affairs. The Task Force's first funding year began in October 1991 and its specific goals for the year are to:

- Establish a permanent Task Force which will be incorporated as a private non-profit corporation and which will represent all California tribes, reservations, and rancherias;
- Obtain funding for a demonstration project in each of the three California regions;
- Obtain knowledge and information about school dropout prevention programs applicable to Native American communities.

The Task Force has met five times and it is presently focused on seeking funds for school dropout prevention programs on California reservations and rancherias. In January 1992, the Department of the Youth Authority sent a letter to all California reservations and rancherias seeking resolutions from their tribes authorizing the Task Force to act on their behalf on juvenile justice issues. In April 1992, papers were filed with the California Secretary of State's Office and with the Franchise Tax Board to incorporate the Task Force as a non-profit, tax exempt corporation.

TABLE OF CONTENTS

SUMMARY.....	iii
PART I THE NATIVE AMERICAN JUVENILE JUSTICE PROJECT.....	1
Background.....	1
The Project.....	2
PART II IDENTIFYING ELIGIBLE TRIBES.....	5
PART III ADVISING TRIBES ABOUT FUNDING	7
PART IV INFORMATION ON JUVENILE JUSTICE AND NEEDS OF YOUTH	9
Population Data.....	9
Juvenile Justice Information	10
Unmet Needs of Native American Youth	11
PART V OPTIONS FOR USE OF FUNDS.....	19
Background.....	19
The Advisory Committee.....	20
The Native American Pass-Through Conference.....	23
Presentation to the State Advisory Group.....	30
The Future	33
REFERENCES.....	35
APPENDIX A: Notification Letter to California's Eligible Tribes.....	47
APPENDIX B: Juvenile Arrests and Referrals to Probation, by Gender, In 1989.....	59
APPENDIX C: Arrests and Referrals to Probation, by Race/Ethnic Group, In 1989.....	61
APPENDIX D: Detentions for Juvenile Referrals to Probation, in 1989	63
APPENDIX E: Strategies for Addressing the Needs of Rural Indian Youth in California	65
APPENDIX F: Small Group Deliberations.....	69
APPENDIX G: Native American Pass-Through Conference Participants	73

LIST OF TABLES AND FIGURES

TABLE 1:	Total Population and Population Under Age 18 on Reservations and Rancherias and Statewide.....	37
TABLE 2:	Number of Individuals Residing in California Reservations and Rancherias.....	38
TABLE 3:	Juvenile Arrests in California, in 1989	41
TABLE 4:	Dispositions of Juvenile Arrests, in 1989	42
TABLE 5:	Juvenile Referrals to Probation in California, in 1989.....	43
TABLE 6:	Actions Taken on Referrals of Juveniles to Probation, in 1989.....	44
TABLE 7:	Dispositions of Petitions Filed on Juveniles by Probation, in 1989.....	45
TABLE 8:	Labor Force Status of Indians Aged 16 Years and Over, Living on and Adjacent to Reservations	46
FIGURE 1:	Options for Use of Pass-Through Funds.....	26

SUMMARY

The federal Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 provides funds for projects that will address juvenile justice and delinquency prevention issues. The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) distributes available funds among the states for this purpose. In California these funds are administered by the Office of Criminal Justice Planning (OCJP), and the individual projects to be funded are selected by the Juvenile Justice State Advisory Group (SAG).

A recent amendment to the JJDP Act requires that each state distribute funds to eligible Native American tribes. These funds—called "pass-through" funds—are to be distributed in accordance with OCJP's State Plan, which must be updated periodically. The amendment requires that each state include in its updated plan a description of how the funds are to be used and distributed and an assessment of juvenile crime problems and prevention needs that pertain to the state's Native American tribes. The amendment further stipulates that the state shall inform those tribes about the nature of JJDP's funding requirements and shall consult with the tribes or with an organization designated by them when developing the State Plan for addressing their juvenile justice needs.

To obtain assistance in developing and updating its State Plan, OCJP awarded the Department of the Youth Authority a grant titled "Research on Native American Juvenile Justice Project." This project, which began in November 1990, was conducted by the Department's Research Division and its goals were as follows:

1. Identify which tribes are eligible to receive JJDP funds;
2. Advise eligible tribes about the availability of JJDP funds and the nature of JJDP's funding requirements;
3. Collect and present information pertaining to California's Native American tribes for use by OCJP in updating the Juvenile Crime Analysis section of its State Plan;

4. Develop options to help the Juvenile Justice State Advisory Group develop plans for the best use of the JJDP funds.

Results

All four of the above goals were accomplished. Results included the following:

1. Based on consultations between JJDP and OCJP, and on subsequent consultation with California tribal representatives, it was determined that a portion of the JJDP pass-through funds should be made available to all 102 tribes that are located on California's 98 reservations and rancherias.
2. In December 1990, the Department sent a letter to the tribal leadership of all reservations and rancherias in California. This letter described the sources, purpose, availability, and amount of the Juvenile Justice and Delinquency Prevention funds. It also described the nature of their distribution and JJDP's funding requirements. In January 1991, a follow-up letter was mailed to the same individuals, reiterating those points.
3. Information about California's Native American tribes was collected for use by the Office of Criminal Justice Planning in updating the State Plan. Included was (a) demographic information about the Native American youth population on reservations and rancherias, (b) juvenile justice statistics on arrested Native American youth, and (c) other information that might bear on juvenile justice and delinquency prevention for those youth. Highlights are presented in the following section.

Some 13,599 self-identified Native Americans live in California's 98 reservations and rancherias, and 5,710 of them are below age 18. The statewide population of Native Americans is 184,065 and those under age 18 account for 51,494. These individuals under 18 represent 0.7% of California's overall juvenile population.

California's numerous tribes are widely dispersed throughout the state and are often located far from towns and cities. As a result, centralization of program resources which might make it possible to serve large numbers of Indian youth is often unavailable.

In 1989, of all arrests of juveniles statewide, Indian youth accounted for 0.5%; and of all referrals to probation, they accounted for 0.6%. Although both figures are slightly below that of Indian youths' statewide representation in the general population, the following should be noted: Some status offenses and other non-violent offenses that occur on reservations and rancherias are, according to Indian sources, handled and resolved entirely by the Indian communities residing in those sites. Some of these offenses are not reported to local law enforcement agencies.

In 1989, an estimated 52% of all individuals who lived on and adjacent to California's reservations and rancherias, and who were of working age and able to work, were unemployed. Moreover, no more than 20% of employed individuals who were at least age 16 earned over \$7,000 per year. The recent suicide rate for Indians is 118 per 100,000 as compared to 12 per 100,000 for the United States as a whole.

A statewide needs assessment conducted by the Department in 1987 found that the following were the four areas of most serious unmet need for California's rural Indian youth: alcohol abuse services, recreational activities, drug abuse services, and job training and placement services. A Transfer of Knowledge Workshop, which was conducted by the Department in 1989 and which involved 64 participants from diverse tribal organizations statewide, concluded that the four areas of major unmet need were accurate and still applicable. The workshop participants added three major needs: (a) for educational programs and services, (b) for increased awareness of funding opportunities and procedures, and (c) for greater involvement in the political process. A written survey conducted by the Department in conjunction with the above-mentioned December 1990 letter to all reservations and rancherias verified the existence of the areas of major need identified in 1987 and 1989, particularly the first five mentioned above.

4. The Department developed options to help the Juvenile Justice State Advisory Group plan for the best use of the JJDP funds. These options were based largely on information it obtained during its two-day Native American Pass-Through Conference, in February 1991. This conference was attended by tribal representatives from throughout the state and by representatives from California juvenile justice organizations. Via their closed-ballot vote taken during the conference, the tribal representatives strongly recommended that the JJDP pass-through funds should be made available to "an organization designated by and representing a group of individual tribes." This organization did not yet exist; but if established, it would be called the California Task Force on Indian Juvenile Justice. The suggested functions of this task force, which were articulated during the Pass-Through Conference, could include:
 - a. Seeking additional funding sources for juvenile justice and delinquency prevention programs/projects that serve Indian youth;
 - b. Identifying, organizing, coordinating, and prioritizing service needs and resources for Indian youth;
 - c. Serving as a resource for state, local, and federal agencies, and acting as a liaison between tribes and government;
 - d. Training;
 - e. Sharing information;
 - f. Participating in the political/legislative process, long-range planning, and publicizing of success; and
 - g. Establishing a state government "Native American Desk," the main purpose of which would be to coordinate the multiplicity of resources specifically designated for Native Americans.

The tribal representatives believed that such an entity and set of functions would be the best way to use the limited available pass-through funds to begin addressing juvenile justice and delinquency prevention needs of California's Indian youth on a statewide and long-term basis. They viewed this as seed money and an investment in capacity building for the Native American community as a whole.

The Department supported the tribal representatives' recommendation and presented it to the State Advisory Group Planning Committee on March 14, 1991. The Planning Committee supported the Department's position and formulated the following specific recommendations, which were unanimously accepted by the full State Advisory Group on the next day:

- "(1) To support the concept of a Task Force, by expending funds that remain in the present Native American Juvenile Justice Project for a meeting of the Interim Committee [of that Task Force] for the purpose of developing the Task Force; and
- (2) To help establish the Task Force by using 1990 funds to either augment the present Research on Native American Juvenile Justice Project grant to the Youth Authority or to support a new grant that would be administered by the Youth Authority."

PART I
THE NATIVE AMERICAN JUVENILE JUSTICE PROJECT

Background

Congress established the federal Juvenile Justice and Delinquency Prevention Act of 1974, as amended, to provide a comprehensive, coordinated approach to the problems of juvenile delinquency and to provide resources to increase the capacity of governmental, public, and private agencies to conduct effective juvenile justice and delinquency prevention and rehabilitation programs. Congress annually determines whether to appropriate funds for this purpose. Under the administration of the Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), available funds are allocated among the states, primarily based on the relative population of youth under age 18.

In California, these funds are administered by the Office of Criminal Justice Planning (OCJP). The individual projects to be funded are selected by the Juvenile Justice State Advisory Group (SAG). The main purpose of the California JJDP grant awards is to encourage the development of new programs, or to expand existing programs, designed to prevent juvenile delinquency or reduce juvenile recidivism through direct services to youth. The federal regulations are designed to target the juvenile justice and delinquency prevention funds so that substantial impact can be achieved.

The Indian Pass-Through Amendment

A 1988 amendment to the JJDP Act of 1974 made pass-through funds available to either individual tribes, to organizations designated by tribes to represent them, or to combinations of eligible tribes. If the relative number of persons under age 18 within a geographic area in which an Indian tribe performs law enforcement functions is too small, or if the amount of available Indian pass-through funds is itself small, the state, after consulting with all eligible tribes, may make the funds available to:

- a combination of eligible tribes,
- an organization designated by and representing a group of individual tribes, or
- one or more of the tribal jurisdictions within the state.

When the state makes Indian pass-through funds available through one of these alternatives, it must document that all eligible tribes were consulted in reaching the decision to use the given alternative funding mechanism and that they approved the plan. This documentation must be available for review by OJJDP and the affected tribal entities.

The State Plan

Pass-through funds must be distributed in accordance with the State Plan, which is updated periodically. The 1988 amendment requires that each state include in its current State Plan the method of distribution and the use(s) of the funds. This plan is the application submitted by each state to the Office of Juvenile Justice and Delinquency Prevention for the annual allocation of JJDP funds. For California to have received its allocation of \$5.4 million for Federal Fiscal Year 1991, the Office of Criminal Justice Planning had to submit the State Plan, including provisions for the distribution of funds to Indian tribes, to OJJDP. Before OCJP would be able to submit the State Plan to OJJDP, the Juvenile Justice State Planning Advisory Group had to adopt all provisions of the plan at a public meeting.

