

Approved: February 22, 1995
Date

MINUTES OF THE HOUSE SELECT COMMITTEE ON JUVENILE CRIME.

The meeting was called to order by Vice-Chairperson Bob Tomlinson at 9:00 a.m. on February 15, 1995 in Room 313-S of the Capitol.

All members were present except: David Adkins

Committee staff present: Don Cawby, Legislative Research Department
Leona Fultz, Committee Secretary

Conferees appearing before the committee: Carla Stovall, Attorney General State of Kansas
Dr. Mary McPhail Gray, Assoc.Dir.Extension at KSU

Others attending: See attached list

Vice Chairperson Bob Tomlinson introduced Carla Stovall. She stated that while she is Attorney General for Kansas one of her main personal commitments will be as a chief advocate for children. She stated there are three phases she would like to emphasize today. Phase #1 is Swift and Certain Action; we will never have healthy children until we have healthy parents. Phase #2 is Swift and Certain Consequences; certainty of consequences is missing in today's system, non-violent offenders should be dealt with on first offenses. Phase #3 is Swift and Certain Punishment; this might be lowering the age for being able to prosecute juveniles as adults or doing away with the age of prosecution. Her comments and views are further explained in the written testimony. (Attachment 1).

Bob Tomlinson then introduced Dr. Mary McPhail Gray. She gave an overview of how Extension programs and 4-H Youth Development Programs are being operated throughout the State of Kansas. Some of these programs are helping with children with behavioral problems, those children in high risk environments, working with parents attending parenting classes etc. (Attachment 2).

Dr Gray then introduced Laurie Chandler, Extension Agent for Shawnee County. She gave an overview of some of the programs that are currently being used in the Topeka area including the one at the Topeka Rescue Mission. (Attachment 3).

The Committee adjourned at 10:25. The next Committee meeting is February 16, 1995.

CHILDREN & JUVENILE ISSUES
BEFORE THE HOUSE SELECT COMMITTEE ON JUVENILE CRIME
ATTORNEY GENERAL CARLA J. STOVALL
FEBRUARY 15, 1995

I appreciate the opportunity to appear before the subcommittee on Juvenile issues and I thank Rep. Adkins, the chairman, and all committee members in advance for taking the time to listen to my comments. As you know I am newly elected and have, in fact, been in office just five weeks and two days. My thoughts on the juvenile justice area are not ones I have gained in the five weeks since taking the oath of office although I have enjoyed the additional resources at my disposal from which to continue to educate myself about problems and solutions. My philosophy and avenues for change are a compilation of all that I am and come as a result of all the experiences I have had--personally and professionally.

My intent here today is not to propose specifics that would be drafted into legislative proposals for this session. My purpose rather is to share with you ideas and philosophies that I believe are critical as we begin thinking about how to reshape our state's way of dealing with children and juveniles. If some of the content of my presentation is included within bills this session I certainly will not be offended but I hope no one will act hastily upon such important topics.

During the time I am privileged to serve as Kansas Attorney General, you and members of the public will come to know me as the state's chief law enforcement officer and the state's chief legal officer. But you will also come to know me as the state's chief advocate for children. No, it isn't an official, statutory responsibility. But it is my personal commitment to raise the public's consideration of the way we take care of our children--all of our children--every single child in this state...

Especially the child who hides under his bed when dad begins yelling at mom and who hears mom's muffled screams as dad hurts her;

Especially a child who watches from the stairwell while her parents arrange white powder on a mirror and roll up a dollar bill;

Especially a child who can only see her father on Visitor's Day at the maximum security prison;

Especially a child who sits in the backseat watching his big brother and friends walk into the 7-11 after putting on ski masks;

Especially a child who has repeatedly heard his parents tell the emergency room doctors that the bruises, concussion, and broken bones are because he's clumsy;

Especially a child who has become the unwilling sex partner of her stepfather while her mother pretends to be unaware;

Especially a child who gives birth to her uncle's child after being kicked out of her parent's home for being promiscuous.

Let me make it perfectly clear that there are children in Kansas living in every one of those disgusting, sickening, revolting and tragic circumstances.

The most recent statistics available tell us that in Kansas in 1993 there were almost 25,000 children reported as victims of sexual and physical abuse or neglect. Also in '93, there was a 69% increase in confirmed child sexual abuse cases from '91.

