

Approved: February 9, 1995
Date

MINUTES OF THE HOUSE SELECT COMMITTEE ON JUVENILE CRIME.

The meeting was called to order by Chairperson David Adkins at 9:00 a.m. on January 31, 1995 in Room 513-S of the Capitol.

All members were present except: Jim Garner

Committee staff present: Leona Fultz, Committee Secretary

Conferees appearing before the committee: Janet Schalansky, Acting Secretary SRS
Carolyn Hill, Comm. of Youth and Adult Services SRS

Others attending: See attached list

David Adkins introduced Janet Schalansky, Acting Secretary for SRS. Janet gave an overview of the Department which included background; public safety issues; the different classifications of offenders, community resources available; Youth Center operations including special health and mental health needs, schools, and security; and the administration of the juvenile justice programs. (Attachment 1).

Janet also handed out additional information on juvenile offender issues, an SRS Organizational Chart and FY 1994 actual expenditures, and other information on the Regional Detention Centers. (Attachments 2, 3, and 4).

Ken Hale, Director of Corrections and Community Services for Sedgwick County was to appear before the committee but time did not permit. Since he was giving a presentation before the Senate, David Adkins suggested that those on the committee that were interested could join with the Senate and listen in on that presentation.

The Committee meeting adjourned at 10:00. The next Committee meeting is scheduled for February 1, 1995.

Unless specifically noted, the individual remarks recorded herein have not been transcribed verbatim. Individual remarks as reported herein have not been submitted to the individuals appearing before the committee for editing or corrections.

KANSAS DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
Janet Schalansky, Acting Secretary

House Select Committee on Juvenile Crime
Testimony Concerning SRS Role in the Juvenile Justice System

January 31, 1995

Mr. Chairman and members of the committee, I thank you for the opportunity to appear before you regarding juvenile justice.

A great deal has changed in our society since the Kansas Juvenile Offender Code was crafted 13 years ago. Children commit their first offense at an earlier age; the types of crimes committed by youth are more serious; and the level of violent crime is alarming. I appreciate the time and attention the legislature is giving to the complex issues related to the juvenile justice system. As you already know there is no single or easy answer.

BACKGROUND

SRS is one of several major stakeholders in the juvenile justice system. Local law enforcement officers are the first responders. Local and regional detention facilities hold youth needing to be detained. The judicial system through the courts and court services is the largest stakeholder. The Kansas Department Of Correction (KDOC) Community Corrections programs are still expanding their services to include more juveniles as a result of the new resources this fiscal year. SRS becomes involved with those youth who have penetrated furthest into the system. Of the approximately nine thousand juvenile offenders under court ordered supervision at any given time, about 1,900 are placed SRS custody. An additional 280 youth are dually adjudicated as juvenile offenders and children in need of care. Approximately 500 are incarcerated in the state's four youth centers.

The department, through its family- and community-based services and the youth centers, has a dual mission of public safety and rehabilitation. When the current code was drafted, the emphasis leaned heavily to the side of rehabilitation. Today, we find it increasingly necessary to lean more heavily to the side of community safety. The dual mission of SRS is appropriate because these offenders are still juveniles; they have not reached full maturation; and the vast majority will not continue in a life of crime. We achieve our public safety obligations in the short run through incarceration; but in the long term, we protect the public through successful rehabilitation.

Over the past several years both the total numbers of juvenile offenders committed to the custody of SRS or committed directly to a youth center and the percentage of serious offenders has been on the increase. Over the past 7-8 years, the youth center system has seen about a 80% increase in admissions. The younger male (13-15 years old) juvenile offender population accounted for the vast bulk of this, with an increase in excess of 250% at the Youth Center at Atchison. Overall admissions to youth centers are currently 65% felony type

ffenders and 35% misdemeanants. However, due to shorter lengths of stay for minor offenders, the current population in youth centers is 77% felony offenders and 23% misdemeanants. Some 20 to 25 percent of the youth have dual adjudications as children in need of care and juvenile offenders. SRS must respond both to the lack of a viable home for many of these teenagers as well as their offense behaviors.

As a major player in the juvenile justice system, the department has examined a number of important issues regarding its programming for the juvenile offenders. We find there are no simple answers. But I would like to share with you our considerations and actions to date:

PUBLIC SAFETY

The numbers and percent of violent offenders incarcerated in youth centers are growing, requiring a stronger focus on issues of security and length of stay. In early January, the youth centers for males had the following percentage of residents classified as violent:

- *Youth Center at Topeka (YCAT), 48 percent;
- *Youth Center at Atchison (YCAA), 50 percent;
- *Youth Center at Larned (YCAL), 27 percent.

Public safety issues present a particular challenge given the age and original purpose of the youth center buildings housing juvenile offenders. None were originally designed for a level of security comparable to adult secure facilities. Legislative Post Audit and the Department of Corrections both completed a study of security issues at YCAT, which houses the most serious violent and repeat offenders. Both studies recognized that this facility was not built for maximum security and even if all the enhanced security measures recommended in the studies occurred, the facility would provide only medium security.

All of the youth centers have reviewed and revised their off-campus pass policies and made them more stringent. This is an area where the dual missions of safety and habilitation meet head to head. These young men and women will be returning to their communities, and to release them without any prior transition back into the community may make that transition much more difficult. Most will still be teenagers. Achieving the appropriate balance between reintegration into the community and risk of escape is a major challenge.

Having youth incarcerated who have committed only misdemeanor offenses right alongside serious, repeat felony offenders complicates the issue. Reserving youth center placement to only the most serious and repeat felony offenders would allow the youth centers to increase the length of stay and allow the program to focus on a more specific population.

The recommendations of the post audit report and the KDOC review are being studied and strategies are being formulated to address what can be accomplished within the current level of SRS resources to improve security and what can be accomplished with additional resources. At the direction of the 1994 legislature, the feasibility of building a new secure facility was undertaken. Both of these issues require further study by the new administration.

CLASSIFICATION

The Kansas Juvenile Offenders Code makes no dispositional differences for different levels or types of offense. In other words, a youth can be committed to the custody of SRS and placed in a youth center for stealing a gym bag. Or a youth who has committed a violent offense can be placed by the court on community probation. There is a need to fully explore the development of a uniform classification system. This is not as easy as it may sound because there simply is no completely reliable way to predict future behavior.

