

Presentation to the Joint
Committee on Corrections and
Juvenile Justice Oversight
Juvenile Justice Authority
Terri Williams, Acting Commissioner



Agenda

- 9:00-9:35 Legislative Post Audit presentation (LPA staff)
- 9:35-10:45 Facility Security Improvements (Acting Commissioner Williams)
- 10:45-11:15 Future of Facility Programs (Acting Commissioner Williams)
- 11:15-12:00 System Trends and Data (Randy Bowman, Director CBS)
- 1:00-1:30 Stakeholder Involvement (Randy Bowman, Director CBS)
- 1:30-2:00 Community Advisory Committee (Keith Clark 4th JD and Clayton Carr 16th JD)
- 2:00-3:15 Community Based Programs – Update and Future Plans (Randy Bowman, Director CBS)
- 3:15 Wrap-up and Questions



Legislative Post Audit (Part I)

- ✓ Multiple Safety and Security Findings
- ✓ High Turnover (including leadership)
- ✓ High Dissatisfaction – Employee Survey
- ✓ HR Deficiencies (background checks, discipline)
- ✓ Policies (outdated, inaccurate or non-existent)
- ✓ Training Issues

Facility Security Improvements

Acting Commissioner Williams

Leadership - Introductions

Kyle Rohr – Superintendent, KJCC

Randy Bowman – Director of Division of Community-Based Services

Megan Milner – Deputy Superintendent, KJCC

Moving Forward - Managing Culture Change

Establishing Stability – Back to the Basics

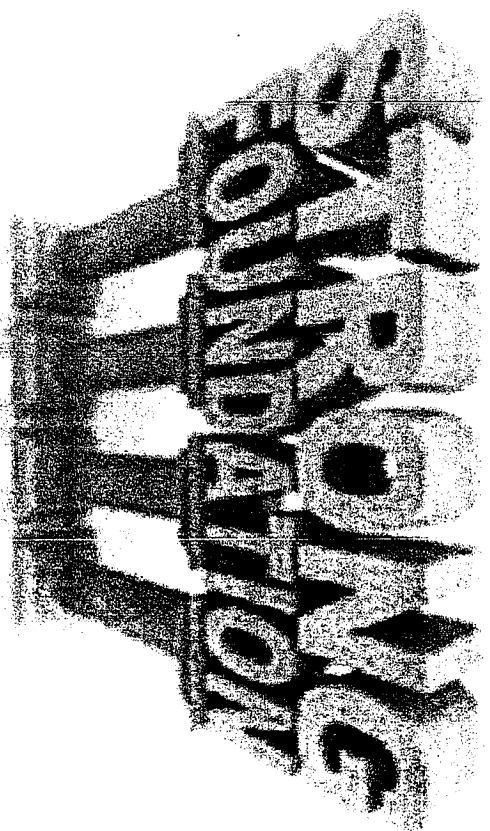
- Policy Development
- Training Overhaul
- Quality Assurance Systems
 - Human Resources
 - Safety and Security
- Reactive Versus Proactive
 - Strategic Planning
 - Data-Driven

Establish Stability - Back to the Basics

Policies – Back to the Basics

Instituted a policy process

- ✓ Updated Annually
- ✓ Prioritization of Critical Operational Policies
- ✓ LPA policies are completed
- ✓ Also working on streamlining facility orders



Training – Back to the Basics

Some of the accomplishments in Staff Development and Training include:

- Reorganized the Staff Development Unit and shifted resources to facilities
- Revised the training and staff development policy
- Developed a clear matrix of training requirements for all staff, contract staff, volunteers, etc.
- Selected a Learning Management System (LMS) to comprehensively and accurately document training
- Established accounts for each employee in LMS and entering training that has occurred for FY13
- Outlined process to determine annual training needs
- Established a statewide Basic Security Work Group (training and operational staff) to make recommendations on training issues

Training – Back to the Basics

Basic Security Practices Curricula 7

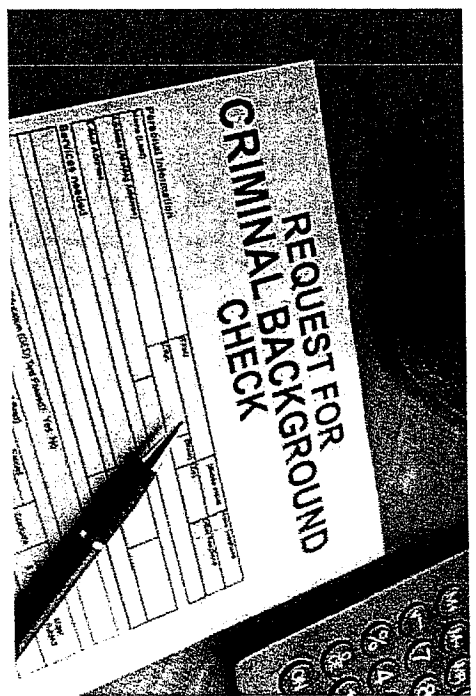
Modules:

- Security is an Attitude - Everyone is Responsible for Security
- Pat Searches and Facility Searches
- Entry Point Procedures
- Key and Tool Control
- Crime Scene Preservation Refresher
- Direct Supervision
- Summary – Putting it All Together
Activity



Human Resources – Back to Basics

- ✓ Updated policy to address documentation of authorization of hiring exceptions
- ✓ Updated policy to require appropriate clearances
- ✓ Delinquent background and Drivers Licenses checks completed
- ✓ Improved the organization of files
- ✓ Developed and implemented a statewide HR hiring checklist to improve the clearance (and documentation) process
- ✓ Implementing revised HR Database to increase oversight, accountability and consistency – progress ongoing

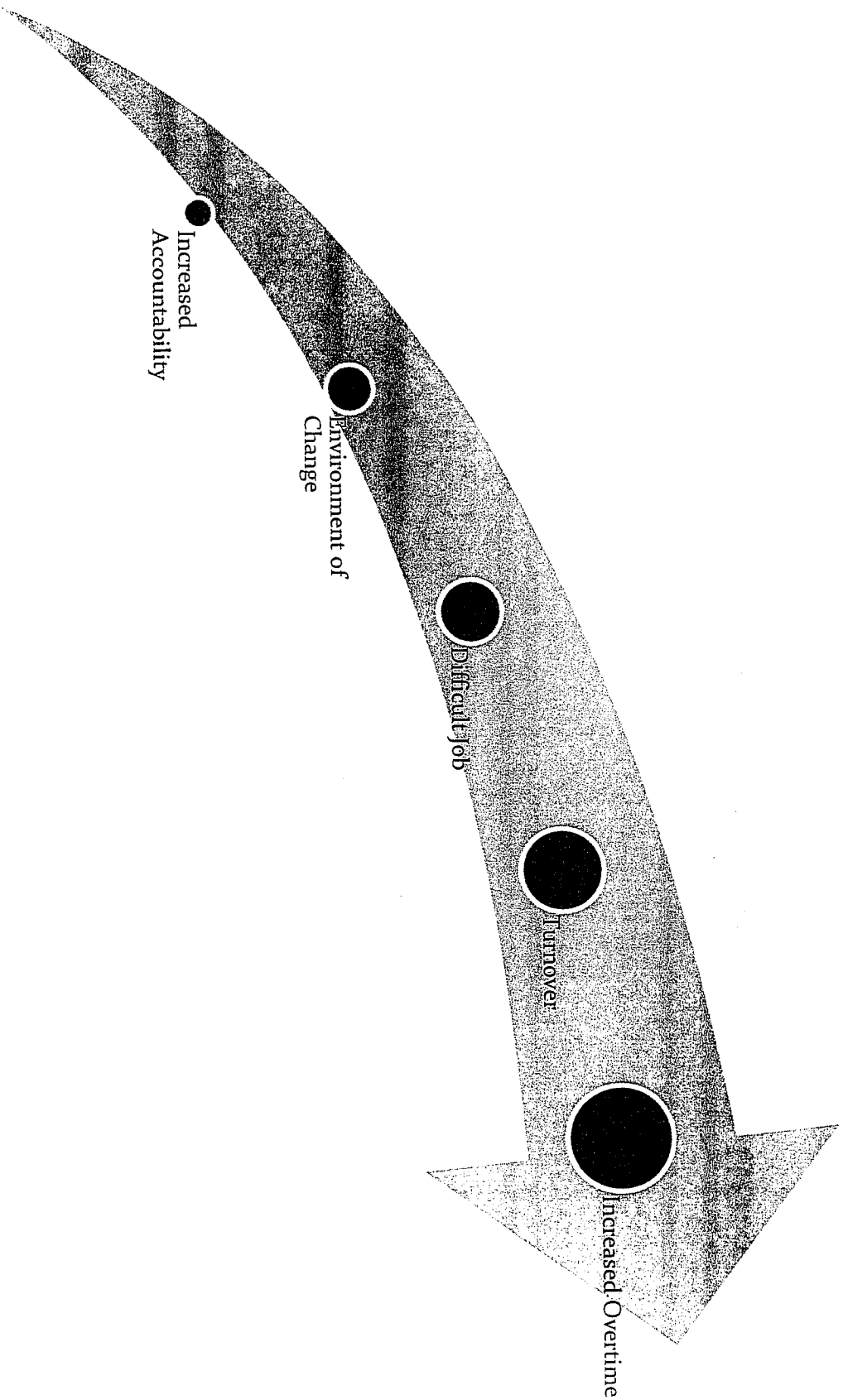


Human Resources – Back to Basics

- ✓ Remedied starting salary disparity between JJA's Juvenile Corrections Officer I positions and their KDOOC counterparts
- ✓ Increased shift differential to that paid by KDOOC
- ✓ The JCO series was included in the Under-market Pay Initiative, which will ensure continued parity of pay with KDOOC
- ✓ Budget request includes request to add JCO staff to Corrections KPERS.



Human Resources – Still To Achieve



Human Resources – Targeted Efforts

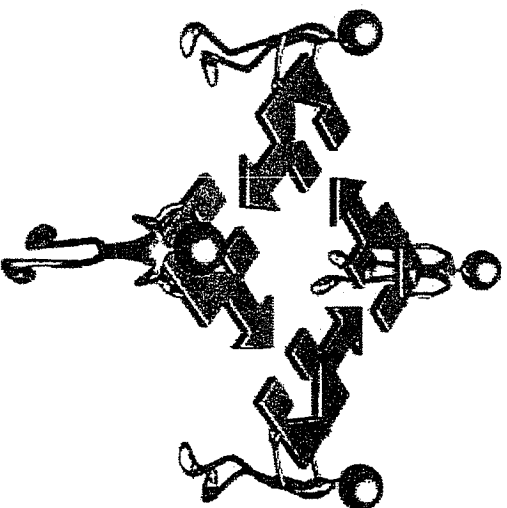
- ✓ Working on Increasing Recruitment
 - ✓ Have requested assistance from Department of Administration
 - ✓ Facility has initiated a Recruitment Committee which will include JCO staff
- ✓ The tentative recruit class of 11/19/12 is sizeable

Security— Back to Basics

- ✓ Increased supervisory coverage on multiple shifts
- ✓ Increase in coverage (weekends and evenings) for counseling staff
- ✓ Completion of a master staffing pattern with added post assignments to higher-risk areas
- ✓ Doors have been repaired/refashioned which had posed safety threats for staff
- ✓ Post rotation changed to an annual rotation
- ✓ Perimeter lighting has been replaced
- ✓ Perimeter checks are completed twice daily
- ✓ Equipment for increased monitoring (cameras, employee facial recognition system) has been authorized for purchase

Security— Back to Basics

- ✓ Implementation of a multi-departmental quality assurance team with QA process for security practices
- ✓ Issuance of directives on expectations for rounds checking and door security with spot checks for compliance
- ✓ Establishment of vulnerability checks and drills
- ✓ Limiting items that are allowed in the facility
- ✓ Requirement for everyone to go through security checkpoints
- ✓ Monthly inspections of security equipment
- ✓ Increased facility searches and canine searches
- ✓ Re-allocated resources to include a second investigator
- ✓ All staff completed evidence collection training
- ✓ Establishment of an evidence vault for storing evidence
- ✓ Recognizing Excellence