In '93, Kansas domestic violence hotlines received more than 42,500 crisis calls. More than 5,000 children witnessed the abuse of a parent and 457 children were themselves physically injured during the course of their parent being victimized. More than 3,500 children went to domestic violence shelters with their battered parent in '93. Sixty-three percent of all young men incarcerated in this country today for killing are there because they killed the person who was beating up their mothers.

Male children who are raised in violent homes are predictably violent to their own spouses and children. Female children raised in the same environment are prone to be victimized by their partners and to hurt their own children.

Almost 10% of all births in Kansas are to teenage mothers. 14% of kids in Kansas live in poverty. Almost 12% of students in grades 5-12 regularly use alcohol and over 27% of students in those grades have used other drugs.

In 1991 in Kansas juveniles between the ages of 11 and 17 accounted for 17% of ALL violent crimes and juveniles who were arrested on murder charges increased by 60% between 1981 and 1990.

A leading expert on child sexual abuse reports that between 70 and 90% of offenders are known to their child victims and that 30-50% of the men who abuse girls are family members, and that the peak age of victimization is between 7 and 13 years of age. All too often children who are sexually abused grow up to sexually abuse. One report showed that 49% of sex offenders studied had been sexually abused as children and 19% had been physically abused. The average male child

molester begins when he is 15 years of age and victimizes 115 children during his lifetime.

Why are those statistics important? I am here to tell you that, as a former Kansas Parole Board member, I know that our Kansas prisons are full of the people who represent those statistics. Inmates who watched their mothers get the devil beaten out of them, inmates who watched their parents shoot or snort drugs, inmates who only knew their fathers through prison bars, inmates who learned from their older siblings how to rob and burglarize, inmates who were physically abused repeatedly by their parents and who received no help from the outside, inmates who were sexually abused by their step-fathers or other family members and then received the blame.

The word "dysfunctional" does not even begin to describe the background some of the inmates experienced and I don't think we should be surprised they may have decided somewhere along the way to commit crimes against other people individually or against people collectively. Do not misunderstand me. No background excuses someone from their eventual decision to commit a crime. However, that we cannot feign surprise when adults who lived in hell as children decide to act outside of the scope of society's contract for law abiding citizens.

These children were never taught the value of honesty or of keeping one's word. They never learned to have respect for themselves--certainly they were never shown respect. They did not understand having respect for someone else--fear perhaps but never respect. I believe the problems we face now in the juvenile justice arena -- and there are many -- cannot be looked at in isolation.

We cannot hope to create an ideal way of dealing with juvenile offenders if we wait until they are juvenile offenders to deal with them. If we ever expect to have a positive impact upon the number of young people who commit violent and frequent crime, we must start to address the problems in the homes of our Kansas children.

There are many groups across this state struggling with issues facing children and also with juvenile criminals. The key to me is that we must achieve a holistic approach and address the front end of the spectrum as well as the back end. The front end, to me, is the at-risk home environment and the back end is the juvenile justice system.

I created an ad hoc group of experts in Kansas whose professional commitment is to children and juveniles. I was particularly intrigued by how those from the punishment facet of the system were as committed to prevention and intervention as the professionals from those areas. And the members from the prevention and intervention fields had firmly rooted beliefs in punishment. It is not one philosophy against or at the expense of the other. Experts are all agreeing that it is imperative we address both ends of the spectrum. I would like to share with

you the names of those who have committed their time and energy to my committee. Kent Hayes, co-director of National Menninger Youth Advocacy Project; Roger Doeran, Vice-President-elect of the Kansas Governor's Commission on Education for Parenthood; Linda Ellington, Executive Director of Project Turnaround in Kansas City, Kansas; Gary Brunk, Acting Executive Director of the Corporation for Change; Sydney Hardman, Advocacy Coordinator of Kansas Action for Children; Frank Kohl, Leavenworth County Attorney; William Kennedy, Riley County Attorney; Vicki Meyer, Wyandotte County Assistant District Attorney; Yasmin Littlejohn, Coordinator of Juvenile Programs of the Kansas City, Kansas YWCA; Melissa Bollig, from the Kansas City, Kansas SRS; Sue Lockett, of CASA; and Brad Carey, a Wichita Police Officer assigned to juvenile gangs. Several of my staff who deal with children and juvenile issues were also a vital component. I think you can see the tremendous amount of expertise and knowledge at the disposal of this group. While specific proposals have not yet emerged, the synergism helped me to continue to come to my own conclusions. I'd like to share those now.

In all aspects, the help begins with swiftness and certainty.