The two most reliable factors that can be used to predict future offender behavior are (1) the age at first offense and (2) a second adjudicated offense. The younger a child is at the time of the first offense the more likely it is he/she will commit additional offenses. If a youth is adjudicated for a second offense the likelihood of re-offending is greater. There is no real way to predict the first violent offense. There may be a correlation between being a victim of violent child abuse and violent behavior but not all seriously abused children resort to violence. However, it is true that once having committed a violent act, it is more likely the violent behavior will continue without some intervention.

The 1994 Legislature appropriated \$1.5 million to the Office of Judicial Administration to expand juvenile intake services to all judicial districts. Juvenile intake services provide the "gatekeeper" for the juvenile justice system. Such services provide 24 hour, on-call screening of youth who have been arrested or who come into contact with law enforcement. The purpose is to make the best possible placement for the youth in the least restrictive environment consistent with risk to the youth and the community.

For youth committed to the custody of the department, we have developed a screening process that considers current offenses, offense history and prior attempts to intervene. It requires community staffing teams to attempt to develop community alternatives to youth center placements. Youth center referrals are centrally screened as a method of limiting youth center admissions to the most serious and repeat violent offenders. But for the youth centers and the population problems, this is only minimally effective because about 80 percent of youth center admissions are direct court commitments that bypass screening and sometimes include misdemeanor offenders or lesser non-person felony offenders.

Before the goal of reserving incarceration for those youth who present the most danger to the community and increasing the length of stay at youth centers can be achieved, we must have community options. Progress is being made in this area.

COMMUNITY RESOURCES

Each community in Kansas needs access to a full range or continuum of services for juvenile offenders. Presently, community-based services for juvenile offenders are delivered by SRS, court services, community corrections, and some private service providers. Services include family treatment, mentoring, mental health services, drug and alcohol treatment, house arrest, electronic monitoring, intensive supervision, day reporting, and community-based residential placements.

DOC was authorized resources to expand Community Corrections to juveniles statewide. Electronic monitoring, intensive supervision and house arrest are services provided. SRS was also appropriated \$750,000 to contract with KDOC Community Corrections to provide aftercare services for youth leaving the youth centers. The contract has been finalized and service delivery has just begun.

SRS funds three Day Reporting Centers which provide a high level of structure and activities for offenders. Youth report daily to the centers for classes, drug testing, and verification of activities. Services include crisis intervention, family treatment, educational and vocational training, and independent living and recreational programming. Wichita and Kansas City programs have 50 slots and can serve about 100 youth per year. Pittsburg has 20 slots and can serve about 40 youth per year. Day reporting centers are needed across the state. Acute need exists in Shawnee, Finney, Johnson, Geary, Reno and Saline counties. Additional slots are also needed in Wichita and Kansas City.

Aftercare programming is essential to successful re-entry for a youth from a youth center or other residential placement. In as little as six months a residential program or a youth center can do a good job of stabilizing behavior and teaching new life coping skills to some offenders, but maintaining those gains many times requires aftercare services. Most youth leaving programs go back to the same home, the same neighborhood, the same circle of friends from which he/she came. Aftercare resources are inadequate. SRS has grants with two community agencies for aftercare. **(Sedgwick County Youth Project, Wichita, and Associated Youth Services, Kansas City.)** Some other residential providers serve this population **(An example is Focus on the Future, Salina.)**

YOUTH CENTERS

Many of the issues related to youth center operations have been addressed earlier in the testimony. However, I want to summarize those in the most critical need of review.

Youth Center Admissions: With 80% of the youth center admissions being direct court commitments, the department is severely hampered in limiting its most intensive intervention to those who pose the greatest threat to the community. The increase in admissions forces shorter length of stays. When all available beds are full, each new admission requires that another juvenile offender be released. Fifty-six (56) new youth center beds were added at the Youth Center at Larned which has eased some of the population pressure. But simply adding more beds is not the only needed response. Since the reestablishment of a central Youth Center Operations Division within the Commission, the waiting list for youth center admissions has been reduced from 2 to 3 weeks down to a turnaround time of one week. This has eased the pressure on community resources, but also has increased the pressure on youth centers.

The department is implementing a grid to define length of stay expected for youth based on their offenses. A draft copy of this grid is attached. This may not

... a popular solution but necessary if we are to increase the length of stay for serious and repeat offenders. Implementation of this grid will allow us to put in place statewide procedures designed to admit youth within 72 hours following the receipt of legal paperwork on direct court commitments to youth centers.

Youth With Special Health and Mental Health Needs: Youth centers often receive youth who have psychiatric or psychological problems or who have special medical needs beyond the scope of youth center services. To address this issue, the Comprehensive Evaluation and Treatment Unit (CETU) was expanded from 30 to 45 beds and the focus was changed from evaluations both Children in Need of Care (CINC) and juvenile offenders to providing evaluation services for juvenile offenders only. In addition, the CETU provides the medical and mental health treatment required by youth who are in youth centers. While the conversion of the CETU program is expected to alleviate most of the problems faced by the youth centers in addressing the special needs of many youth, youth center superintendents report that they have 12-15 offenders who are diagnosed as mentally ill or mentally retarded too violent and aggressive to be served at the CETU. SRS is exploring alternatives to serve this population. Presently no program exists to serve them adequately.

Schools: Contracting for educational services at the youth centers hit a significant snag due to bid procedures. This proved to be more time consuming and costly than previous negotiations. The department studied various options and is recommending continuation of contracts with current school districts with a permanent exemption from the bid procedure. This would not prohibit bidding in the future, but would not require it either. It allows the department the flexibility necessary to maintain quality educational programs on a continuing, uninterrupted basis.

Aftercare: Aftercare services have been inadequate for youth leaving youth centers. SRS and KDOC have entered into a contract and have developed pre-release planning procedures for Community Corrections to provide aftercare supervision for youth returning to the community.

Security: As noted earlier, the youth center buildings were not designed to ensure maximum security. SRS is continuing to explore measures that can be taken to improve safety for the youth, staff, and community.