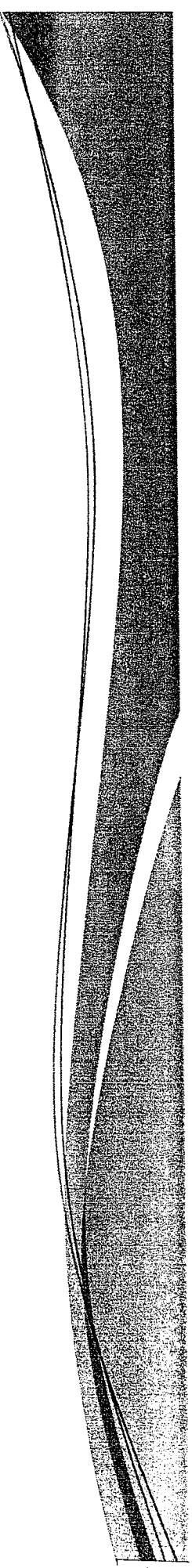


Focus on the Future

- Compliance Versus Culture Change
 - True Culture Change is a Long Process
- Staff Have Risen to the Challenge
- Strategic Planning
- Training Plan
- Celebrate Achievements
- Re-evaluate Systems

Future of Facility Programs

Acting Commissioner Williams



Programs - Types

- Educational/Vocational
- Substance Abuse Education
- Sex Offender Treatment
- Anger Management
- Cognitive Behavioral Therapy
- Mental Health Services
- Life Skills
- Parenting

Evidence Based Programs (EBP)

Looking at continuum of services (Location and Type)



Evidence Based Programs (EBP)

Evaluating current JCF Programs Using the 8 Principles to Reduce Risk of Reoffending:

- ✓ Use Assessments
- ✓ Enhance Intrinsic Motivation
- ✓ Target Intervention
- ✓ Treatment Matching (e.g., risk level, criminogenic needs, dosage)
- ✓ Increase Positive Reinforcement
- ✓ Engage Ongoing Support
- ✓ Measure Relevant Practices (e.g., training of staff, fidelity)
- ✓ Data and Evaluation



Partnership – Vocational Program

Water Technologies Curriculum – Fort Scott Community College

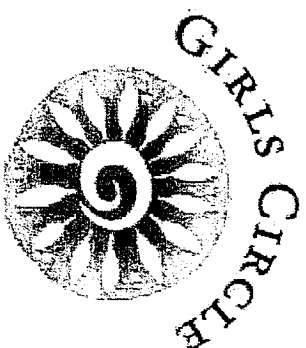
- ✓ Program will begin in January 2013
- ✓ Two year grant through the US Department of Labor/Education Training Administration Grant
- ✓ Will serve 24 students every six months (total of 96 youth)
- ✓ Will provide a number of services

EBP – Gender Responsive Services

Girls Circle

Studies in 2005 and 2007 revealed statistically significant improvement for girls in six long-term outcomes:

- An increase in self-efficacy
- A decrease in self-harming behavior
- A decrease in rates of alcohol use
- An increase in attachment to school
- Increases in positive body image
- Increases in social support

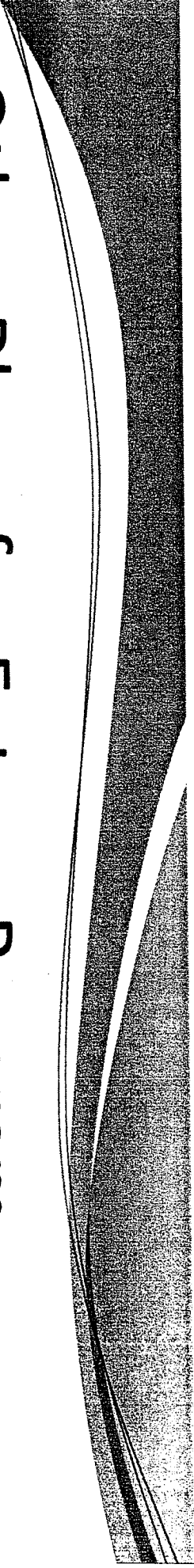


EBP – Gender Responsive Services

- ✓ Seeking Safety (Trauma-Informed Substance Abuse Curricula)

- ✓ Evaluating possible use of Moving On (CBT program)

Collaborating with KDOOC – TCF on resources for trainings and staff skill-building



Other Plans for Future Program Improvements

- ✓ Training and Quality Assurance
- ✓ Motivational Interviewing
- ✓ Measure effectiveness of programs
- ✓ Invest (or re-invest) in those that work
- ✓ Worker Alliance Inventory (WAI)
- ✓ Do the right thing and do it right.

System Trends and Data

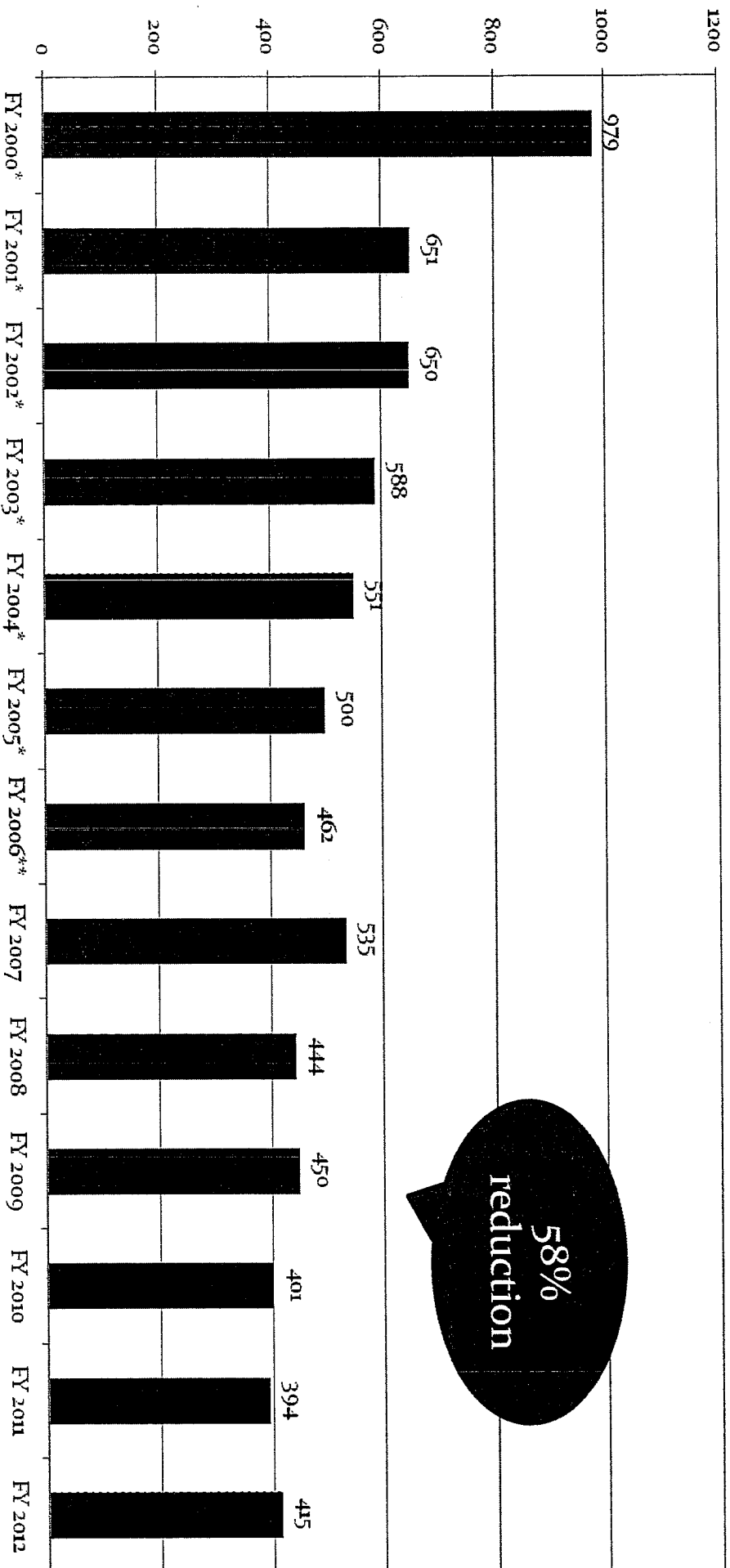
Director of Community Based Programs, Randy Bowman

Juvenile Justice Reform

- The Juvenile Justice Reform Act of 1996 (House Sub. for SB69) established many reforms, key highlights include:
 - Consolidating the administration of juvenile offender programs under one umbrella, where previously administered by the Office of Judicial Administration (OJA), Kansas Department of Corrections (KDOC), and Department of Social and Rehabilitation Services (SRS)
 - Establishment of Community Planning Teams (CPT) to develop a plan for each judicial district to deliver juvenile justice services, through Boards of County Commissioners, in lieu of a one size fits all State agency solution to local juvenile crime
 - Legal reforms with regard to public access to hearings and information, potential parental obligations for some costs and changes to private insurance to allow billing, changes in ages subject to the juvenile offender code from 21 to 23 and as young as 10
 - Emphasis on community-based programs while reserving secure juvenile correctional facilities for the most serious, violent and chronic through a sentencing matrix
 - Established an emphasis on crime prevention and intervention

