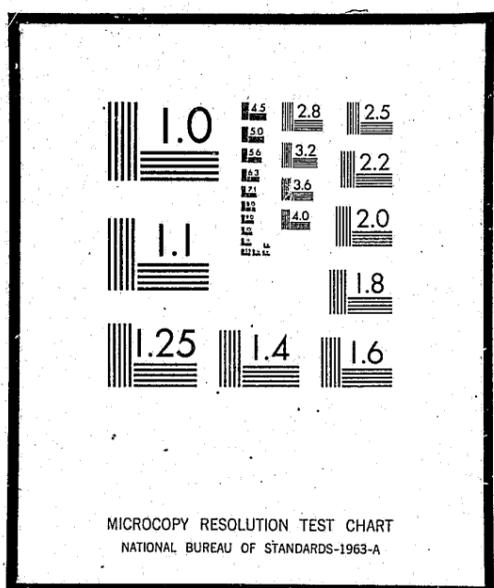


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A COMPREHENSIVE PLAN
FOR THE
PREVENTION AND CONTROL
OF
JUVENILE DELINQUENCY
IN KANSAS

VOLUME IV

ORGANIZATION

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JUNE 30, 1972

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AUTHOR'S PREFACE

Literally dozens of persons contributed significantly to this final report of an extended and comprehensive planning effort in the juvenile justice field. Twenty-five of the most important contributors are listed on the opposite page, and a number nearly equal to this were significant contributors even though unnamed.

The four volume report attempts to reflect the diversity of interests and occupational identifications represented by the faculty group. To a significant extent, they helped shape and refine the report. Of course, they are not responsible for its inadequacies. The project staff hopes that the report justifies the tremendous voluntary investment of time and effort by these persons and the more than 2,000 other individuals who were personally contacted. Though we know that it is not likely that everyone with whom we have been in contact will fully support the entirety of the report, we do believe that it represents a unified and coherent plan with which the majority will agree. Our unusual methodology in establishing, verifying and refining the major points of the plan is described in Chapter 3 of Volume I.

As Chief Planner, I have considered it an exceptional privilege to be associated with Dr. Robert A. Haines, Director of Institutions and Community Mental Health Services. I similarly value the opportunity the project has afforded me to work with Jack C. Pulliam, who, I learned at an early date, fully deserves the high level of respect accorded to him both within the state, and nationally.

Three planning associates were employed during the course of the project: Jack O. Pierce, Don Good, and Gayle Slagell. Throughout the duration of the project, Connie Hupp was our chief secretary, and was assisted in these chores by Marilyn Heineken, Marianne Sanders, Kathy Bahner, Kathy Marshall, and Gaylene Cook. In addition, some of the artwork was done by my daughter Chris.

Several persons assisted in the writing of the prose text in addition to project staff members: Will Carroll, Denis Shumate, Mike Penny, and Barbara Yeo. It is a reflection of our method that the first text in Volume I was written by one of our faculty-members, Mrs. Yeo. Forrest Swall made helpful suggestions regarding the presentation format of Volume III, and Wayne Kelpin loaned us a number of books and other materials of considerable value.

Judges Farney and Mershon and Professor Rowland served as a special committee for legal subjects, principally reflected in Chapter 5 of Volume I.

In the early stages of the project, the Johnson County Health, Welfare, and Recreation Council, the United Community Fund and Council of Wyandotte County, and the Community Planning Council of Wichita were very helpful in making contacts and arrangements for us in their areas. We simply do not have enough space to individually thank all of the judges, welfare directors, and others who helped us arrange for more than 250 area meetings over the two and one-half year period. We are especially grateful to Mike Penny and other staff members of BIS for providing us with space and other amenities, and we especially appreciated the help of Stan Nix and the students in the BIS print shop.

Jack Chapman, June 30, 1972

VOLUME IV
ORGANIZATION
ANNOTATED CONTENTS

Useful information: page f

- Chapter 1 THE ORGANIZATIONAL CHALLENGE Page 3
- Organizational considerations are defined as the structures of authority and responsibility necessary to uniformly and consistently implement the prevention and control system described in the preceding two volumes. This chapter describes the extent of this organizational challenge in terms of the hundreds of agencies now having some interest or authority in the field and in terms of the known quantities involved. It also sets forth organizational principles that have been used in development of material in the following chapter, examines the principles of leadership and responsibility, reviews the planning tools described in previous volumes and concludes by summarizing four major organizational challenges.
- Chapter 2 THE KANSAS JUVENILE SERVICES AGENCY Page 35
- This chapter presents the basic concepts of a "youth authority" type of agency which would be responsible for the delinquency prevention and control system in Kansas. A brief history of the development of the concept is provided, followed by a section emphasizing the principle that the agency is a vehicle for the establishment of a true system of delinquency prevention and control rather than an end in itself. The agency is to be given only the authority and responsibility necessary to coordinate existing efforts and to establish new essential services required by the system. The centralized authority for the KJSA is a state board, and 14 area boards are established to adapt minimum standards of services to specific geographical areas. The area boards are responsible for supervising the performance of all aspects of the system except residential treatment and supporting services.
- Chapter 3 STAFFING THE SYSTEM Page 89
- The KJSA will directly employ a relatively large number of persons, and will exert an indirect influence on the overall employment structure of the system. This chapter proposes an overall staffing and personnel structure with particular attention to the key KJSA employees who are discussed under the headings of: general administration, supporting services, residential treatment, and other staff. Insofar as practical, each identified position is described in terms of: principal function, specific tasks, relationships and dependencies, qualifications, and pay. A "phase-in" period of initial staff operations is also suggested and briefly described.

Chapter 4: FINANCING THE SYSTEM

Page 121

The financing of the system is a critical issue which will have a very direct implication for its overall effectiveness. Accordingly, this chapter is devoted to an examination of the subject of financing. A summary of known and estimated current expenditures which can be identified within the total range of interest of a delinquency prevention and control system is followed by a simplified projection of cost for a fully operational system. The possible sources of public funding for various aspects of the system and the principles of financial control are given some attention.

Chapter 5: ESTABLISHING NEW SERVICES

Page 153

The prevention and control system requires the establishment of literally hundreds of new programs in almost all communities since specified services are not now uniformly available or do not exist at all. The problems and challenges of establishing new services are discussed in terms of: urban counties, medium sized counties, and small population counties. The challenge of attracting and developing the personnel needed to operate these programs is given some attention, and the chapter is concluded with some comments and projections about the need for new physical facilities.

Chapter 6: EVALUATING PERFORMANCE

Page 181

An almost universal failing of "person serving" human services is the absence of intelligent evaluation of the effect which the service may produce. This failing is evident in the juvenile delinquency field generally, and in Kansas more particularly. A strong commitment to an evaluation of the services provided as part of this system was established at an early date. However, many persons who have expressed a firm belief in the necessity of evaluation may not clearly perceive the financial and manpower resources necessary to provide a useful evaluation. This chapter presents a seven level scale of evaluation quality, identifies the major focus of evaluation interest, discusses the responsibility for evaluation, and explores the subject of performance contracting which a good evaluation system would make possible. A final section summarizes some unresolved issues regarding evaluation.

List of charts used in this volume

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Page 210

USEFUL INFORMATION

Due to the extensiveness of this report, we assume that most persons will read it selectively rather than methodically and exhaustively. No one is more aware than the staff of the fact that it is a massive report. For this reason, we have provided several aids to selective reading.

ANNOTATED CONTENTS Probably the greatest aid to selective reading, especially for those who have not been involved in the planning, is the annotated table of contents for each chapter and each volume. These pages should help the reader to locate subjects in which he or she is interested.

INDEX Each volume also has a subject index at the back, listing major topics and planning elements, according to the terminology we have adopted. This reference tool requires some familiarity with our terminology and concepts - in contrast to the annotated contents which do not.

LIST OF CHARTS Each volume has more than two dozen charts, and most of them play a vital role in the presentation of which they are a part. We expect them to be referred to often. Therefore, we have included a list of charts in each volume the page number of which is indicated in the volume contents.

CROSS REFERENCES Notations are made in the text about other volumes and chapters where a more extensive development of a topic will be found.

We have also attempted to make this report useful as a reference tool for those who wish to study any of these subjects in greater detail. For this reason, we have added a reference section to all but one of the 21 chapters in the four volumes. The listing of a particular book, article or report does not necessarily imply that we agree with its major points, but only that we think it deserves consideration in an exploration of the field of interest. In some cases, a listed reference simply serves as a footnote for a point made in the text, and in other cases the item will be a standard comprehensive work on the subject. A majority of the listings have been included on the strength of abstracts published in the National Council on Crime and Delinquency quarterly publication Crime and Delinquency Literature or the previous related NIMH publication Crime and Delinquency Abstracts. The project staff read the equivalent of about 200 books during the course of the project, and assembled more than 2,500 citations, of which less than half appear in the final report. We are apologetic that available space and time did not allow us to provide more footnotes and other listings of our accumulated materials.

We hope the reader will appreciate the fact that working against an absolute deadline on an extensive work such as this makes "rough edges" in the text inevitable. We apologize for this.

CHAPTER 1
THE ORGANIZATIONAL CHALLENGE

CHAPTER I
THE ORGANIZATIONAL CHALLENGE

Section 1: INTRODUCTION

Page 3

A general delineation of the subject area of "organization" is provided at the outset and is followed by an enumeration of the 940 key agencies. The six current organizational forms of the key agencies are briefly identified, followed by a general view of the challenge of organizing a state-wide system.

Section 2: ORGANIZATIONAL PRINCIPLES

Page 11

Five principles of organization felt to be essential to a rational and effective system are described in this section: consistency, the uniform applicability of services; effectiveness, judged on the basis of categorical and geographic evaluations; simplicity, requiring reduction of the number of units under a management center; flexibility; expecting and allowing for change; coherence, unitary and comprehensive design.

Section 3: PLANNING TOOLS

Page 14

Six planning tools developed for, or adapted to, the needs of this planning effort are discussed in this section: the system model for services, the general elements of the system, the programmatic elements used to classify programs, activities and processes, the 14 area geographic division of the state, the archetypal planning design, and the organization model.

Section 4: RESPONSIBILITY AND LEADERSHIP

Page 25

This section provides comments on: the idea of definite responsibility for which some person or group can be held accountable; the contrasting idea of "optional" responsibilities that do not lend themselves to accountability; the issue of initiative; the principle of persons with responsibilities being in actual contact with activities they are to supervise; the general subject of leadership; and responsibility for planning.

Section 5: BASIC QUANTITIES

Page 28

It is important to have a clear idea of the numbers of providers and consumers specified for this overall plan. This section summarizes the estimates and projections for prevention and control programs and system management.

Section 6: FOUR CHALLENGES

Page 30

Four distinct, related but disparate, challenges in the organizational field have emerged: effectiveness of organizational design; efforts to modify or re-direct existing services; development of new services; and preservation of initiative at the level closest to where actual events occur.

SECTION 1: INTRODUCTION

After reaching general agreement on the array of services necessary for effective delinquency prevention and control, attention is now turned to the ways in which these services can be established and arranged to insure their availability and effectiveness. In Volumes II and III, the services were identified and placed in causal and sequential relationships within a "system." This volume sets forth a way in which these services might be established, arranged, and related to the resources which will be needed to achieve and maintain maximum effectiveness.

The term "organizational considerations" is appropriate for this subject area because it indicates that the subject differs from that of prevention or control and reflects the fact that there is no single form of organization which is inevitably superior. The working definition for this subject is as follows:

Organizational considerations are concerned with the development of the structures of authority, responsibility and accountability necessary to insure consistent, uniform state-wide application of the proposed juvenile justice system in Kansas.

Organizational plans must reflect an equal regard for the rights of the individual and those of the society which establishes and maintains the juvenile justice system. They must reflect national laws and standards in this field, sound management principles, realistic accommodations to geographical realities, the system design and size, and an awareness of all that is valuable in tradition and precedent.

The practical planning of organization focuses attention on the agencies, offices, and institutions providing services, the intermediate levels of supervision and direction of such agencies, and establishment and exercise of final authority at the highest level. The

development of agency integrity and effectiveness, coordination of efforts between agencies, development of such supra-agency structures as are necessary to promote efficiency, and a determination of the nature of authority and responsibility at the state level are also crucial subjects. Whereas the planning of services and activities is based on the human sciences, organizational consideration are based on administrative and management principles. This volume, therefore, proposes a method for assuring that all elements necessary for a complete juvenile justice system are combined into a meaningful pattern devoid of inconsistencies, vacuums, and ineffectiveness. This is a complex task that required - and was given - extensive exploration and discussion before final conclusions were developed. Challenges of this kind have faced planners in the juvenile justice system for many years, and they have only rarely been met successfully. In Juvenile Delinquents Grown Up, the Gluecks concluded more than 30 years ago, that:

"But an approach to the crime problem from the point of view of hastening reform of those offenders who are capable of marked changes of conduct presupposes an integrated system of justice instead of the *inharmonious congeries of authorities and agencies at present concerned with each offender*. It entails a planned course of treatment for each offender to be followed over a prescribed and fairly predictable span of years. It cannot succeed if sentencing judge, probation officer, institutional administrator, paroling authority, and parole agent each regards his work as an end in itself and deals with but one piece of what ought to be a unified process."