PHASE #1: SWIFT AND CERTAIN ACTION. We will never have healthy children until we have healthy parents. We must start TODAY creating healthy parents for the next generation. We must do so swiftly and with certainty.

First, we must step up efforts to stop teenage pregnancy. No favorable statistics exist for teenage mothers or their children--The babies are more likely to be low birth weight or suffer other medical ailments because of lack of pre- and postnatal care. The mothers are more likely to drop out of high school than their peers, to never return, and to never begin college. They are more likely to have a second child before turning 18 than their counterparts are to have one baby. They are very likely to turn to government assistance to meet their financial needs and to raise children who know no other means of support. People who dismiss the concerns and speak of the mothers putting babies up for adoption ignore the realities. Most teenage mothers keep their babies--they don't increase the pool of babies available for adoption.

I don't mean to say that no teenage mother has ever done a good job at raising a child. The odds of it, however, are certainly not in favor of the children involved. It seems to me there should be an all out effort to eliminate teenage pregnancy and eliminate one entire category of at-risk parents. When the teenage pregnancy does occur it seems to me to be in the best interests of the mother, child, and society for the mother to remain in school and we should promote programs which facilitate that.

Inextricably linked to teenage parenting is the need to make fathers involved in the lives of their children. Physical and financial and emotional presence of fathers is important to every child, and we must not allow teenage fathers to shirk

their responsibilities. Efforts must be enhanced to collect child support from all noncustodial parents including young fathers.

Drugs and alcohol abuse in the home continues to be a problem which is not being minimized. The DARE program is an example of the kind of education we must do early on for children to prevent them from becoming users and abusers. - Talk of legalizing illegal substances is absurd to me. Drugs are not bad because they are illegal. They are illegal because they are bad. To suggest to the contrary ignores medical evidence.

Violence in the home begets violence in the home of the next generation. The predictability of the cycle demands swift and certain action on our part now. Continued training is necessary for all involved in domestic violence situations--counselors, law enforcement, prosecutors, judges, court service officers--etc. There must be tough punishment for those convicted of any kind of physical violence--and certainly for those who repeatedly inflict injury upon a family member. General revenue funding should be available for domestic violence shelters so that stable budgeting is possible. There must be sufficient shelters to house victims and their children immediately and indefinitely.

Bail should be denied batterers to allow sufficient time for the victim and children to remove necessary items from the home and to find shelter. Breaking a condition of bond by returning to the victim's home or place of employment should constitute criminal trespass and provide for immediate arrest. I requested such a bill be introduced by the House Judiciary committee and I hope that you would support House Bill 2464.

Counseling for children of violent homes must be available to stop the perpetuation of the cycle. Currently, Circles of Affection, a pilot program of the Kansas Children Service League, is working to develop a counseling and education program geared to addressing the needs of children in domestic violence shelters. They have received grant monies from the Crime Victims Assistance Fund administered through my office. I am eager to see their program and facilitate its use in shelters all across Kansas.

I believe government has an obligation to fund programs that can make differences in the lives of children. Examples are Healthy Start Plus, Head Start, Parents as Teachers. We must allocate necessary resources to ensure the lessons taught in those programs are made available to Kansas families.

But I don't mean to suggest that the entire responsibility for the swift and sure action in this prevention phase lies with government. Adequate funding of certain programming is a legitimate function for government but it requires much more than providing dollars at programs.

Children need what money cannot buy. They need healthy, positive adult involvement in their lives. Community based, children-focused programs offer REAL help. Big Brothers/Big Sisters, Boy and Girl Scouts, 4-H, Boys and Girls Clubs, athletic leagues, CASA, are examples of extraordinary programs to get into a child's life on a personal basis to make a difference. We should take every opportunity to encourage these volunteer dependent programs. Swift and certain action can come from willing and able volunteers. I want to challenge all Kansans to give to children. Volunteer to be a Big Brother or den leader. Serve on a Board of Directors and help run an agency. And if you cannot give in that way, then I ask Kansans to give their dollars. If each of us made a difference in the life of just one child--wouldn't it be worth it?

PHASE #2: SWIFT AND CERTAIN CONSEQUENCES. It would be myopic for me to suggest that the kinds of prevention and intervention programs I espouse could actually limit all need for a further juvenile justice system. I wish it were that easy. For those young people who commit acts which are not legal or desired there must be swift and sure consequences for that behavior. Certainty of consequences is missing in today's system. Non-violent offenders should be dealt with so that the first contact with the "system" can provide an invaluable lesson.