Reform Results

Total Juvenile Correctional Facility Admissions



*Data was provided per JJA annual reports

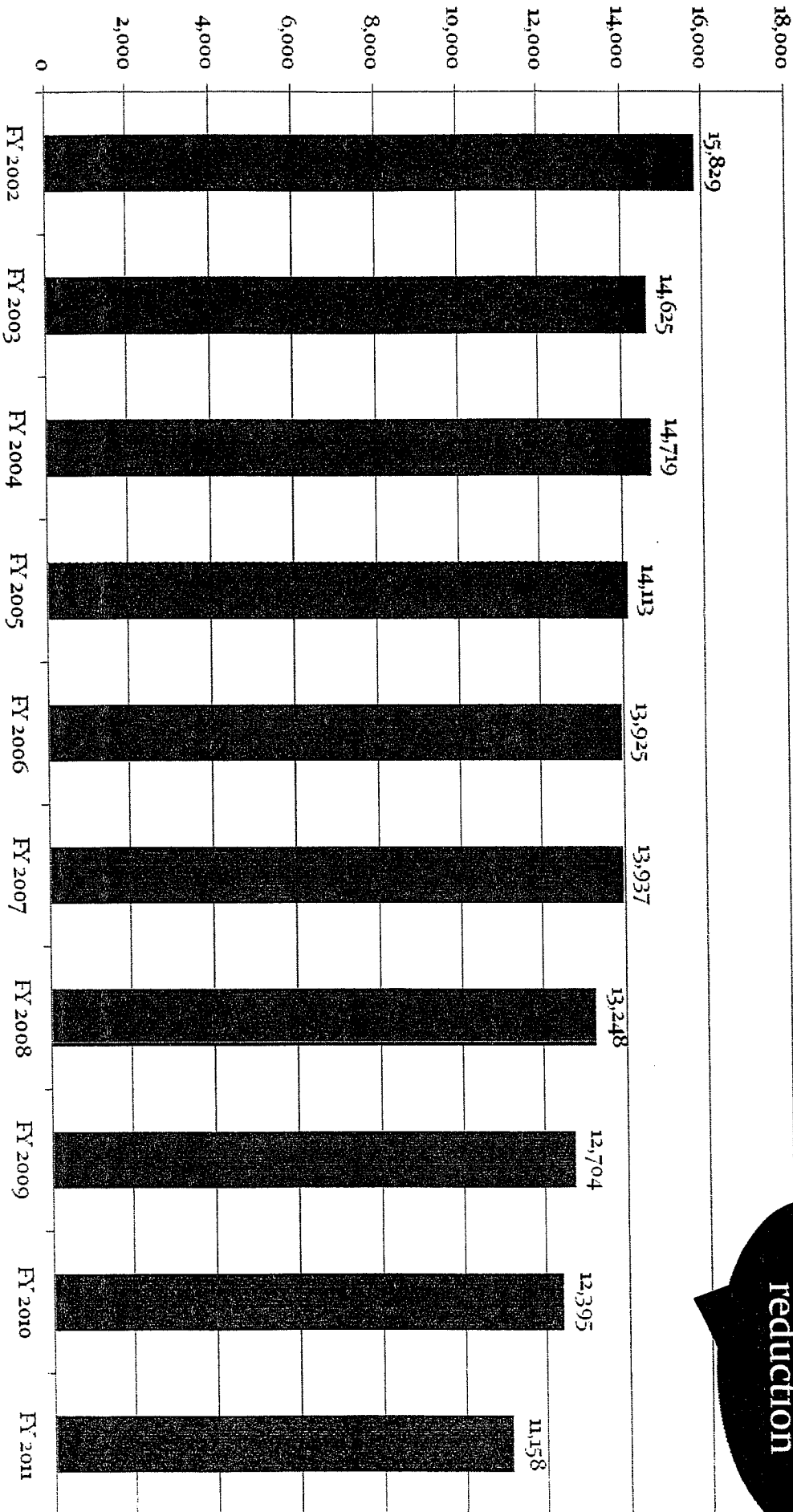
** Data as of September 11, 2012

FY 2007-FY 2012 Data was provided per the JJA website

Reform Results

Total Juvenile Offender Cases Filed

FY 2002 - FY 2011

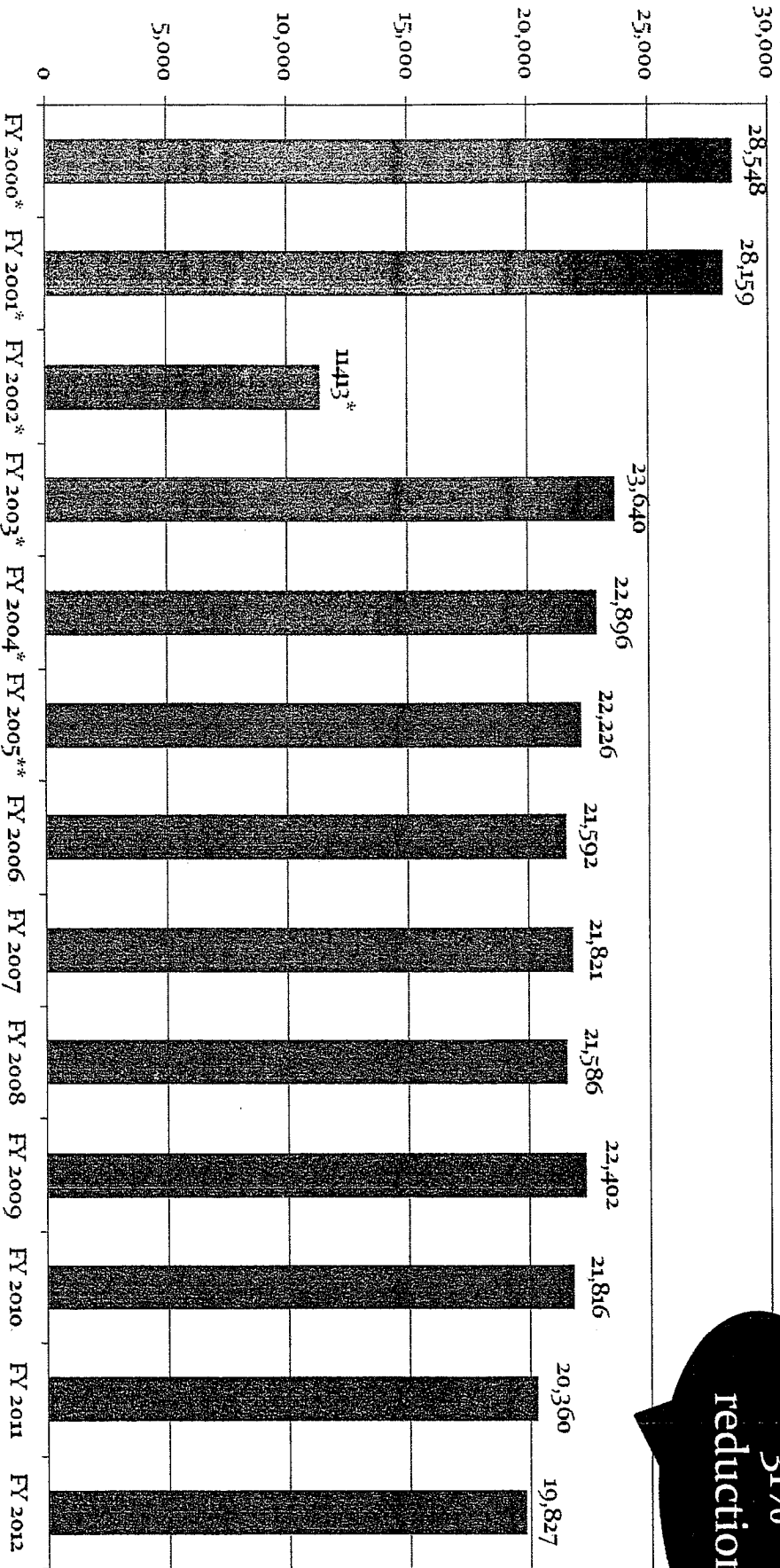


30%
reduction

* As reported by the Office of Judicial Administration (OJA)

Reform Results

Total Intake and Assessment Intake Events



31%
reduction

* FY 2002 only shows data from January 1, 2002-June 30, 2002 due to the initiation of JIAMS

* Data was provided per JJA annual reports

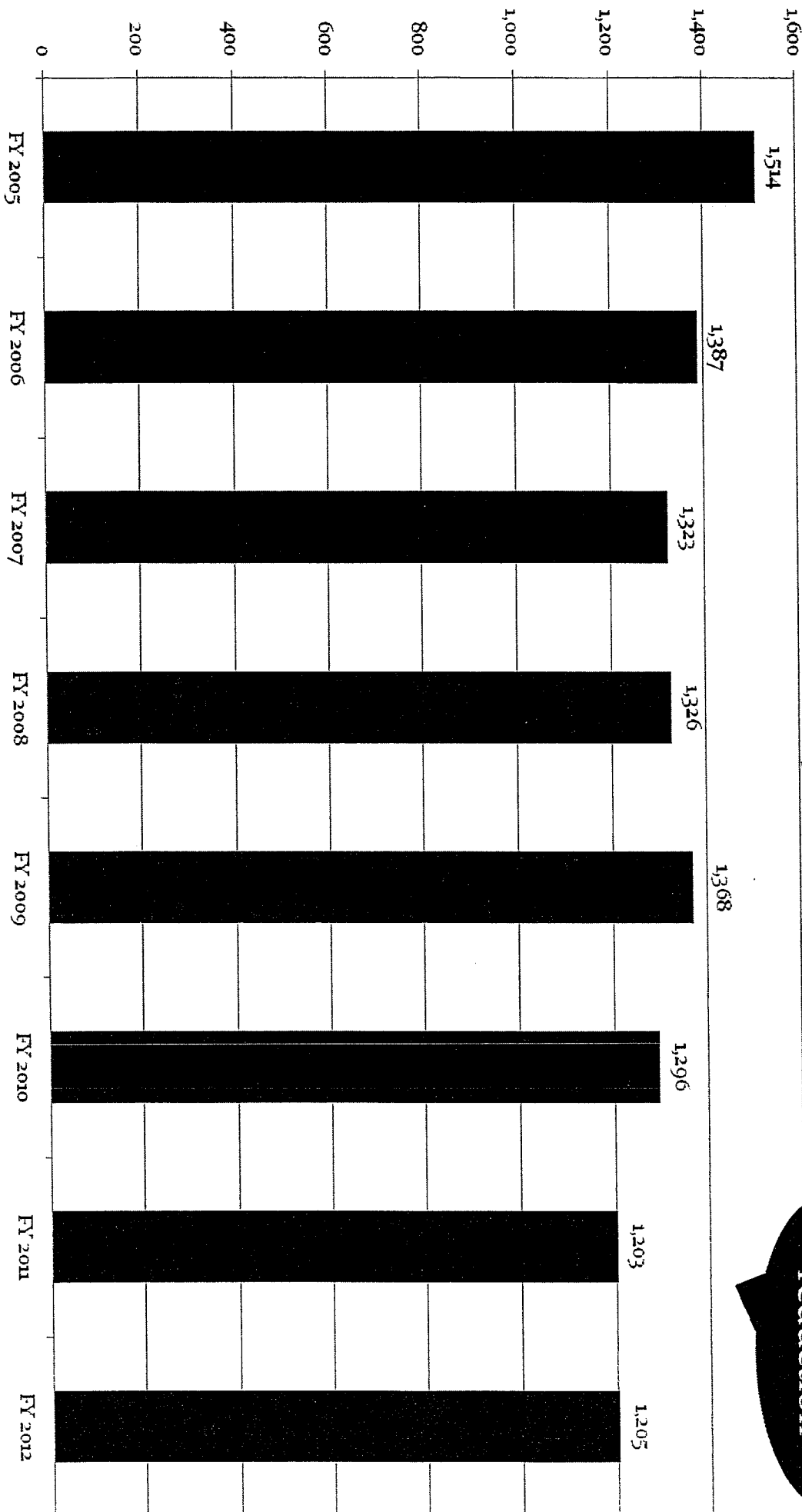
** Data was provided per JJA legislative testimony

FY 2006 - FY 2012 data was run on September 11, 2012

Reform Results

New JISP Admits
FY 2005 - FY 2012

20%
reduction

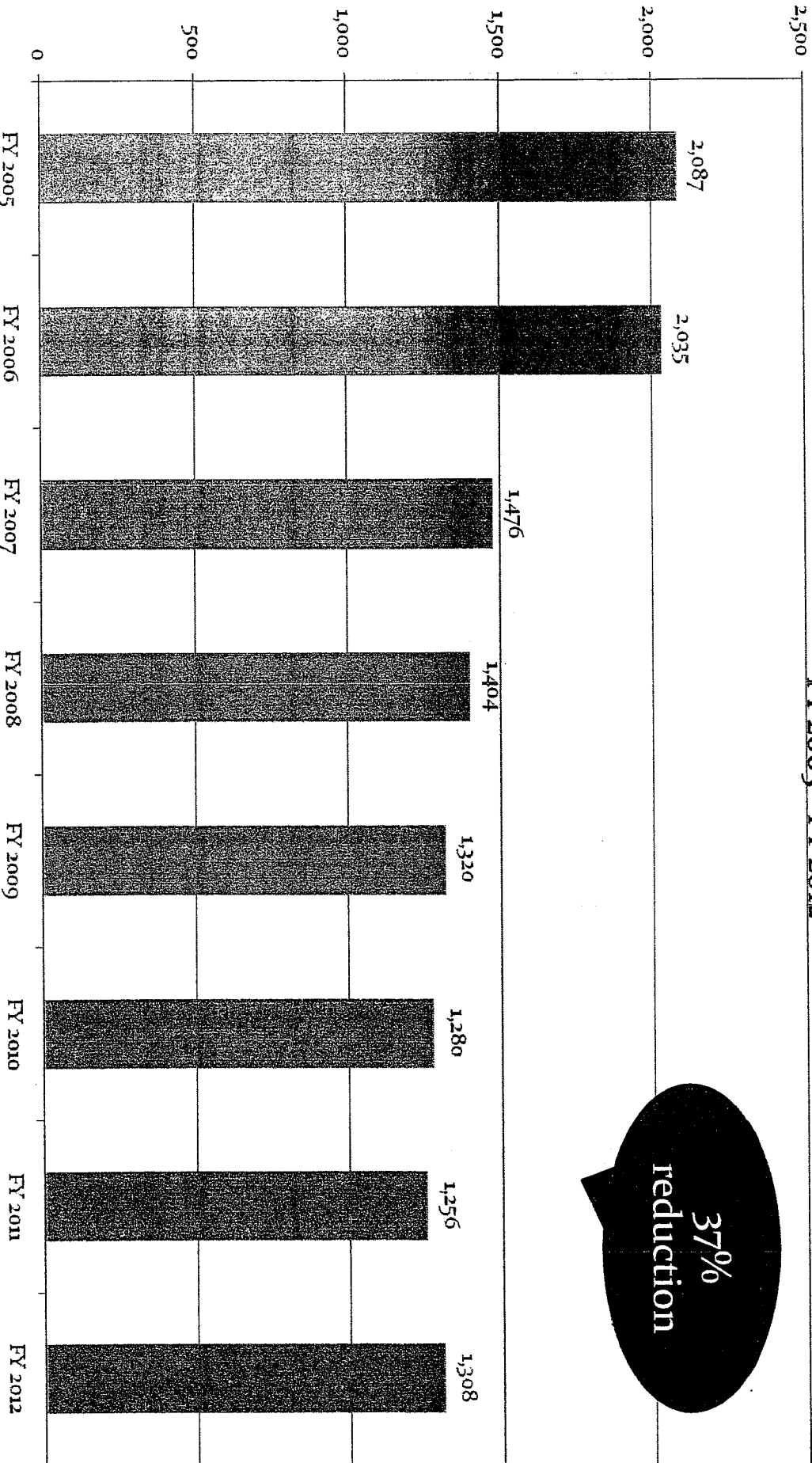


* Data as of September 11, 2012

Reform Results

New Case Management and Conditional Release Admits

FY 2005 - FY 2012



* Data as of September 11, 2012

Youth Age 10-17

According to census data published by The Office of Juvenile Justice and Delinquency Prevention (OJJDP):