The Project

To obtain information needed for its State Plan, OCJP issued a solicitation for research on May 4, 1990. It subsequently awarded the Department of the Youth Authority a grant, titled, "Research on Native American Juvenile Justice Project." This project was subsequently conducted by the Department's Research Division.

Project Goals

The project goals were fourfold:

1. Identify which tribes are eligible to receive JJDP funds;
2. Advise eligible tribes about the availability of JJDP funds and the nature of JJDP's funding requirements;
3. Collect and present information pertaining to California's Native American tribes for use by OCJP in updating the Juvenile Crime Analysis section of the State Plan;
4. Develop options to help the Juvenile Justice State Advisory Group plan for the best use of the JJDP funds.

The remainder of this report will address each of these goals in turn.

PART II
IDENTIFYING ELIGIBLE TRIBES

Goal 1 of the Research on Native American Juvenile Justice Project was to identify which tribes were eligible to receive JJDP funds. A 1988 amendment to the federal Juvenile Justice and Delinquency Prevention Act of 1974 indicated that Indian tribes which have "law enforcement functions" are eligible to receive those funds. Law enforcement functions are defined in JJDP's Formula Grants Regulations as "activities pertaining to the custody of children, including, but not limited to, police efforts to prevent, control, or reduce crime and delinquency or to apprehend criminal and delinquent offenders, and/or activities of adult and juvenile corrections, probation or parole authorities." Thus, law enforcement functions include juvenile justice and delinquency prevention activities.

In California, however, law enforcement functions do not fall under the jurisdiction of Indian tribes. This is because California is one of nine states that were encompassed by Public Law 280 of 1953. This law conferred to each state's law enforcement agencies, rather than to Indian tribes, criminal jurisdiction over offenses committed by or against Indians in Indian Country. This included matters pertaining to juveniles. However, the legal interpretations of PL 280 are varied, a fact which has implications for eligibility with regard to OJJDP funds.

Since its enactment, PL 280 has been the subject of numerous lawsuits. Moreover, because of amendments to that law, a state may transfer back to the federal government the jurisdiction which the government had transferred to the states under PL 280. (This process is called "retrocession.") The U.S. Congress and the California Legislature have enacted several laws and codes which bear not only on retrocession but on criminal jurisdiction. Regarding criminal jurisdiction, one unresolved issue is whether PL 280 conferred "exclusive" jurisdiction on the states or whether it conferred jurisdiction on the states "concurrent" with the tribes.

Some California tribes are presently trying to obtain law enforcement jurisdiction and functions through various means. Included are "partial retrocession" and the deputizing of individuals designated by a tribe for the purpose of performing law enforcement functions in conjunction with county agencies and departments. Still another approach involves a tribal/state compact in which it would be agreed that concurrent jurisdiction exists.

The State Office of Criminal Justice Planning—which administers JJDP pass-through funds—has recognized, as have Indian tribes, the difficulties of interpreting existing federal legislation and regulations regarding eligibility for those funds as they relate to California's tribes. In addition, the State Advisory Group—which selects the projects that are to receive pass-through funds—indicated in 1990 that issues and needs relating to juvenile justice and delinquency prevention are common to many or all tribes, regardless of who may have jurisdiction over offenses. As a result, the SAG indicated that funds for addressing such issues or needs should be made available to all California tribes.

Because of the above-mentioned legal issues, uncertainties, and existing activities, and because of the resulting difficulties in definitively interpreting the federal eligibility requirements as they relate to California's tribes, OCJP consulted with the federal Office of Juvenile Justice and Delinquency Prevention in December 1990 and January 1991. Based on those consultations, and in order to avoid lengthy delays that might otherwise have resulted from continued efforts to resolve the eligibility issues, e.g., through the courts, the following took place: OJJDP and OCJP, in consultation with tribal representatives, agreed to support the State Advisory Group's desire and intention to make a portion of the JJDP funds available for Native American juvenile justice and delinquency prevention projects.

PART III
ADVISING TRIBES ABOUT FUNDING

Goal 2 of the project was for the Department of the Youth Authority to advise all eligible tribes about the availability of Juvenile Justice and Delinquency Prevention funds and the nature of OJJDP's requirements regarding those funds. This notification was to occur via letter. In that letter, the Department was to request a reply from the tribes, and follow-up letters or telephone calls were to be made in order to increase the tribes' rate of reply.

On December 21, 1990, a letter that addressed all elements of the above goal was mailed by the Department to all eligible California tribes. This letter was directed to the Chairperson or other tribal leadership of all reservations and rancherias in California, as identified by the most recent Bureau of Indian Affairs (BIA) Tribal Directory. The letter is shown in Appendix A, together with a list of the reservations and rancherias to which it was sent. The letter described the source, purpose, availability, and amount of the JJDP funds. It also described the nature of their distribution and JJDP's funding requirements as well.

The Department mailed a follow-up letter to the tribes on January 3, 1991. This letter had two main goals. First, it was designed to increase the rate of reply to the December 21 letter itself, that is, to acknowledge its receipt. Second, it was designed to increase the extent of tribal participation in a planned Native American Pass-Through Conference whose main purpose was to address the JJDP funding requirements. (The conference is described on pp. 23-30.) As described on pg. 22, the follow-up letter achieved its goal.

PART IV
INFORMATION ON JUVENILE JUSTICE AND NEEDS OF YOUTH

Goal 3 of the Research on Native American Juvenile Justice Project was to collect and present information pertaining to California's Native American tribes for use by OCJP in updating the Juvenile Crime Analysis section of the State Plan. Included was to be (a) demographic information about the Native American youth population on reservations and rancherias, (b) juvenile justice statistics on arrested Native American youth, and (c) other information that might bear on juvenile justice and delinquency prevention for those youth.

Population Data

Census data from 1990 provided by the State Department of Finance (DOF) were used to estimate characteristics of the total population within each reservation. The Bureau of the Census counts, which are used by DOF, include all individuals who define themselves as Indian and who can specify a tribe to which they belong. According to the most recent data available at the time of data collection, 45,755 individuals, of whom 13,599 are Native Americans, lived on 99 reservations or rancherias in the state; these individuals belong to a total of 102 tribes. Some 5,710 of the 13,599 Native Americans, or 42.0%, are below age 18. (Table 1.) Bureau of Indian Affairs figures suggest that often a third again as many individuals live adjacent to reservations and therefore do not appear in the Bureau of Census counts. The Census counts also indicated that the statewide population of Native Americans was 184,065 and those under age 18 accounted for 51,494. These under-18 individuals are 0.7% of California's overall juvenile population.

Population figures for every California reservation and rancheria are shown in Table 2, separately for youth and for all ages combined.

Juvenile Justice Information

Juvenile justice information in the following tables and appendices was compiled from the Bureau of Criminal Statistics for 1989, which was the latest available year. This information relates to law enforcement as well as probation.

Law Enforcement

Arrests. In 1989, there were 238,241 juvenile arrests, statewide. Of these—which included all felony, misdemeanor, and status arrests—1,035 (0.5%) were of Indian youth. Of all the felony, misdemeanor, and status arrests of juveniles statewide, Indian youth accounted for 0.3%, 0.5%, and 0.4% respectively. (Table 3.)

Dispositions of Arrests. Of all the juvenile arrests of Indian youth in 1989, 22.3% were handled by the law enforcement agency itself. This figure is somewhat lower than that for all races/ethnicities combined. Of all the juvenile arrests of Indian youth in 1989, 76.8% were referred to probation. This figure is slightly higher than that for all races/ethnicities combined. (Table 4.)

Probation

Referrals to Probation. In 1989, there were 171,244 juvenile referrals to probation, statewide. Of these, 992 (0.6%) were of Indian youth. Of all the felony, misdemeanor, and status offense referrals to probation statewide, Indian youth accounted for 0.5%, 0.7%, and 0.7% respectively. (Table 5.)

Actions on Referrals. Of all referrals of Indian youth to probation in 1989, the actions taken by probation were as follows: case closed/transferred, 42.4%; case placed on informal probation, 10.9%; and, petition filed, 46.7%. These figures were almost identical to those statewide, that is, for all racial/ethnic groups combined. (Table 6.)

Dispositions of Petitions. Of all petitions filed by probation on Indian youth in 1989, 73.9% resulted in formal probation. This was moderately higher than the statewide figure (65.9%). (Table 7.)

The above findings indicate that, of all arrests of juveniles statewide, Indian youth accounted for 0.5%; and of all referrals to probation, they accounted for 0.6%. Although both figures are slightly below that of Indian youths' statewide representation in the general population, the following should be noted: Some status offenses and other non-violent offenses that occur on reservations and rancherias are apparently handled and resolved entirely by the Indian communities residing in those sites, and some of these offenses are not reported to local law enforcement agencies. This non-quantified information was obtained directly by Department research staff during the CYA Needs Assessment, during the Youth Authority's Transfer of Knowledge Workshop, and from the Native American Advisory Committee to the Department.

Further Information

Appendix B shows arrests as well as referrals to probation by gender. Appendix C provides the same type of arrest and referral information by race/ethnicity. Both appendices indicate that the percentage of arrests and referrals to probation, respectively, are comparable for Indian youth and all racial/ethnic groups combined, that is, for the statewide youth population.

Appendix D shows that, of all referrals to probation, Indian youth were slightly more often detained when compared with all racial/ethnic groups combined: For Indian youth, the percentage of referrals who were securely detained was 34.2; for all racial/ethnic groups combined it was 31.0. Similarly, for Indian youth the percentage of referrals who were not securely detained (but were nevertheless detained) was 6.9; for all racial/ethnic groups combined it was 2.6.

Unmet Needs of Native American Youth

To help develop recommendations for the State Advisory Group regarding the use of JJDP funds, it was necessary to identify the unmet needs of California's Native American

youth. Toward this end, information was gathered from three sources: (1) a California Youth Authority needs assessment, (2) A Youth Authority Transfer of Knowledge Workshop, and (3) the present project.

Youth Authority Needs Assessment

A detailed assessment of the needs of California's rural Native American youth was completed in 1987 (Torres and Palmer, 1987). The main findings of this study were summarized by Jane Henderson, consultant to the Senate Select Committee on Children and Youth—California Legislature—during the Transfer of Knowledge Workshop described below. This summary, which also provides information about the life circumstances of California's Indian youth, is as follows:

The study examined the issue of needs from the perspective of factors which may cause delinquency and those which might prevent further delinquency or criminality. The report documented four serious unmet needs of rural Native American youth in California:

- *Alcohol Abuse Services;*
- *Recreational Activities;*
- *Drug Abuse Services; and*
- *Job Training and Placement Services.*

The study also found that:

- *High alcohol consumption was the factor most often associated with crime and delinquency;*
- *Over 6,300 rural Indian school-age youth live on or near a reservation.*
- *The proportion of the population that is school-age is about 50% greater than [in] the statewide population;*
- *Statewide, rural Indian youth are characterized by high dropout rates. Those who reach the tenth grade are more likely to drop out than white students;*
- *In nine of every ten reservations, at least 20% of all residents are below the poverty level; and*
- *Unemployment for the reservation population is 47%.*

When information from all data sources was considered, the report concluded that the most serious need is for the development of programs that can impact the alcohol abuse problem. The socioeconomic factors that have been found to correlate with youth alcoholism include:

- *Personal Problems--low self-esteem, impulsive behavior;*
- *Peer Problems--negative peer pressure and delinquent friends;*
- *Family Problems--alcoholism, neglect, physical abuse; and*
- *Cultural Environment--conflict between home and school.*

The second area of major need is for recreational activities. Very few such activities exist on most reservations, and this situation, in turn, is believed to exacerbate the alcohol abuse problem. The third area of unmet need is that of drug abuse services. Indian youth are not always aware of the drugs they are abusing, and such usage is often intermingled with alcohol abuse. Reservations near cities are thought to have a more critical drug problem than isolated reservations. The fourth most unmet need is for job training and job placement. Most youths (of working age) are jobless and receive no job training, and few are hired under government programs.