(Emphasis added, from pages 272-3)

Although this conclusion of an earlier generation was drawn following a study of organizational structures in another part of the country operating in a social

structure somewhat different from that which exists in Kansas today, it accurately describes the type of organizational challenge which we face. The varying designs of "youth authority" agencies that have been developed in this country during the past decade represent an attempt to deal with this problem. The necessity of establishing a true system rather than "making do" with a collection of miscellaneous, fragmented authorities is a well-accepted principle in the majority of human enterprises. The fact that this has never been uniformly or evenly applied in juvenile and criminal justice systems throughout our nation is a point of interest and curiosity. Though we insist upon knowing the "results" of a variety of other forms of human endeavor, we have, curiously, not insisted on demonstrated effectiveness of our juvenile and criminal justice systems (along with some other types of human services enterprises). This chapter focuses on the idea that certain types of results should be expected from our efforts and expenditures in the juvenile justice field. Two organizational challenge begins by selecting the services and activities which, we believe, are capable of producing the desired results and organizing them in such a way that they will actually produce such results.

It will be necessary to devote considerable attention to how the disparate agencies, offices, and institutions presently operating in the juvenile justice field can be united in order to achieve a common goal. It will be necessary to consider how these disparate entities can be melded together into a unified whole capable of changing juveniles' behavior into more socially-acceptable patterns, and, by so doing, protect the legitimate right of society to be secure in its persons and property in both the immediate and more distant futures. It will also be necessary to deal with the problems of developing new services not now in existence, of expanding services which are not uniformly available throughout the state, or which do not exist in sufficient quantities. In

some cases, this will present the challenge of establishing new agencies, while in others, it will necessitate determining how existing agencies can expand the kinds of services they are providing or the coverage of the services which they operate.

The central issue is likely to be that of how authority, leadership, and responsibility for the system of services and activities such as that described in the two preceding volumes can be established. The content of the first three volumes serves as the point from which these organizational considerations originated. It should be emphasized that this was "bottom-up" rather than "top-down" planning. The programmatic dimensions of this field were basically established in the first major period in our planning. These organizational considerations presented here are the results of the concerns and proposals established then and which have been modified and elaborated upon since.

The material presented in this volume is the end product of an extended developmental process which began in the fall of 1970 when the Organizational Proposals Workbook was prepared and distributed to several hundred individuals for review and comment. The workbook itself was developed in response to some of the conclusions originating from the First State-Wide Conference held during the summer of 1970. The workbook contained seven "archetypal models" of a "youth authority" type of agency which reflected at least some of the recommendations on organizational matters emerging from the first conference. The archetypal models offered a choice of varying degrees of authority from considerable to slight which would be vested in a state agency. These proposals were reviewed at a series of meetings held throughout the state during the fall of 1970. Following this, a major portion of the second conference in December was devoted to consideration of various aspects of this subject.

The recommendations from the second conference were the subject of the major project publication titled Basic Organizational Decisions which was widely distributed throughout the state and reviewed at a series of meetings during the winter of 1971. Further consideration was also given to these ideas at the third state-wide conference held in May, 1971, by which time there were broad areas of consensus regarding the organization of a juvenile justice system in Kansas. We emphasize the fact that these principles were developed through a process of extensive review, selection, and refinement.

The developmental process deserves brief comment, since those not involved in our planning effort might confuse our product with the typical planning product. Throughout our planning process we followed a methodology that subjected every principle to widespread and repeated consideration by a broad variety of professional, occupational and geographic orientations. Basic ideas originated from many sources. Research was conducted on subject areas with which the chief planner did not feel personally familiar. Written proposals were drafted to express the range of interest which had been expressed. The written proposals were duplicated as workbooks or conference workshop folios, discussed by persons with various interests, revised or rejected, and new proposals were then formulated and subjected to further scrutiny. Eventually, a draft of this volume was produced and reviewed chapter by chapter by persons from all parts of the state and at the fourth conference. Further revisions were made, a committee of persons expressing considerable interest and demonstrating considerable knowledge in these subjects was chosen to refine the final draft into its present form. The extent of participation in the development of this text is unparalleled in this field.

The point of origin for the material in this volume is the "system" design extensively described in Volumes II and III.

All organizational considerations must respond to the necessities inherent in the system. Furthermore, the organizational plan must be refined and elaborated in order to allow adequate consideration of the responsibilities and demonstrated competence of many of the agencies presently a part of this subject area. The final point of reference for organizational considerations is principles of sound management as adapted to the general field of human services and public agency limitations.

THE KEY AGENCIES

There are eight general classifications of key agencies which presently have responsibility and authority in the delinquency subject area:

LAW ENFORCEMENT AGENCIES
 JUVENILE COURT
 DEPARTMENTS OF SOCIAL WELFARE
 PUBLIC SCHOOLS
 MENTAL HEALTH CENTERS
 PRIVATE AGENCIES AND INSTITUTIONS
 STATE AGENCIES
 OTHER AGENCIES

More than 900 agencies, offices, and institutions are included in the first seven categories, not counting the county attorney's office in each county is (responsible for filing petitions for the juvenile court) or the district courts to which appeals may be made. Chart 1 on the next page enumerates these agencies.

As might be expected in a state which has urban areas, large cities, and small towns, there are many variations in the size and the sophistication of the agencies in each of the categories above. These variations in size and ability are often quite significant. There are also wide variations in terms of the number of persons employed by such agencies when compared to the problems which these agencies face. Some of these agencies have specialized programs for those who might be included in a comprehensive delinquency prevention and control system, while others

CHART 1: AN ENUMERATION OF KANSAS AGENCIES WITH RESPONSIBILITIES IN THE DELINQUENCY PREVENTION AND CONTROL FIELD

a. Law enforcement agencies	250
b. Juvenile courts	105
c. Welfare departments	105
d. School systems (public)	311
e. Mental Health centers	26
f. State agencies and institutions	20
g. Private agencies and institutions	100
h. County attorneys	105
i. District courts	29
TOTAL	1,051

have no such resources. It should also be noted that the existence of specialized resources is not always related to the size of the agency. Commentary about each type of agency is provided in the following paragraphs.

It is noteworthy that key agencies are dependent on different boards for funding. In very few instances do these boards communicate about funds overlapping or the non-availability of services. In some circumstances these funding boards are openly hostile to each other.

LAW ENFORCEMENT AGENCIES - There are approximately 250 law enforcement agencies in the state. They basically fall into two categories: county sheriff's departments and municipal police departments. There are 105 of the former and approximately 150 of the latter. These law enforcement agencies range in size from one full-time officer to over 500 commissioned officers and civilians in the Wichita Police Department. Several law enforcement agencies have separate "juvenile departments" which handle all juvenile offenders, at least during the processing phase of the department's contact with the juveniles. Probably

more than 100 of the other agencies have one or more officers who have been designated as "juvenile officers" and are expected to specialize in handling the juveniles apprehended by the department. However, very few of those in our state who have been given such responsibilities have had any professionalized training for this type of work. Most of the officers assigned to this work are persons who were given these assignments following their appointments to the force and, usually, they have performed other duties and have not received any specific training, which is not available in Kansas.

JUVENILE COURTS - There is a juvenile court in each of the state's 105 counties. In Sedgwick, Johnson and Wyandotte Counties, the juvenile court is now a separate institution with no other responsibilities. In the remaining 102 counties, the juvenile court is attached to the county's probate court. In many counties, the judge of the probate and juvenile courts is also the county judge and, in some areas, he also serves as a municipal judge. Approximately one-third of the state's counties use the services of a probation officer who is an employee of the court and is responsible to the judge for the

performance of his duties. In an additional one-third of the counties, juvenile probation officers are employed on a part-time basis by the court, while performing their regular duties in a police department or other agency. In the remaining 37 counties, no dependable arrangements to provide this service have been made. The budgets of the juvenile courts range from the more than \$700,000 budget of the Sedgwick County Juvenile Court to the few thousand dollars budgeted for the courts' operations by a majority of the counties. In this latter group, the court's funding usually does not distinguish between its probate and juvenile functions.

DEPARTMENTS OF SOCIAL WELFARE - There are 105 county departments of social welfare. These agencies operate under the joint jurisdiction of the county commission and State Department of Social Welfare. They exhibit variations similar to those of the juvenile courts in terms of the numbers of personnel employed and amounts of financial transactions conducted. The largest county department of social welfare has an annual budget of several millions of dollars and employs dozens of workers while the smaller counties often have one or two employees and annual budgets in the thousands. These public agencies have recently divided their principal functions into two divisions: social services to the community and financial support to the recipients. Both of these divisions of responsibility involve traditional and important aspects of community life, and are important within the general context of the concerns of the juvenile justice system. Considerable investments are made by these agencies in providing services both to the individuals and to the family units which are or could become the concern of a juvenile justice system.

SCHOOLS - There are 311 unified school districts in Kansas. The school districts show the same variations in personnel and size as do the agencies noted previously. Only a few school districts serve an entire county. Few school districts

have dependably organized specific educational and supplemental services for those who might be placed in the juvenile justice system. In addition, the school districts which do have such programs are generally not prepared to deal with the number of persons who could legitimately be assigned to them. It must be emphasized that, generally, there has been little recognition of the fact that delinquents and pre-delinquents should be provided with individualized, specialized services.

MENTAL HEALTH CENTERS - There are 26 mental health centers located at geographically-dispersed points throughout the state. There is greater uniformity among the mental health centers, in terms of their size, than any of the other agencies which have already been mentioned. The majority of the state's counties participate in mental health center districts, although a few counties do not. With few exceptions, mental health centers serve multi-county areas, a situation that is relatively unique among the agencies which are being described on these pages.

PRIVATE AGENCIES - There are at least 100 private agencies in the state (most of which are located in the four urban counties) which are known to provide services which fall within the scope of interest of a juvenile justice system. There are perhaps as many as two dozen other agencies claiming to provide such services; though questions are raised about the relevance of these activities. The kinds of services provided by private agencies range from programs as intensive as residential treatment to programs as periodic or occasional as recreation or special interest groups. Also included within the general category are a number of private practitioners who provide services to courts and other agencies on a fee-for-service basis.

STATE AGENCIES - There are two major state agencies within this field of interest: the Boys' Industrial School in Topeka, and the Girls' Industrial School located in Beloit. These two agencies have tradition-

ally provided treatment for the most serious of the cases of delinquency. In addition, the 1971 legislature authorized and appropriated funds for the development of treatment programs at Larned State Hospital, Osawatomie State Hospital, and the Kansas Vocational Rehabilitation Center in Salina. In addition to these agencies, some delinquents are sent to the Kansas Children's Receiving Home in Atchison for diagnosis, while others are diagnosed or treated at state facilities for the mentally ill or the mentally retarded.

PRESENT ORGANIZATIONAL FORMS

In order to insure that the reader has an accurate understanding of the organizational challenge which we face, this section will outline briefly the differences in the organizational forms of the agencies described in the preceding section. Agencies in the first seven classifications operate under six basic organizational forms. This is a significant planning factor rarely given the attention it deserves. The six organizational forms which will be highlighted on the following pages are: the county unit, the partial-county unit, a city unit, multi-county unit, state agency, and private corporation.

COUNTY UNIT - This designation refers to those agencies whose jurisdictional boundaries encompass a county. This political subdivision of the state is important for many reasons. Only those agencies whose jurisdictional boundaries coincide exactly with the boundaries of a single county should be included in this category.

Three important agencies fit this organizational form: the juvenile court, the sheriff's department, and the county department of social welfare. In addition, the office of the county attorney has this organizational form. A distinction should immediately be made between the first two agencies and the third. Both the juvenile court (as part of the probate and juvenile courts)

and the sheriff's department are headed by officials who have been elected on a county-wide basis, clearly distinguishing them from the welfare department directed by the county commission. In other words, the first two agencies are headed by officials elected by the people who exercise a leadership role in public affairs while the third agency is administered by employees of the county commission. The county welfare department can also be distinguished from these other two county agencies by the fact that its operations are significantly affected by both a state agency and a federal agency. This agency is more of an administering authority over which significant out-of-county controls are exercised than is the case with either of the other two. Those cases in which a school district encompasses almost an entire county are not included here, but in the following paragraph.