3%
decline

2001 Kansas
youth
population
= 327,361

2011 Kansas
youth
population
= 318,361

Reform Results

In addition to reduced contact throughout the system, there are measurable actions among juvenile justice system stakeholders:

- Boards of County Commissioners operating juvenile justice services
 - FY11 local units of government invested \$3,865,106 of local funds
 - Leveraged another \$967,346 from foundations, program fees and other sources
- 30 Juvenile Corrections Advisory Boards regularly meeting to address juvenile crime and the needs of young people who touch the system

Reform Opportunities

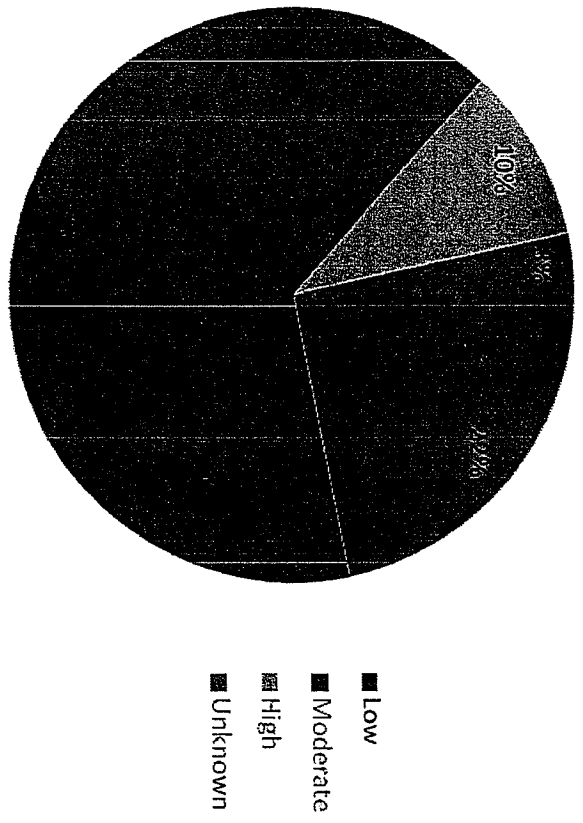
Change varies across judicial districts:

- Not all districts have experienced declines
- Why, is something we need to understand and work with each community individually

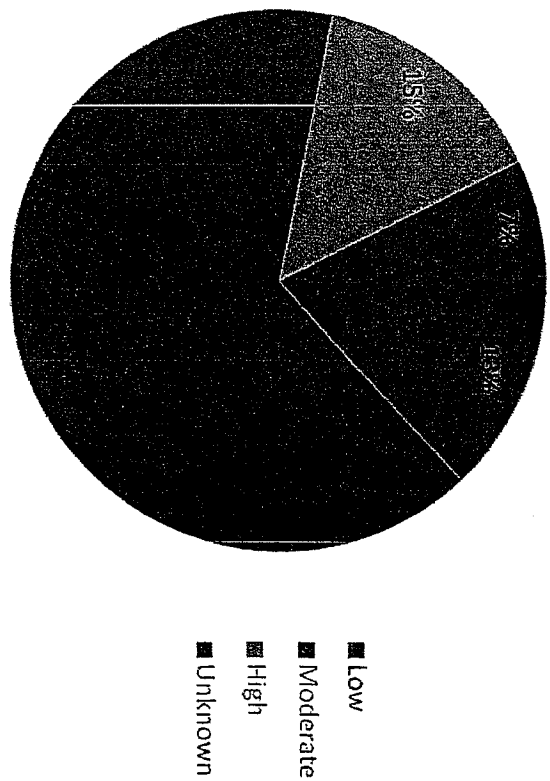
| Judicial District | Juvenile Intake | Intensive Supervision | Custody |
|-------------------|-----------------|-----------------------|---------|
| 1 | -36% | -32.00% | -17% |
| 2 | -19% | -7.69% | -33% |
| 3 | -18% | -10.17% | 18% |
| 4 | -23% | 130.77% | -42% |
| 5 | 16% | -40.74% | 56% |
| 6 | 37% | -43.59% | 138% |
| 7 | -13% | -31.91% | -42% |
| 8 | 8% | -33.33% | 26% |
| 9 | -32% | -56.76% | -20% |
| 10 | 78% | -16.24% | 2% |
| 11 CK | -43% | 5.26% | -17% |
| 11 CR | -3% | -40.00% | -28% |
| 12 | 20% | 71.43% | 50% |
| 13 | -3.4% | -18.97% | -8% |
| 14 | -1.7% | 0.00% | 5% |
| 15-17-23 | 29% | -9.52% | 142% |
| 16 | -5.4% | 72.00% | 43% |
| 18 | -2.5% | -4.07% | -43% |
| 19 | -3.5% | -35.42% | -48% |
| 20 | -9% | 90.48% | 11% |
| 21 | -1.6% | -22.73% | -50% |
| 22 | -4.5% | -55.56% | 50% |
| 24 | 67% | -11.11% | 40% |
| 25 | 5% | -22.00% | -16% |
| 26 | -2.9% | 6.06% | 7% |
| 27 | -4% | 59.09% | 13% |
| 28 | -2.7% | -3.70% | 27.5% |
| 29 | 11% | -44.64% | 17% |
| 30 | -10% | -31.25% | 100% |
| 31 | -3.1% | -3.70% | -58% |

High levels of moderate and low risk youth

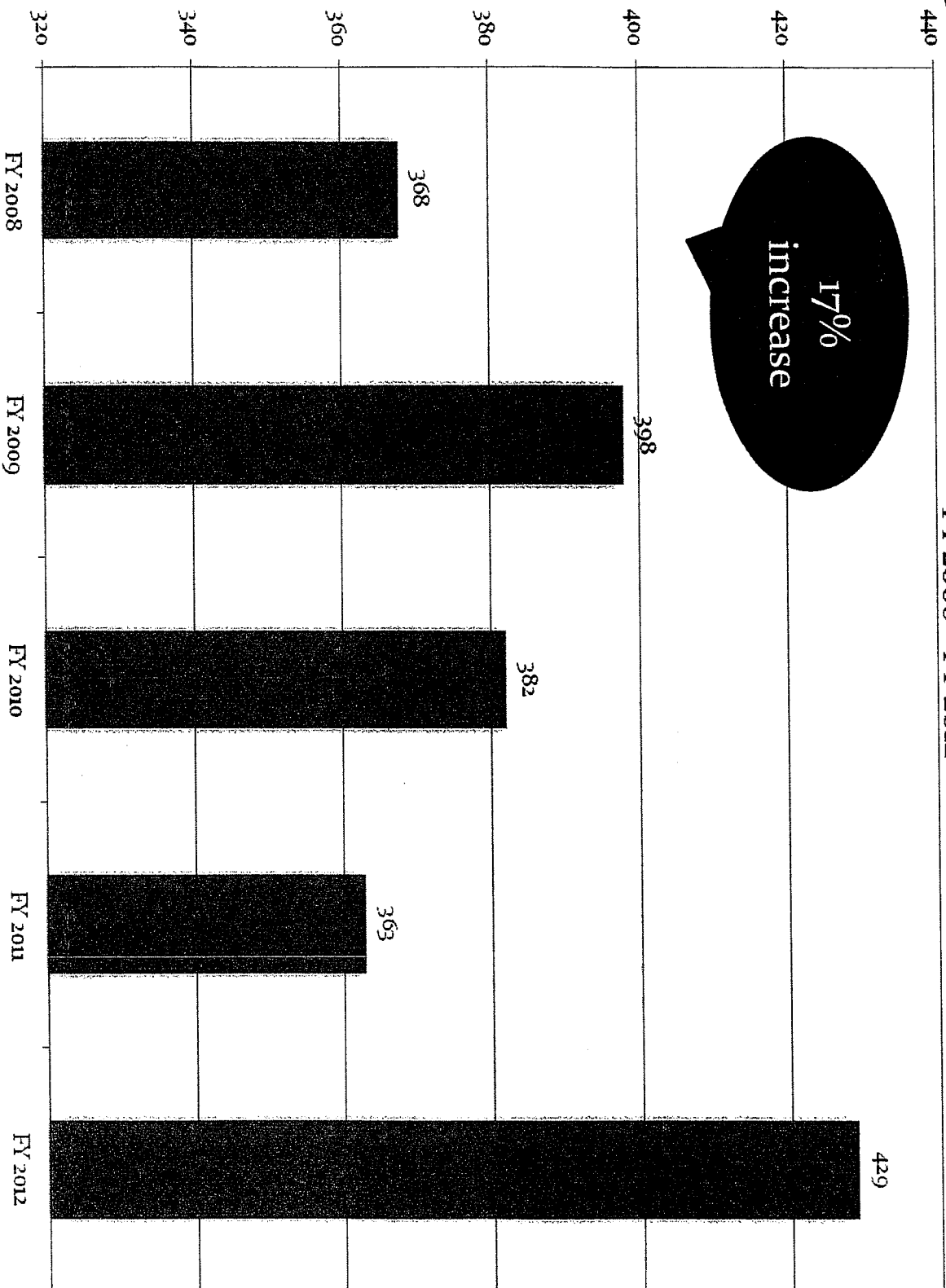
Risk Level for New FY12 JISP Youth



Risk Level for New FY12 Custody Youth



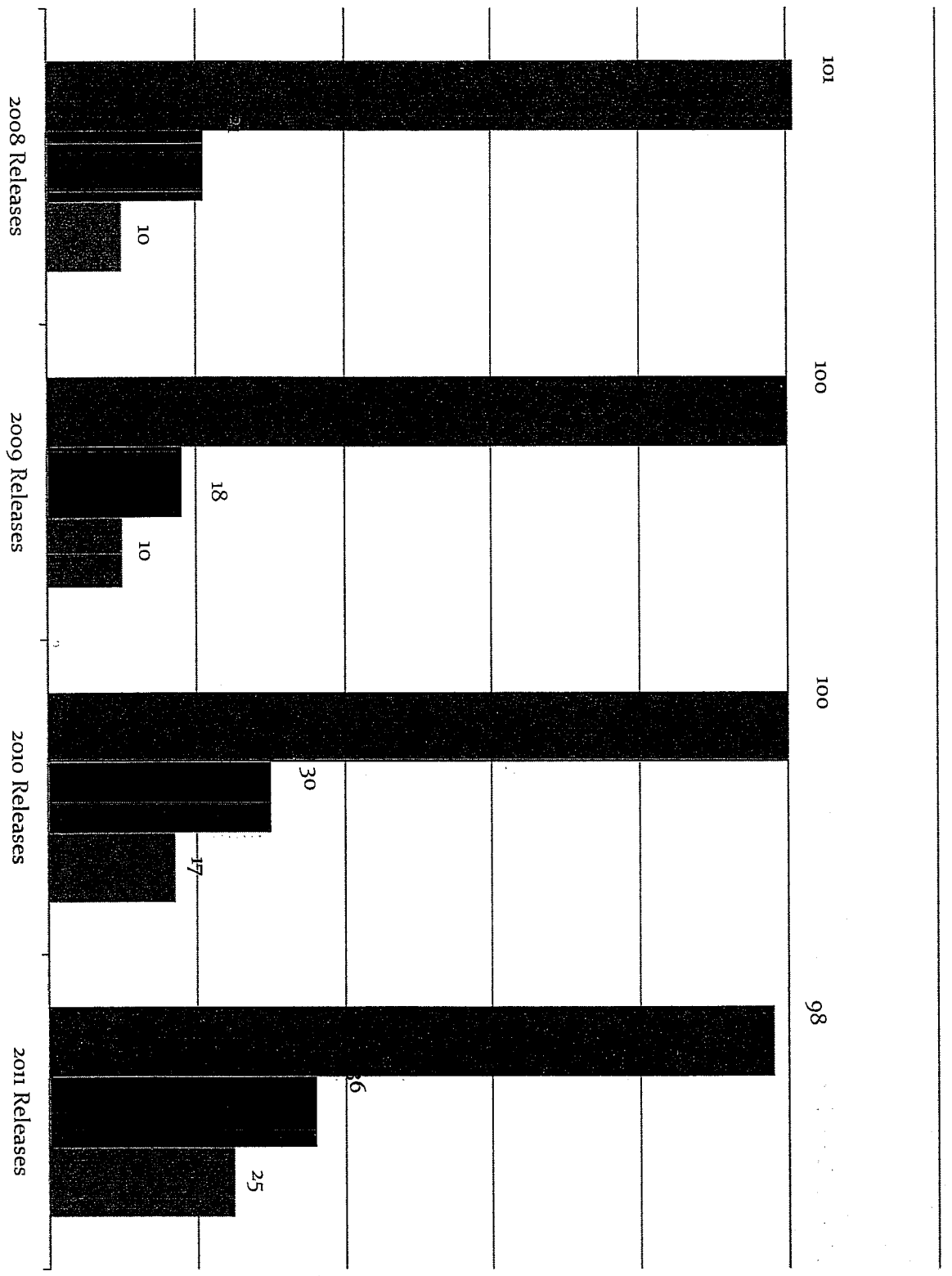
Youth Residential Center II on June 30th
FY 2008 - FY 2012