The control of crime and violence and the responsiveness of law enforcement and the judicial process were often mentioned as issues. The most frequently mentioned crime was fighting, and it was generally in connection with drinking. Some reservations have tribal police with limited authority to deal with minor matters. However, all reservations tend to call on city or county law enforcement agencies if serious incidents arise. But the response of such agencies was often described as excessive and the relations between the reservations and the local police are often strained; this is partly because many Indians feel that youth are discriminated against.

Other unmet needs for youth on reservations include family counseling, cultural education, out-of-home placement, a responsive public school curriculum, sex education and birth control education, support services for teen parents, and transportation. (Transfer of Knowledge Workshop, 1989, pp. 11-13.)

Transfer of Knowledge Workshop

A Transfer of Knowledge workshop was held by the Youth Authority in July 1989 and was titled, "Strategies to Address the Needs of Rural American Youth in California" (California Youth Authority, 1991). This workshop convened 64 participants from diverse tribal organizations in order to systematically develop answers to the question, "What could be done to effectively address identified needs of Indian youth in California?" During this event, work groups met—following a set of panel presentations—to identify and address a number of problems, issues, solutions, and strategies for dealing with:

- Educational programs and services;
- Job training and employment; and
- Alcohol and drug abuse.

Selected portions of the reports from these work groups were summarized on pages 39-42 of the Transfer of Knowledge booklet issued by the Youth Authority's Prevention and Community Corrections Branch. These selections provide highlights of the issues identified and of several creative solutions. (See Appendix E.) The workshop participants concluded that the four areas of major need identified in the Youth Authority's 1987 needs assessment of rural Native American youth were accurate and still applicable. They added three major needs: (a) for educational programs and services, (b) for increased awareness of funding opportunities and procedures, and (c) for greater involvement in the political process.

During the workshop, speakers identified several areas of concern for Native Americans in general and Indian youth in particular. They felt that Indian people are pulled in many directions by economic, religious, and governmental forces of the dominant white-Anglo culture. This clashes with a theme that the speakers considered central to many Indian groups: that of balance—a balance among spiritual, mental, and physical aspects of life. Confusion caused by contradictory cultural influences is widely believed to have produced many physical and mental problems for Native Americans. In general, the speakers indicated that California Indians living on or near reservations are struggling to maintain their cultural and ethnic identity in an ever-demanding environment.

The director of the Mendocino County Indian Center summarized what many observers consider the most pressing problems:

- American Indians are the most severely disadvantaged population of any racial/ethnic group in the United States;
- Indians have very high rates of suicide and high rates of drug abuse and alcoholism as well;

- School achievement is severely compromised, and many Indian youth drop out of high school before graduation;
- While the Indian youth understands his or her environment through intuitive, visual, and pictorial means, the educational system is based on the auditory processing of abstract concepts and language skills. This disparity is a basis of many Indian youth problems. (California Youth Authority, 1989, p. 5.)

Project Findings

Some of the information that was presented in the Transfer of Knowledge Workshop and in the earlier, Youth Authority report was supported or augmented by findings from the present project. For instance:

A. Employment. Many Indian families live at subsistence levels. In 1989 the BIA estimated that 52% of all individuals who lived on and adjacent to California reservations and rancherias, and who were of working age and able to work, were unemployed. About 42% of these individuals were looking for work. (Table 8.) Only 20% of employed individuals over age 16 made more than \$7,000 annually.

B. Suicide, Drug Abuse, and Alcoholism. The recent suicide rate for Indians is 118 per 100,000 as compared to 12 per 100,000 for the United States as a whole; that is, 10 times the national average. Drug and alcohol abuse is widespread. In 1989, 9% of all felony arrests of California Indian youth were for drug offenses, and the same percentage of such offenses was found among all felony referrals to probation. An additional 9% of all arrests of Indian youth—and 9% of all referrals to probation—were for alcohol-related offenses.

Other project findings are as follows:

Population Dispersion. Population data describe a large number of different tribes and bands dispersed throughout the state, often located far from towns and cities. (Table 2.) Regarding delinquency prevention programming, this dispersion means that

centralization of program resources which might make it possible to serve large numbers of Indian youth is often unavailable. In addition, small, geographically isolated tribes often lack trained staff to develop or administer programs, and individuals with technical expertise may leave.

Education. Throughout the 1980s, the proportion of Indian youth in school remained the same as the proportion of Indians in the state population as a whole. The Indian population is approximately 1% of the total population; there is a similar proportion of certificated Indian staff working in the California public schools. During Fiscal Year 1989-90 there were 36,806 Native American students in schools throughout the state, and 1,929 Indians who graduated from high school—again, approximately 1% of the total population of high school graduates. (Department of Finance, 1990 Census Data.)

In 1989, the three-year dropout rate among Indian youth in the 10th, 11th, and 12th grades was 20.7%; this compared with the statewide average of 20.4% for all racial/ethnic groups combined (California Department of Education, Program Evaluation and Research Division. 1990. Educational Demographics).

It should be kept in mind that these summary statistics mask many concerns with the educational systems in some geographic areas, and they generally do not reflect the severity of educational problems that exist on many individual reservations. For instance, figures are only kept for dropouts from the 10th, 11th, and 12th grades, not for lower grades. During site visits that occurred as part of the Youth Authority's 1987 needs assessment, some reports were received of dropout rates approaching 100%. Similarly, during those visits and during the Transfer of Knowledge Workshop as well, several Native Americans stated that school arrangements and settings have generally been difficult. Specifically, they have been difficult not only for parents, who often feel their children are misunderstood by predominantly white teachers, but for children themselves, who often must be bussed long distances to public schools and who feel isolated from their homes, families, and particularly their Native American cultures.

Major Youth-Needs. In December 1990, a survey form which focused on the needs of California Indian youth was sent by the Department to all 98 reservations and rancherias. As seen in Appendix A, this survey was attached to the Notification letter described in Part III of this report. The survey first reviewed the "major areas of need" which had been identified in the Department's 1987 statewide needs assessment and in its 1989 Transfer of Knowledge Workshop. It then asked the respondents to indicate any "other major youth-needs" that they believed should be mentioned. No additional needs were indicated by more than three reservations and rancherias. Together with written comments which the respondents made on the survey form, this suggested that the major needs identified in 1987 and 1989 were considered accurate and comprehensive.

PART V
OPTIONS FOR USE OF FUNDS

Background

A 1988 amendment to the Juvenile Justice and Delinquency Prevention Act of 1974 made pass-through funds that may be annually appropriated by Congress available to either (a) individual Indian tribes, (b) organizations designated by tribes to represent them, or (c) combinations of eligible tribes. If the amount of available funds is small, the state—after consulting with all eligible tribes—may make the funds available to:

- a combination of eligible tribes,
- an organization designated by and representing a group of individual tribes, or
- one or more of the tribal jurisdictions within the state.

When the state makes those funds available through one of these alternatives, it must document that the tribes were consulted in reaching the decision to use the given funding approach, and that they also approved that decision. In addition, available pass-through funds must be distributed in accordance with the State Plan, and the 1988 amendment to the JJDP Act of 1974 requires that this Plan describe both the method of distribution and the use(s) of those funds.

Goal 4 of the Research on Native American Juvenile Justice Project therefore indicated that the Youth Authority would: "Develop options to help the Juvenile Justice State Advisory Group plan for the best use of JJDP funds." These options would take the form of recommendations to the SAG as to which of the three alternative approaches to distributing the pass-through funds seemed most appropriate. To develop these recommendations and to help the Office of Criminal Justice Planning include information in its State Plan about the use(s) which would be made of the pass-through funds, consultation with Indian tribes was essential. To obtain this consultation, the Youth Authority, as part of the present project, took the steps next described.

The Advisory Committee

First, an advisory committee was established during preliminary discussions between OCJP and the Youth Authority's Prevention and Community Corrections (P&CC) Branch, as well as its Administrative Services Branch. Four recognized experts on Indian affairs in California served as advisers. It was decided to meet with this committee as soon as possible in order to determine future directions and approaches and to obtain ideas on how to best gain appropriate input, involvement, and genuine support from the Native American community.

The advisory committee meeting occurred on December 3, 1990, at the Youth Authority's Prevention and Community Corrections Regional Office in Sacramento. Present at the meeting were:

Advisory Committee Members

- Vernon Johnson - Executive Director, California Council of Tribal Governments
- Denis Turner - Executive Director, Southern California Tribal Chairmen's Association
- Keith Taylor - Project Manager, Northern California Indian Development Committee
- Dave Vallo - Executive Director, American Indian Training Institute

Youth Authority and OCJP Staff

- Dr. Ted Palmer - Chief, P&CC Research Bureau (Project Coordinator)
- Pat Morrison - Community Services Consultant, P&CC Branch
- Lisa Goodwill - Manager of Grants Program, Administrative Services Branch
- Mary Wandschneider - Acting Chief, Juvenile Justice Bureau, OCJP

Obtaining Participation from Tribes

Based on input from, and discussion with, the advisory committee, an inclusive approach was agreed upon and adopted by the close of the meeting. It was seen as essential for all California Native American reservations and rancherias to have an opportunity to provide input regarding the utilization and distribution of the federal funds for delinquency prevention. In order to obtain the widest possible unbiased input, all reservations and rancherias would be invited to send a representative to a statewide meeting at which those issues would be carefully discussed and a consensus would hopefully be reached by the Indian community. This approach had the advantage of not attempting to impose a plan or solution upon the participants and, instead, of having maximum relevance to their own perceived needs.

Given the sensitivities of numerous tribes, it was agreed that the meeting should be held in as informal and "neutral"—i.e., as relaxed and "unofficial"—a setting as possible. Such a setting had been used in the successful 1989 Transfer of Knowledge Workshop and it was seen as likely to enhance attendance and active participation in the planned meeting as well. Sacramento was selected as the best all-around location for the meeting, since it was centrally placed relative to California's Native American population as a whole. To meet OCJP's pre-established time frame for submitting the State Plan, it was decided that the meeting had to occur no later than the first week of February.

On December 21, 1990, the Department of the Youth Authority therefore mailed a letter to the Chairperson or other tribal leadership of all reservations and rancherias, as identified by the most recent Bureau of Indian Affairs Tribal Directory. This letter (see Appendix A) explained the project, the issues, and the nature and purpose of the statewide meeting; it also asked for one or two nominations to the meeting. To encourage prompt replies, nominations were requested by December 31, 1990. The letter was signed by C. A. Terhune, Director of the California Youth Authority, and by Albert Howenstein, Executive Director of the Office of Criminal Justice Planning. Data collection activities

were briefly referred to. Information about youth needs was also requested; this was designed to update the information obtained during the Youth Authority's 1987 needs assessment and during the 1989 Transfer of Knowledge Workshop. (As it turned out, little new or different information was obtained.)

By the targeted cut-off date, only six rancherias and reservations had responded. They provided a total of ten nominations to the meeting. As a result, the Youth Authority's Project Coordinator contacted the advisory committee and obtained its input as to what might be done to increase the number of nominees. Based on the committee's input, it was decided that a second letter should be immediately sent to all tribes that had received the first letter. This, in effect, would give the reservations and rancherias a second and final opportunity to provide a nominee and to thus have input into the process. Given the time constraints and the need to obtain a meeting site almost immediately, responses to this second letter were to be no later than January 10. It would not have been realistic to seek a meeting site until the approximate number of participants was known; thus the importance of determining the number of nominees. It was hoped and expected that there would be 20 to 40 participants since it was believed that this number could adequately represent the overall Native American community, on the one hand, and could be manageable in terms of group processes and eventual decision-making, on the other.