PARTIAL-COUNTY UNIT - This term primarily designates the state's school districts, since nearly all of them serve only a portion of a county. Those school districts whose boundaries coincide with those of a municipality have also been described here, rather than in the following paragraph. The state's school districts are, in every case, governed by boards of elected officials who serve without pay. This general organizational form is historically related to the organizational form adopted when school districts were much smaller (not "unified") and were managed on a less "professional" basis. The organizational form of Kansas' school districts differs in kind from that of either the county or the city unit, even though some similarities are apparent. The influence exercised by the State Department of Education and by federal agencies has been noticeably less in education than has been the case in the welfare establishment. Administrators of school districts serve at the pleasure of the elected board of education.

CITY UNIT - Only one group of agencies identified in the preceding section has been placed in this category: municipal

police departments. Under this organizational form the chief of police serves at the pleasure of the municipality's (elected) board of city commissioners (or city council). Boards of city commissioners and city councils generally exercise budgetary as well as policy control in the operation of the police department.

MULTI-COUNTY UNITS - The mental health centers, with a few exceptions, serve multi-county areas. This organizational form is based on contractual relationships between the governing board of the mental health center and the boards of county commissioners in the area it serves. Appointments to the board of directors of the mental health center are made from among those residing in the area served by the center. In principle, each county is free to associate itself with, or dissociate itself from, participation in the operation of a mental health center. The boards of the mental health centers can be viewed as a rough equivalent of the "area boards" highlighted later in this volume. District courts, to which appeals from juvenile courts are addressed, are generally within this organizational form.

STATE UNIT - The operation of the state agencies and facilities is conducted by the executive branch of state government, through the director of institutions and the superintendents of the individual institutions. The governor has the ultimate authority for the operation of the executive branch of government, with the state legislature also having a decided influence upon the appropriations and authority of the various institutions. Therefore, both the legislative and the executive branches of state government are directly involved in the direction and control of agencies operated as state units.

PRIVATE CORPORATIONS - The private agencies which were briefly mentioned in the preceding section are usually private corporations in which a limited number of their (occasionally extensive) member-

ship are responsible for determining agency policy. Every known example of these agencies consists of a private corporation whose voting membership is restricted to a relatively small number of persons on their board of directors. While there is nothing to prohibit it, there are no known examples of corporations with broad-based voting memberships providing services in the juvenile justice field in Kansas.

COMMENTARY - This brief identification of present organizational forms important to planning in the juvenile justice field illustrates that every type of public authority - the legislative and executive branches of state government, multi-county organizations of public officials, county commissioners and other county-wide offices and municipal officials - is involved to some extent. In addition, these are organizational forms in which the public should have a direct, legitimate interest since they operate in the public interest on a non-profit basis.

The identification of the various organizational forms represented by agencies presently participating in the juvenile justice field illustrates the complexity of the organizational challenge which must be faced.

The imagination does not have to be stretched to conclude that this diversity of organizational forms may be a contributing factor in the steady deterioration of our ability to deal with juvenile delinquency as a social problem. Analyses of institutional forms have found that all agencies, both public and private, tend to justify their existence by orienting their services toward particular clienteles. As a result of this process, the same services are frequently provided under both public and private auspices to what could be considered to be identical clientele groups. In many communities, there are no mechanisms for coordinating these efforts in order to avoid these unnecessary duplications or even insuring that each agency is knowledgeable about the services which others

offer. This absence of any workable means of coordinating services and policy-making produces the all too common situation of an overabundance of some types of services while others are nonexistent. This is not necessarily a criticism of the agencies, but is used merely to illustrate the fact that our past efforts have been too fragmented and lacking in central authority at any level.

FACING THE ORGANIZATIONAL CHALLENGE

As already noted, the point of origination for these organizational considerations is the system model outlined in Volumes II and III. Any organizational pattern which is developed should not undercut the system model and should be capable of controlling and facilitating the service delivery system.

Proceeding from this premise, we recognize the need for improving our performance in dealing with delinquents. Both those primarily concerned with the juveniles' growth and development and those whose principal concern is the safety and security of society in general must agree that we are capable of doing much better jobs in both areas. The major purpose of this plan is to begin producing a better product than we have in the past. (The "better product" meaning: a reduction of antisocial and hostile actions against persons and property by juveniles.)

Taking a larger view, the juvenile justice system also has important implications for adults who are placed in the state's criminal justice system. The organizational challenge is to close the gap between what we know how to do and what we actually accomplish. A good organizational plan will close this gap very significantly. A poor organizational plan might even widen the gap further.

We should spend as much effort considering the results of our actions as we do analyzing the processes we are using. There has been a strong trend toward establishing new services which are isolated

or insulated from other related services. This trend can be observed in a majority of the human services programs which have been developed within the past generation. New programs are continually being initiated to deal with narrowly-defined areas of human need. As a result, the need for "coordinators" and "referral agencies" has proceeded at an amazing pace.

This planning effort was initiated with the belief that a comprehensive, unified system was the only organizational form with any promise of reversing this trend and improving our overall performance. This need has been apparent for decades, even though progress in realizing these desirable goals has been slow and, in some cases, imperceptible.

If the performance and activities of the various agencies is not a part of an overall unified process, there are likely to be negative countervailing influences on the process, rendering it meaningless when viewed in a broad frame of reference.

The objective of the organizational challenge, as described here, will inevitably cause some to feel that their established positions are being undermined. There are vested interests in each of the 900 agencies previously enumerated. In some cases, entrenched interests proceed from firmly-held philosophical beliefs. In others, these interests are no more than the result of habit and tradition. Since the services described in the two preceding volumes and in this volume mean a significant change in the ways in which we deal with delinquency, there is no doubt that some individuals will be required to change (either to expand or contract) their traditional methods of fulfilling their responsibilities. It should be pointed out that the end result of the changes proposed in this plan will require expansions of their authority and responsibilities for most presently existing agencies, since the typical problem is a lack of resources.

Other organizational challenges discussed in this volume are the development of

new resources and expansions in the geographic and numerical coverage of services. In many cases, the development of new services or the expansion of existing services presents a significant organizational challenge. For instance, the extension of effective probation services to the smaller communities scattered throughout western Kansas is a challenge that will not be easily met in a satisfactory manner. Many of the other specialized services noted in Volumes II and III will produce even greater implementation challenges. The question of sponsorship of new or expanded services is one that is unlikely to be answered easily or simply. Even after agreement has been reached on the necessity or desirability of a service, the question of who will sponsor the service and where it will be located is likely to be controversial. There are admittedly, many areas of legitimate disagreement.

The organizational challenge also involves the application of management principles. The principle of "span of control" will be extremely important in many of the considerations that follow. ("Span of control" is commonly used in administrative theory to define the number of individuals or activities which can effectively be supervised by one person.) Authority and responsibility must be structured in order to permit the effective control of the various services by keeping the number of persons supervised within feasible limitations.

SECTION 2: ORGANIZATIONAL PRINCIPLES

This section highlights five organizational principles believed to be essential to a rational and effective organization of the services within this overall field. The five organizational principles are: consistency, effectiveness, simplicity, flexibility, and coherence. If we fail to reflect these principles, the organization of the various programmatic elements within the system is probably faulty. A brief de-

Another management principle, "scope of interest," is also applicable. This principle indicates that an individual cannot be expected to effectively supervise a wide range of specialized and technical services unless he is professionally qualified by background and experience to exercise such supervision. Another consideration is the geographical size of the area which will be used as an operational entity. The distances between service delivery points as well as a knowledge of general community conditions and those responsible for providing services are important aspects of planning and management. Relatively compact geographical areas do not ordinarily experience this type of management problem.

Finally, the inescapability of the rapid and radical change in our society must be recognized by any proposed organizational plan. The rate of change as well as the magnitude of change are essential planning considerations. Any organizational form which does not adequately recognize these facts of life in our society today is certain to become obsolete within only a few years. Though there is not evidence that basic human nature is changing, the ways in which problems are expressed at the personal and social levels are obviously undergoing rapid alterations. Therefore, an organizational form which allows for a response to changing conditions and expressions is essential.

scription of each of these principles follows.

CONSISTENCY

Consistency is our term to describe application of those services identified as essential elements within the system to every juvenile in every area of the state. The principle of consistency develops from specifying identifiable minimum ser-

vices described in terms of the results they are designed to achieve rather than in terms of the processes to be followed. It is not always necessary to have identical programs operating in each county or community of the state, as long as an attempt is being made to achieve the objectives of a particular kind of activity. Consistency is intended to insure that the results of specific services believed to be essential elements within the system will be available regardless of the juvenile's location within the state or any artificial classification systems. Each service should be applied to those who satisfy the criteria for participation in the program.

This means that there must be both quantitative and qualitative expansions of service. In some cases, the quantitative expansion will simply mean that more of the clients being served by a particular agency will be referred to a particular service. In other cases, it means that an agency will have to begin providing new services.

The ultimate goal of the consistency principle is the realization of the idea that any service believed to be capable of solving a problem or correcting a defect should be used for all those persons who satisfy the criteria governing its application. This negates habitual reliance on the excuse that services which are not readily available cannot conveniently be used. The principle of consistency challenges us to insure that all essential elements in the system are organized so that they will be available and reasonably convenient whenever they are needed, regardless of whether it is in Elkhart or the ghetto in Kansas City.

The principle of consistency is derived from the traditional American belief in equal justice under the law. If services are not available on a consistent basis, one can argue forcefully that equal justice does not, in fact, exist.

EFFECTIVENESS

Each element within the overall system should have certain specific, measurable goals. This principle has already been discussed in the preceding two volumes on prevention and control programs, but it is also an essential aspect of organizational considerations.

Each essential service process and activity within the overall juvenile justice system should be periodically evaluated, both categorically and geographically. Although the evaluation criteria should be developed within a comprehensive framework, each specific service and the contribution which it makes to the overall intended product should be carefully scrutinized. A categorical evaluation simply means that all similar services being provided anywhere in the state will be compared with one another and in terms of their relationships to other connected services. The geographical evaluation will consist of examining the services provided in each of the 14 geographical areas (described in the next section). In other words, there will be a horizontal evaluation of each element in the total system throughout the state, as well as a vertical evaluation of whether the services in a particular area are producing, or not producing, the anticipated or desired results.

The organizational structures developed to establish and maintain the system will be evaluated in a similar manner. This means that each of the agencies participating in the overall system will be evaluated according to definite criteria based on their abilities and performance in carrying out their assigned functions.

Each area will also be evaluated on the basis of its ability to provide the support and direction which are necessary in order to insure that the agencies can provide the support needed by their personnel. Finally, the areas will be compared with one another and the aggregate of all of the areas will be reviewed at

state level, at least twice a year in the "en banc" governance meeting.

By developing continuing horizontal and vertical evaluations of all aspects of the system, it is anticipated that an informed view of the effectiveness of the total system will eventually emerge. Conversely, without such evaluation efforts, it is believed to be impossible to obtain an informed view of what is actually being done. If for no other purpose, the fact that most of the funds invested in this system will come from public sources strongly suggests the necessity of being able to develop this informed perspective.

The effectiveness of the activities undertaken as part of this system must be known both absolutely and relatively. Even though a service enjoys widespread support, it should be terminated if its effectiveness cannot be demonstrated. Ineffective programs should be replaced by activities and services which have demonstrated their effectiveness. Chapter 6 of this volume contains a more detailed exposition of this general subject.

SIMPLICITY

Another important organizational principle is simplicity. The organizational structure must be kept as simple as possible, even though the number of agencies likely to be involved in the system would appear to make this very difficult. However, the probable difficulty in achieving simplicity serves to emphasize the need even more.

The principle of simplicity has been used in developing the program delivery system described in Volumes II and III. The several hundred separate, clearly distinguishable programs described or noted in those volumes have been reduced to a total of eight "general elements," equally divided between the prevention and control fields. All of the discrete services have been subsumed within these general elements, providing a considerable simplification of the entire

range of program ideas.

This same principle should be applied to organizational considerations. Basically, the subsequent chapters of this volume concentrate on only three organizational structures: agencies, areas, and the state authority structure. Each of these organizational elements demands and deserves considerable attention, as does the entire organizational structure of which they are a part.

By developing organizational forms and patterns consistent with the services to be provided or the authority which should be exercised, the organization will be given a better chance for success in achieving the goals established for it. The number of jurisdictional transfers should be reduced as should areas of overlapping responsibility. It will be necessary, however, to clearly identify the seats of leadership and authority to be held accountable for both the successes and failures in the operation of the overall system. This is not now the case.