*Data was provided per the JJA website

Juvenile Correctional Facility

12 Month Recidivism FY 2008 - FY 2011 Releases



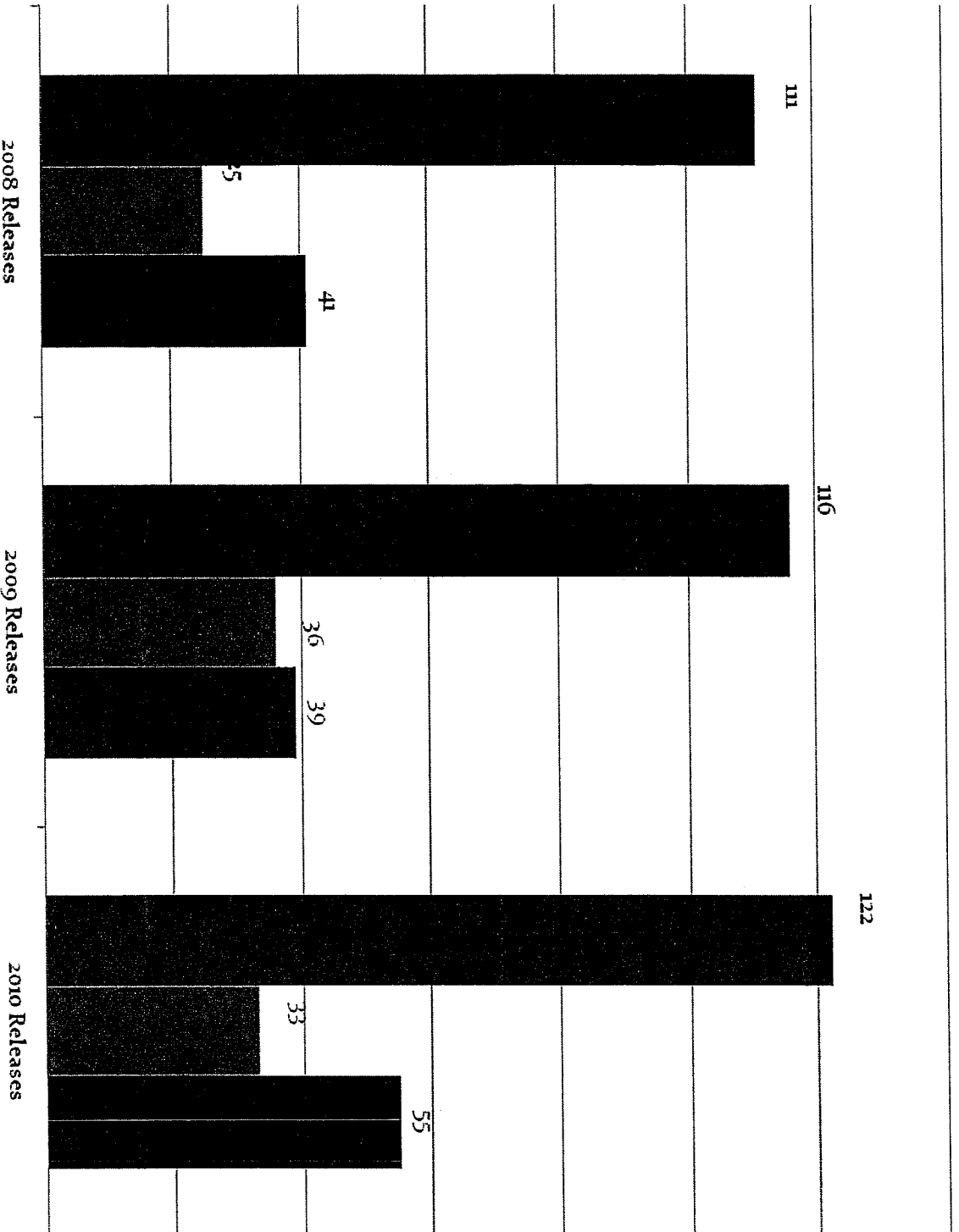
- Technical Violations
- New Charges
- Adult Commitment

| Release Year | N |
|---------------|-----|
| 2008 Releases | 487 |
| 2009 Releases | 450 |
| 2010 Releases | 401 |
| 2011 Releases | 368 |

Juvenile Correctional Facility

24 Month Recidivism

FY 2008 - FY 2010 Releases



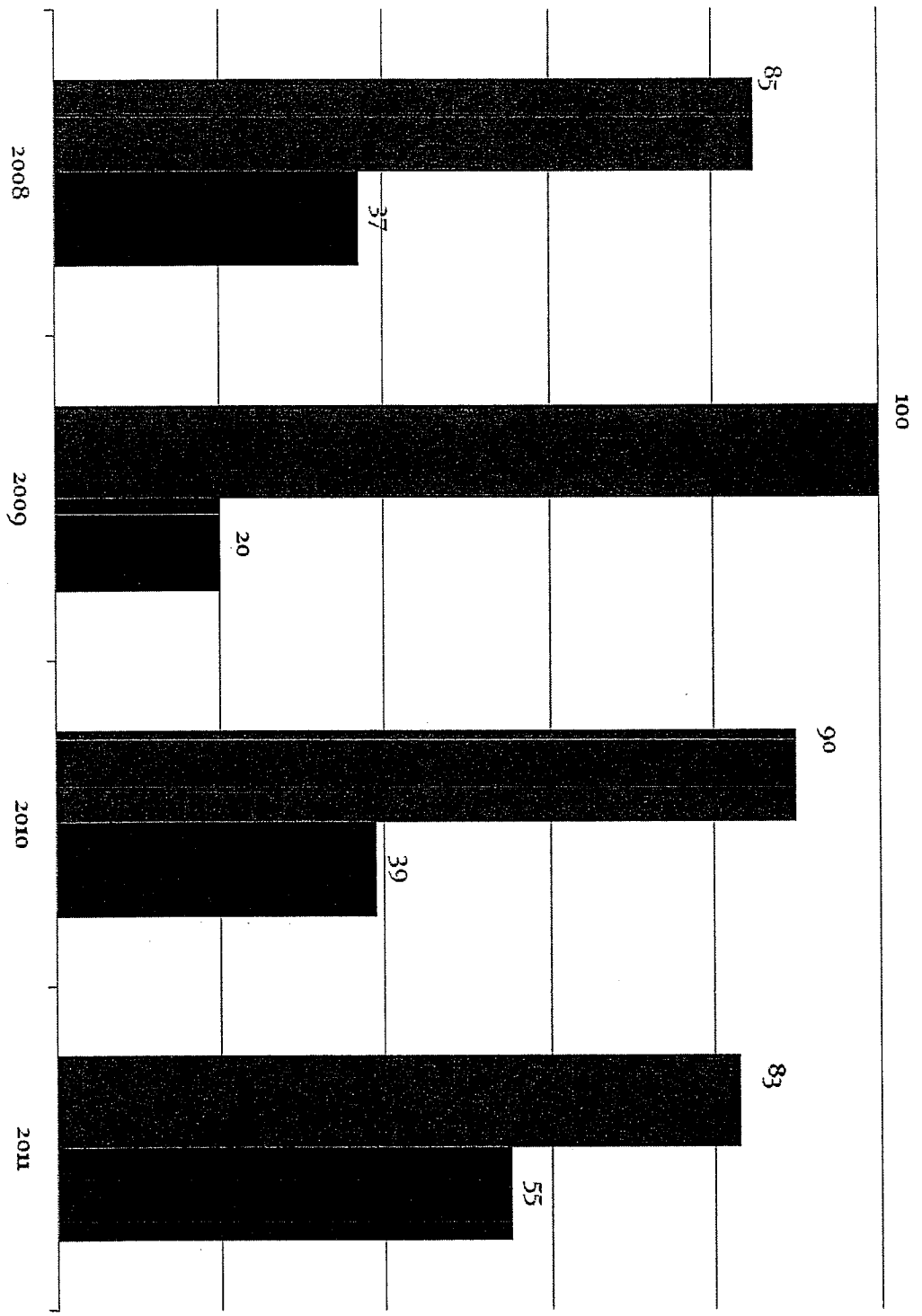
- Technical Violations
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| | |
|---------------|-----|
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| 2011 Releases | 368 |
| N | |

Youth Discharged from State Custody

12 Month Recidivism

FY 2008 - FY 2011 Releases

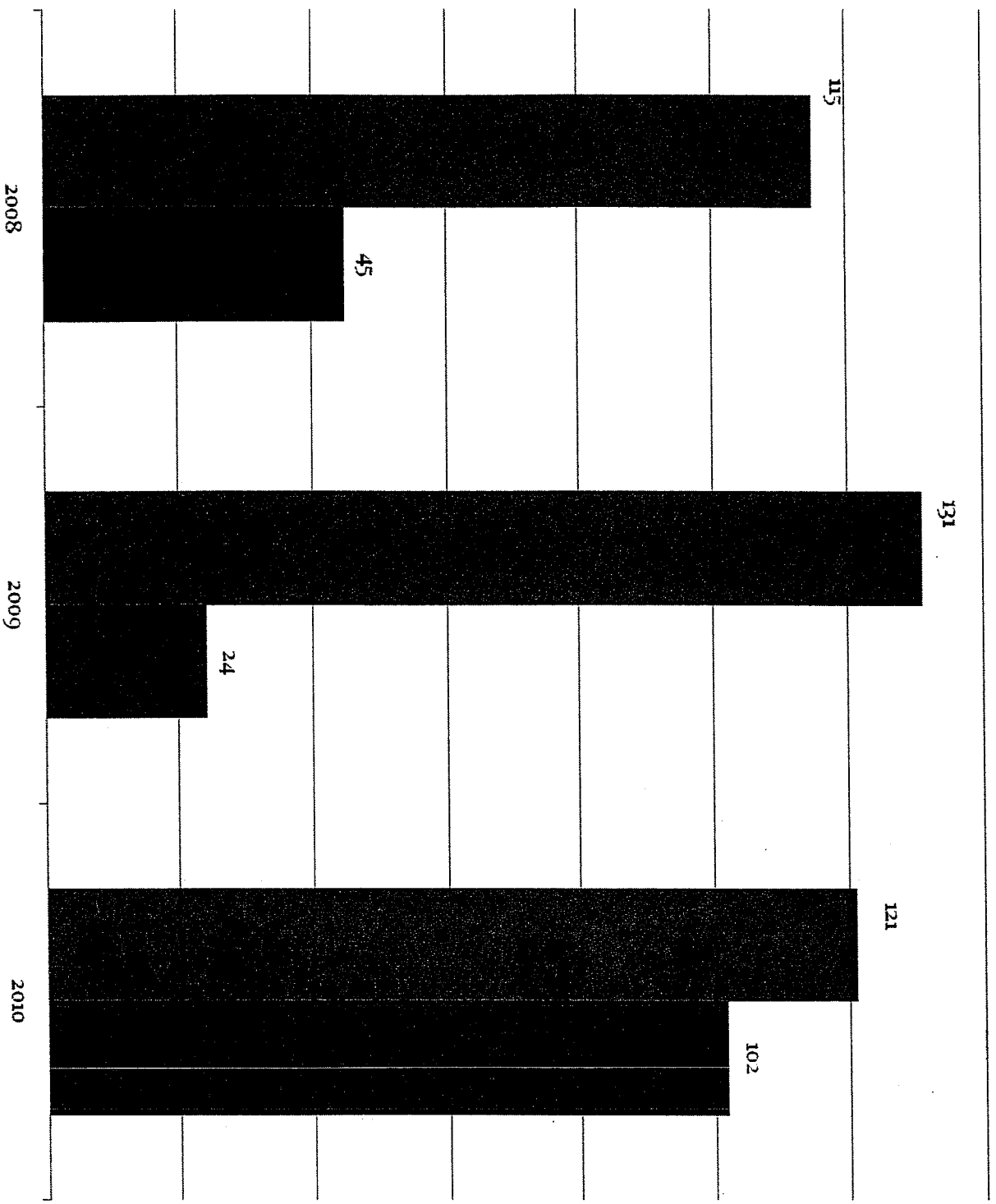


■ Juvenile Recommittments
 ■ Adult Commitments

| | |
|---------------|------|
| | N |
| 2008 Releases | 1158 |
| 2009 Releases | 1158 |
| 2010 Releases | 964 |
| 2011 Releases | 934 |