The second letter received a good response from the reservations and rancherias, mainly between January 7 and 11. Based on this response it became possible to move ahead with the task of obtaining an appropriate meeting site. Additional planning meetings were convened in order to develop an agenda and address logistics. These meetings involved staff from the Youth Authority's Prevention and Community Corrections Branch, the Youth Authority's Research Division, and OCJP.

The Native American Pass-Through Conference

Approach and Topics

On February 5-6, 1991, twenty tribal representatives convened in Sacramento, together with nine representatives of juvenile justice organizations. Two members of the project advisory committee were present, one of whom was also a tribal representative. The general approach taken by the Youth Authority and OCJP conference planners was to provide needed information to the tribal representatives and to then solicit their ideas and views through large and small group processes.

The character of the meeting was participatory from the start. Tribal representatives responded immediately to information provided by various speakers. Group members frequently used experiential vignettes to illustrate points, and questions or issues raised by, and for, justice system officials were answered directly.

For instance, one issue related to the fact that the State Advisory Group and the Office of Criminal Justice Planning have both desired increased participation by Indian tribes in their activities and funding priorities. Outreach efforts, even with offers of technical assistance in the preparation of applications, have often been insufficient to generate proposals. Regarding this issue, participants explained that most tribes have no money to attend bidders' conferences or related meetings and that, although many tribes have some experience in grant-writing, they and others often need help in doing so. In addition, the rapid turn-around time for proposals required by OCJP was cited as often being diametrically opposed to Indian process-models of decision-making.¹ Yet, at the same time, since money is often very scarce, its absence is an important factor in trying to keep the momentum going.

¹In a related example, one participant explained that among Indian groups, courtesy is a cultural requirement. A "catharsis" must take place between the members before a decision can emerge. Though time-consuming, the need for catharsis must somehow be honored. "Big talkers are facilitators, but the process eventually takes place... It's important that there be agenda flexibility to let it happen that way." The point was that considerable time is often needed to develop a proposal that is supported by given Indian communities.

In addition, the degree of administration needed to properly administer grant funds was described as often lacking. Moreover, staff are frequently not available to put together programs and, since tribes must have community involvement in order to develop proposals, the short time frames of many requests for proposals make it almost impossible to assemble complete applications.

Also, many reservations and rancherias do not have a large population of young people. Moving out—therefore, staff turnover—is also a problem, one that not only involves the loss of technical expertise, but of appropriate role models for youth.

Other factors mitigate against the greater involvement of Indian people in decision-making groups. These include lack of infrastructure, lack of money and transportation, isolation (as one participant explained, "It may be 75 miles to the nearest movie"), and, in some areas, entrenched inter-generational racial discrimination.

In addition, the long-standing de facto status of Indians as second-class citizens has severely affected their self-esteem. As one participant stated, "Indians are under-counted. In the 1940's, Indian people were not allowed to buy alcohol or to vote. Though tribes are very different from each other in food and in culture, we are all seen as a single group. We're Native Americans. Few realize that, per capita, we have the highest rate of servicemen and of commendations and awards for valor. Indians are not aware of what to be proud of as Americans." Cultural conflict is considered a real problem. "How can we lead two lives? We must look realistically at what we need. Perhaps we may need economic development dollars, not subsidies....On a reservation of 500 people, we've had two suicides in the last 45 days."

By the end of the first afternoon session, the conditions of chronic desperation existing among many Indian groups were acknowledged by essentially all participants, as was the need to assure that effective action be identified, taken, and supported in a sustained way.

After the overall group's concerns had been described and seemed to be understood, three small groups convened. Each group had a recorder who wrote down on tear sheets

the group's ideas as to how best to utilize the Native American pass-through funds. (Detailed notes from these discussions are presented as Appendix F.) Two of the groups had time to develop priorities among the many options considered. Both of these groups identified the need for a group coalition, a statewide commission, or a task force (these terms being used synonymously), as being of greatest importance.

Options for Use of Funds

By the following morning the documentation from the previous small-group discussions had been synthesized by Youth Authority staff into a summary presentation. This presentation was followed by another large group discussion. During this discussion six main options for using the federal pass-through funds were delineated and further described by the tribal representatives. Specifically, it was believed that the pass-through funds could be used for: (1) direct program funding, (2) training, (3) a statewide Native American juvenile justice and delinquency prevention (JJDP) group, (4) research, (5) an Indian desk; or (6) an open RFP. The basic components, features, and/or goals of each option are shown in Figure 1.

FIGURE 1: Options for Use of Pass-Through Funds

1. Direct Program Funding

- Existing program
- Pilot program
- 1 North, 1 South, 1 Central
- Require first-year project to assist next year's project
- K-8 program: Drug Abuse Resistance Education ("D.A.R.E.")
- Restitution program emphasizing community service as opposed to monetary restitution

2. Training

- Grant writing and administration
- Public Law 280: identify needs and expertise within community
- Child advocacy
- Youth-leadership skills
- Rights of parents and youth: School Attendance Review Board (S.A.R.B.), teachers, juvenile justice system
- Drug, alcohol, crime prevention
- Cultural awareness: teachers' cultural awareness
- Successful programs
- State employees, law enforcement, court system, working with Native American groups

3. Statewide Native American Juvenile Justice and Delinquency Prevention (JJDP)

Group

- Seek additional funding sources
- Resource for state agencies
- Organize, coordinate, prioritize

FIGURE 1 (Continued)

- Share information, e.g., via newsletter
 - Access political process
 - Identify ways to work together
 - Look at the whole picture
 - Publicize successful models
 - Provide training
 - Subgroups for special focus-areas
 - Energy and assertiveness
 - Many voices unified
 - Empowerment, long-range planning
4. Research
- Find out what works
 - Identify problems
 - Conduct youth survey and symposium
5. Indian Desk
- Centralized funding: State responsibility to coordinate multiple sources of resources specifically designated for Native Americans, such as initiatives from the Department of Education (DOE), Office of Criminal Justice Planning (OCJP), Equal Employment Opportunity Commission (EEOC), and Department of Health (DOH).
6. Open RFP
- Time-limit
 - Split money among applicants
 - Evaluate

To determine which of these options might receive the consensus of, and therefore be supported by, the participants, a vote was then taken via closed ballot among the tribal

representatives present. Three individuals counted the results in the presence of the full group, supervised by a non-voting project advisor. (This advisor did not vote because he did not attend the conference as a tribal representative.) Sixteen tribal representatives voted for Option 3 (above)—a Statewide Native American Juvenile Justice and Delinquency Prevention Group—as the primary option for utilizing the federal pass-through funds. Options 1, 2, and 6 (above) received one vote each. One participant was not present for the vote.

The California Task Force on Indian Juvenile Justice

Once the above choice was made, a wide-ranging discussion was held by the tribal representatives regarding the proposed title, the jurisdiction, the functions, the purposes, and approaches to the implementation of the proposed group. It was decided that the group would be called the California Task Force on Indian Juvenile Justice. Suggested functions of this Task Force, as brainstormed during the meeting, may include:

1. Seeking additional funding sources for juvenile justice and delinquency prevention programs/projects that serve Indian youth;
2. Identifying, organizing, coordinating, and prioritizing service needs and resources for Indian youth;
3. Serving as a resource for state, local, and federal agencies, and acting as a liaison between tribes and government;
4. Training;
5. Sharing information;
6. Participating in the political/legislative process, long-range planning, and publicizing of success; and
7. Establishing a state government "Native American Desk," the main purpose of which would be to coordinate the multiplicity of resources specifically designated for Native Americans.

It was envisioned that this Task Force would be a vehicle for "joining together many voices," for combining energy and motivation, and for establishing subcommittees that could focus on specific areas of interest and need.

Implementation Plans and Follow-up

Once the preferred option was selected, conference participants began discussions and preliminary decision-making with respect to implementation. Specifically, tribal representatives at the February 5-6 meeting selected Tom Lone Eagle, Robert Salgado, and Robert Super—each of whom had participated in the meeting—to review the information regarding, but not limited to, the meeting that the Youth Authority was to present to the State Advisory Group during the latter's March 1991 meeting in San Diego.

During the February 5-6 meeting, the following group members were nominated and elected by the full group of tribal representatives to serve as an interim committee of the California Task Force on Indian Juvenile Justice:

Tom Lone Eagle	Robert Salgado
Barbara Murphy	Sonny Hendricks
Dale Lara	Curtis John
Florence Hyde	Cynthia Devers
Robert Super	Rich Steward

Tom Lone Eagle was selected by the interim committee members to act as chair of that committee. Karen Garcia and Jesse Toggery were designated as alternates.

The conference concluded with a moving presentation by Vernon Johnson, Executive Director of the California Council of Tribal Governments. Mr. Johnson described his own incarceration in the Youth Authority's Preston School of Industry for nine months on a truancy charge many years earlier, and his relief that status offenders are no longer incarcerated in California. He spoke of the bitterness this caused, and of his subsequent dream of eventually starting a school on the reservation. He then described his new program, which is funded through the 1988 set-aside for youth centers and youth shelters in

California. So moving was his presentation that another tribal representative immediately pledged \$1,000 to the program.

On February 15, 1991, a letter summarizing the results of the Native American Pass-Through Conference was sent by Drs. Ted Palmer and Barbara West of the Youth Authority's Research Division, by Patricia Morrison of the Youth Authority's Prevention and Community Corrections Branch, and by Mary Wandschneider from the Office of Criminal Justice Planning, to each participant listed in Appendix G. A set of attachments to the letter included results from the small groups' deliberations and the final set of options that were developed during the meeting.

Presentation to the State Advisory Group

On March 14-15, 1991, the State Advisory Group convened in San Diego to hear applicants for Fiscal Year 1990 Juvenile Justice Grants and to make funding decisions about California's Juvenile Justice and Delinquency Prevention Formula Grant Funds.

The Youth Authority's Chief of Research presented the recommendations of the February 5-6 Native American Pass-Through Conference attendees. These were first presented on March 14 to the SAG Planning Committee, which then formulated and unanimously passed its own resolution of support for the Task Force concept. The recommendations were then presented on March 15 to the full State Advisory Group, which had a special agenda-item devoted to the Native American Pass-Through project.

Interim Task Force chair, Tom Lone Eagle, began his formal presentation to the State Advisory Group as follows:*

"I appreciate your giving me some time. I want to convey from my council and from the elders of my reservation appreciation for the fact that this group or board is doing something that the federal government has not done. And that is to allow the tribes to basically have control over their destiny in dealing with their Indian youth....

*The quotations that follow have been condensed and slightly edited for continuity.

"For the first time I see all of our tribes saying, 'Look, we know what the problems are'. And now we've got a group, in the Task Force, that says, 'Let's do something about it—about those problems!' By working with California Youth Authority staff and personnel to give the Task Force the guidance it needs, I feel we can move in very positive directions that will benefit not only the Indian tribes but our local governments, law enforcement, and the State of California.

The Chair of the State Advisory Group responded to Mr. Lone Eagle with the following information:

"We [the SAG] would like you to understand that the \$35,000 you're working with is strictly the past year's pass-through funds. The process that you saw SAG go through today, in its review of numerous proposals, involves additional money that is available to the tribes—-or, pieces of it are available to the various tribes—-if they want to get into that competitive process in next September's RFP. So don't just think of the \$35,000. Think of the whole process, too."

The Youth Authority's Chief of Research then summarized the group decision-making process that occurred during the February 5-6 meeting and which resulted in the recommendation for a Task Force.

"My observation is that this was a very enthusiastic group, one with a lot of energy. There was considerable skepticism at first, but the group then coalesced and it then knew what it wanted to do. There was a lot of good humor in the process as well. By the end of the second day the group voted—16 to 3—that its recommendation—which we support—is to form the group that Tom Lone Eagle referred to: the California Task Force on Indian Juvenile Justice.