FLEXIBILITY

The organizational principles described in this volume are based on the assumption that flexibility is an absolute necessity. The system's ability to respond to the changing conditions affecting it should be assured.

An inflexible organizational structure is wholly inappropriate for the kinds of challenges which must be faced in today's world. The organizational structure should be designed to allow for adjustments which can respond to changing technology, conditions, practices, and other factors.

It would be simply irrational to fail to provide for a structure incorporating flexibility. The inevitability of change and the necessity of preparing for it must be recognized.

COHERENCE

The term coherence will be used to indicate that all the parts of the original system design should be developed with knowledge of the other services and activities within the system. Conditions outside of this system which affect it should also be recognized, but are subject to much less influence or control.

The concept of coherence implies the elimination of structural vacuums and inconsistencies - topics discussed in other planning documents, and in Chapter 2 of Vol. I. Structural vacuums are defined as those areas in which no authority or responsibility to act has been established. Inconsistencies describe situations in which an agency or individual is apparently responsible for a service or activity, but has not been given the resources it needs to carry out its

SECTION 3: PLANNING TOOLS

Six "planning tools" developed for this project will be discussed in this section: the system model, general elements, programmatic elements, geographic division of the state, archetypal planning design, and the organizational model.

The reader should remember that these planning tools are not intended to be substitutes for reality, but have been developed to provide conceptualizations of reality which can be manipulated, discussed, arranged and rearranged as a means of obtaining an overall perspective. Planning tools are used in all forms of human services planning as well as in physical planning. The most basic of planning tools are words. Words are intended to serve as a means of conveying an identification of an object, a meaning, or the expression of an emotion. In the same sense, planning tools in the human services field are used to reflect complex structures and realities. The planning tools we developed are unique to this project. This means that these tools should be care-

responsibility. When structural vacuums occur, an agency or officer will occasionally assume responsibilities that are not clearly his; perhaps his actions will be successful and the need will be met, or he may only succeed in arousing hostility because he has assumed authority which did not clearly belong to him. Though inconsistencies are usually based on value judgements, there are some examples clearly illustrating the incongruities between expectations and performance.

It is likely that the coherence principle will need to be continually evaluated once a full-scale system such as the one outlined in this document has been implemented. Major as well as minor adjustments are expected to be necessary as new services are established and established services are modified to become part of the overall system.

fully examined and discussed in order to insure a correct understanding.

THE SYSTEM MODEL

After extensive explorations of the kinds of services believed to be necessary for a truly comprehensive system, a conceptual "system model" was developed for review and evaluation. This model was first presented for consideration in April of 1971. Several considerations converged on recognition of the need for a conceptual system model. The gross number of factors being identified as necessary for a comprehensive prevention and control system was probably the most important of these, clearly requiring summarization into a simpler design. Also important was the large number and diverse natures of the agencies actually involved or to be considered as potential elements of a fully operational system. The established laws, traditions, practices, professions, and occupational groups which were involved suggested the need for a simple design, as did the in-

tention to establish a greater degree of specialization and concentration of effort.

Our conceptual system model has several values, probably the most important of which is the summarization of related factors into what we have designated as "general and programmatic elements": simple unifying concepts under which related services and activities are subsumed. A conceptual system model can also illustrate the relationships intended between these general elements, as ours does. It may help to identify the necessary resources for various parts of the overall system, when quantifications have been attached to each of the elements. The model also simplifies discussions regarding the predictable events and probable conditions with which the system will be concerned. Finally, the model helps to establish common terminology that facilitates broad gauge discussions.

Our system model, portrayed on the following page as Chart 2, graphically illustrates what we believe must be included in a comprehensive system, illustrates the relationships between the general elements, is simple enough to be easily explained, and accomplishes the other goals which we established for this planning tool. The model itself has been revised and refined since it was first proposed. Relationships between elements have been redrawn and half of the general elements have been renamed or redefined since first proposed. This is simply to say that this model, along with many other aspects of the overall plan, has been the object of scrutiny itself and improvement since its introduction.

GENERAL ELEMENTS

Our system model consists of eight general elements, four of which lie within the general subject field of prevention and four of which lie within the general subject area of control.

Socially Responsible Community Life is the field of "primary prevention" interest,

and is only described in very general terms in this plan. This is the condition from which those with deviant behavior characteristics and other personal problems emerge, and the field into which persons who have been involved in either prevention or control programs are returned. There are three general elements designed to deal with "secondary prevention" concerns - defined as those juveniles who have been identified as "pre-delinquents." One of these elements, the Community Structure Programs, contains the establishment of authority and accountability in the prevention field - totally absent at present. The other two elements, Individual and Group Programs, are the service-delivery elements for those juveniles who have demonstrated problems.

In the middle of the system model, the Crisis Programs General Element serves as the key element in the control field, which also includes the three elements in the lower half of the chart. The Crisis Programs element includes the activities of law enforcement agencies and the processes of the juvenile court in regard to delinquency. It will be noticed that the possibility of return to prevention programs for handling exists as one of the options. The three rehabilitation elements within the control field are: General Community Rehabilitation, Intensive Community Rehabilitation, and Residential Treatment. Each of these elements is designed to serve a different recipient group and provide a different intensity and nature of rehabilitative for those clearly identified as delinquents.

PROGRAMMATIC ELEMENTS

A third level of planning tools relating to the services to be carried out is given the title of "programmatic elements." Each of these conceptual tools identifies and describes a classification of programs or activities believed to be essential to a significant number of persons accurately placed in one of the general elements. As such, they provide a framework for discussing and comparing various kinds of services and activities applicable to

CHART 2:

**THE SYSTEM MODEL
FOR DELINQUENCY PREVENTION AND CONTROL
IN KANSAS**

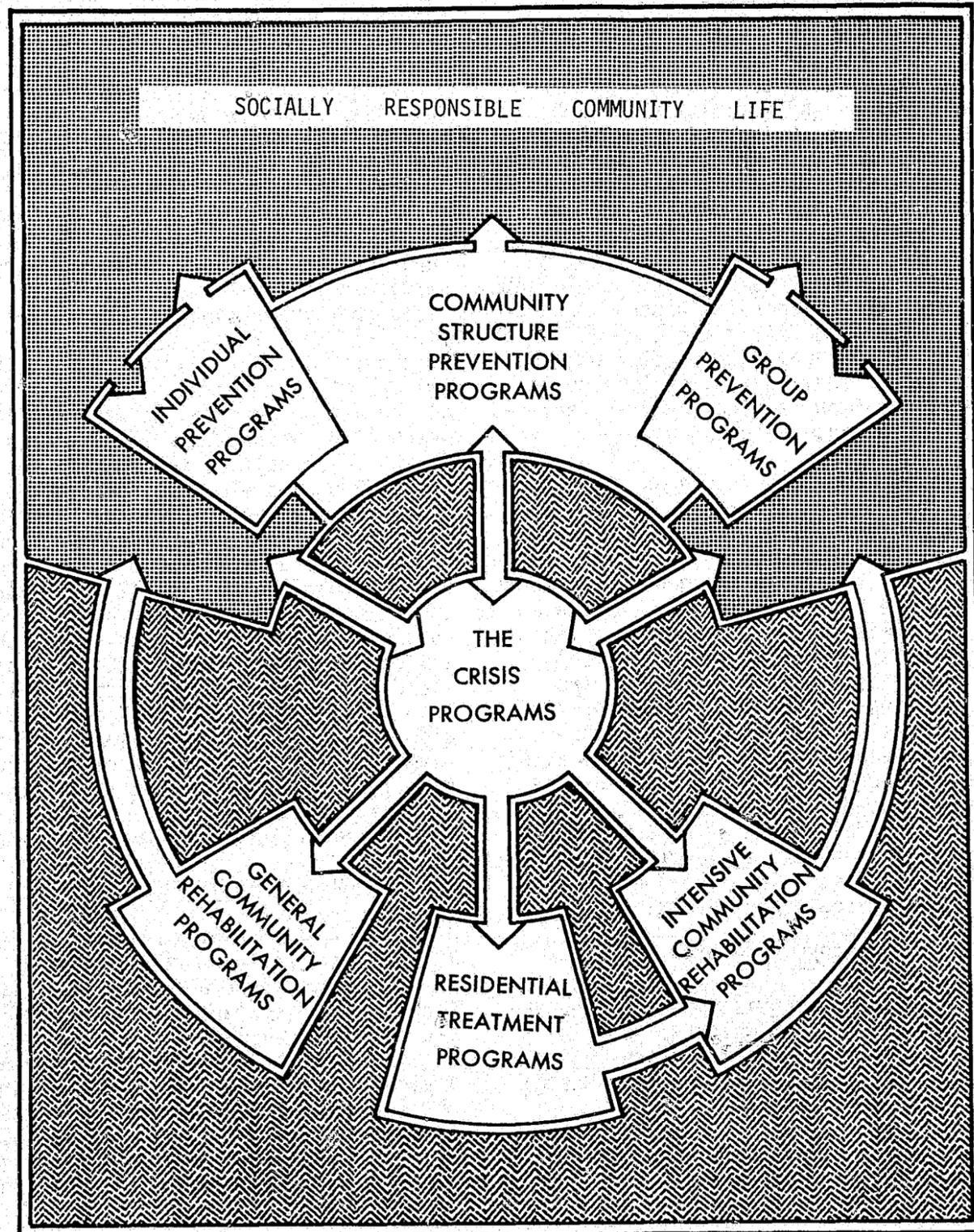


CHART 3: LOG OF ALL GENERAL AND PROGRAMMATIC ELEMENTS

SOCIALLY RESPONSIBLE COMMUNITY LIFE (GENERAL ELEMENT, 100 SERIES)

- | | |
|------------------------------|-------------------------------|
| 100 - Family Life Education | 160 - Day Care |
| 120 - Employment | 170 - Education |
| 130 - Income Supplementation | 180 - Leisure Time Activities |
| 140 - Housing | 190 - Character Building |
| 150 - Moral Guidance | 199 - Drug Education |

COMMUNITY PREVENTION STRUCTURES (GENERAL ELEMENT, 200 SERIES)

- | | |
|-----------------------------------|-----------------------------|
| 210 - Children and Youth Services | 250 - Social Acceptance |
| 220 - Community Planning | 260 - Deterrents |
| 230 - Employment | 270 - Establishing Services |
| 240 - Leisure-Time Activities | |

PREVENTION PROGRAMS FOR INDIVIDUALS (GENERAL ELEMENT, 300 SERIES)

- | | |
|------------------------------|----------------------------|
| 310 - Mental Skills | 350 - Special Interests |
| 320 - Scholastic Achievement | 360 - Personality Problems |
| 330 - Physical Skills | 370 - Personal Attention |
| 340 - Moral Guidance | |

PREVENTION PROGRAMS FOR GROUPS (GENERAL ELEMENT, 400 SERIES)

- | | |
|--------------------------------|-----------------------------|
| 410 - The Family Group | 450 - Avocational Interests |
| 420 - Associational Preference | 460 - Religious |
| 430 - Neighborhood Peers | 470 - Special Problems |
| 440 - School Groups | |

CRISIS PROGRAMS (GENERAL ELEMENT, 500 SERIES)

- | | |
|-----------------------|------------------------|
| 510 - Law Enforcement | 550 - Evaluation |
| 520 - Intake | 560 - Case Preparation |
| 530 - Shelter | 570 - Judicial |
| 540 - Detention | |

GENERAL COMMUNITY REHABILITATION PROGRAMS (GENERAL ELEMENT, 600 SERIES)

- | | |
|-------------------------|-------------------------|
| 610 - General Probation | 630 - Family Counseling |
| 620 - Social Services | 640 - School Programs |

INTENSIVE COMMUNITY REHABILITATION PROGRAMS (GENERAL ELEMENT, 700 SERIES)

- | | |
|---------------------------|-------------------------|
| 710 - Intensive Probation | 740 - Therapy |
| 720 - Supportive Services | 750 - Family Counseling |
| 730 - Living Arrangements | 760 - Aftercare |

RESIDENTIAL TREATMENT (GENERAL ELEMENT, 800 SERIES)

- | | |
|--------------------------------|---|
| 810 - KJSA Intake | 840 - Other Centralized State Treatment Resources |
| 820 - Boys' Industrial School | 850 - Private Residential Treatment |
| 830 - Girls' Industrial School | 860 - Regionalized Treatment |

juveniles with similar characteristics and circumstances. Fifty-four programmatic elements have been defined within the eight general elements. They are named and arranged according to their general element assignment on Chart 3 on the preceding page.