ADMINISTRATION OF THE JUVENILE JUSTICE PROGRAMS

The issues to be considered in deciding on an organizational scheme for the future are very complex. We are continuing to study the issues involved and are not prepared to make a recommendation at this time. But the question of which department runs the juvenile offender programs is secondary to addressing the state policy issues related to the care and treatment of youthful offenders. One of the minimal changes the department would support is the creation of a commission within the department with responsibility for juvenile offenders only. This would have two major advantages: the commission's full attention and resources would focus on juvenile justice issues and the administrative linkage

With other SRS programs for children, youth and families would be maintained. Most youth who are placed in SRS custody as juvenile offenders have also been known to the child welfare system and/or SRS programs such as income support, Mental Health/Mental Retardation Services or Alcohol and Drug Abuse Services. Again, I thank you for the opportunity to address you today and I will answer questions you may have.

Janet Schalansky, Acting Secretary
Department of Social and
Rehabilitation Services (913) 296-3274

Attachments:

Working Draft
Youth Center Operations Division
Length of Stay Grid

Effective _____ the State's Youth Centers will implement the following grid for establishing Lengths of Stay (LOS) for Juvenile Offender programs. The grid is keyed to the severity levels of offenses contained in the *Kansas Sentencing Grid for Adult Offenders*.

The LOS figures contained in this Juvenile Offender "Grid" are given as intended normal program time ranges. Actual time spent in programs will vary on a number of factors. The Juvenile Code does not specify determinate sentences for juveniles:

Youth Center Length of Stay Grid (Proposed)	
Level of Offense	Length of Stay Range
Off Grid	Keep To Age 21
Felony Severity Level 1 - 3	Keep minimum 12 Months
Felony Severity Level 4 - 6	6 to 9 Month Range
Felony Severity Level 7 - 9	3 to 6 Month Range
Conditional Release, Technical Returns, Misdemeanors, Simple Drug Possessions	30 to 90 Day Range

* Drug Manufacture/possession with intent to sell will be handled in whatever felony range, as per grid.

ATT 2

Juvenile Issues

Kansas Department of Social & Rehabilitation Services

JUVENILE OFFENDER ISSUES

SRS continues to be very concerned about the number and seriousness of juvenile offenses and is working to strengthen our response to public safety and habilitation of young offenders. Outlined below are a number of initiatives we are pursuing or supporting which include community resource development and improvement in the work of our state youth centers. As we develop initiatives, we consider ourselves a partner with others including the courts, prosecutors, law enforcement and communities.

COMMUNITY RESOURCES

Community-based services for juvenile offenders are delivered by SRS, Court Services and through community corrections programs. Services include family treatment, mentoring, mental health services, drug treatment, and a variety of monitoring and supervision.

Proposals

- ▶ Continue to build a continuum of services of community-based programs that provide both safety for the public and habilitative program elements directed at changing the behavior of assigned youth. Day reporting, mentorship, electronic monitoring, and linkages between community agencies are examples of elements in this initiative.
- ▶ Coordinate the delivery of services and allocate resources to communities to develop a range or continuum of services for juvenile offenders.
- ▶ These services should be driven by the values of the community and targeted for the type of juvenile offenders in each community.
- ▶ Resources are needed for juvenile offender supervision and screening for pre- and post-incarcerated juvenile offenders. This should include resources for job training, educational and counseling type programs as well as drug and mental health treatment.

Select Comm. Juv. Crime
January 31, 1995
Attachment 2

Juvenile Issues

Day Reporting Centers

Day reporting centers provide alternatives for juvenile offenders and reduces placement of these youth in the custody of SRS and state youth centers. Day reporting centers provide a high level of structure and activities for youth as well as screening, supervision, crisis intervention, family involvement, educational and vocational training, and independent living and recreational programming. Youth have daily schedules and report to the center daily for classes, drug testing, and verification of activities. Some youth are additionally monitored with an electronic monitoring device.

Two of the state's three day reporting centers, Kansas City and Wichita, have a capacity of 50 youth and serve about 100 each year. The Pittsburg program has a capacity of 20 and annually serves approximately 40 youth.

This is a resource on the continuum of services for juvenile offenders and should continue to be expanded to provide services across the state. Day reporting centers are needed across the state, but there is an acute need for such programs in Shawnee, Finney, Johnson, Geary, Reno and Saline counties. Expansion of the current day reporting program is needed in Wyandotte and Sedgwick counties.

Juvenile Intake Services

Juvenile intake services are the "gatekeeper" for the juvenile justice system. Such service provides 24-hour, on-call screening of youth who have been arrested or who come into contact with law enforcement. The purpose is to make the best placement possible for the youth in the least restrictive environment consistent with risk to the youth and the community. The 1994 Legislature appropriated \$1.5 million to the Office of Judicial Administration to expand juvenile intake services statewide. SRS screens youth committed to its custody by considering current offenses, offense history and prior attempts to intervene. Community staffing teams attempt to develop community alternatives to youth center placements.

Juvenile Issues

Community Resources

Community-based services for juvenile offenders are delivered by SRS, Court Services, Community Corrections and some private service providers. Services include family treatment, monitoring, mental health services, drug and alcohol treatment, house arrest, electronic monitoring, intensive supervision, day reporting and community-based residential placements. Each community needs access to a full range or continuum of services for juvenile offenders.

Electronic monitoring, intensive supervision and house arrest are also provided through the Kansas Department of Corrections which was given resources by the 1994 Legislature to expand community corrections services to juveniles statewide.

Aftercare Services

Aftercare Services are essential to successful community re-entry for a youth who has been in a youth center or other residential placement. These youth will return to the community. Most will still be teenagers and most will return to the same home, same neighborhood and the same circle of friends. Current aftercare resources are inadequate. Through \$750,000 appropriated by the 1994 Legislature, SRS has recently contracted with KDOC Community Corrections to provide aftercare services to youth leaving the youth centers.

Intensive Supervision

Intensive supervision is provided by some community correction programs and some courts. Staff carry smaller caseloads enabling them to have more frequent contact with juveniles. According to the DOC, all 30 community corrections agencies have implemented juvenile intensive supervision services, most of which include drug/alcohol screening and substance abuse services, electronic monitoring, community service work, mental health, GED/Life Skills and vocational/educational assistance, transportation and emergency housing.