Los Angeles has instituted an intensive supervised probation for its juvenile offenders that allow officers to stop the juveniles at any time for no reason--and that is a condition of the probation. Some might argue that good behavior in terms of not possessing weapons or drugs is coerced by the intrusiveness of the possible stops -- but so be it!

Sanction houses or "mini-jails" have proven useful in some jurisdictions. Violation of probation conditions can land the offender in the sanction house for 48 hours for a first violation and up to 30 days for a more serious charge. Again, a swift and certain consequence.

Most people who work in Kansas' juvenile justice system believe there is a dearth of community based consequences. Community corrections and day reporting for juveniles need to be implemented within Kansas communities. Creation of boot camps are also a way of providing physical, emotional, educational discipline for juveniles who have not been exposed to such rigors. The key to all these alternative sanctions though must be to have follow-up once the program is completed. Placing kids back into the same home environment from which he came obviates any positive lessons which were taught in the program.

PHASE #3: SWIFT AND CERTAIN PUNISHMENT. Finally, there must be swift and certain punishment for those juveniles who are criminals and have committed violent or repeated offenses. There are many ideas for getting tough with these types of kids. Some suggest lowering the age for being able to prosecute juveniles as adults--others suggest doing away with the "line in the sand" with regard to age

of prosecution. Arrest, charge, and prosecute for criminal activity without regard to age. Let the judge at time of disposition consider the age of the offender in deciding the appropriate placement. It's a novel concept and one that we would have to think through thoroughly. We need to break the old paradigms--fresh, new ideas are needed in this area.

We have all heard much discussion recently over the proposal of taking juvenile offenders out of the custody of S.R.S. No question that agency has developed a negative reputation with regard to juvenile offenders -- I will not judge whether or not it is deserved. The fresh new approach the public is demanding for dealing with juveniles, I believe, requires us to remove the juveniles from S.R.S. I support creating a separate Juvenile Authority to deal with them. I do not support placing them within the custody of the Department of Corrections, as some recommend.

The key to any movement of responsibility must not be in that movement alone. The key has to be a NEW SYSTEM not just a new home for the old system. Fundamental change is needed.

Fundamental change will necessitate create of a new juvenile code. With the support of Governor Graves I was elected chair of the Criminal Justice Coordinating Council last week and it will be my honor to be so involved with that Council as it shapes policy. A Task Force within that Council which was created before my tenure is on juvenile justice. The Task Force is still working on formulating its recommendations to the Council. There is no way to know whether the Council will buy into their recommendations and I do not mean to steal their thunder by discussing their preliminary ideas but I think they are on to a great concept that I have espoused for quite some time. There should be finite, minimum sentences for juveniles who commit crimes. Under current law, the judge adjudicates a juvenile offender and sends him or her off to S.R.S. custody. The offender can be released the very next day by officials at the S.R.S. institution without any input by the judge. What's wrong with that picture? Swift and certain punishment is nowhere to be found!!

We must designate a range of appropriate sentences for crimes and ensure that juveniles serve a minimum sentence length. Good behavior, program participation, counseling, attention to education and work skills could be used to consider when the release would occur once the minimum sentence was served. The judge would decide the time of release, with input from the staff of the facilities. I know, this sounds much like the parole system we had for adults prior to sentencing guidelines. The rehabilitation focus of the adult indeterminate system was abandoned by the desire for truth-in-sentencing and that was not necessarily wrong. (There are other facets of guidelines with which I am greatly displeased and have voiced that concern loudly and frequently.) A case can easily be made

regarding the need for rehabilitation or habilitation in many cases among juveniles more so than for adults. I think such a system is worth looking into.

As we consider sentences for particular crimes, we must institute enhanced penalties to be swiftly and certainly applied when the offender is engaged in gang-related activity or when utilizing firearms in the commission of an offense.

We need to ensure that there is a maximum secured facility for juveniles who need to be removed from society because of their heinous crime, propensity for further violence, likelihood of escape, etc. We tend to think of CAT. as the maximum secured facility for the juvenile system now--but that simply isn't true. There is no maximum secured facility for juveniles within this state. How can we provide swift and certain punishment to juveniles who commit murders and rapes without a maximum secured facility? We would not consider an adult system without such an institution and the time is long gone for such an absence in the juvenile system

Disposition decisions must consider the needs of juveniles and their risk to the community. More secure space, carrying a high price tag, must not be misused by placing juveniles there who have not committed violent offenses or who do not carry a likelihood of danger to staff, other admittees, or the public. There must be great attention paid to ensure that non-violent offenders are not housed with violent offenders. Such a practice unnecessarily endangers juveniles and serves to harden them into people who are not likely to be reintegrated successfully into our communities.