Programmatic elements are basically a system of classifying services, rather than the services themselves. Specific programs through which services are delivered are the practical content of programmatic elements.

Some general program concepts appear under more than one general element heading because every service or activity which can appropriately be used in a particular general element is identified as part of that element. For example, school programs are included in both the 400 and 600 series programs. In addition, academic and vocational education are part of the residential treatment 800 series - programs. In each case, the objective to be achieved may be similar for individuals with similar characteristics but, the structure and conditions under which the activity will take place are different. Hence, there are at least three specific programmatic elements dealing with special arrangements for delinquent or pre-delinquent youth in the public schools.

It should also be mentioned that specific programmatic elements are not necessarily related to any particular agency, office, or institution. Even though some special programmatic elements are dependent upon a single agency for sponsorship (the judicial and law enforcement functions cannot be sponsored by other agencies) no attempts have been made to associate most of the programmatic elements with existing agency responsibilities.

GEOGRAPHIC AREAS

A ten-part geographic division of the state was originally made by the planning project in order to create relatively small and compact areas within which planning would be undertaken. The original

areas were established only after the use of each of the existing regionalization plans for the state had been weighed. The mental health catchment areas, the KDED regions, and other established geographically-based plans of the state were studied. This activity actually preceded this planning project and was a result of the provisions of K.S.A. 75-3335 which authorized the Board of Social Welfare to plan for the development of not more than ten regional rehabilitation facilities in the state. Although the division originally adopted for this purpose has since been changed, it closely conforms to all of the organizational patterns which are directly related to its interests.

A 14-area division of the state is presently being used. This geographic arrangement consists of ten multi-county areas and four single-county areas. These areas are illustrated in Charts 4 and 5.

This geographic division of the state conforms with the span of control principle which has already been discussed, and produces areas which should be workable for organizational purposes. Adjustments in the method of organizing this geographical division of the state are still possible and could be used to produce greater conformity among the areas. The resulting 14 divisions should be worthwhile and workable even though fewer districts might have been more desirable. There are no known major problems in using this division of the state except for a paucity of existing resources in Area 5. Adjustments were made in this geographical division of the state as the proposal was reviewed by persons from all parts of the state.

ARCHETYPAL PLANNING MODEL

A "self-correcting" planning methodology has been used from the outset of this effort. Though this is not the place to provide a complete exposition of the planning model, a brief description is relevant. Planning inputs are evoked from the universe of human need and experience, and then subjected to a planning process from which

CHART 4: FOURTEEN AREA DIVISION OF THE STATE OF KANSAS FOR JUVENILE DELINQUENCY PREVENTION AND CONTROL PLANNING PROJECT

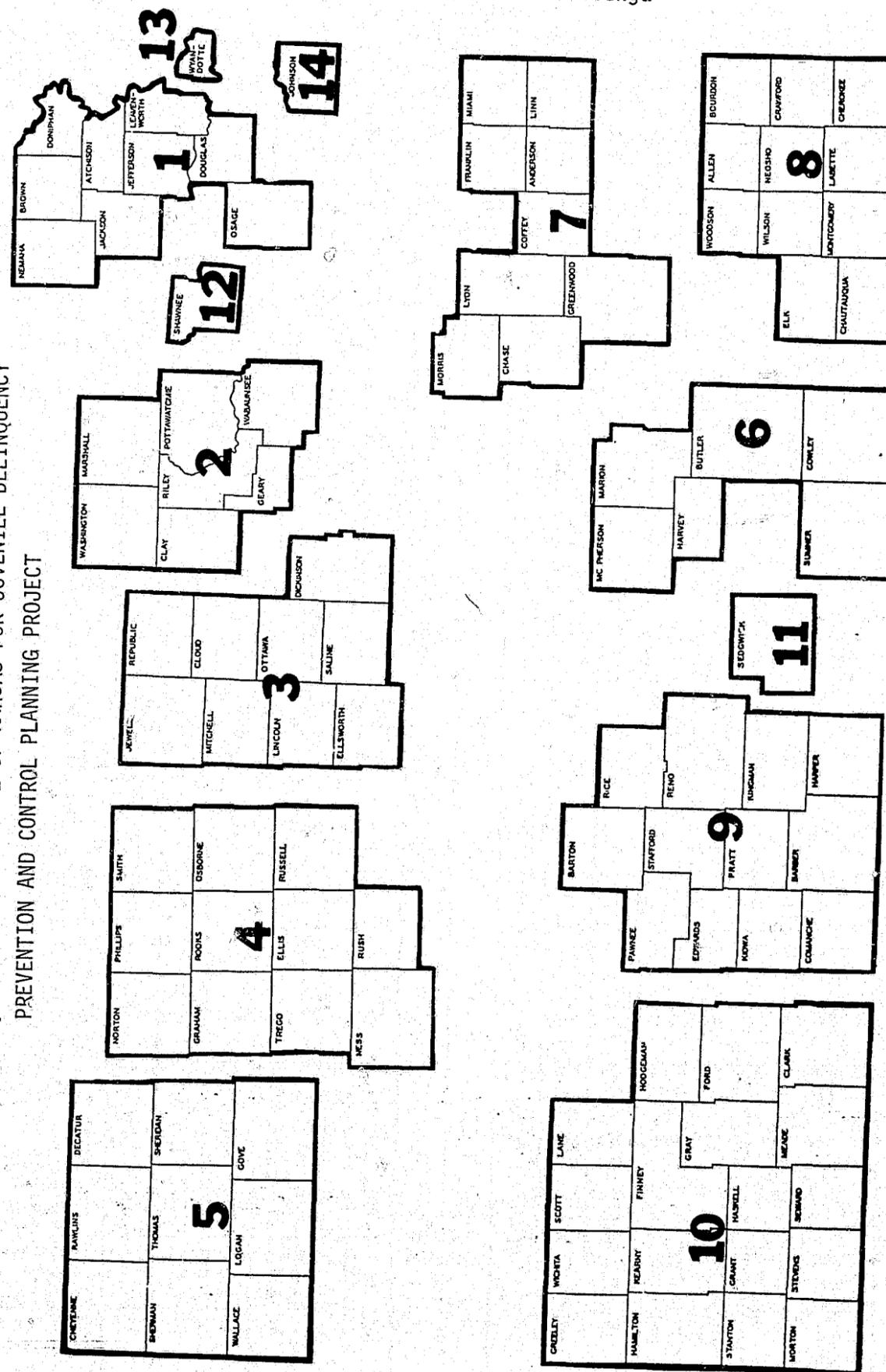


CHART 5:

	1970 Population (thousands)	Land-Area Square Miles	1970 Population Density	1970 Popula- tion Under 18 Years Total	Male	Police Arrests 1970	1970 Juv. Court Cases	BIS Adm. 5-Yr.AV. 1966-70	GIS Adm. 5-Yr.AV. 1966-70
AREA 1 TOTAL	198.7	4,946	40.1	61,420	31,499	850	649	11.2	2.8
AREA 2 TOTAL	135.3	5,124	26.4	37,264	19,030	1,123	374	7.0	4.4
AREA 3 TOTAL	119.6	6,795	17.6	39,160	19,890	1,333	599	10.4	6.6
AREA 4 TOTAL	89.2	8,859	10.1	28,561	14,588	303	298	5.4	3.0
AREA 5 TOTAL	42.8	9,076	4.7	15,038	7,646	67	53	0.2	1.0
AREA 6 TOTAL	193.1	6,155	31.4	51,996	26,605	1,010	436	11.0	1.6
AREA 7 TOTAL	113.9	6,489	17.6	34,471	18,056	564	289	7.6	2.8
AREA 8 TOTAL	198.8	6,591	30.2	58,206	29,880	711	810	14.0	2.2
AREA 9 TOTAL	163.4	10,059	16.2	52,996	26,766	1,284	720	9.4	5.4
AREA 10 TOTAL	106.2	14,784	7.2	41,378	21,126	891	427	7.8	3.2
AREA 11 TOTAL	350.7	999	351.0	124,932	63,399	6,899	901	27.0	14.8
AREA 12 TOTAL	155.3	545	287.2	52,882	27,181	2,030	1,434	12.2	3.0
AREA 13 TOTAL	186.8	150	1,245.6	66,423	33,912	2,360	2,992	36.2	10.2
AREA 14 TOTAL	217.7	476	457.3	82,553	42,127	1,985	2,427	6.6	3.0

SOME SELECTED FACTS ABOUT THE FOURTEEN AREA DIVISIONS OF THE STATE OF KANSAS

they emerge as a planning output or product. In our project, the first input was evoked through the visits and area meetings of 1970, the first conference served as the process, and the first output was the "programmatic" book. After the output has been produced, two courses of action follow; one having a direct effect and one having an indirect effect. The direct effect is to take the planning output and return it for use as a new planning input. The indirect effect consists of transmitting the planning product to a higher, more specialized or more broadly conceived authority not directly involved in the planning process. Such authorities react or respond to it by appropriate changes in their practices or positions, and these changes affect the universe of human need and experience from which further planning inputs are evoked.

This archetypal planning design is illustrated by Chart 6, and has been used throughout the duration of this project.

A "Four Dimensional Planning Theory" developed independently of the project by the chief planner uses this archetypal design as a point of origin for a comprehensive plan for planning that insures that the most appropriate persons or authority structures are responsible for various kinds of planning. The adaptation of this overall planning theory to the specific requirements of this plan is described in the following paragraphs.

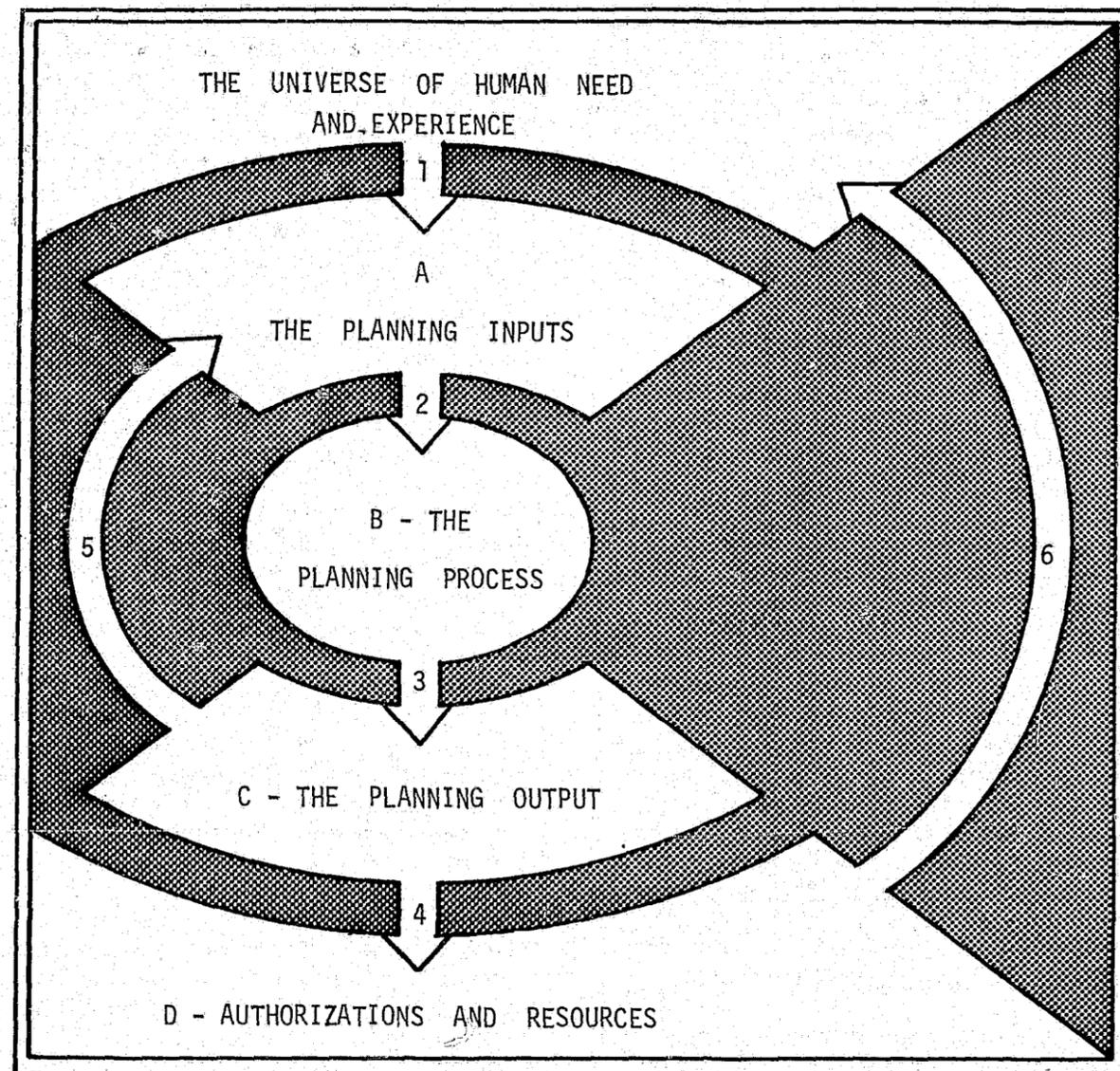
THE SERVICES planning dimension consists of specific planning for the services or activities to be provided. In virtually every case, the persons doing the planning will be employees of public or private agencies; occasionally, they will be private practitioners or individuals. It is anticipated that there will be hundreds of specific services included in the total state delinquency prevention and control system. Many of these specific services will have practitioners performing identical services in different locations. It is possible that the same person may perform services in a

number of different locations. The concept of a specific service is based on the program delivery responsibilities of professionals or other highly trained or skilled persons. In some cases, these individuals will perform their duties alone, while in others, their functions will be performed with the assistance of nonprofessionals and other supporting personnel. In the latter case, these people may be designated as constituting a professional team or unit.