Juvenile Issues

YOUTH CENTERS

The mission of the four state youth centers is to provide juvenile correctional programs with a dual mission of protection of public safety and habilitation, which assures:

- Protection of youth, staff and the public.
- Youth come to understand the predictable connections between behavior and consequences and that they can control what happens to them by controlling their behavior.
- Realistic treatment and programming for youth and their families.
- Protection of the legal and civil rights of youth.
- Spiritual, moral, physical, intellectual and social needs of youth are met.
- Constructive training aimed at habilitation and re-establishment of youth in society.

Youth Center Admissions

Over the past several years, both the total numbers of juvenile offenders committed to SRS custody or to a youth center and the percentage of serious offenders has increased. The youth center system has seen about an 80% increase in admissions; most of these among younger (13-to 15-year-old) males. With 80% of the youth center admissions being direct court commitments, SRS is hampered in limiting its most intensive intervention to those who pose the greatest threat to the community.

SRS oversees the administration of the State's four state Youth centers:

- Youth Center at Atchison is for 13-to 15-year-old male juvenile offenders.
- Youth Center at Beloit is 13-to 18-year-old female juvenile offenders.
- Youth Center at Larned is for 13-to 18-year-old male juvenile offenders.
- Youth Center at Topeka is for 15- to 18-year-old male juvenile offenders.

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Juvenile Issues

Length of Stay

The state youth centers should be reserved to address the needs of only the most serious and habitual juvenile offenders and the length of stay at the youth centers for these youth should be extended.

The Kansas Juvenile Offenders Code makes essentially no dispositional differences for different levels or types of offense. Youth center census has been managed by SRS partially through releases. In an effort not to crowd the youth centers, youth have been released to accommodate new admissions. Increased length of stay at the state youth centers means serving fewer youth in these institutions and more in other settings.

Who is served

The Kansas Juvenile Offenders Code makes no dispositional differences for different levels or types of offense, creating a situation where youth are placed in youth centers for a variety of reasons beyond their adjudicated offenses. SRS now centrally screens youth center referrals through a process that considers current offenses, offense history and prior attempts to intervene. The process also requires that a community staffing team attempt to develop community options prior to placement in a youth center.

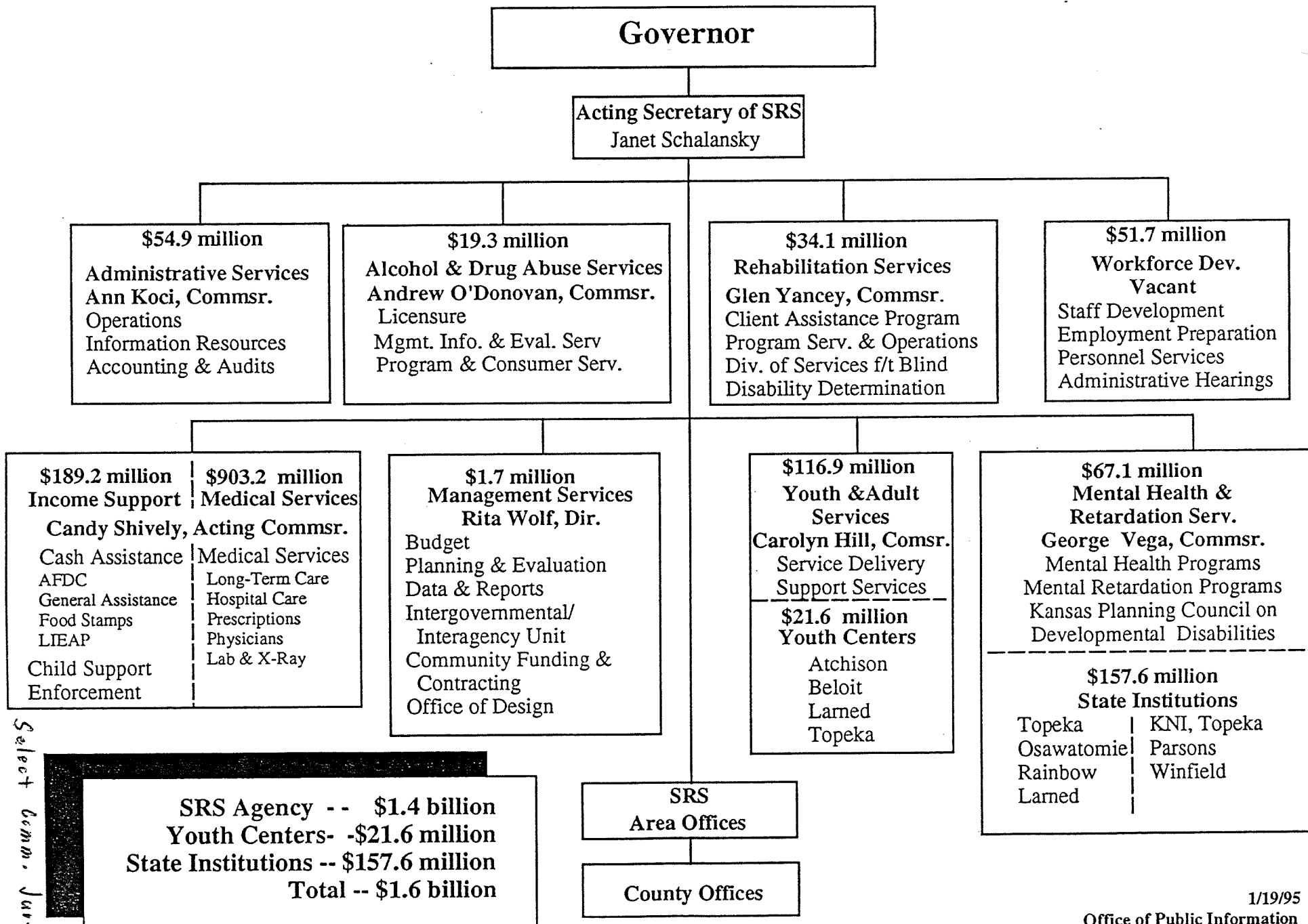
- Screening referrals is a method of reducing youth center admissions through the application of objective criteria and professional judgement toward the end of reserving the youth centers for the most serious and habitual offenders.

- Continue to refine the screening instrument toward a more standard classification system that depends less on judgement and more on objective items such as current offense, offense history, and risk to the community.