If we stay with a clearly defined juvenile vs. adult system, then we should look at adopting what Texas has done and provide authority for the juvenile system to retain custody of an offender until he reaches the age of 25--instead of the age of 21 now used in Kansas to mandate release. This would enable us to protect the public longer, as well as to continue the needed efforts of rehabilitation.

To summarize my concerns, please view the need for attention to the children and juveniles in Kansas as the need to place Swift and Certain as barometers in creating systems. We must have swift and certain action in providing prevention and intervention. There must be swift and certain consequences in dealing with first time, non-violent offenders. And, lastly, there must be swift and certain punishment when dealing with violent and repeat offenders. When I think of people I have known who are parents, I think some don't want to correct or discipline children out of a fear of setting the child back in some way. But a truly good parent knows that allowing a child to misbehave and ignore rules is not healthy for the child in the long run. The parent who fails to discipline does not mean to be a bad parent--quite the contrary. The unfortunate result is that that child grows up knowing no limits or boundaries and without an ability to consider how his or her actions impact others. If we can see that in families as we raise

our own children--why can't we see that in our state system of caring for children? The state does step into the shoes of parents. We must be truly good parents and caretakers -- not just for today but for lives of our children. Our children deserve nothing less.

**Kansas State Extension's Contribution to the
Prevention of Juvenile Delinquency and Crime**

Presented To:

The Select Committee on Juvenile Crime

Wednesday, February 15, 1995

by

Mary McPhail Gray, Ph.D.
Assistant Director for Extension Home Economics &
Associate Dean, College of Human Ecology

and

Laurie Chandler, MS
Extension Agent, Home Economics and 4-H
Shawnee County

Members: David Adkins, Chair
Robert Tomlinson, Vice Chair
Don Smith, Ranking Minority
Clifford Franklin
Jim Garner
Brenda Landwehr
Mike O'Neal
Belva Ott
Dixie Toelkes

Select Committee on Juvenile Crime
February 15, 1995
Attachment 2

Kansas State Extension's Contribution to the Prevention of Juvenile Delinquency and Crime

Introduction

Chairman Adkins and members of the Committee, we appreciate the opportunity to talk with you today about our shared concern for juvenile delinquency and crime in the state of Kansas. For over 80 years, Kansas Cooperative Extension has been organizing 4-H youth development programs in this state and providing positive educational opportunities that enhance the development and future productivity of our youth. Throughout this long history, many persons have been impacted.

Presently we have 24,000 Kansas youth in 4-H club programs and reach 104,000 youth through a variety of 4-H programs. We partner with 15,000 adult volunteers who help nurture their development. Presently we share your concern about the ability of our families and communities to nurture all of our youth in ways that guarantee a future that is economically viable and supports the strength and development of both individuals and communities. In its 80 years of work in Extension, 4-H has relied heavily on volunteer leaders trained by county and state faculty to deliver developmentally appropriate information to youth. Increasingly, as more and more families have a single parent or both parents in the work force and more persons are commuting to provide cash income for families, we have seen a deterioration of the resource pool that can provide traditional youth development programs. Increasingly we are partnering with schools, businesses community organizations and other public systems to provide the crucial elements of a strong youth development program in Extension. We have learned much about how to deliver this program in new environments and to high risk youth. We need your support in continuing this work.

Understandings and Commitments

From its beginning 4-H has worked with vulnerable or low resource youth. In the early days of Extension's youth development programs in Ohio, county agents made

the decision to teach new farming methods directly to youth having recognized that parents were less accessible to education absorbed with the basic activities of a hard scrabble rural life. Since those early years, Extension and the 4-H youth development program have grown up with persons who acquired education in both the informal and formal settings of our society and moved toward middle-class. Today many strong supporters of 4-H hold responsible leadership positions in communities. They recognize the importance of youth development and know how 4-H served them well. At the same time we have creatively reached out to vulnerable youth not privileged to receive middle class in-home education and needing a positive youth development organization more than some of the more accessible 4-H members.

Since children and youth have little political voice and no strong independent advocacy group it is important to have a group of professionals who understand how changing communities and changing family life is affecting youth development. In a dramatic way, these changes demand a combination of tried and true, traditional youth development techniques with new and innovative 4-H programming.