The SUPPORT dimension of planning which is conducted either by public or private agencies authorized to assume a role within the delinquency prevention and control system. All of the separate agencies involved in the total system are related to area boards described below. Internally, they support the providers of service mentioned in the preceding paragraph. The planning bodies in this dimension are the established authorities of the individual agencies. In some cases, this may be a statutorily-created office. In the case of private agencies, the established authority will ordinarily be a governing board which may have been chosen by any one of several methods. The support planning dimension acknowledges that agencies must be made responsible for carrying out the services that are a part of the state system.

The AREA dimension of planning represents the practical adaptation of the conceptual delinquency prevention and control system to the problems and opportunities of a specific geographical area. The area may encompass a single county or as many as 18 counties. This dimension of planning is concerned with a full range of general and specific programmatic elements that have been identified as essential within the state system. Planning in this dimension is conducted by area boards described in Chapter 2. These boards also participate directly and indirectly in the development of the overall state system plan, and are responsible for managing, planning and evaluating all aspects of the system in terms of actual performance within the board's geographic

CHART 6:
THE ARCHETYPAL PLANNING DESIGN



area of jurisdiction. This poses a major planning and management challenge.

The STATE dimension of planning consists of developing a general conceptual system (a "state comprehensive plan") for achieving the chosen objectives of delinquency prevention and control in the state. It should be practical and realistic as well as consistent and thorough while avoiding the structural vacuums

and inconsistencies now commonly found. The interests of this dimension should be addressed to every possible predictable or anticipated situation. State dimension planning is conducted by the KJSA state board whose two primary functions are leadership and coordination. This leadership responsibility is stated in terms of developing a new awareness of the problems and successes of the delinquency prevention and control system in the

state and in terms of presenting requests to the proper legislative authorities for the resources that have been designated as state responsibilities. Coordination is described primarily in terms of coordinating the activities of the 14 area boards described above. The responsibilities of the state board also include providing residential treatment services and state facilities and assigning selected persons to other residential treatment services. This dimension of planning also includes training, information, summarization, and planning - in general, providing administrative support for the state and area level functions. State dimension planning uses area dimension planning as its principal source of information and point of contact.

Specialized adaptations of the archetypal design to the requirements of state and area planning dimensions appear in Chapter 2.

THE ORGANIZATION MODEL

Organization models in general serve the purpose of illustrating the type of organization intended as well as serving to clarify the need for relationships between various aspects of the organization. Our planning clearly illustrated the need for an organizational model, in view of the vast number of agencies presently or projected to be involved in the operation of the system. Our plan also required an organizational model in order to accomplish the desired and required geographic dispersion of efforts throughout a very large state. The replication of minimum acceptable levels of service in widely dispersed locations throughout the state demands a model which, at least, does not prevent this through exceptions or differing standards. On the other hand, a model is not meant to be inflexible. It is meant to allow general uniformity within which variations responsive to local conditions may flourish. Literally hundreds of factors and thousands of possible combinations of factors are the basis for our organi-

zational model. Finally, the organizational model must make appropriate allowances for traditions, laws, practices, and wide variations in local conditions.

The value of the organizational model is primarily seen in its ability to indicate how a complex system is to be governed. It illustrates the nature of relationships required to insure basic minimum levels of performance. It should set forth an indication of realistic governance and supervisory capabilities. It should allow simplification of discussions about what can be done and the structure through which it will be done. Finally, it helps to establish common terminology that simplifies an understanding of what is intended and what is actually happening.

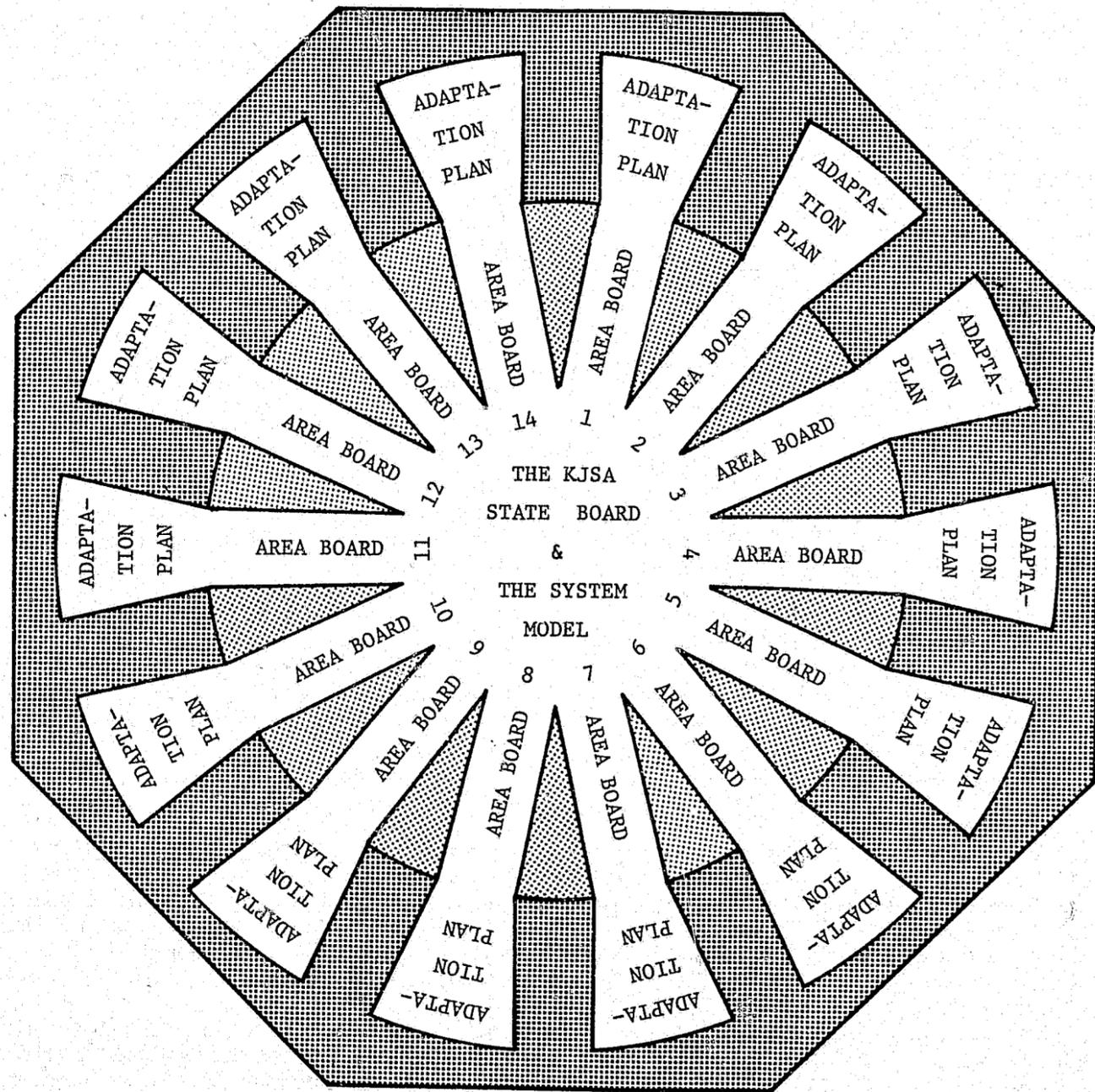
Our organizational model is presented in Chart 7 on the next page. In comparison to the system model, it was a rather late development in the planning process, even though it does not represent any significant changes in basic concept over from decisions reached at our second conference.

The organizational model illustrates 16 distinct interests. The first of these is the overall interest - the totality of the Kansas Juvenile Services Agency as a system for delinquency prevention and control. The entire model serves to illustrate this interest.

The second interest which it illustrates is the central authority shown as the center of the model and, more particularly, the designation of the KJSA State Board. It will be noted that the center of the model is not separated from the 14 Area Boards.

The 14 Area Boards represent geographically designed interests, with an individual board for each of 14 single or multi-county areas of the state. Each of these boards is portrayed as an equal part of the system. The Area Boards, it should be noted, are not separated from the KJSA State Board in the model; no outright

CHART 7:
**THE ORGANIZATION MODEL
 FOR DELINQUENCY PREVENTION AND CONTROL
 IN KANSAS**



division of interests is either planned or implied in this model. It is intended to be a unified system with a considerable delegation of particular responsibilities to the Area Boards and the agencies operating within their geographically designated areas. The outermost item illustrated on the organization model is the adaptation plan. This is a specific adaptation of the system model to the particular conditions and situations in a geographically defined area. The Area Board is responsible for developing this adaptation plan, giving practical and specific expression to the system model for the area of its jurisdiction.

under the heading of organization. As previously noted, this organizational model is not dependent upon any changes or variations in the system model. It also illustrates the opportunity for a great deal of flexibility and innovation to meet conditions in local communities. A fuller understanding of the organizational model will require descriptions of the boards (or governance structure), the staffing of the system, training of various providers of service, financing the system, and the evaluation of the success with which the overall plan is carried out.

It is believed that the organizational model well illustrates the totality of the organization necessary for carrying out a comprehensive delinquency prevention and control system. The State Board and each of the Area Boards have a number of specific responsibilities and interests, described in some detail

It is believed that this organizational model is far superior than most traditional designs which operate on a military chain of command basis. It is believed that this organizational model is more accurate as well as clearly reflecting the dominant theme of our planning to allow a large measure of discretion to persons in immediate contact with activities.

SECTION 4: RESPONSIBILITY AND LEADERSHIP

The commentary in this section is intended to aid the reader in understanding some of the principles important to an accurate understanding of the text of this volume. This section includes comments upon: the idea of definite responsibility, optional responsibilities, the development of initiative, the contact of persons having designated responsibilities with actual conditions, leadership, and the responsibility for continuous planning.

in defining the fixing responsibility is the establishment of the objectives to be achieved. While these objectives need to be general in nature, they should not be so vague as to become meaningless. This requires sensitivity and precision in order to avoid defining responsibilities in overly elaborate terms. Meaningful determinations of responsibility are impossible without the establishment of objectives.

THE IDEA OF DEFINITE RESPONSIBILITY

The idea of definite responsibility is described for our purposes as appropriate methods of insuring that someone can be held responsible or accountable for the results of specified activities within the system. Seven reasonable distinct elements can be identified as components of this general idea.

DIVISION OF RESPONSIBILITIES - Once the general objectives have been identified, a division of the specific responsibilities within the general objectives must be made. At the program delivery level, this division will consist of individual work assignments. At the agency level, this will consist of assigning tasks to each division and each unit. At the area level, it will mean allocating responsibilities between agencies. At the state level, it requires delegation of authority to areas.

ESTABLISHING OBJECTIVES - The first task

TASK DESCRIPTIONS - After the responsibilities have been generally delineated, it is necessary to specifically identify what a given individual must do within a particular time limit, and the location at which these duties will be performed. Tasks can be described for areas, agencies, or individuals.

PROVISION OF RESOURCES - Once the individual assignments have been determined, the resources which will be needed to support or obtain them must be provided. Unless the resources needed to perform the task have been provided, an inconsistency is revealed. Resources are generally classified as personnel and non-personnel items.

PERFORMANCE ANALYSIS - After the tasks have been reasonably well-defined, specific assignments have been made, and the resources needed to carry them out provided, an analysis of the ways in which the tasks are being performed will be possible. The criteria used in evaluating these performances should be directly related to the degree to which the foregoing principles have been implemented.