Youth Discharged from State Custody

24 Month Recidivism FY 2008 - FY 2010 Releases



■ Juvenile Recommittments
 ■ Adult Commitments

| | N |
|---------------|------|
| 2008 Releases | 1158 |
| 2009 Releases | 1158 |
| 2010 Releases | 964 |
| 2011 Releases | 934 |

Stakeholder Involvement

Director of Community Based Programs, Randy Bowman

Kansas Advisory Group (KAG)

- Established by the Governor in accordance with K.S.A. 75-7007 and as directed by Section 223(a) (3) of the Juvenile Justice and Delinquency Prevention Act (JJDP A) to:
 - Participate in the development and review of the juvenile justice plan
 - Review and comment on all juvenile justice and delinquency prevention grant applications
 - Oversee compliance with Federal JJDP A Core Requirements
 - Deinstitutionalization of status offenders
 - Sight and sound separation of juveniles from adult inmates
 - Jail removal of juveniles from adult jails and lockups
 - Disproportionate Minority Contact (DMC)

KAG

- Appointed by the Governor to 4 year terms
- Minimum of 20 but not more than 33 members, current membership includes:
 - 20% were youth under the age 24 at the time of appointment
 - Three members who have been under the jurisdiction of the juvenile justice system
 - 10 new members in the past year (of 22 total)

JJDP A Compliance

| Report Year | Dates Covered | DSO | | S/S | | Jail Removal | |
|---|--------------------------|-----|------------|-----|-----|--------------|-----------|
| | | No. | Rate | No. | No. | No. | Rate |
| Allowable violations and rates Based on KS juvenile population - 696,082 | | 204 | Up to 29.4 | 0 | | 62 | Up to 9.0 |
| 2011 | January 11 - December 11 | 45 | 6.5 | 0 | | 3 | .41 |

KAG

- Membership represents a cross section of juvenile justice stakeholders that includes:
 - Educators
 - Courts
 - Law enforcement
 - Youth
 - Service Providers
 - Mental health
 - Business sector
 - Legislators

- An asset that provide meaningful perspective and input upon delivery of services to youth. Past and present special tasks include:
 - Use of Pepper Spray in Juvenile Correctional Facilities (2006)
 - Beloit Juvenile Correctional Facility closure (2008)
 - Interface between SRS and JJA (2012)

Community Advisory Committee (CAC)

- Established by the Commissioner in accordance with K.S.A. 75-7056 to examine and report to the Commissioner on:
 - Efficiencies in the delivery of community supervision services including prevention and graduated sanctions programs
 - Effectiveness and enhancement of existing prevention and interventions and graduated sanctions
 - Identification of new interventions
 - Effectiveness of juvenile justice prevention, intervention, and graduated sanctions programs including reducing racial, geographic and other biases that may exist in the juvenile justice system

Community Advisory Committee

Keith Clark, Director 4th Judicial District Community
Corrections

Clayton Carr, 16th Judicial District Juvenile Services

Community Based Programs – Update and Future

Director of Community Based Programs, Randy Bowman

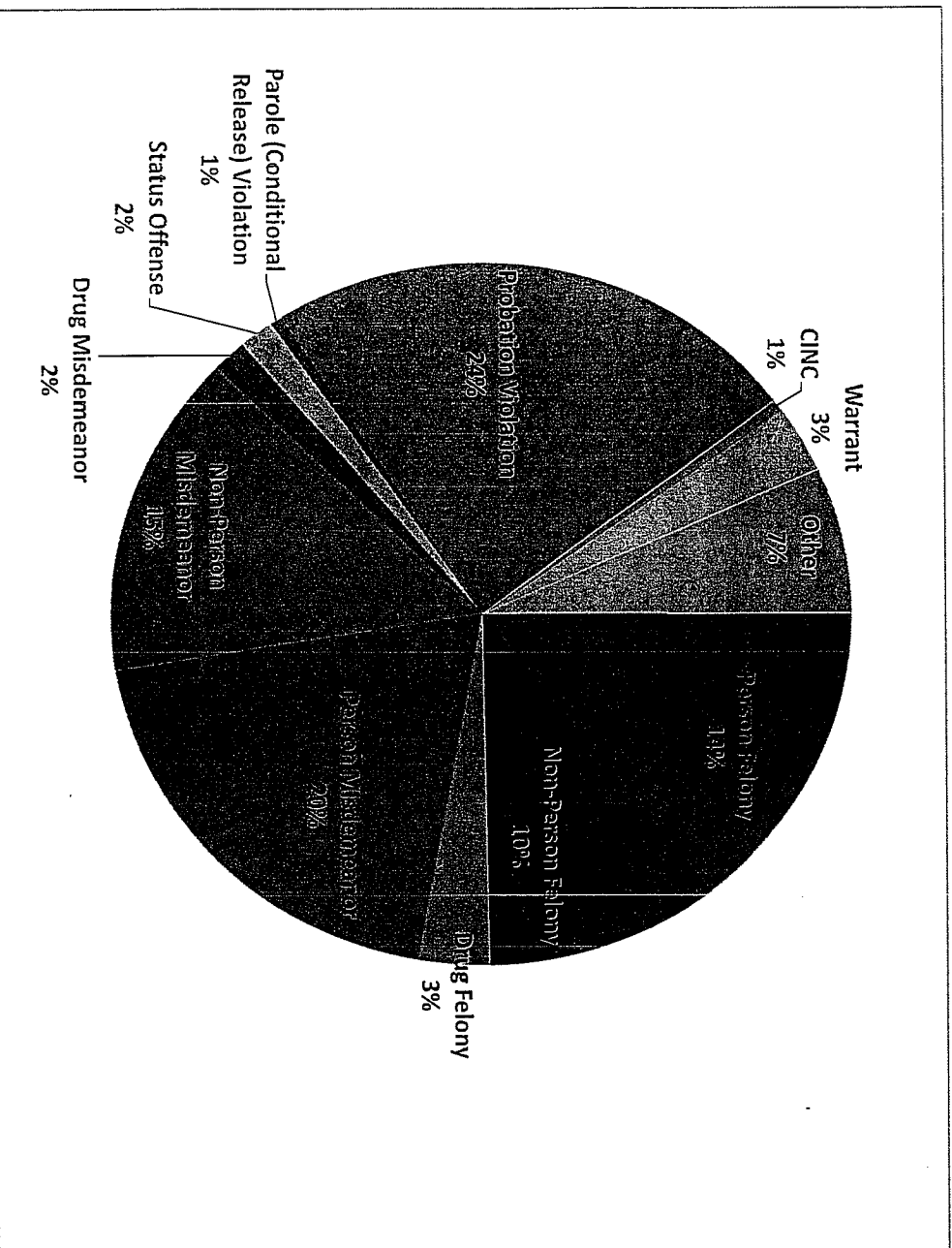
Updates and Future

- Juvenile Detention Alternatives Initiative (JDAI)
- Residential Services
- Multi-systemic Therapy (MST) Pilot
- Prison Rape Elimination Act (PREA)
- Council of Juvenile Corrections Administrators (CJCA)
Positive Youth Measures

JDAI

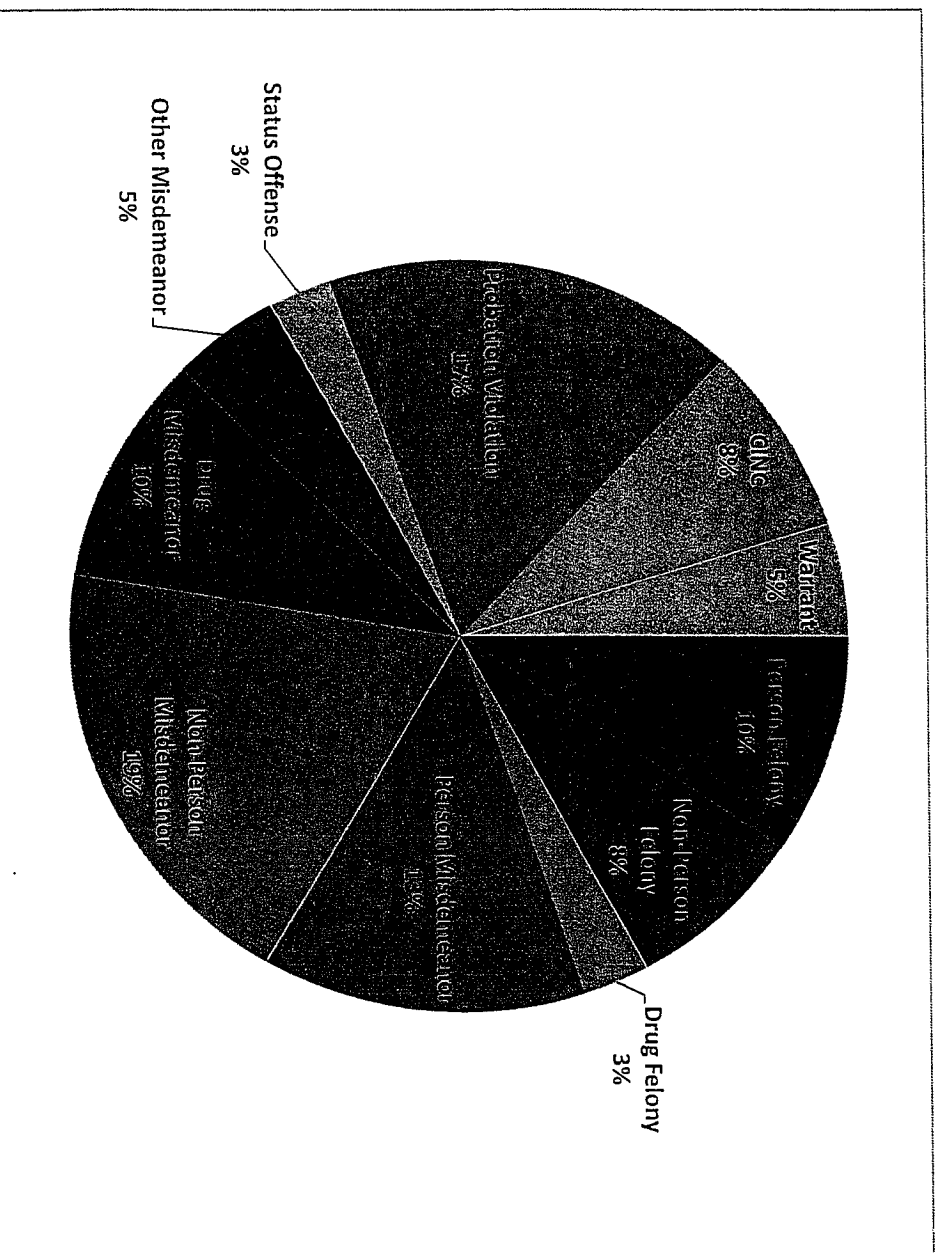
- Five counties began work in the summer of 2011 to implement strategies of the Juvenile Detention Alternatives Initiative (JDAI):
 - Site Assessments summer 2011
 - Fundamentals Training fall 2011
 - Form collaborative begin fall 2011 (ongoing)
 - Review of detention and system data fall 2011 (ongoing)
 - Purpose of Detention conversation spring 2012
 - Detention Risk Assessment Instrument training March 2012
 - Attended Inter-site Conference April 2012
 - Quarterly Reporting System (QRS) and Results Report beginning summer 2012
 - Detention Risk Assessment pilot began October 2012
 - Model Site Visits October and November 2012
 - Racial and Ethnic Disparities training November 2012