- Develop more opportunities for the community to respond to youth being considered for state custody by requiring the court to convene a community staffing team made up of representatives of the community agencies that serve youth and families prior to giving custody to the state.

SRS Organizational Chart and FY 1994 Actual Expenditures

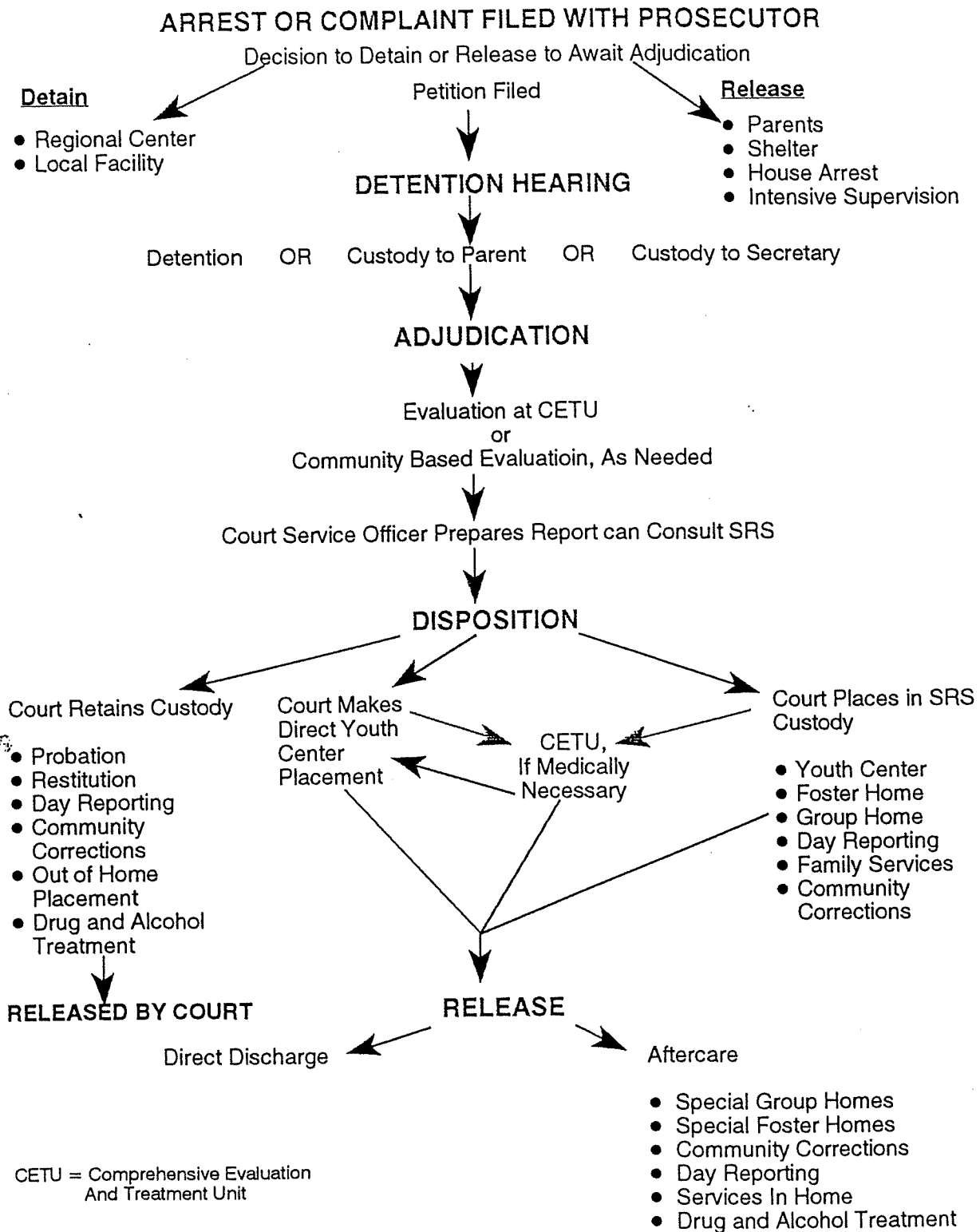
ATT 3



January 31, 1995
Attachment 3
Select Com. Juvenile Crime

Kansas Juvenile Justice System

3-2



3-2

CONTINUUM OF SERVICES FOR JUVENILE OFFENDERS

YOUTH CENTER

Treatment

Treatment

Residential

Residential

Day Reporting Center

Day Reporting Center

House Arrest

House Arrest

Intensive Supervision

Intensive Supervision

Community Service

Community Service

Standard Probation

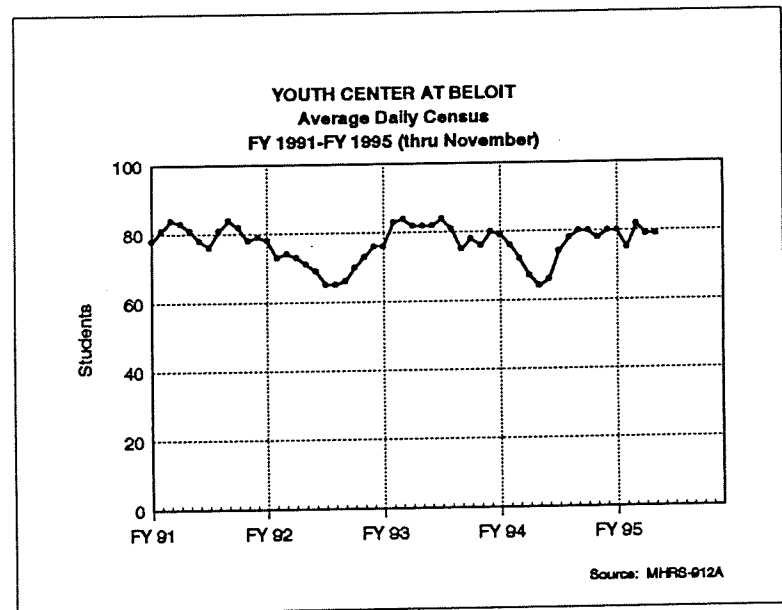
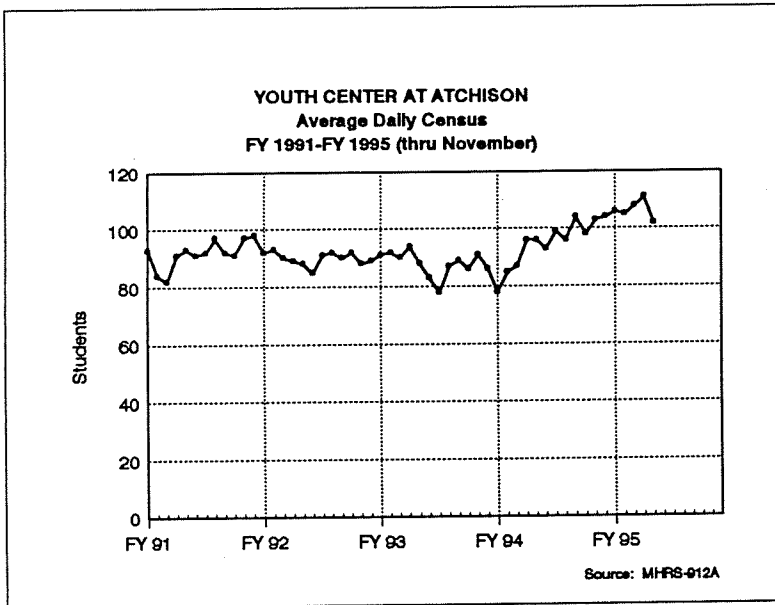
Probation