"The functions identified for this group include the following: Planning; identification of resource and service needs; training; seeking resources; also, information-sharing with government. And the final function—one I think is particularly important—is publicizing success.

"To put all that in my own words, the group basically said: 'We want to work together for capacity building.' This is definitely different than the kind of direct service that is often brought before the State Advisory Group. The February 5-6 Indian representatives voted overwhelmingly that this was the direction they wanted to go. During that meeting they identified, among themselves, ten people to serve on an interim committee. They selected Tom Lone Eagle to chair that committee. One of the things that was mentioned early in the first day of the meeting was the proverb that, "If you give a man a fish, you feed him for a day. If you teach a man to fish, you feed him for a lifetime." I think that what the group ended up with was the latter part of that proverb. Its idea is to develop the capacity to serve more than just those young people who would be served by one particular grant alone."

The Chair of the SAG Project Application Review Committee initiated the following exchange with Mr. Lone Eagle:

"Although you don't know me, I have an expertise as a trained community organizer. I've developed cost-effective utilization of volunteers and other professionals in the community. And if there is a group I would give free services to it would be our Native American population. What I'm saying is that there are many people on this SAG who have significant skills, insights, expertise. I think we represent a knowledge-base and a skill-base that we can dedicate to you in our spare moments, which aren't many. I think that those of us who have commitment will do it."

Tom Lone Eagle: "That's exactly what it will take to make this work."

The Chair of the SAG Project Application Review Committee: "I think so too. I have faith in 'big people'. I believe they are out there, and that such people would be committed to help you. We can wait for government to catch up with the money."

Tom Lone Eagle: "You stand a chance yet, because being an Indian is not necessarily in the color of one's skin. It's a way of life!"

Chief of Research: "Wilbur Beckwith—through the Prevention & Community Corrections Branch, and his consultants—as well as I, through the Research Division, are pledged to continue our technical assistance to Mr. Lone Eagle and his group."

Tom Lone Eagle: "To show you how involved the California tribes want to become, I'd like to mention that every tribal member present at the [February 5-6] meeting, committed their tribe to using its office equipment, to using telephones, to sharing staff—to doing whatever it takes to make this work. It made me feel very proud to see all our tribes going in one single direction in making that offer."

Vice-Chair of SAG Planning Committee: "As those of you who have been on SAG for some time know, this is a real breakthrough. We've tried for a very long time to address the problems faced by Indian youth. I've been on the SAG a very long time, and there have been times when we haven't had as much general agreement and cooperation. What is comes to is this: This has been a very positive thing; and everyone I've talked to who was at the [February 5-6] meeting just exudes enthusiasm, and that's really great to see."

State Advisory Group Recommendations

The State Advisory Group then voted to adopt the SAG Planning Committee's recommendations. These recommendations were as follows:

- (1) To support the concept of a Task Force, by expending funds that remain in the present Native American Juvenile Justice Project for a meeting of the Interim Committee for the purpose of developing the Task Force; and
- (2) To help establish the Task Force by using 1990 funds to either augment the present Research on Native American Juvenile Justice Project grant to the Youth

Authority or to support a new grant that would be administered by the Youth Authority.

Each recommendation was accepted unanimously by a vote of 16-0-0.

When the voting was completed, the SAG Chairman concluded the meeting with the following statement:

"...As you are well aware, in a couple of meetings [of the SAG] some time back it became clear that we were not happy about the fact that we weren't getting proposals from the Indian tribes. We felt that probably a lot of education or help was needed. We think this [the Task Force] is a positive step. Though I don't have the same expertise as [the Chair of the SAG Project Application Committee] whatever I have that could be used I would be happy to pledge; and I'm sure many other members of the SAG would do the same."

The Future

Both the California Task Force on Indian Juvenile Justice Interim Committee and the State Advisory Group have recognized the large and urgent need for services to combat alcohol and drug abuse, to provide positive recreational experiences, for job training and placement, and for meaningful educational experiences for California's Indian youth. They have provided unqualified support and determination that the problems identified in this report will be addressed by the future activities of a newly formed, California Task Force on Indian Juvenile Justice. This future work will be supported by JJDP pass-through funds, by other monies set aside by the SAG, and by the in-kind facility, personnel, and other support provided by tribal organizations committed to the effort.

Issues and tasks relating to the Task Force in the immediate future are likely to include developing a written proposal to the Office of Criminal Justice Planning; deciding how to establish the task force and ensure its fiscal accountability; and the nature and form of task force membership, its officers, and their responsibilities. Once these procedural issues are decided, the focus is likely to shift to generating a comprehensive mission statement, to obtaining tribal resolutions that express support for the Task Force, and to identifying specific achievable goals for the group.

Organizing the work of the Task Force will necessitate convening the Interim Committee for at least one more working session. At that time developmental issues and tasks such as those listed here can be addressed. Reflecting its own commitment to the prevention of delinquency, the California Youth Authority stands ready to help implement this process in any way it can to assure the successful accomplishment of Task Force goals.

REFERENCES

- California Youth Authority. (1989). Strategies to address the needs of rural American Indian youth in California. Sacramento: California Youth Authority, Office of Criminal Justice Planning, and American Indian Training Institute, Inc.
- Torres, D., & Palmer, T. (1987). Needs of rural American Indian youth in California: Offenders and those at risk of offending. Sacramento: California Youth Authority.

TABLE 1

Total Population and Population Under Age 18 On
Reservations and Rancherias, and Statewide

Type of Population	All Ages		Under 18	
	Number	Percent	Number	Percent
Total California Population	29,760,021	100.0	7,750,725	26.0
Indian Population Statewide	184,065	0.6	51,494	28.0
Total Population on Reservations and Rancherias	45,755	100.0	10,913	23.9
Indian Population on Reservations and Rancherias	13,599	29.7	5,710	42.0

Source: Department of Finance - 1990 Census Data.

TABLE 2
Number of Individuals Residing in California
Reservations and Rancherias

Reservation or Rancheria	Total Population		American Indian Only*	
	All Ages	Under 18	All Ages	Under 18
Agua Caliente Reservation	20,206	2,063	117	23
Alturas Rancheria	5	0	5	0
Augustine Reservation	0	0	0	0
Barona Reservation	537	162	373	127
Benton Paiute Reservation	63	26	52	20
Berry Creek Rancheria	2	0	2	0
Big Bend Rancheria	3	1	3	1
Big Lagoon Rancheria	22	9	19	7
Big Pine Reservation	452	173	331	138
Big Sandy Rancheria	51	12	38	10
Big Valley Rancheria	108	33	90	29
Bishop Reservation	1,408	505	935	372
Blue Lake Rancheria	58	13	30	8
Bridgeport Indian Colony	49	23	37	17
Cabazon Reservation	813	288	20	11
Cahuilla Reservation	104	44	82	36
Campo Reservation	281	105	143	56
Capitan Grande Reservation	0	0	0	0
Cedarville Rancheria	8	4	6	2
Chemehuevi Reservation	358	82	95	39
Chicken Ranch Rancheria	73	13	10	6
Cold Springs Rancheria (Sycamore Valley)	192	89	159	78
Colorado River Reservation	1,075	118	24	9
Colusa Rancheria	22	8	19	8
Cortina Rancheria	30	9	22	6
Coyote Valley	135	67	122	62
Cuyapaipe Reservation	0	0	0	0
Dry Creek Rancheria	75	33	38	14
Elk Valley Rancheria	77	24	32	12
Enterprise Rancheria	5	0	5	0
Fort Bidwell Reservation	118	55	107	49
Fort Independence Reservation	69	12	38	8
Fort Mohave Reservation	304	102	252	93
Fort Yuma (Quechan) Reservation	2,068	635	1,160	480
Greenville Rancheria	24	4	7	0
Grindstone Creek Rancheria	103	50	102	50
Hoopa Valley Reservation - Hoopa-Yurok	2,143	816	1,733	737
Hopland	189	88	142	72
Inaja-Cosmit Reservation	0	0	0	0
Jackson Rancheria	21	7	13	4
Jamul Indian Village	0	0	0	0
Karuk Reservation	421	154	33	11

TABLE 2 (Continued)

Reservation or Rancheria	Total Population		American Indian Only*	
	All Ages	Under 18	All Ages	Under 18
La Jolla Reservation	152	79	121	71
La Posta	10	0	3	0
Laytonville Rancheria	142	47	129	45
Likely Rancheria	0	0	0	0
Lone Pine Reservation	244	80	168	59
Lookout Rancheria	17	7	12	5
Los Coyotes Reservation	58	24	42	21
Manchester-Pt. Arena Rancheria	200	83	178	80
Manzanita Reservation	84	49	47	21
Mesa Grande Reservation	96	33	72	28
Middletown Rancheria	79	25	18	8
Montgomery Creek Rancheria	11	4	9	4
Morongo Reservation	1,072	353	527	201
North Fork Rancheria	4	0	0	0
Pala Reservation	1,071	416	563	235
Pauma & Yuima Reservation	148	78	137	77
Pechanga Reservation	398	151	289	117
Picayune Rancheria	32	11	15	7
Pinoleville Rancheria	130	42	77	30
Quartz Valley Rancheria	124	35	19	5
Ramona Reservation	0	0	0	0
Redding Rancheria	101	39	79	30
Redwood Valley Rancheria	142	45	14	6
Resighini Reservation	28	12	26	12
Rincon Reservation	1,352	528	379	150
Roaring Creek Rancheria	18	11	18	11
Robinson Rancheria	139	70	113	60
Rohnerville Rancheria	14	4	1	0
Round Valley Reservation	1,183	408	577	250
Rumsey Rancheria	8	3	4	1
San Manuel Reservation	80	27	56	21
San Pasqual Reservation	512	206	212	105
Santa Rosa Rancheria	323	164	284	157
Santa Rosa Reservation	50	22	37	17
Santa Ynez Reservation	279	106	213	87
Santa Ysabel Reservation	169	58	150	52
Sheep Ranch Rancheria	0	0	0	0
Sherwood Valley Rancheria	15	2	9	1
Shingle Springs Rancheria	18	5	7	2
Smith River Rancheria	104	37	72	32
Soboba Reservation	369	149	308	140
Stewarts Point Rancheria	91	31	86	30
Sulphur Bank Rancheria (Elem Colony)	93	43	90	43
Susanville Rancheria	454	173	154	66
Sycuan Reservation	4	2	0	0

TABLE 2 (Continued)

Reservation or Rancheria	Total Population		American Indian Only*	
	All Ages	Under 18	All Ages	Under 18
Table Bluff	48	16	43	15
Table Mountain	51	10	48	9
Torres-Martinez Reservation	1,462	545	143	60
Trinidad Rancheria	78	26	59	24
Tule River Reservation	798	351	743	337
Tuolumne Rancheria	135	38	107	34
Twenty-Nine Palms Reservation	0	0	0	0
Upper Lake	76	34	28	14
Viejas Reservation (Baron Long)	411	148	227	110
Woodfords Community	14	3	0	0
XL Ranch Reservation	35	7	27	6
Yurok Reservation	1,357	400	463	197
TOTAL (Known)	45,755	10,913	13,599	5,710

(11,067)

(5,688)

*Self-identified racial grouping.

Source: Department of Finance - 1990 Census Data.