Organizations Which Affect Youth

At the community and state level there are three categories of organizations which impact our youth. The first is the **regulatory system** exemplified by the juvenile justice system which attempts to regulate or control certain kinds of behavior. The second broad category is the **certificating system** such as public schools or employment training programs where the intent of the program is to provide some standardized evidence of the completion of some education or skill development process. The third category of organizations which affect youth are called **youth development organizations**. Their great strength is their ability to provide flexible, creative and nurturing support for youth development in its broadest sense. Historically these organizations have grown up around special interests or special systems of values and have often have been competing for the same members. Thus 4-H youth development clubs, boy scouts, girl scouts, boys and girls clubs and youth

centers may often be recruiting in the same neighborhood but fail to discuss their commonalities and shared visions for young people. As a result there is not a strong and concerted voice for positive youth development. Frequently these groups justify their existence by adopting objectives of the other two kinds of youth serving systems and claim they are successful if they prevent a negative outcome. Thus they will keep a child out of the juvenile justice system or keep a child in school as a way of justifying their existence. In fact, youth development organizations provide an extremely powerful environment in which the basic life skills, citizenship skills, worker skills, relationship skills are taught, modeled, practiced, and reinforced in a prevention model.

Objectives of Youth Development Organizations

Youth development organizations such as 4-H, are able to provide safety and structure to develop crucial lifelong goals, that include the following:

- Relationship Building Skills
- Health Maintenance Skills
- Learning and Decision Making Skills
- Self-Reliance Skills
- Citizenship Skills and the Ability to Contribute to Others

Factors Associated with Delinquent Behaviors

The 1994 Kids Count databank listed Kansas twentieth out of fifty states in healthy and positive outcomes for youth. Between 1992 and 1994 Kansas experienced a fifty percent increase in births to single teens. This increase was twice the rate of the national increase. The juvenile arrest rate for violent crimes was equal to the national average with an increase of fifty-one percent over that two year period. The participation rate for mothers in the work force is higher than the national average. In Kansas, sixty-five percent of women with children under six are in the labor force and eighty percent of women with children from the age of 6 through 17 are in the labor force. With 70 percent of Kansas counties losing population between

1992 and 1994, we are experiencing communities where there are few people home to parent and few people home to provide community leadership for youth development organizations.

In Kansas, the population increase of adolescents means that a greater number of individuals can contribute to juvenile crime. We find that very specific things encourage a young person to engage in negative behaviors and there are clear alternatives to each negative variable.

- If they are failing in school and not connected to any informal school club or organization.
- If they have no good friends who can be positive influences.
- If family supervision is completely lacking or inconsistent.
- If no one depends on them to be responsible and no one expects performance.
- If the community encourages negative behavior and provides no clear sanctions against it.

Resiliency in Individuals and Communities

Nevertheless, research literature does show that even in very negative environments some children are able to thrive due to a combination of the following characteristics:

1. Personal characteristics of temperament, physical appearance, and personality that make them attractive and appealing to others.
2. Positive close bonding with one caretaker who is relatively stable and accessible to them.
3. Specific opportunities to build skills and gain a sense of competence and achievement.

These findings have been repeated in several studies. It is important to look immediately at what kinds of families or communities help support such resilience.

First of all, positive personal characteristics include: social interaction/negotiation skills, and group contribution skills that can be taught in youth development organizations. The child who is a good friend or a positive group member is prized

by other children or adults and has more opportunities to be recognized and nurtured by others. Therefore in informal settings, such as 4-H, teaching children how to make and keep friends is an extremely important skill. This does not happen in large groups and can rarely be included in certificating education settings.

Positive enduring bonds with a caretaker occur when children are not spaced too closely together within a family, or there not too many children within one family, and there are enough resources to keep the family somewhat stable. In some larger families, if older children bond with younger children and provide a nurturing environment, such children can find the resilience for a positive outcome. However, children spaced too closely together are unable to care for each other.

Skill development can occur when children can stay in an environment long enough to participate with a variety of other youth and adults in working on projects together. The kind of skill building and project completion curriculum that has always been part of 4-H supports this very well. Nevertheless, in a volunteer driven youth development organization, it is important to maintain a strong enough professional base so that good training of volunteers can be completed in such a manner that the volunteers understand the youth development aspects of their role as being more important than the mere completion of projects.