Aftercare Restitution

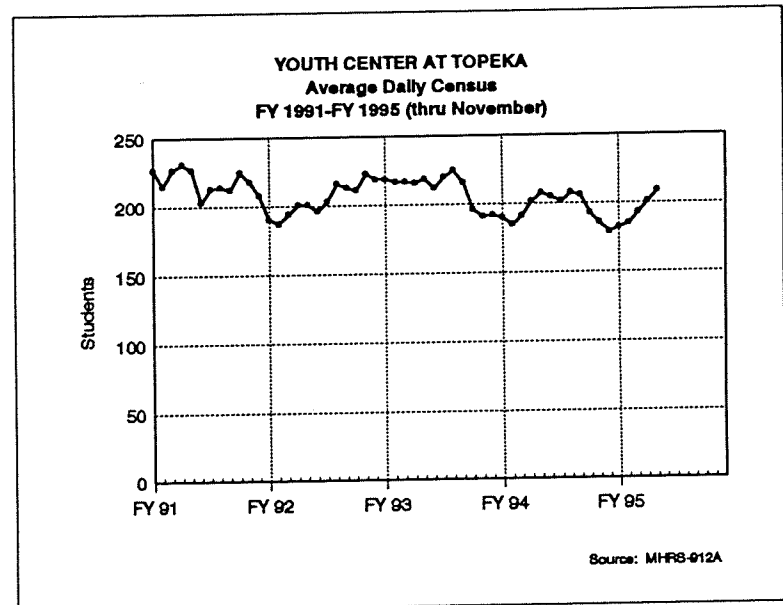
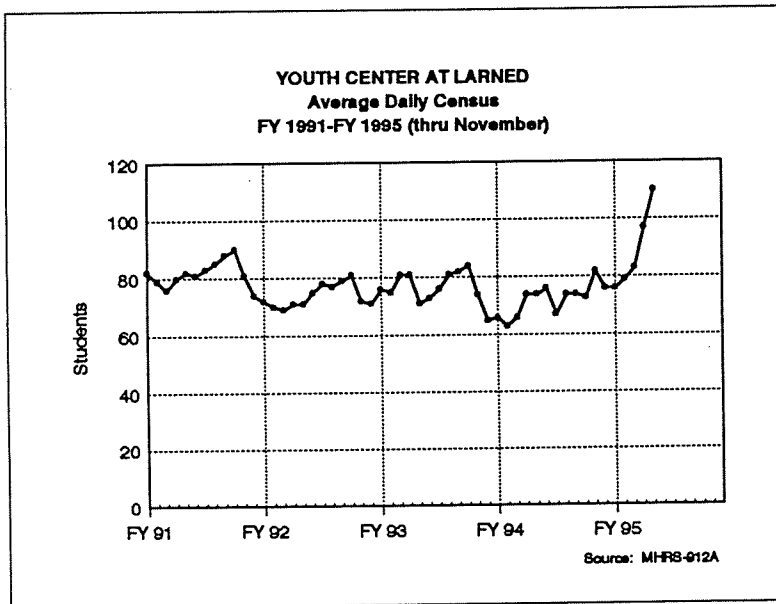
Restitution

Fines

Least Restrictive ----- Most Restrictive ----- Least Restrictive



YOUTH CENTERS AVERAGE DAILY CENSUS



3-4

3-4

JJDP

Juvenile Justice and Delinquency Prevention: Initiatives in Kansas

Advisory Committee on Juvenile Offender Programs
& Department of Social & Rehabilitation Services (SRS)

Fact Sheet 1
September, 1994

DELINQUENCY PREVENTION

In the 1992 reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974, as Amended (JJDP Act) Congress established Title V - *Incentive Grants for Local Delinquency Prevention Programs* in response to the need for local comprehensive delinquency prevention planning and programs for youth who have had or are likely to have contact with the juvenile justice system. In creating a separate Title and appropriation for prevention in the JJDP Act, Congress recognized the need to preserve prevention as a priority of OJJDP and establish a source of funding and technical support dedicated solely to prevention programs on the local level.

Title V Delinquency Prevention Program. Based on the current state of research on the causes and correlates of delinquency, as well as over 15 years experience in implementing delinquency prevention programs, OJJDP has issued a funding guideline for Title V Delinquency Prevention Programs which is based on four precepts. *First*, prevention programs must be based on sound theory supported by positive or promising research results. *Second*, prevention programs must incorporate a system of data collection and analysis to evaluate program outcome and performance. *Third*, prevention efforts cannot be effectively directed by public agencies alone - a dedicated community coalition of citizens, private businesses, and public agencies must direct a collaborative effort which draws on public, private and volunteer resources. *Fourth*, the prevention program must operate pursuant to a

comprehensive plan which periodically assesses and prioritizes the risk factors in the community which are associated with the development of delinquent behavior, and implements programs and strategies tailored to address the prioritized risk factors and enhance factors which protect children from the effects of risk factors.