TABLE 3
Juvenile Arrests in California, in 1989

Type of Arrest	All Races/Ethnic Groups Combined		Native Americans	
	Number	Percent	Number	Percent
<u>FELONY</u>	89,026	37.4	305	29.5
VIOLENT	17,448	7.3	44	4.3
Homicide	512	0.2	0	0.0
Forcible Rape	606	0.3	0	0.0
Robbery	6,168	2.6	12	1.2
Assault	10,018	4.2	32	3.1
Kidnapping	144	0.1	0	0.0
PROPERTY	53,116	22.3	197	19.0
Burglary	23,100	9.7	107	10.3
Theft	12,236	5.1	38	3.7
Motor Vehicle Theft	16,049	6.7	41	4.0
Forgery, Checks	744	0.3	7	0.7
Arson	987	0.4	4	0.4
DRUGS	11,037	4.6	26	2.5
ALL OTHERS	7,425	3.1	38	3.7
<u>MISDEMEANOR</u>	126,312	53.0	628	60.7
Assault/Battery	17,579	7.4	95	9.2
Petty Theft	40,595	17.0	191	18.5
Drug Law Violations	15,610	6.6	72	7.0
Drunk	4,806	2.0	88	8.5
Driving Under the Influence	2,627	1.1	9	0.9
All Others	45,095	18.9	173	16.7
<u>STATUS</u>	22,903	9.6	102	9.9
TOTAL	238,241	100.0	1,035	100.0

Source: Bureau of Criminal Statistics, 1989.

TABLE 4
Dispositions of Juvenile Arrests, in 1989

Type of Disposition	All Races/Ethnic Groups Combined**		Native Americans	
	Number	Percent	Number	Percent
Handled Within Law Enforcement	65,139	27.3	231	22.3
Referred to Probation/ Juvenile Court	171,775	72.1	795	76.8
Referred to Other Agency*	1,327	0.6	9	0.9
TOTAL	238,241	100.0	1,035	100.0

Source: Bureau of Criminal Statistics, 1989.

*BCS receives its "Referred to Other Agency" numbers from law enforcement and receives its "Referrals of Juveniles to Probation" numbers (Tables 5 and 6, ; Appendices B, C and D) from probation. The numbers from these sources differ slightly.

** Disposition-of-arrest information received by BCS from law enforcement does not include an "Unknown" category. Most referrals to probation classified as "Unknown" are categorized by law enforcement as "Other," in the information it provides to BCS.

TABLE 5

Juvenile Referrals to Probation in California, in 1989

Type of Arrest	All Races/Ethnic Groups Combined		Native Americans	
	Number	Percent	Number	Percent
<u>FELONY</u>	74,426	43.5	335	33.8
VIOLENT	14,335	8.4	58	5.8
Homicide	492	0.3	3	0.3
Forcible Rape	478	0.3	1	0.1
Robbery	4,407	2.6	13	1.3
Assault	8,827	5.2	40	4.0
Kidnapping	131	0.1	1	0.1
PROPERTY	41,807	24.4	209	21.1
Burglary	18,656	10.9	113	11.4
Theft	12,277	7.2	41	4.1
Motor Vehicle Theft	9,407	5.5	48	4.8
Forgery, Checks	711	0.4	4	0.4
Arson	756	0.4	3	0.3
DRUGS	9,245	5.4	29	2.9
ALL OTHERS	9,039	5.3	39	3.9
<u>MISDEMEANOR</u>	87,837	51.3	595	60.0
Assault/Battery	12,655	7.4	95	9.6
Petty Theft	21,206	12.4	109	11.0
Drug Law Violations	10,754	6.3	58	5.8
Drunk	2,579	1.5	67	6.8
Driving Under the Influence	1,977	1.2	18	1.8
All Others	38,666	22.6	248	25.0
<u>STATUS</u>	8,981	5.2	62	6.3
TOTAL	171,244	100.0	992	100.0

Source: Bureau of Criminal Statistics, 1989.

TABLE 6

Actions Taken on Referrals of Juveniles to Probation, in 1989

Type of Action	All Races/Ethnic Groups Combined		Native Americans	
	Number	Percent	Number	Percent
Closed/Transferred	72,536	42.4	421	42.4
Informal Probation	18,045	10.5	108	10.9
Petition Filed	80,663	47.1	463	46.7
TOTAL	171,244	100.0	992	100.0

Source: Bureau of Criminal Statistics, 1989.

TABLE 7

Dispositions of Petitions Filed on Juveniles by Probation, in 1989

Type of Disposition	All Races/Ethnic Groups Combined		Native Americans	
	Number	Percent	Number	Percent
Closed/Dismissed/ Transferred	19,701	24.4	81	17.5
Remand to Adult Court	267	0.3	0	0.0
Informal Probation	2,410	3.0	14	3.0
Non-Ward Probation	1,643	2.0	15	3.2
Ward Probation:	53,165	65.9	342	73.9
Own/Relative's Home	30,593	37.9	222	47.9
Non-Secure Co. Fac.	1,411	1.7	8	1.7
Secure County Fac.	13,961	17.3	38	8.2
Other Public Fac.	745	0.9	3	0.6
Private Facility	4,974	6.2	66	14.3
Other	1,481	1.8	5	1.1
Youth Authority	3,477	4.3	11	2.4
TOTAL	80,663	100.0	463	100.0

Source: Bureau of Criminal Statistics, 1989.

TABLE 8

Labor Force Status of Indians Aged 16 Years and Over, Living On and Adjacent to Reservations, in 1989

Region of State	Percent Employed Earning \$7,000+	Percent Not Employed Able to Work	Percent Seeking Work
Central	22%	50%	40%
Northern	18%	52%	44%
Southern	22%	56%	42%
STATEWIDE	20%	52%	42%

Source: Bureau of Indian Affairs, 1989.

APPENDIX A
NOTIFICATION LETTER TO CALIFORNIA'S
ELIGIBLE TRIBES

DEPARTMENT OF YOUTH AUTHORITY
4241 Williamsborough Drive
Sacramento, California 95823
(916) 427-4816



December 21, 1990

This letter sent to people on attached list.

Dear:

The federal Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 provides funds for projects that will address juvenile justice and delinquency prevention issues. The federal JJDP office distributes available funds among the states for this purpose, primarily based on the size of the state's target population under age 18.

In California, these funds are administered by the Office of Criminal Justice Planning (OCJP). The individual projects that are to be funded are selected by the Juvenile Justice State Advisory Group (SAG). Of the monies available for California, the SAG has set aside \$35,000 per year for juvenile justice and delinquency prevention projects in eligible Indian tribes. This money will be distributed by OCJP in conjunction with the SAG. Federal instructions to OCJP are that the funds should be distributed in one of the following ways:

- (1) To a combination of eligible tribes.
- (2) To an organization designated by and representing a group of individual tribes.
- (3) To one or more of the tribal jurisdictions within the state.

The OCJP and SAG have asked the California Youth Authority (CYA) to collect information needed by OCJP in order to administer those funds and to also develop recommendations to the State Advisory Group regarding the following:

- (1) Which of the three funding-distribution options mentioned above would be the best for allocating the \$35,000 per year?
- (2) How would that option best be implemented?

To develop these recommendations, OCJP and the CYA would like to obtain input from a widely representative group of California's Indian tribes. To obtain this input, the CYA is planning to have a 1½-day statewide meeting to which it would invite representatives from those tribes. This meeting would be held in Sacramento either in late January or early February, 1991. We hope that 20-to-40 Indian tribe representatives from around the state will attend. Travel, food, lodging, and other expenses relating to the meeting will be paid by an OCJP grant to the CYA.

We respectfully request that you nominate one or two possible participants for this meeting. These should be individuals who (a) are concerned with, and knowledgeable about, juvenile justice and delinquency prevention issues relating to California Indian tribes, and who (b) would be willing to attend the above-mentioned meeting and provide input as to how best to distribute and utilize the funds. Please indicate the name, tribal affiliation, title, address, and phone number of your nominee(s) for this meeting on the attached Nomination Form, and return the form to the CYA by December 31 in the enclosed, stamped/self-addressed envelope.

Two final items:

1. In order to administer the yearly allocation of funds, OCJP needs information about the needs of California's Indian youths. This includes but is not limited to youths at risk of becoming involved with the law. Some information already exists in this regard: In 1987, the CYA, with the support and cooperation of tribal leaders, conducted a statewide needs assessment. The resulting report, which was titled Needs of Rural American Indian Youth in California: Offenders and Those at Risk of Offending, documented four major areas of need: Alcohol Abuse Services; Recreational Activities; Drug Abuse Services; and, Job Training and Placement Services. Two additional areas of need were identified by planners of the July, 1989 Transfer of Knowledge Workshop titled Strategies to Address the Needs of Rural American Indian Youth in California. These areas were: Education Programs, Services, and Issues; and, Funding and the Political Process.

If you believe that other major youth-needs should be highlighted, please list them on the enclosed form titled, Major Additional Needs of California's Indian Youth, and return the form to the CYA by December 31 in the same, stamped/self-addressed envelope.


2. During January, 1991, the CYA may briefly contact you by phone or letter in order to request basic information on the number and selected characteristics of youth on your reservation or in your tribe. This, too, is information that OCJP needs in order to administer the funds. We would greatly appreciate your help in providing this information.


We look forward to receiving any nomination you may care to provide, and any additional youth-needs you would like to mention. If we receive more nominations for the meeting than will be possible to accommodate in light of the limited funds available, we will have to select those who, taken together, seem well representative of the state as a whole. On or before January 9, we will inform each nominee who will be invited to the meeting of his or her selection, and will then provide further details about the meeting.

If you have any general questions about this project, feel free to phone or write Dr. Ted Palmer, Project Coordinator, at the address shown above. His phone number is: (916) 427-4832.

Thank you for assisting in this important project.

Sincerely,


C. A. Terhune, Director
California Youth Authority


G. Albert Howenstein, Jr.
Executive Director
Office of Criminal Justice Planning

CAT:GAH:TP:kd
Enclosures (2)

NOMINATION FORM

First Nominee

- Name _____
- Tribal Affiliation _____
- Title _____
- Address _____
- Phone # _____

Second Nominee

- Name _____
- Tribal Affiliation _____
- Title _____
- Address _____
- Phone # _____

Optional: Your Name, Tribal Affiliation, Title, and Address:

Please Return This Form In The Stamped, Self-Addressed Envelope As Soon As Possible. Thank You.

MAJOR ADDITIONAL NEEDS OF CALIFORNIA'S INDIAN YOUTHS

The following areas of major need have already been identified:

- Alcohol Abuse Services
- Recreational Activities
- Drug Abuse Services
- Job Training and Placement Services
- Educational Programs, Services, and Issues
- Funding, and the Political Process

If you wish, please list up to three additional areas of major need:

1. _____
2. _____
3. _____

Comments or Explanation: _____

Optional: Your Name, Tribal Affiliation, Etc.: (Use Back of Page)

Please Return This Form In The Stamped, Self-Addressed Envelope
As Soon As Possible. Thank You.