JDAI Work Plan: Douglas County



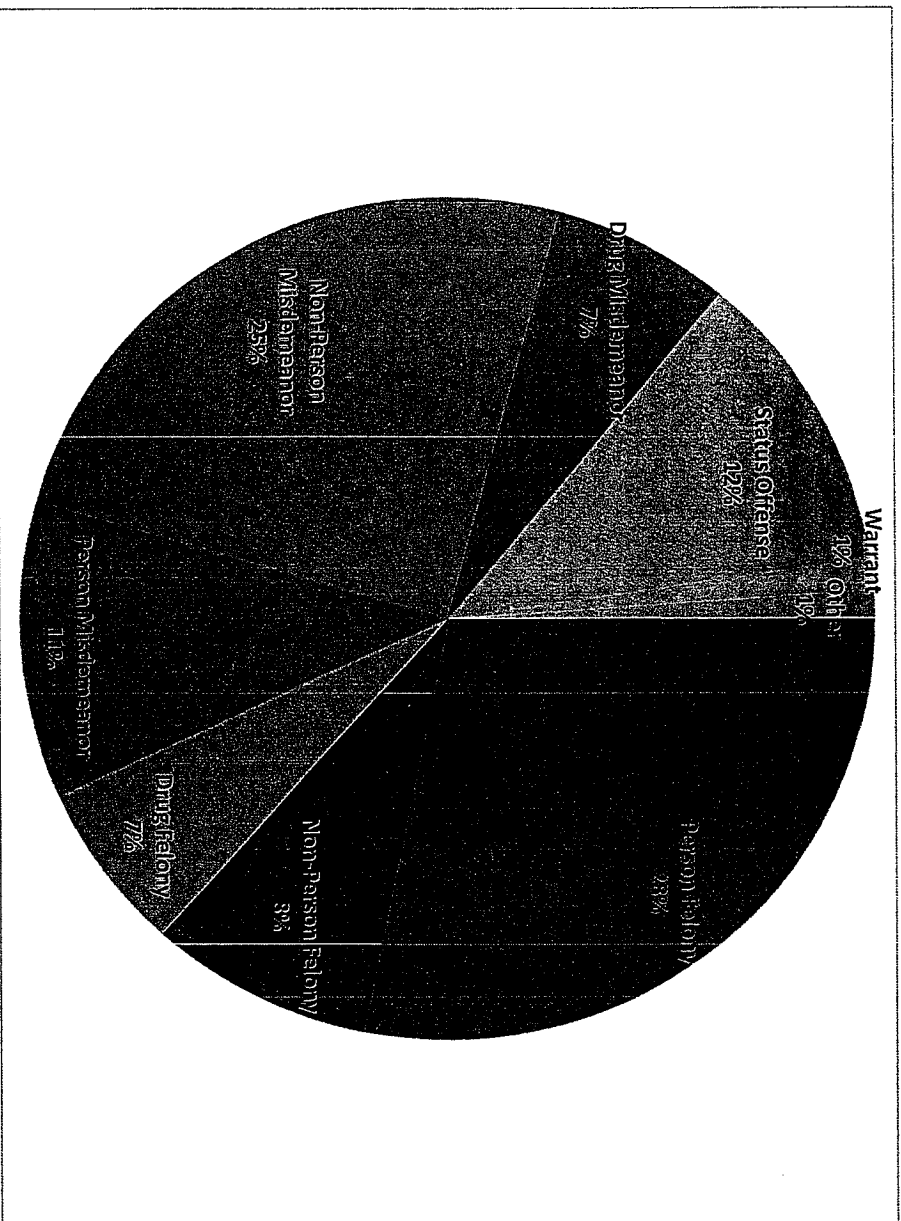
- Positive Behavior Supports (PBS)
- Implement RAI
- Examining probation culture/practices
- Readability Project

JDAI Work Plan: Johnson County



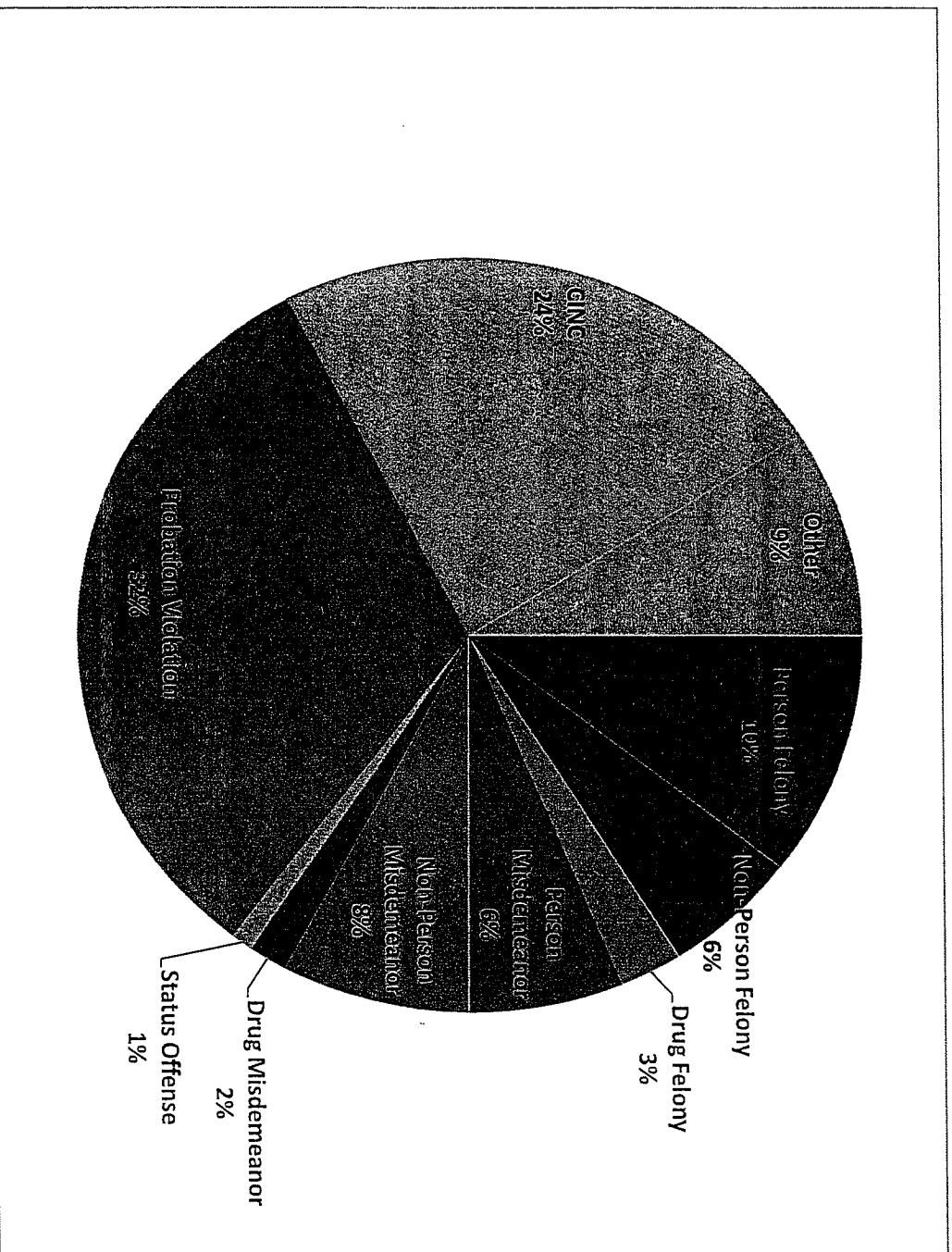
- JDAI training for all stakeholders
- Probation Practices
- Choice Point program
- Use of force in detention

JDAI Work Plan: Sedgwick County



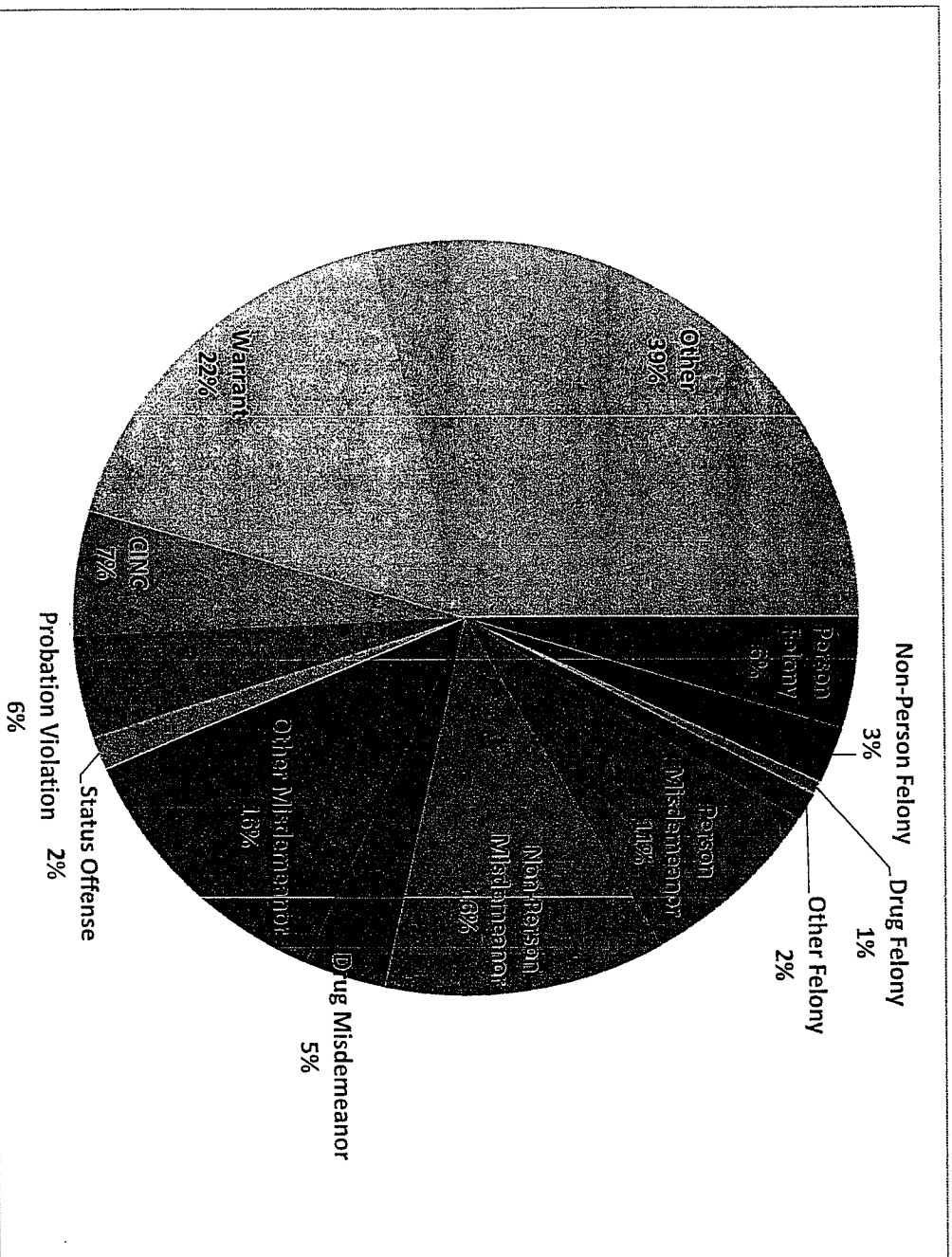
- Build upon prior efforts
- Reduce staff override of RAI
- Mental Health evaluator at detention
- Changes to Court process

JDAI Work Plan: Shawnee County



- Stakeholder training
- Implementation of new RAI
- Targeting CINC and PV

JDAI Work Plan: Wyandotte County



- Outreach activities to elected officials and community stakeholders
- Implemented RAI
- Developing Case Expeditor to reduce length of stay

Community Placement Costs

- JJA invests significant amounts of resources in community placements
- In Fiscal Year 2012, JJA is projected to spend over \$31 million in various residential placements
- Roughly \$20 million will be spent this year on Youth Residential Centers and Detention
- Kansas is a high consumer of group home services nationally (13th highest use per 100,000)

Challenges with Current Practice

- We don't have systemic data on the effectiveness of the programs (individually or by model type).
- Our current contracting process requires most provider models to maintain licensure with KDHE and each provider determines program content, so among like models, there is great variation.
- Evidence-based services are not required.
- Lack of rate increase over several years is voiced as a challenge by providers in augmenting services.