CONCLUSIONS - The analysis of performance, when placed in a broader perspective by comparing it with similar activities and with the ways in which a particular service relates to other services, permits responsible conclusions regarding the value of the service and the degree to which the responsibilities have been accepted and carried out.

REMOVAL AUTHORITY - The authority to remove those persons, units, teams, or agencies about whom the conclusions have been basically negative and unfavorable is essential. In the absence of removal authority, there is an incomplete structure of responsibility.

OPTIONAL RESPONSIBILITY

Many of the responsibilities existing in the juvenile justice field can best be described as "optional responsibilities." These responsibilities are characterized by vague descriptions, which allow every-

one who considers them to make his own interpretations. Optional responsibilities are also characterized by the fact that they lack divisions of specific responsibility, job descriptions or their equivalents, and, therefore, do not have any rational performance criteria.

Even though some responsibilities in this field provide removal authority, the absence of specific bases upon which to evaluate performances permits the capricious exercise of this authority. This is true both for those who hold elective offices, as well as those employed by public or private bodies.

As a result, there is a wide gulf between those who are the most highly regarded in their particular offices and those who are viewed with the least respect. If there were more definite criteria for fixing responsibility, it would be inevitable that the distance between the most effective and the least effective would be narrowed significantly. Some optional responsibilities derive from the purposefully vague laws and principles in the juvenile justice field, which we recommend should be reframed with greater specificity and precision.

INITIATIVE

Fixing definite responsibility for the performance of a service often encourages the development of individual initiative beyond that which is required or even legitimately to be expected. Generally, human nature responds positively and becomes more productive when responsibilities are not vaguely defined and, in fact, optional.

On the other hand, when initiative fails to develop, minimum standards may be used to assure that the minimum performance level will be achieved or corrective action taken. Though there will always be those who are only interested in satisfying the minimum acceptable standards, most of the individuals who aspire to positions of leadership and responsibility have enough initiative to go far beyond the minimum standards.

The enforcement of minimum levels of responsibility for others with whom a particular individual must work also spurs the development of greater initiative in carrying out these assigned responsibilities. When a person with considerable initiative finds that those with whom he must cooperate or deal are not being required to meet minimum acceptable standards, his response is likely to result in a reduction of his own initiative.

CONTACT WITH ACTUAL CONDITIONS

Responsibility and leadership can only be effectively exercised when one is in contact with the actual conditions for which he will be held responsible. The converse of this is also true; only those persons who are directly in contact with the conditions which are being considered should be held responsible for their performance. Both of these principles have frequently been ignored or avoided in human services programs.

Those responsible for providing the services which are part of the juvenile justice system should be held strictly accountable and responsible for the performance of their duties. The structure of responsibility must prevent "buck passing." Those who are responsible for directing agencies and providing support to service delivery personnel should be held strictly accountable for their performance of this function. The members of the Area Boards must be strictly accountable for every element of the comprehensive system which operates within their areas. The State Board must be accountable and responsible for providing direction and leadership for the Area Boards.

LEADERSHIP

It should be recognized that the quality of leadership can never be legislated. It is also evident that - for several years in the immediate future - high caliber leadership will be required if even a small part of the overall plan for delinquency prevention and control

is to be implemented. It will be noted at this point, that the structures which are created should be designed so that they facilitate the emergence and recognition of leadership.

Perhaps this would simply require the provision of tangible rewards for those with exceptional leadership ability. Those who serve as officers of statutorily-created agencies, those who are employed as agency directors, private agencies that may be participating in the field, and volunteer citizen leadership serving on the area and state boards, all require different kinds of rewards.

It is evident that efforts should be undertaken to motivate people to think, to experiment and evaluate, and to wrestle with the problems of how the delinquency prevention and control system can be made more effective. There are no "pat" answers to any of the problems which presently exist or are likely to emerge in the future.

One of the most obvious ways of structuring a situation within which leadership can emerge and be recognized is to establish a conscientious, deliberate leadership training program for the various kinds of interests and responsibilities that are to be included.

PLANNING RESPONSIBILITY

Though it is believed that this conceptual system design will basically be adequate for making major improvements in the state's juvenile justice system, this does not diminish the responsibilities for future planning and experimentation with new ideas that promise greater efficiency or success. Therefore, continuous planning decisions must be added to the list of responsibilities at every level within the system.

It should also be emphasized that planning, to be effective in human services, must be a continuous rather than a periodic activity. Planning efforts must be combined with and directly influenced by direct experience developed while attempting to carry out the responsibilities.

It will, therefore, be categorically recommended that planning be made a part of

each management activity at every meeting of all responsible agencies and authorities.

SECTION 5: BASIC QUANTITIES

It is important to have a clear understanding of the basic quantities to which this overall plan is addressed. The juvenile population of the state, the numbers involved in prevention programs, the size of the control field, and some idea of the number of persons employed or otherwise used in the proposed system is essential to the possession of an informed perspective. Consequently, a brief description of the known and estimated quantities of juveniles in various defined categories and the estimated number of personnel is furnished at this point.

THE PREVENTION FIELD - The total number of juveniles in the state is approximately three-quarters of a million (747,280). This is the "100%" or maximum extent of primary prevention interest. Of this group, 84,200 persons are subtracted as being the more specific focus of interest at the secondary and tertiary (control) prevention levels. This results in a total of 663,080 (88.7%) remaining within the realm of primary prevention interests. This is a more practical figure in the sense that those who have gone beyond the realm of primary prevention interest have been subtracted. It should be recognized that the 11.3% which are subtracted are not distributed evenly according to age. Those under eight years of age are a small percentage of this 11.3%, and those over eight constitute the vast majority of this percentage. It must further be recognized that these are "annual experience" figures instead of cumulative totals - a point described in the first chapter of either Vol. II or Vol. III.

Chart 8 illustrates the approximate number of persons estimated for inclusion in the various prevention and control programs. The chart utilizes 1970 census information, and shows current annual ex-

perience figures - subject to change with changing conditions. For example, projections for the number to be included in the control field in future years will inevitably increase. Or, if percentages remain constant, the declining juvenile population in the state will cause gross figures to diminish.

Some important sub-groupings in the total figures identified should be noted. Racial and ethnic minorities are occasionally important in understanding the existing situation in some communities. According to the 1970 census, all non-whites of all ages total 124,510. This is 5.5% of the total state population. The very low percentage of the total state population is deceptive in that most communities of the state have an insignificant number of non-whites, while they comprise a significantly higher proportion in some communities (10.7% in Wichita and 21.1% in Kansas City). It is also worth noting that the juvenile population within non-white categories is higher than that of the percentage of all ages of non-whites in the total state population. Non-white juveniles amount to 50,024, which is 6.6% of the state's juvenile population. Negro juveniles account for the vast majority of all non-white juveniles, listed by the 1970 Census at 44,151 (88.25% of all non-white juveniles). The other non-white juveniles are counted at 5,875 (11.75%) of minority juveniles. Parenthetically, it should be noted that the U.S. Census has been criticized in the past for making an incomplete count of non-whites. This has been especially noted in regard to transients, which in Kansas are represented by Mexican-American farm workers. To the extent that is true, the above cited factors understate the situation.

THE CONTROL FIELD - The maximum number of persons that could be included in the control field is determined by the number

CHART 8: COMPOSITE QUANTITIES CHART

GENERAL INFORMATION ABOUT JUVENILES:		
Total number of juveniles in the state	747,280	100.0%
From birth through 7 years	297,611	40.0%
From 8 through 17 years.	447,733	60.0%
All non-white juveniles.	50,026	6.6%
Negro juveniles.	44,151	5.9%
THE PREVENTION FIELD		
Primary prevention	663,080	88.7%
Secondary prevention	75,000	10.0%
THE CONTROL FIELD (Annual Intake Figures)		
Law enforcement agency apprehensions	16,000	2.1%
Juvenile court cases	9,200	1.3%
General Community Rehabilitation Programs.	6,700	0.9%
Intensive Community Rehabilitation Programs.	2,000	0.3%
Residential Treatment Programs	500	0.1%
KEY SYSTEM PERSONNEL		
	<u>FULL</u>	<u>PART</u>
SECONDARY LEVEL PREVENTION PERSONNEL (CYSA and others)	300	2,000
CONTROL PROGRAMS:		
Trained Juvenile Officers in Police Departments.	300*	
Court Intake Personnel	25	
Evaluation Personnel		150
Shelter Personnel.		200
Detention (8 centers @ 18)	144	
Case Preparation		200
Judges	35	35
Probation Counselors and Supervisors	125	
Juvenile Services Workers and Supervisors.	125	
Group Homes Personnel.	75	
Residential Treatment (BIS & GIS).	259	
Regional Facilities Staff (3 @ 42)	126	
ADMINISTRATION AND SUPPORTING SERVICES		
KJSA "State Unit" Staff.	40	
Area Administration.	42	
	<u>1,316</u>	<u>2,585</u>

* not counted in total

of law enforcement agency apprehensions. The 21,410 reported apprehensions in 1970 is believed to represent 16,000 individuals.

The maximum group is divided into two

parts according to the manner in which the individual will be handled: judicial and non-judicial. The quantity to be handled judicially is computed from the total number (official and unofficial) of cases reported by the juvenile courts

(12,345 in 1970) reduced by 25 percent to allow for recidivists. Therefore, 9,200 individuals are estimated for judicial handling, and the remainder (6,800) are assigned to non-judicial handling by the Children and Youth Services in the prevention field. The practical dimensions of the control field is determined by the number of judicially handled individuals. The determination of which individuals will be handled non-judicially and which will be handled judicially is shared by law enforcement agencies and the intake element, according to established principles.

Chart 8 sets forth the quantities mentioned above and relates them to the field of prevention and the entire juvenile population of the state.

Of the 16,000 who are apprehended, 42.5% are shown as referred to non-judicial handling while 57.5% are handled judicially. We believe the percentages would more closely approximate an almost even division if police apprehension records were complete.

Finally, it will be noted that the Crisis Programs General Element handles all of those who are placed in control field programs. The sum total of the individual cases handled judicially determines the size of the three following rehabilitation elements, as well as the size of this element. Changes in court practices or the general composition of the apprehended group will be reflected in changes in the size of this and the three rehabilitation elements.

The three rehabilitation elements in the control field have an annual intake of 9,200 persons, distributed as follows: 6,700 to General programs, 2,000 to Intensive programs, and 500 to residential treatment. Average daily population figures for General programs is about 60% of annual intake, for Intensive programs it is nearly equal to the annual intake, and Residential Treatment Programs have about 20% more than the annual intake figure.

PERSONNEL ESTIMATES - Some very rough estimates of personnel needs are also included on Chart 8 in order to convey a general idea of the extent of the system proposed in this plan. These estimates might be misunderstood on grounds, and, therefore, require brief comment. The vast majority of the full-time employees are to be employed by local community agencies, not the KJSA. The estimates of need for personnel are based on principles expressed at various relevant points in the text. Some areas or agencies will surely combine tasks that are listed on separate lines here (i.e., a worker may perform both intake and general probation duties) so that this enumeration more accurately reflects the total personnel resources than specific specialties.

SECTION 6: FOUR CHALLENGES

From consideration such as those mentioned in the preceding sections, four distinct organizational challenges emerge: effective organizational design, redirection of existing services, development of new services, and preservation of as much local initiative as possible. Each of these challenges must be basically satisfied to implement the clearly expressed desires of the majority of participants in this planning effort.

EFFECTIVE ORGANIZATIONAL DESIGN

Effective organizational design is no accident. On the contrary, it rarely occurs without considerable investment of effort by persons who have had extensive experience in experimenting with different kinds of organizational designs. Failures in this general field greatly outnumber successes. Caution in accepting or rejecting organizational proposals is, therefore, the only prudent position.

The general design of the organization presented in this volume has been considered by a large number of persons of many occupational and professional interests in the planning of this volume.

The organizational design for human services programs should reflect the present "state of the art." For example, only one county in Kansas, at present, uses a computer for any purpose within the juvenile justice system. This sort of hardware is part of the present "state of the art" and can be a significant aid in both management and planning, and failure to use it is an obvious deficiency in view of the importance of the juvenile justice system. Use of a computer would significantly affect the organizational design.

The organizational design should be flexible so that it can respond to changing conditions. In addition to flexibility, the structure should insure evaluation of system effectiveness and provide the means for bringing about change when indicated. This is necessary in order to protect the interests of society both in the security of its persons and property and with assurances that every investment being made has been intelligently conceived and implemented. The organizational design must also permit the full protection of the legal rights of anyone placed within the system. Though this has been guaranteed by Supreme Court decisions, the structuring of the system must also reflect it. Sound principles of management must be reflected. Every organizational structure must be designed to help and support the actual provision of services. Finally, the design must allow responsibility to be clearly fixed as well as allowing leadership to emerge.