Richard Milanovich
Agua Caliente Reservation
960 E. Tahquitz Way, #106
Palm Springs, California 92262

Clifford M. LaChappa
Barona Reservation
1095 Barona Road
Lakeside, California 92040

Virgil Moorehead
Big Lagoon Rancheria
P.O. Box Drawer 3060
Trinidad, California 95570

Manuel Gomez
Big Valley Rancheria
P.O. Box 153
Finley, California 95435

Jess R. Paco
Bishop Reservation
P.O. Box 548
Bishop, California 93514

Ralph Goff
Campo Reservation
1779 Campo Truck Trail
Campo, California 92006

Loren Mathieson
Chicken Ranch Rancheria
P.O. Box 1699
Jamestown, California 95327

Frank J. Lee
Cold Springs Rancheria
P.O. Box 209
Tollhouse, California 93667

Tony Pinto
Cuyapaipe Reservation
439 La Post Truck Trail
Pine Valley, California 92062

Norma Jean Garcia
Alturas Rancheria
P.O. Box 1035
Alturas, California 96101

Rose Marie Bahe
Benton Paiute Reservation
Star Route 4, Box 56-A
Benton, California 93512

Velma Jones
Big Pine Reservation
P.O. Box 700
Big Pine, California 93513

Lucille Lucero
Buena Vista Rancheria
4650 Coalmine Road
Ione, California 95640

Lois Candelaria
Cahuilla Reservation
P.O. Box 22
Aguanga, California 92302

John Santana
Cloverdale Rancheria
285 Sanatana Drive
Cloverdale, California 95424

Delbert Benjamin
Colusa Rancheria
P.O. Box 8
Colusa, California 95932

Stan Cordova
Dry Creek Rancheria
P.O. Box 607
Geyserville, California 95441

Art Sam
Bridgeport Indian Colony
P.O. Box 37
Bridgeport, California 93517

Gus Martin
Berry Creek Rancheria
1779 Mitchell Avenue
Oroville, California 95965

Thane V. Baty
Big Sandy Rancheria
P.O. Box 337
Auberry, California 93602

Sylvia Daniels
Blue Lake Rancheria
P.O. Box 428
Blue Lake, California 95525

John A. James
Cabazon Reservation
84-245 Indio Springs Drive
Indio, California 92201

Andrew Phoenix
Cedarville Rancheria
P.O. Box 126
Cedarville, California 96104

Mary Norton
Cortina Rancheria
P.O. Box 7470
Sacramento, California 95621

Doris Renick
Coyote Valley Rancheria
P.O. Box 39
Redwood Valley, California 95470

John Green
Elk Valley Rancheria
P.O. Box 1042
Crescent City, California 95531

Carter Brown
El Em Indian Colony
P.O. Box 618
Clearlake Oaks, California 95423

Frank Burrows
Grindstone Rancheria
P.O. Box 63
Elk Creek, California 95939

Dale Risling
Hoopa Valley Reservation
P.O. Box 1348
Hoopa, California 95546

Margaret Dalton
Jackson Rancheria
1600 Bingo Way
Jackson, California 95642

Gwendolyn Parada
La Posta Reservation
1064 Barona Road
Lakeside, California 92040

Sandra Yonge
Lone Pine Reservation
Star Route 1, 1101 S. Main Street
Lone Pine, California 93545

Frances Shaw
Manzanita Reservation
P.O. Box 1302
Boulevard, California 92005

Jessie M. Gilkey
Mooretown Rancheria
P.O. Box 1842
Oroville, California 95965

Benjamin Magante
Pauma & Yuima Reservation
P.O. Box 86
Pauma Valley, California 92061

Vernon J. Miller
Ft. Independence Reservation
P.O. Box 67
Independence, California 93526

Percy Tajada
Greenville Rancheria
1304 E. Street, Suite 106
Redding, California 96001

Rebecca Maxcy
Inaja & Cosmit Reservation
715 B Street, Apt. 5
Ramona, California 92065

Alvis Johnson
Karuk Tribe of California
P.O. Box 1016
Happy Camp, California 96039

Bert Sloan, Jr.
Laytonville Rancheria
P.O. Box 48
Laytonville, California 95454

Nelson Pinola
Manchester/Pt. Arena Rancheria
P.O. Box 623
Pt. Arena, California 95468

Delmar Nejo
Mesa Grande Band Indians
P.O. Box 270
Santa Ysabel, California 92070

Juanite Williams
North Fork Rancheria
3027 Clement Street, No. 2
San Francisco, California 94121

Jennie Miranda
Pechanga Reservation
P.O. Box 1477
Temecula, California 92390

Ralph DeGarmo
Fort Bidwell Reservation
P.O. Box 127
Fort Bidwell, California 96112

Donald Ray
Hopland Rancheria
P.O. Box 610
Hopland, California 95449

Raymond Hunter
Jamul Indian Village
461 Las Brisas
Escondido, California 92027

Doris J. Magante
La Jolla Reservation
Star Route, Box 158
Valley Center, California 92082

Banning Taylor
Los Coyotes Reservation
P.O. Box 240
Warner Springs, California 92086

Dennis Miller
Morongo Reservation
11581 Potrero Road
Banning, California 92220

Larry Simon
Middletown Rancheria
P.O. Box 292
Middletown, California 95461

Robert Smith
Pala Reservation
P.O. Box 43
Pala, California 92059

Rodney Lago
Pit River Tribe of California
P.O. Drawer 1570
Burney, California 96013

Jane Wyatt
Picayune Rancheria
P.O. Box 708
Coarsegold, California 93614

Betty Hall
Quartz Valley Rancheria
P.O. Box 737
Etna, California 96027

Vlayn McCovey
Resighini Rancheria
P.O. Box 259
Klamath, California 95548

Rita Hoel
Redwood Valley Rancheria
P.O. Box 499
Redwood Valley, California 95470

Edward T. Arviso
Rincon Reservation
P.O. Box 68
Valley Center, California 92082

James Ponchetti
Santa Ysabel Reservation
P.O. Box 130
Santa Ysabel, California 92070

Clarence Atwell
Santa Rosa Rancheria
16835 Alkalie Drive
Lemoore, California 93245

Aaron Dixon
Susanville Rancheria
P.O. Box Drawer U
Susanville, California 96130

Marie Pollack
Pinoleville Rancheria
367 North State Street, Ste. 204
Ukiah, California 95482

Anne Hamilton
Ramona Reservation
P.O. Box 26
Anza, California 92306

Gaylan Azbill
Round Valley Reservation
P.O. Box 448
Covelo, California 95428

Marcus Anderson
Robinson Rancheria
P.O. Box 1119
Nice, California 95464

Anthony Largo
Santa Rosa Reservation
325 N. Western Street
Hemet, California 92343

Henry Duro
San Manuel Reservation
5438 N. Victoria Avenue
Highlands, California 92346

Mike Knight
Sherwood Valley Rancheria
2141 South State Street
Ukiah, California 95482

William H. Richards
Smith River Rancheria
P.O. Box 239
Smith River, California 95567

Shirley Laiwa
Potterville Valley Rancheria
P.O. Box 2273
Potter Valley, California 95619

Barbara Murphy
Redding Rancheria
1786 California Street
Redding, California 96001

Philip Knight
Rumsey Rancheria
P.O. Box 18
Brooks, California 95606

Aileen Bowie
Rohnerville Rancheria
P.O. Box 108
Eureka, California 95502

David Dominquez
Santa Ynez Reservation
P.O. Box 517
Santa Ynez, California 93460

Diana Martinez
San Pasqual Reservation
P.O. Box 365
Valley Center, California 92082

Elsie Shilin
Shingle Springs Rancheria
P.O. Box 1340
Shingle Springs, California 95682

Robert Salgado
Soboba Reservation
P.O. Box 487
San Jacinto, California 92383

Anna Sandoval
Sycuan Reservation
5441 Dehesa Road
El Cajon, California 92021

Helen Jose
Torres-Martinez Reservation
66725 Martinez Road
Thermal, California 92274

Sonny Hendricks
Tuolumne Rancheria
P.O. Box 699
Tuolumne, California 95379

Angie Boland
Timba-Sha, Western Shoshone Band
P.O. Box 206
Death Valley, California 92328

Zuey Goosby
Yurok Transition Team
517 - 3rd Street, Ste. 21
Eureka, California 95501

Leslie Marrufo, Jr.
Stewarts Point Rancheria
P.O. Box 54
Stewarts Point, California 95480

Carol Ervin
Trinidad Rancheria
P.O. Box 630
Trinidad, California 95570

June Mike
Twenty-Nine Palms Reservation
1150 East Palm Canyon Drive, No. 75
Palm Springs, California 92262

Phyllis Harden
Upper Lake Rancheria
P.O. Box 245272
Sacramento, California 95820

Lewis Barnes
Table Mountain Rancheria
P.O. Box 243
Friant, California 93626

Nicola Larsen
Tule River Reservation
P.O. Box 589
Porterville, California 93258

Albert James, Sr.
Table Bluff Rancheria
P.O. Box 519
Loleta, California 95551

Anthony Pico
Viejas Reservation
P.O. Box 908
Alpine, California 92001

APPENDIX B

**Juvenile Arrests and Referrals to Probation,
by Gender, in 1989**

Arrests

Gender	Statewide		Native Americans	
	Number	Percent	Number	Percent
Male	189,733	79.6	797	77.0
Female	48,508	20.4	238	23.0
TOTAL	238,241	100.0	1,035	100.0

Referrals to Probation

Gender	Statewide		Native Americans	
	Number	Percent	Number	Percent
Male	138,723	81.0	732	73.8
Female	32,521	19.0	260*	26.2
TOTAL	171,244	100.0	992	100.0

Source: Bureau of Criminal Statistics, 1989.

*"Arrests" and "Referrals to Probation" are reported to BCS by two different sources, namely, law enforcement and probation departments, respectively. As a result, minor discrepancies may occur when comparing the number of arrests and referrals to probation.

APPENDIX C

Arrests and Referrals to Probation, by Race/Ethnic Group, in 1989

Race/Ethnicity	Arrests		Referrals to Probation	
	Number	Percent	Number	Percent
White	94,782	39.8	70,285	41.0
Hispanic	81,639	34.2	54,194	31.6
Black	45,960	19.3	30,948	18.1
Native American	1,035	0.4	992	0.6
Asian/Other	14,825	6.2	9,427	5.5
Unknown	0	0.0	5,398	3.2
TOTAL	238,241	100.0	171,244	100.0

Source: Bureau of Criminal Statistics, 1989.

APPENDIX D

Detentions for Juvenile Referrals to Probation in 1989

Type of Detention	All Races/Ethnic Groups Combined		Native Americans	
	Number	Percent	Number	Percent
Not Detained	104,823	61.2	565	57.0
Non-Secure Detention	4,496	2.6	68	6.9
Secure Detention	53,150	31.0	339	34.2
Unknown	8,775	5.1	20	2.0
TOTAL	171,224	100.0	992	100.0

Source: Bureau of Criminal Statistics, 1989.

APPENDIX E

Strategies For Addressing The Needs Of Rural Indian Youth In California

July 1989 Transfer of Knowledge Workshop¹

Education

- In some schools, there is an expectation of failure for the Indian students, and stereotyping is difficult to change.
- There is a critical need for parental support of education for their children.
- There is an insensitivity in the educational process of Indian needs, ways and culture.
- More Indian role models are needed in the educational program, especially for students whose parents have alcohol or drug abuse problems.
- Indian parents should attend school board meetings and should become board members.
- Schools need to find ways of dealing with student behavior problems other than excluding them from school or refusing them access to the school bus.
- Indian students with special talents and abilities need to be recognized.
- Indian parents need to feel welcome at school.
- The issue of drawing the line between parental responsibility and school responsibility needs to be discussed and clarified.
- Racism within school staff needs to be addressed and Anglo teachers need to learn about, and accept, ethnic differences.
- Preschool, Head Start programs, community schools, and cultural programs need to be expanded and improved.
- Blaming others is not useful and Native Americans need to work together to solve problems.
- Indian students' strengths and successes need to be emphasized and built upon; they need to be encouraged to compete; and improved self-esteem should be an issue.
- Both the dominant and the Indian cultures need to be taught and understood in school.
- Current Indian issues should be taught, and the history of Indians should be correctly portrayed in text books.

¹Sponsors included: California Youth Authority and American Indian Training Institute, Inc.

- Tutorial help needs to be provided, and elders should be directly involved with the students.
- The advantages and disadvantages of sending Indian children away to school needs to be carefully considered.
- Breaking the poverty cycle will greatly improve Indian student attitudes toward education.
- Lack of transportation is a severe impediment to school attendance.
- The differences between tribes and between nations need to be understood.
- The availability of books and libraries is essential, and recognition for reading books should be given.
- Mathematics and problem solving need to be emphasized.