The Advisory Committee on Juvenile Offender Programs (ACJOP) has decided to develop delinquency prevention programs in Kansas with the assistance of Alcohol and Drug Abuse Services (ADAS). ADAS has already done research on delinquency risk factors and currently has twelve Regional Prevention Centers. Through these regional facilities, a committee will be formed to determine key leaders in each community that might be interested in this delinquency prevention effort. These key leaders will attend a training session on the *Communities that Care* strategy for risk-focused prevention developed by Developmental Research and Programs, Inc. (DRP), Seattle, WA.

Risk Factors and Protective Factors. The prevention strategy described in the Title V funding guideline is based on a simple premise. In order to prevent the development of delinquent behavior in children, the factors that increase the risk of the growth of such behavior need to be identified. Once these factors are identified, then strategies to address them, including enhancing the protective factors for children to resist the effect of the risk factors, can be planned and implemented.

1 body of research on delinquency and crime has identified a number of factors which are linked with development of delinquent behavior. These factors can be grouped in the following broad categories: the family, the community, the school, and the individual and peer group. Within each of these categories, specific risk factors can be identified, such as child abuse and family disintegration, economic and social deprivation, low neighborhood attachment, parental attitudes condoning law violating behavior, academic failure, truancy, school drop-out, lack of bonding with society, fighting with peers, and early initiation of problem behaviors. The more of these risk factors that a child is exposed to, the more likely it is that delinquent and violent behavior may develop and flourish.

Funding. Title V authorizes OJJDP to make grants to States to be transmitted through the state advisory group (ACJOP) to qualified units of local government. The 1994 appropriation for Title V is \$13 million. States are awarded these funds based on a formula determined by population of youth below the maximum age limit for original juvenile court delinquency jurisdiction, with a minimum award of \$75,000. Kansas has been awarded \$128,000 for fiscal year 1994. The number and size of the grants is determined by the ACJOP. Title V funds must be matched by the State or localities with 50 percent of the amount of the grant. The match may be made in cash or the value of in-kind contributions.

Projected Funding Timetable. ACJOP anticipates that Title V funds will be awarded to units of local government by spring of 1995. Grants may be awarded for project periods of 12 to 36 months, with an initial award for up to one year. Fiscal year 1995 funding is estimated to be about \$180,000 for Kansas and should be available late spring or summer of 1995.

Local Eligibility Requirements. In order to be eligible to apply for a Title V subgrant from the State, a locality must meet three requirements: (1) Receive a certification of compliance with the JJDP Act Formula Grants mandates from the ACJOP, (2) Convene or designate a Prevention Policy Board, (3) Submit a three year, comprehensive delinquency prevention plan to the

State. The ACJOP encourages the Regional Prevention councils to serve as the Prevention Policy Board.
Local Application and Three Year Comprehensive Delinquency Prevention Plan. The funding guideline issued by OJJDP provides detailed information on the requirements for the local application and prevention plan. These requirements include:

- Evidence of the commitment of key community leaders to the delinquency prevention effort;
- An assessment of the community's readiness to adopt a comprehensive delinquency prevention strategy;
- An assessment and prioritization of the risk factors in the community and a description of the strategy designed to address those risk factors;
- Identification of resources and promising approaches;
- A strategy to mobilize the community to implement the prevention strategy;
- A plan for the collection of performance and outcome data.

Training and Technical Assistance. Training and technical assistance is available for communities interested in developing a comprehensive delinquency prevention plan and applying for Title V funds from the State. Training on the Communities that Care strategy mentioned above is available November 18, 1994 in Salina, Kansas. This is the first phase of two. The first phase consists of a one day orientation for key community leaders on the research basis for risk focused prevention and strategies for implementing a comprehensive prevention program. The second phase consists of a three day workshop on risk and resource assessment for community prevention teams. The training is provided at no cost to participants. Localities planning to apply for Title V funds should take advantage of this training opportunity.

For more information contact:

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Juvenile Justice Specialist
Community Resource Development Unit (SRS)
(913) 296-2023

Judy Donovan
Alcohol and Drug Abuse Services (SRS)
(913) 296-3925

JJDP

Juvenile Justice and Delinquency & Prevention: Initiatives in Kansas

Advisory Committee on Juvenile Offender Programs
& Department of Social & Rehabilitation Services (SRS)

Fact Sheet 2
November, 1994

Disproportionate Minority Confinement

The Issue

National data and research have documented disproportionate representation of minorities in secure detention facilities across the country. Accordingly, States have been entrusted with the responsibility of examining race and ethnicity as factors influencing decisions at various points within the juvenile justice system (e.g. decisions to arrest, detain, commit to training school, etc.).

Research under OJJDP's Causes and Correlates Program indicates that the type of community in which the juvenile lives has a stronger effect on his likelihood of becoming involved in delinquency than his racial characteristics. African-Americans living in nondisadvantaged areas did not have higher rates of delinquency than whites living in nondisadvantaged areas.

African-American juveniles comprise a disproportionately higher percentage of juvenile arrests than other races and are disproportionately represented in detention centers. Information gathered in Kansas has found that black youth are disproportionately represented in all secure facilities in the state. The index value ranges from 4.48 in the detention centers to 1.27 in adult jails and lockups. For all facilities, black youth are represented at a rate 4.04 times that of the at risk population.

The Response

To reduce disproportionate minority confinement, the community must work together to address the causes by enhancing prevention and diversion programs and expanding alternatives to secure detention and corrections- particularly in minority neighborhoods. Local initiatives to involve families, neighborhoods, and community-based

agencies serving minority youths in this effort should be developed and implemented. Policies, legislation, and practices need to be reviewed and, as necessary, corrected, to ensure that race, ethnicity, and gender do not determine the decision to detain or incarcerate.

Strategies to reduce the disproportionate confinement of minority juveniles include the use of risk and need assessment instruments, cultural competency training for law enforcement and other juvenile justice professionals, individualized home-based care, mentors, therapeutic foster care, community-based family-oriented services, reintegration services for juveniles placed outside the home, independent living, job training, and increased accessibility to treatment.