Alternatives to Current Practices

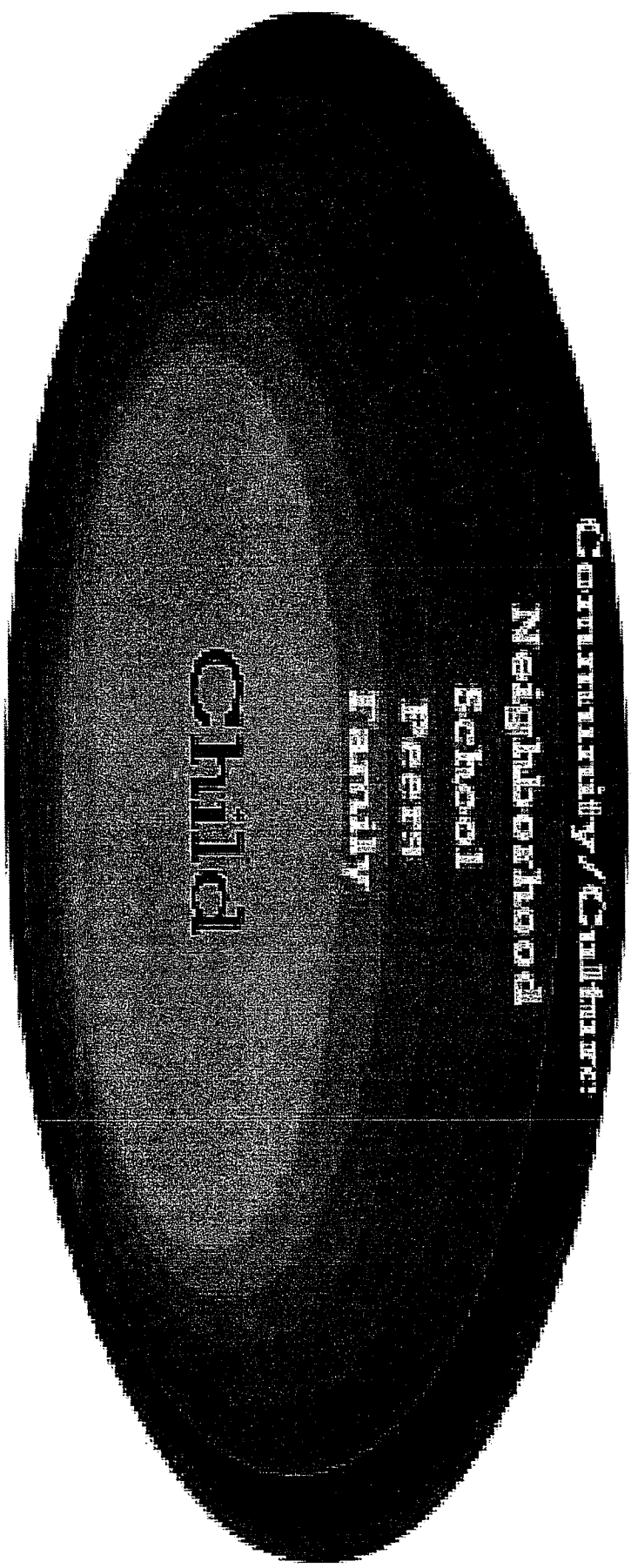
- Possible Options to Improve System
 - Use the Correctional Program Checklist as baseline performance score for providers
 - Develop training opportunities to providers in Evidence-Based Programs (EBP)
 - Consider restructuring rates based upon checklist score (which would build in preference for fidelity to EBP). Higher score – higher rate. Lower scores – lower rate (likely a 2 year process to come back and re-score)
 - Use PEW project to help demonstrate effectiveness
 - Add to menu of services to include more EBP

Multisystemic Therapy (MST) - Overview

- Intensive family and community-based treatment
- Evidence-Based Program
- Low Caseload (3-5 families)
- Requires fidelity to model – licensure by MST Institute
- High credentials of staff
- Currently licensed MST programs in use in 32 states, the District of Columbia and 12 other countries
- Kansas currently has no licensed MST programs

MST Overview

MST views the youth as embedded within multiple interconnected systems





Target Population

- Chronic, Violent or Substance Abusing Juvenile Offenders and Their Families
- Both Male and Female Populations
- Ages 12-17
- High Risk of Out-of-Home placement
- NOT low-risk youth
- Also has some targeted adaptations for emerging adults, drug court participants and others

Outcomes

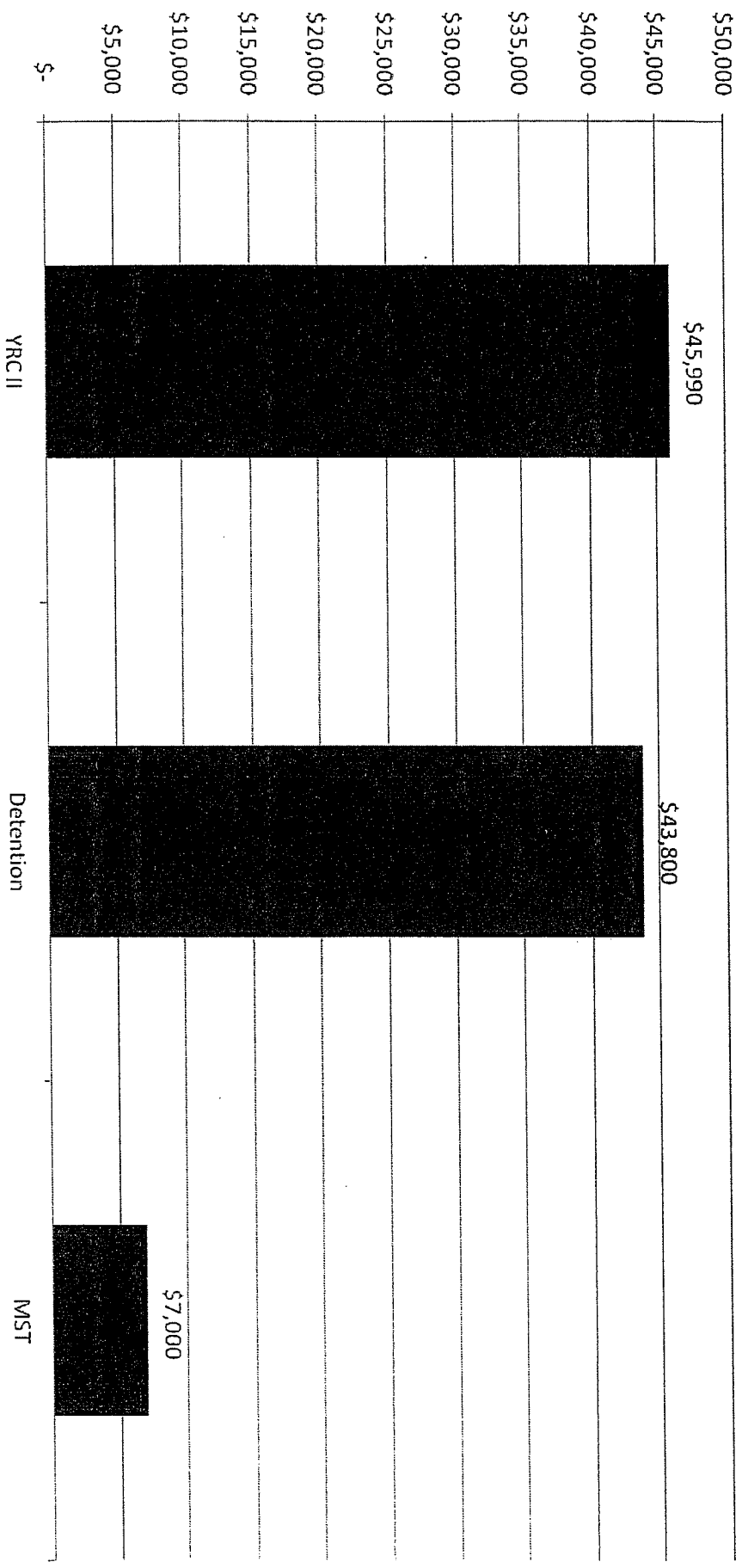
- Long-term re-arrest rates reduced by 25-70%
- Out-of-home placements reduced by 47-64%
- Families functioning much better
- Decreased substance use
- Fewer mental-health problems for serious juvenile offenders

Outcomes – Long Term

- A 14-year follow-up study by the Missouri Delinquency Project showed youths who received MST had:
 - up to 54% fewer re-arrests
 - up to 57% fewer days of incarceration
 - up to 68% fewer drug-related arrests
 - up to 43% fewer days on adult probation

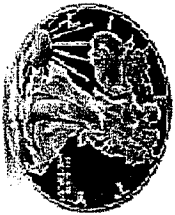
Cost Comparison

Yearly Cost by Program Model



Cost Effectiveness

MST Return on Investment Model



\$1 → \$12.40 to \$28.33

Every \$1 spent on Multisystemic Therapy today can be expected to return \$12.40 to \$28.33 to taxpayers and crime victims in the years ahead.

Other Cost Considerations - MST

- Other option includes use of State Medicaid (Louisiana)
- Evaluation by Washington State Institute for Public Policy shows a savings to the tax payers and in crime victim costs avoided of \$21,863 for each MST participant.
- Would need to ensure that we actually diverted kids from residential placement.
- An additional staff at JJA may be needed to help facilitate the pilot project and for overall QA (funding available).
- Sustainability and replication of pilot site
- Other EBP options available – Functional Family Therapy (FFT) and Brief Strategic Family Therapy (BSFT)

Other Considerations - Network Changes

- A system adjustment (e.g. current provider network) may require employing the RFP process (not previously done).
- Ultimately if providers all systemically implement EBP, there will likely be a spike in costs until ROI can be realized.
- Additional JJA staff may be needed to help implement EBP on a systems level for providers.

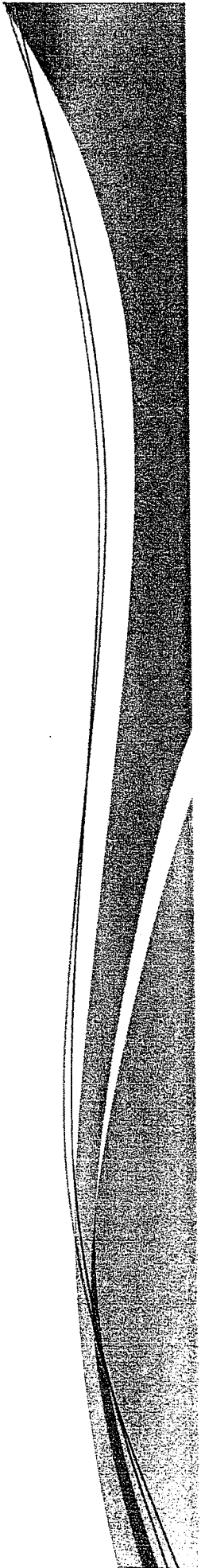
Recommendations

Start with changes with an earlier ROI and which are widely researched

- Invest in a pilot program of an MST team (roughly \$300-350K annual costs plus minimal start-up funds)
- MST Team typically consists of:
 - Program Director
 - Clinical Supervisor
 - 3 Therapists
- Will serve roughly 50 kids per year (model is roughly 90-120 days in length)
- Each Therapist carries a caseload of 3-5 families
- We pilot it until it begins paying for itself

Implementation Considerations

- Prior to implementation, study possible sites
 - Possible options to consider:
 - Proposed site has to be of size to have enough youth eligible to go through the program
 - JJA staff would have to work with site stakeholders beforehand to determine interest and commitment to the successful implementation of the pilot program
 - Including Target Population and Risk Level
 - Would require procurement process to select vendor (and Kansas currently doesn't have an existing licensed provider)
 - Program Evaluation will need to be communicated and outlined.



Next Steps

- Finalize decision on pilot site
- Draft MOU with selected site
- Draft RFP
- Select vendor
- Program start-up, training and implementation

Prison Rape Elimination Act (PREA)

A federal law since 2003, the Prison Rape Elimination Act (PREA) was created to eliminate sexual abuse in confinement.

- May 17, 2012 – Standards were released
- June 20, 2012 – Standards were published in The Federal Register
- August 20, 2012 – PREA standards went into effect
- August 20, 2013 – Must be PREA compliant or face losing 5% of federal funding

PREA

Applicable to:

- the two Juvenile Correctional Facilities (JCF) operated by the State of Kansas
- The twelve Juvenile Detention Centers operated by local governmental agencies
- Facilities used primarily for the confinement of juveniles pursuant to the juvenile justice system

Subpart D – Standards for Juvenile Facilities

PREA

Progress to date:

- Designated PREA Coordinator as required by law
- Revision to agency policies
- Training of staff and youth is underway
- Notified contracted residential service providers of the PREA law
- Will conduct self audit in the spring of 2013

Council of Juvenile Correctional Administrators (CJCA)

Positive Youth Outcomes (PYO) Committee:

- Recidivism measures primary indicator of success or failure
- This focus discourages collection and utilization of positive outcomes data for youth
- Conducting review of literature, surveys of staff, examination of instruments to measure positive changes

Will create future direction and opportunities to collect and measure success of Kansas youth.