Job Training And Employment

- Indian youth need to learn to develop goals and plans to attain them.
- The family's attitude toward work determines the children's attitude toward work.
- Youth who are not seeking a job or training need to be pushed by the community to do so.
- The lack of jobs and transportation on the reservations is a serious problem.
- Occupational and career information programs need to be organized.
- There are few opportunities for job-trained youth to use their skills on the reservation.
- Efforts should be organized to save the Sherman School.
- Summer job programs need to be expanded with local businesses.
- Work experience should be part of the school program and should receive school credit.
- Non-residential California Conservation Corps programs within local communities and Private Industrial Council programs should be explored.
- Develop work sites on the reservation.
- Welfare programs should include some services in job training along with ROP (Regional Occupational Program) and community college programs.
- Set aside slots for job training to be developed within employment programs.
- Child care programs need to be organized.

- Use should be made of existing list of coordinators in all state departments whom Indians can contact about jobs.
- The lack of a job has a major impact upon self-esteem.
- Indians are frequently reticent to express themselves verbally, and this may make it difficult to obtain employment.
- Liaisons need to be established with governmental agencies and with the business community.
- Indians may need training in the "corporate culture."
- Welfare may be counter-productive by encouraging people not to work.

Alcohol and Substance Abuse

- People who are drug and alcohol abusers are unproductive.
- Sometimes it is necessary to take abusers out of their environment in order to obtain the needed resources, and to remove them from those who contribute to their abuse.
- Compensating for and protecting the alcoholic is counter-productive.
- Educational programs for children and adults are available from many sources, and some agencies provide training for trainers at no cost.
- Parents and teachers need to be trained to recognize the symptoms of drug abuse and need to be aware of the treatment resources available.
- Organized activity and recreation programs can assist in focusing youth in positive directions, rather than into substance abuse.
- Youth councils and conferences are ways to esteem youth with a sense of power and accomplishment.
- The Indian Child Welfare Act needs to be enforced.
- Police agencies mistakenly use Public Law 280 as an excuse to avoid enforcing laws on reservations.
- A deputy assigned to the reservation can be very helpful.
- There is a need for a statewide plan to deal with the drug and alcohol problems of Indians.
- Tribal leaders need to provide positive role models for the youth and adults.
- Bingo enterprises may be counter-productive to abuse problems.

- Cultural traditions of handling family problems sometimes interfere with needed treatment.
- Elders may need to take a "harder line" in dealing with abuse problems.
- Women's support groups have been successful in learning about co-dependency, raising self-esteem, and becoming empowered to do something about abuse.
- A residential treatment program needs to be established on each reservation.
- Alcohol-free pow wows, conferences, and meetings need to be the rule.
- By-laws may need to be changed to make reservations alcohol-free.
- Indian Health Service funds are available to provide prevention and treatment services for youth.
- Resource manuals are needed for leaders.
- Qualified Indian people who meet the alcohol certification standards are needed.
- The whole family often needs to be treated.
- Mobilization of the total community needs to be undertaken to deal with substance abuse.

APPENDIX F

Small Group Deliberations

February 5-6, 1991

GROUP 1

- Develop projects close to the reservation areas and more appropriate for reservation youth.
- Using the three BIA geographic divisions (Northern, Central, and Southern), tap into existing programs to get more money.
- Develop more money with the goal of becoming self-sufficient.
- Conduct more research on problems and on describing existing successful projects.
- Youth diversion project - use existing model (AB 2761).
- Access the state funding through an application process (OCJP; CYA) to address youth diversion and prevention.
- The state might get involved in tribal organizations, to help them with an application process.
- State agencies should coordinate and pool information regarding opportunities.
- Train youth to be leaders, then provide opportunities to be leaders.
- Parenting education.
- Teach parents to advocate for their kids.
- Teach kids their rights in the juvenile justice process.
- Provide liaison programs.
- Provide restitution programs to promote accountability within the community.
- Request tribal resolutions that indicate interest and commitment to doing something.
- Attend a meeting to discuss/decide priorities and to receive TA on grant writing.
- Fund existing/model project to train other interested tribes.
- Establish pilot projects.
- Require first-year projects to assist the next applicants.

- Train local, Federal, State, law enforcement, courts, etc., on Indian laws and culture.
 - Consider needs, not just population numbers.
 - Use money to develop a consortium to list priorities, and to do training.
 - Supplement ADP/ICW folks to do child advocacy training.
-

GROUP 2

HOW TO USE THE MONEY:

- Establish structures that empower (long-range view).
- Hold workshops such as Transfer of Knowledge event on Public Law 280, and on how to establish structures that empower.
- "To go after Bigger pots," apply for funds by region (Northern; Central; Southern).
- Conduct a survey to determine what youths want (see below).
- Underwrite Indian involvement on (city, county, state) advisory groups and committees.
- Hold a statewide conference eliciting views of two or more youth from each and every reservation. Goal: to help determine directions, based upon youth perspectives. Young people should conduct a survey of other youth people; they should ask them for solutions.
- Establish a Tribal Consortium with Northern, Central, and Southern divisions to seek a specific allocation from Congress and the State for (youth diversion) programs.
- The Youth Authority should conduct a fact-finding hearing with youth to discover "Where they are coming from."
- Find out what works so others can use it. (Don't necessarily use that information to develop just one funded program.)
- Establish an Indian Advisory Commission on Youth, with youth participants (and others—legislator(s), etc.).

Group 2 Priorities

1. Northern, Central and Southern Tribal Consortium that would seek specific allocation(s) from feds ("Congress") and state, for delinquency prevention programs (e.g., diversion).
 - Related to that is an Indian Advisory Commission on Youths—with youth representation

- The consortium should work/liaison with CYA.
 - 2. Statewide conference eliciting views of youth from each and every reservation. Goal: to help determine directions based upon youths' perspective. Ask them for solutions., Youths would do the survey.
 - 3. "To go after bigger pots." (Three regions: Northern, Central and Southern).
-

GROUP 3

- An in-school program (K-8) regarding drug abuse, alcoholism and crime prevention. Tell them about yourself Drug Abuse Resistance Education (DARE).
- \$35,000 amounts to nothing that one can use with impact. Look at something not yet established, to meet the needs of young people. E.g., an organization to address needs with access to information on different problems.
- Money to get together and develop ideas; different types of plans—to be tailored to the individual needs of the young people.
- State must let the Indian child welfare law take effect.
- Youth Diversion Programs run by Indian people. (Consortium of five small bands.) Funds pulled now. There's no gym. Only idle time for kids. Work a plan to use the gym.
- Rap sessions open to family members with the kids to address peer pressure, suicide, alcohol, and other drugs.
- School system: teachers need to meet with members of the tribe to promote understanding.
- Need money to support programs like a gym. Drugs are everywhere. We as leaders must set examples. Need to hire a person for that \$35,000 to help get grants.
- Need a lobbyist, an employee of this tribal group, or the Indian influence wanes.
- Each tribe must have input into what youth programs should be developed. There are a number of good things (programs) happening, but the knowledge does not get out. Need information dissemination.
- Primary prevention is important. How do you measure changes in youth who do not show up in the juvenile justice system? Hard to justify in proposals.
- School system insensitive, so Soboba opened a private school. Got \$300,000 for each of three years. Have science, art, computers. Have developed a curriculum and are willing to share. Politics important to getting funding.
- \$350,000 business development grant: Big Lagoon - 80 tribes applied; we got it.

- There are experts in the Indian community dying to share their expertise with others. Our kids and their kids are important.
- Some may be reluctant to serve on state advisory groups—to be tokens, but may need to. An Executive Committee is needed.
- The \$35,000 should be used to form a group to organize and seek funding to meet the needs of the entire Indian community. This group would provide the energy to change. We need organization and assertiveness. Goal: to share with all. Autonomous Officers should be elected. The general format should include a committee structure to address the most important issues, including education, alcohol and drugs, job training and placement, vocational education. No recreation money comes to tribes. Why? Need to knock on doors. Everybody goes on numbers (Formula grant madness).
- Groups or committees should be formed to address different areas for categorical grant funding. Must look at Indian needs as a whole: health, housing, income, transportation, education. Lighting program, etc. each program could have its own administrative team.
- Grassroots fund raising is important.
- Our common-ground issue is youth. We need a planning apparatus: A forum to call on resourceful people from throughout the state.
- Don't divide us (Northern, Central, Southern, or urban, rural). Non-tribal groups need us and we need them.

Group 3 Priorities

1. The \$35,000 should be used to form a group to organize and seek funding to meet the needs of the entire Indian community. This group would provide the energy to change. We need organization and assertiveness. Goal: to share with all. Autonomous Officers should be elected. The general format should include a committee structure to address the most important issues, including education, alcohol and drugs, job training and placement, vocational education.
 - Our common-ground issue is youth. We need a planning apparatus: A forum to call on resourceful people from throughout the state.

APPENDIX G

Native American Pass-through Conference Participants (February 5 & 6, 1991)

Charles Abbott
517 - 3rd, Suite 21
Eureka, CA 95501
(707) 444-0433

Cynthia Devers
P.O. Box 1171
Pauma Valley, CA 92061
(619) 749-1410

Karen D. Garcia
P.O. Box 161
Carlsbad, CA 92018
(619) 749-1051

William Gray
P.O. Box 743
Hoopa, CA 95546
(916) 625-4202

Edward Harvey
910 N. State St.
Hemet, CA 92343
(714) 766-2400

Sonny Hendricks
P.O. Box 477
Tuolumne, CA 95379
(209) 928-4277

Florance Hyde
P.O. Box 443
Valley Center, CA 92082
(619) 742-3163

Curtis T. John
P.O. Box 153
Finley, CA 95435
(Phone No. not given)

Vernon T. Johnson
1304 East St., Suite 108
Redding, CA 96001
(916) 244-2994

Dale Lara
271 Lynda Lane
Trinidad, CA 95570
(916) 677-3555

Tom Lone Eagle
P.O. Box 700
Big Pine, CA 93513
(619) 938-2664

Crow Munk
P.O. Box 1016
Happy Camp, CA 96039
(916) 469-3412

Barbara Murphy
1939 Rancheria Rd.
Redding, CA 96001
(916) 241-1871

Robert Salgado
P.O. Box 298
San Jacinto, CA 92383
(714) 654-2765

Georgina Stanley
1532 Daphne Dr., Apt. A
Willits, CA 95490
(707) 468-1336

Richard J. Steward
P.O. Box 1344
Clearlake Oaks, CA 95423
(707) 998-3651

Robert Super
P.O. Box 2720
Burney, CA 96013
(916) 335-5090

Keith Taylor
1092 W. Bates Rd.
McKinleyville, CA 95521
(707) 839-8151

Jesse L. Toggery
P.O. Box 518
Jamul, CA 91935
(619) 669-0974

John Villalobos
P.O. Box 1982
Valley Center, CA 92082
(619) 749-5819

Other Participants

Wilbur Beckwith
California Youth Authority
4241 Williamsborough Drive
Sacramento, CA 95823
(916) 427-4752

Ted Palmer
California Youth Authority
4241 Williamsborough Drive
Sacramento, CA 95823
(916) 427-4832

Ron Clement
Haigh-Scatena Foundation
P.O. Box 4399
Davis, CA 95617-4399
(916) 758-5327

Bob Price
c/o Office of Criminal Justice
Planning
1130 K Street, Ste. 300
Sacramento, CA 95814
(916) 327-8710

Elaine Duxbury
California Youth Authority
4241 Williamsborough Drive
Sacramento, CA 95823
(916) 427-4829

Mary Wandschneider
Office of Criminal Justice
Planning
1130 K Street, Ste. 300
Sacramento, CA 95814
(916) 327-8710

Al Howenstein
Office of Criminal Justice
Planning
1130 K Street, Ste. 300
Sacramento, CA 95814
(916) 324-9140

Barbara West
1305 Boulevard Way, #111
Walnut Creek, CA 94595

Patricia Morrison
California Youth Authority
4241 Williamsborough Drive
Sacramento, CA 95823
(916) 427-4752