The Law

Pursuant to Section 223(a)(23) of the JJDP Act, states must develop a plan to address the proportion of juveniles detained or confined in secure detention facilities, secure correctional facilities, jails and lockups who are members of minority groups of such proportion exceeds the proportion of such groups represent in the general population. States must address the issue in two phases as described by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Phase I is the determination of whether minority youth are disproportionately confined in secure facilities. Phase II consists of continued research and development of strategies to address the disproportionate secure confinement of minority youth.

Beginning with Federal Fiscal Year 1994, States must determine whether disproportionate minority confinement

exists, identify the causes, and develop and implement corrective action in order to receive 100% of funds in the JJDP Act Formula Grants Program. States failing to address the overrepresentation of minority youth in confinement will be ineligible to receive 25% of their allocation for the year.

Actions Taken

The Kansas Advisory Committee on Juvenile Offender Programs (ACJOP) has established a subcommittee to focus on Disproportionate Minority Confinement (DMC). This committee was formed in September, 1994 and its main purpose is to advise over the efforts being made in Kansas towards reduction of DMC.

To assist in these efforts, OJJDP contracted with Community Research Associates (CRA) to provide training and technical assistance on all aspects of the DMC mandate to States upon request. Kansas received this technical assistance in October, 1994. A representative from Community Research Associates provided training to the subcommittee formed by the ACJOP.

To determine exactly what needs to be done in Kansas, the ACJOP established contract research with the University of Kansas, Institute of Public Policy. This contract was established in October, 1994 also. Researchers are required to submit a preliminary report to the ACJOP in January, 1995. Kansas has been awarded technical assistance for research project oversight through the OJJDP.

For Further Information

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Juvenile Justice Specialist
Community Resource Development Unit (SRS)
(913) 296-2023

REGIONAL DETENTION CENTERS

A statewide system of regional detention facilities was created in response to the Juvenile Justice & Delinquency Prevention Act (JJDP) of 1974, which called for the removal of juveniles from adult jails and lock-ups. The purpose of the detention facilities is to detain juvenile after arrest and prior to adjudication by the courts. New facilities were built in Trego, Geary, Crawford, and Finney counties. The Northeast Juvenile Detention Facility in Douglas County is still under construction and is expected to open in March. The Reno County facility which was already constructed is becoming the South Central Regional Detention facility. Several counties operate facilities which were built prior to the regional planning. These include Johnson, Saline, Sedgwick, Shawnee and Wyandotte.

Both regional and local facilities are operated by counties, not SRS.

Attached is information on the Juvenile Detention Facilities Fund. The Legislature created this fund to finance construction of the Regional Detention Facilities. The statute, however, is very broad, indicating the fund can be used for operations as well as capital outlay.

JUVENILE DETENTION FACILITIES FUND

This is a fund used for juvenile detention centers that is based on fees, no state general fund is included.

Projected expenditures for FY 1995 are as follows:

Rescue Plan operations	157,455
Debt service payment 12/1/94	234,645
Debt service payment 6/01/95 (payments are for bonds issued for Geary, Douglas, Finney, Trego, & Crawford)	479,645
Per diem increase of 25 for SRS placements	684,375
Operational grants 1,500 / bed (225 beds)	337,500
Renovation/construction reserve	208,000
Total	2,101,620

It is estimated that the total annual collections for FY 1996 from the Gaming Revenues will be \$2,500,000 and \$729,792 from the Docket and Drivers License Fees. This will be the source of future revenue for continuing these expenditures. In using these facilities, we complied with Federal mandates and have been awarded the 1993 & 1994 Juvenile Justice and Delinquency Prevention Grants. These total \$1,081,000 to be available this fiscal year.

Note: These are not SRS-run facilities.

STATE JUVENILE DETENTION FACILITIES

LICENSED CAPACITY (9/94)

JOHNSON COUNTY JUVENILE HALL JERRY JACOBSON, DIRECTOR 915 WEST SPRUCE OLATHE 66061 913/764-7411 FAX 913/764-7110	30
WYANDOTTE COUNTY JUVENILE DETENTION CENTER SCOTT HUTTON, DIRECTOR 710 NORTH SEVENTH KANSAS CITY 66101 913/573-2900 FAX 913/573-2937	48
SALINE COUNTY JUVENILE CENTER MAJ CAL JOHNSON, DIRECTOR 229 NORTH NINTH SALINA 67402 913/826-6596 FAX 913/827-1050	7
SHAWNEE COUNTY YOUTH CENTER GARY BAYENS, DIRECTOR 2620 EAST 23RD STREET TOPEKA 66605 913/233-6459 FAX 913/233-4874	23
YOUTH RESIDENCE HALL KEN HALES 1900 EAST MORRIS WICHITA KS 67208 316/383-7725 FAX 316/383-7278	40
RENO COUNTY JUVENILE DETENTION CENTER PENDING HOST STATUS AS THE SOUTHCENTRAL REG. DETENTION CENTER BILL HERMES, DIRECTOR 219 WEST SECOND HUTCHINSON 67501 316/694-2500 FAX 316/694-2504	14
NORTHWEST REGIONAL JUVENILE DETENTION CENTER (TREGO) RUTH O'DONNELL DIRECTOR BOX 338 WAKEENEY 67672 913/743-5625 FAX 913/743-6395	14

NORTHCENTRAL REGIONAL DETENTION CENTER (GEARY) SHAWN BRANDMAHL DIRECTOR 830 MONROE JUNCTION CITY 66441 913/238-4549 FAX 913/238-5419	14
SOUTHEAST REGIONAL JUVENILE DETENTION CENTER (CRAWFORD) PERRY STRASBURG, DIRECTOR BOX 218 GIRARD 66743 316/724-4174	16
SOUTHWEST REGIONAL DETENTION CENTER (FINNEY) RUSSELL JENNINGS DIRECTOR PO BOX M GARDEN CITY 67846 316/272-3800	21
NORTHEAST REGIONAL JUVENILE DETENTION CENTER (DOUGLAS)* PAM WEIGAND DIRECTOR 11TH AND MASSACHUSETTS LAWRENCE KS 66044 913/841-7700 *SCHEDULED TO OPEN 12/94	16

NOTE: some have been allowed to exceed capacity. counties