Contributions to Communities

One of the enduring values of the 4-H youth development program has been that of service or contribution to the community. The symbol of the 4-H clover and the four-fold development of heart, head, hands and health, emphasizes the importance of a positive individual contributing to a positive community. Increasingly, 4-H is going into partnerships with other community organizations to accomplish this. Particularly in high risk environments where Extension works actively with school personnel, school enrichment programs offer children a variety of opportunities for informal learning within and outside of the classroom. Since 1990 the National Extension Service has had a program initiative in the area of Children and Youth and Families at Risk. Extension professionals have worked with high risk youth in models

such as the following in Kansas:

- In Reno county, Extension Agent Scharon Merriman and in Pottawatomie county Carol Fink have developed after school programs with community coalitions to provide supervision and skill development for children in those communities
- In 40 counties all across Kansas, Parent Universities feature a variety of community agencies and educators coming together with a weekend of support and education for parents of all ages. In many of these communities, the result of these initial celebrations for parents has been an ongoing parent coalition and requests for parent education to be more accessible for a variety of audiences.
- In Woodson and Lyon counties, Tricia Couch and Diane Barnett have been working with the Regional Prevention Center using Extension's program "Responsive Discipline" to work with young people identified as high risk juveniles and with their parents.
- Ann Hutchinson in Finney county in cooperation with the school district and the police department and the Salvation Army, is working to keep Hispanic, Southeast Asian and other minority youth in school with an after-school program utilizing 4-H youth development materials.
- In Sedgwick County, one Extension Expanded Food and Nutrition Assistant, Sonya Henry gives weekly classes on nutrition and food preparation to adolescent residents of the Sedgwick County Youth Shelter. Most of the residents are male. Their active involvement in cooking is impressive. However, more compelling is their thirst for affection, guidance, and straight talk that they seek from Sonya.
- Parenting skills for adolescent parents are being taught in the Girard Maternity Home in Wichita by Eric Ott, 4-H Youth Development agent and Marilyn Toellner Home Economics Agent.

A number of Kansas State Extension Specialists have written programs which provide a curriculum base for these activities in Kansas and in a number of other states across the nation.

- The Kansas program entitled "Capable Kids Can," provides self-care life skills for young people to learn in their school setting, or in a community group that wishes

to support this training. A number of social services offices have used it with foster care children and with parents who have been in danger of losing children due to neglect.

- A national Extension program supported by the Hallmark Corporation of Kansas City "Talking with TJ" has provided a school-based curriculum which helps young people learn conflict management and negotiation skills in a peer group setting.
- High School Financial Planning Program has been developed by a national committee of which Kansas State Specialist, Dr. Joyce Jones is a member. This program creates partnerships between Extension professionals and high school teachers to teach adolescents the basics of how to manage their own finances. It can be implemented as successfully in juvenile treatment facilities or community youth development organizations.

Parenting/Family Issues

In addition to the Parents' Universities mentioned above, the following materials have been developed in Kansas and are available to work with parents of adolescents.

- "Responsive Discipline" developed by Dr. Chuck Smith to provide positive basic principles of parenting to a variety of audiences.
- "Passkeys through the Teens" developed by Dr. Mike Bradshaw and others is a new program for parents of adolescents stressing the acquisition of skills in communication, social skills, feelings of control and good judgement.
- ParentShare Program is a new program being developed by Dr. Chuck Smith and a national committee to provide parent mentoring relationships for high risk families.
- Elaine Johannes, State Specialist in Rural Mental Health leads projects to develop training and materials in flood relief, crisis team training for local communities, integration of physical and mental health services and the reduction of domestic violence.

Expanded Food and Nutrition Program for High Risk Families

For the past 25 years USDA has funded the Expanded Food and Nutrition Program providing nutrition education and management of the food budget to low-income young families. In Kansas in 1994, we served over 1500 families in Sedgwick, Shawnee, Wyandotte and Crawford counties. Fifty percent of the families have one or two children and complete a series of 12 to 15 lessons taught in their home by an Extension paraprofessional. We can document changes in knowledge and practice in this program.

Recommendations and Policy Needs

Extension's ability to continue to support youth development programs is compromised by the reducing pool of adult volunteers with time available away from the work place, increasing income struggles for families, the lack of a major youth advocacy movement in the state, and the increasing difficulty of providing transportation to a location where youth development can occur in informal environments.

The Select Committee on Juvenile Crime can be of assistance in the following ways:

1. Encourage the establishment of community coalitions to advocate and plan for all youth.
2. Encourage agencies and community organizations to help provide curriculum resources and environments for volunteer training for 4-H youth development programs.
3. Encourage community responsibility for the environments available to youth. This can include the availability of positive youth development organizations, the accessibility of community facilities to these groups, consistent positive messages and reinforcement for positive behavior from school officials, law enforcement officials, the religious community and service organizations.
4. Encourage juvenile judges to require parents to attend parenting classes and parent/youth classes in communication and negotiation skills.

5. Encourage access of school transportation services to a variety of community organizations, such as youth groups.
6. Encourage public schools to allow facilities to be used before and after school and on the weekends to support positive youth and family programming.
7. Encourage an allocation of time for special youth organizations or clubs at school that give youth an introduction to positive youth development opportunities.
8. Encourage programs to deliver preventive education after the first identification of youth at risk.
9. Be insistent and creative on reducing turf wars between agencies and organizations.

As educators in informal settings, 4-H Youth Development and Home Economics Extension Agents provide important skills in community organization, volunteer recruitment and training and in educational support to both youth and adults. This state-wide system delivers the strengths of the land grant campus to communities in Kansas. Through our linkages with Extension educators throughout the nation we can deliver programs which have been well developed, piloted and proven to have an impact on youth, families and communities. We welcome your support in these efforts.

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**1994 Innovative 4-H Project:
A Light for Homeless Children at the Mission**

Situation Statement

The Topeka Rescue Mission houses homeless families and on an average day includes 11 to 20 homeless youth in their census. During 1993, 3,930 different children and youth were housed temporarily at the shelter. By necessity the staff at the shelter must concentrate with adults to help them through this difficult transition in their lives. Particularly during the summer months, little youth care or programming is available.

Homeless children are among the highest risk groups for negative outcomes. Poverty, public criticism and a disrupted life-style are powerful influences in limiting opportunities and achievement for these youth.

The Shawnee County Extension personnel, particularly Cindy Evans, Expanded Food and Nutrition Home Economist, and Laurie Chandler, Shawnee County Home Economist and 4-H Agent, initiated a funding request from the Kansas 4-H Foundation to develop and implement an eight-week program for 7 to 17 year olds housed in the shelter during the summer 1994. The Foundation provided funding and Ms. Chandler and Ms. Evans sought cooperation and support from a variety of merchants and organizations in the Topeka area.

Objectives

1. Introduce homeless youth to the 4-H program and stress its availability in other neighborhoods, communities, or states. Develop a recognition and interest in continuing participation in a 4-H program.
2. Develop life skills to enhance youth's independence and feelings of competence by including in the curriculum experiential learning in the following areas
 - a. Positive relationships with others
 - b. Improved decision-making
 - c. Creativity and independent exploration
 - d. Work completion/satisfaction
 - e. Cooking skills with simple food preparation for snacks
 - f. Self-care skills through personal hygiene and grooming lessons
3. Increase parenting skill development by requiring parent participation in communication and supportive discipline classes during youth class attendance.
4. Increase compassion and respect for differences among 4-H club youth by involving them in volunteerism and support for the new mission 4-H classes.

Partnerships

Cooperative Extension partnered with the following to complete this project:

Topeka Rescue Mission

McDonald's Corporation

Kodak Company

Ballard's Sports Outlet

Zercher Photo

Kansas 4-H Foundation

Extension County Agents in Nutrition and Horticulture

Implementation

During July and August 1994, two classes per week were held during the afternoon at the Mission. 4-H educational curriculum materials were used for the majority of the classes. Topics included the following:

Summer Nutrition

Photography

Tie-Dying Shirts

Nature Trail Walks and Appreciation

Horticulture

Personal Hygiene

Adults who serve as 4-H volunteer leaders in the community, 4-H members from traditional clubs, staff of a local college and other volunteers assisted with the classes and presented a variety of lessons.

Impact

Seven to 12 youth attended each of the classes in the Mission and engaged fully in the activities. Eight 4-H members from community club programs volunteered along with ten other adult volunteers, three Expanded Food and Nutrition paraprofessionals from Shawnee county office and the two home economists. The variety of activities kept the youth involved and gave their parents practically the only hours all week when they were not under direct parental supervision. Learning the 4-H clover and name provided a bridge for children to seek this youth program in another setting. The Mission Youth Director commented, "This was a tremendous program which we have been needing for a long time. It allowed the youth to develop some skills and us some more opportunity to provide parenting classes and transitional life skills for their parents. Thank you for taking this on."

Laurie R. Chandler, Home Economics and 4-H Agent, Shawnee County
Cindy M. Evans, Expanded Foods and Nutrition Coordinator, Shawnee County
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