REDIRECTION OF EXISTING SERVICES

The need to redirect the efforts and practices of some agencies has already been identified. In a few cases, this may require the alteration of existing agency structures; in others, it will

require modifying current practices. In the state as a whole, it will require reallocating existing resources in addition to developing and allocating new resources.

The redirection challenge is to assure that vested interests are given full consideration before changes are arbitrarily made. This might be accomplished by determining the degree of redirection that will be acceptable to a majority of those affected. In no case is it expected that arbitrary changes will be proposed or promulgated until they have been fully discussed and explored. There is a clear recognition that there are areas of legitimate objection to change, viewed within a narrow perspective. In most cases, the redirection challenge will, therefore, consist of trying to broaden the perspective of those who might be affected.

Redirection means that hundreds of persons will be working together in new patterns of service for juveniles and their communities. In some cases, these new patterns will be unfamiliar and trying. In most cases, it will require an inter-agency cooperation that has heretofore not been required. In addition, occupational and professional cooperation must extend beyond current boundaries.

DEVELOPMENT OF NEW SERVICES

The development challenge arises from the need to establish services that do not already exist. It is expected that the new services which are needed in an effective system will outnumber those which presently exist.

The development challenge is to establish alternatives for judicial and pre-judicial disposition that are not now available for those with unusual problems. The system of services described in the preceding two volumes proposes an expansion of services both in number and in quality.

It is recognized that the development challenge will be much greater areas of

dispersed populations. In these areas the distance between points of contact for the provision of a service becomes an important logistical consideration. This consideration does not usually exist in urban areas or large cities. In many cases, it will be necessary to experiment with these concerns in order to develop a body of knowledge which can serve as a guide for future activities.

A further aspect in the challenge of developing new services is the identification of agencies, practitioners, and other purveyors of service who should most appropriately sponsor particular services. It is not clear, at this point, whether the bulk of this increase should occur within the public sector (and become more or less directly amenable to the exercise of the democratic process) or whether the bulk of this development should take place in the private sector through a contact with public authorities (who can exercise control through the contract instrument).

PRESERVATION OF LOCAL INITIATIVE

A recurrent theme throughout this planning effort has been the interest in preserving local initiative as contrasted with the imposition of a state agency operating in the local community. Though there has been a rural-urban split on this issue, the preponderance of opinion has been in the direction of preserving as much local initiative and responsi-

bility as possible. The burden of responsibility for making the system work will center on local initiative since it will be responsible for a majority of the activities within the system. The logic of this position is sound. The only detriment to this position lies in areas where multi-county efforts must be established. In these cases, there is no solid foundation of experience in working at a multi-county level, even though there are isolated examples.

The proposals presented in the succeeding chapters reflect a strong commitment to the principle of preserving local initiative.

However, the preservation of local initiative is to be tempered and controlled by eliminating the possibility of failure to participate. No opportunity is expected to be available for a county to "opt out" of the state-wide system. Each county must be involved to the extent of its experience with delinquency within its own county, and in the area to which it belongs.

The principle of preservation of local initiative, however, is tempered by the fact that new structures for authority and leadership have been created in the proposals that follow. In other words, many counties will not be wholly autonomous within the system, but will be part of a multi-county jurisdiction.

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CHAPTER 2

THE KANSAS JUVENILE SERVICES AGENCY

CHAPTER 2

THE KANSAS JUVENILE SERVICES AGENCYSection 1: INTRODUCTION

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The general idea and the advantages and disadvantages of a "youth authority" type of agency are briefly examined in this section, under the headings of leadership, coordination, and services provision. A brief history of the development of the plan for a Kansas Juvenile Services Agency (KJSA) is presented as background for the following sections.

Section 2: KJSA AS AN ORGANIZATION SYSTEM

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The most basic principle regarding the KJSA is that it is an organizational system for implementing prevention and control programs in a uniform and consistent manner throughout the state. It is given only the amount of authority and responsibility necessary to coordinate and establish the required services. It is not a large, monolithic agency of limited interests, but a "system" with a large measure of local control and responsibility. This section presents the principles by which the detailed proposals in following sections should be judged.

Section 3: THE STATE BOARD

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A state board is established to provide the leadership and coordination necessary to insure that delinquency prevention and control programs are created and maintained in accordance with the experience of needs and that they meet specific minimum standards. It is composed of area board representatives and governor's appointees. Its responsibilities, inter- and intra-system relationships, minimum work schedule, internal organization, and a description of its planning responsibility are described in the section.

Section 4: THE AREA BOARDS

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The plan also specifies fourteen single and multi-county boards responsible for adaptation of the system to the realities and opportunities of particular communities and neighborhoods. These boards are composed of representatives chosen by responsible public officials and others. Their authority is advisory, in some cases, and direct in other cases. These boards preserve local initiative and responsibility within their areas of jurisdiction. This section describes their responsibilities, inter- and intra-system relationships, minimum work schedule, internal organization, and their planning responsibility.

SECTION 1: INTRODUCTION

The most basic organizational recommendation concerns the establishment of a state agency to be responsible for the juvenile justice system in Kansas. The proper name given to this agency is Kansas Juvenile Services Agency - KJSA. However, it is advisable to analyze the basic concept of a centralized state authority for handling the problems of delinquency prevention and control before taking a look at our specific proposal for the KJSA.

Some other assumptions on which our thinking is based should also be identified. We make the assumption that it is necessary, and proper, to define the state as the "community of interest." Though we presently do this only in regard to residential treatment, it is neither a new or unusual idea in the juvenile justice field. We further assume that it is useful and proper to confine our interest to juveniles, rather than being concerned with the total criminal justice field. We further assume that it is useful to focus attention on juveniles with antisocial behavior traits or habits, rather than being concerned with all children. This plan does not describe an agency with overall responsibility for all children - as has been discussed for some years. Such an agency is believed to lie beyond the scope of this presentation. Finally, a proper name - Kansas Juvenile Services Agency - has been chosen and used throughout this presentation to insure that there is no confusion of this proposal with "youth authority" types of agencies in other states. Ours is a unique design which borrows features from agencies in other states, and which adds other singular features, resulting in an entirely unique agency design.

The basic concepts of a central state authority for delinquency prevention and control will be discussed under three general headings below: leadership, coordination, and service provision.

LEADERSHIP - The most important aspect of effective leadership is the development of an informed view of facts and trends within the field of interest. Those in a leadership position should have a firm grasp on the historical developments within this field of interest, the current situation, and a clear awareness of trends (either increasing or decreasing) which previous and current experience show. This informed view of the facts is essential for any exercise of leadership.

An understanding of what can be done to meet the needs of both individual juveniles and society in general must be developed if leadership is to be exercised responsibly. Without this understanding, it is inevitable that poor choices will be made regarding services to individuals and protection of legitimate rights of society. This understanding must be comprehensive and relatively detailed, and be possessed by all persons who perform a leadership function.

It is especially important that the leadership group construct (or have constructed for them) a conceptual model of what they have agreed to do within this field of interest. The conceptual model should specify minimum services and standards for acceptable performance of various functions. The conceptual model should be based on ideas and concepts and proven techniques which give some promise of being able to deal effectively with the current or projected problems. The conceptual model for our plan is our "system model."

On the basis of the informed view of facts, understanding of what can be done, and the conceptual model, the leadership function proceeds to initiate those actions necessary to maintain and conserve services presently existing, to modify any current activities which could be improved, and to establish new activities and interests as appropriate.

Finally, persons in a leadership position are responsible for promoting greater awareness of this field of interest in the state. The general public needs to have a much better understanding of the problems of the juvenile justice field. Key persons, such as public officials, community leaders, and organized citizen's groups must be furnished with a vastly greater appreciation of the problem than now exists generally in our state.

COORDINATION - The first concern in regard to coordination is acquisition of a definite understanding of the agencies and institutions which perform functions and provide services within this field of interest. No constructive coordinative efforts are possible without this sort of understanding. As was mentioned in the previous chapter this is a considerable task in the state as a whole, due to the very large number of agencies with established responsibilities or interests in this field.

The next step in a positive and constructive coordination effort is to systematize present and potential services and functions, within the structure provided by the conceptual system model. Without such systematization, the number of agencies and services will be too large for understanding by any but those who are able to devote their full energies to the task.

Following the systematization of services, a determination should be made regarding necessary and desirable services which are not currently being provided within various jurisdictions. This should be followed by the development of a practical plan for establishing those believed to be essential. A practical plan for implementing the system within a specific area of jurisdiction must be developed prior to any efforts to actually coordinate activities.

The practical implementation plan should be communicated to all effected interests through explanations, contracts, internal instructions, and any other appro-

priate means. It is unwise to make unilateral decisions regarding coordination plans. A much wiser course of action is to circulate a draft plan, to which persons affected may respond with their own ideas. The involvement of persons who will be, or might be, affected by this plan in the initial development of the plan is provided within the structure given expression in later sections of this chapter.

Once a practical adaptation plan has been developed, then it is appropriate to exercise management influence over the operation of various agencies, institutions, and other groups participating in the system. The management influence should be designed to maintain or improve desired performance according to the standards of the system.

SERVICE PROVISION - A centralized state juvenile justice system almost always includes the provision of some selective direct services to juveniles. Every state has some traditional services that it provides whether its role is relatively large or relatively small in the total amount of activity within the system.

In some states, indirect services have also been established as both useful and traditional. Services such as provision for training various persons within the system, the collection and summarization of information, research into causes and results of delinquency, and the setting of standards for various types of activities are included in this category. The relative magnitude of such indirect services varies greatly from one state to another.

The need for state operated services, either direct or indirect, should be determined by the nature of the task to be performed and existing structures of relevance to the task. For example, there are some needs which are so specialized or infrequent, that efficient handling of them can only be undertaken within the broad structure of a state. Indirect services should either be essential to the established concerns of the

state government or state legislature or be those which can provide a positive benefit to local community activities.

SOME EXAMPLES OF YOUTH AUTHORITY AGENCIES

CALIFORNIA: DEPARTMENT OF THE YOUTH AUTHORITY - The CYA was established some 30 years ago as a function of state government and was originally concerned primarily with residential treatment of juveniles, but has changed greatly in the three decades of its history. It is only one of three official public authorities concerned with the problem of delinquency in the state. It is often regarded as one of the most effective designs for dealing with delinquency.

However, county probation departments comprise by far the largest amount of activity (caseloads) in the juvenile justice field in California. For example, the Los Angeles County Probation Department (not devoted exclusively to juveniles) has a budget of immense proportions similar to the CYA. The county probation departments handle intake, case preparation, probation supervision, and operate various sorts of high-intensity services and residential centers.

There are also county prevention committees in all of the 58 counties of the state. These presentation committees generally operate with very small financial resources and largely function as an advisory group to public officials, agencies, and the general public. At least one of these prevention committees is widely regarded as an effective social action organization.

The juvenile courts of the State of California have also undergone a great deal of change in recent decades. California was a national leader in requiring the representation of a juvenile by counsel when appearing in the juvenile court.

The CYSA initiated, in 1965, a "probation subsidy" program intended to raise standards regarding probation within

counties, and - through so doing - reduce the number of persons being committed to the state jurisdiction for residential treatment. The probation subsidy program has been widely regarded as a very positive development, and has reduced the need for state residential treatment facilities dramatically. However, the situation existing at the beginning of the probation subsidy programs, has no parallel in present or previous conditions in Kansas. Rather, it represented the opposite end of the spectrum from conditions here.

A visit to county probation departments and the CYA in August of 1971, and a conference with a delinquency planner in the California Council on Criminal Justice (CCCJ) reveal that the fragmentation of authorities within the state (prevention, probation, courts, and CYA) had prevented effective comprehensive planning. No conceptual model of an overall state-wide comprehensive system was available, though the CCCJ planner expressed interest in our system model.

The CYSA is used as an example simply because of the reputation which they have developed over the years. It is not believed that any of the specific organizational structures in use there have direct applicability to our state's current situation. That is not to say that specific kinds of programs which are in use in California are not applicable - they most certainly are.

WASHINGTON: DEPARTMENT OF INSTITUTIONS - One of the two featured speakers at our second state-wide conference in this planning effort was Mr. Thomas Pinnock, who was then the director of the juvenile portion of the Washington Department of Institution and president of the National Association of Training Schools and Juvenile Agencies. He described, in some detail, the way in which that state had organized itself to deal with the problem of delinquency. The department of institutions has a much greater role in the juvenile justice system in Washington than does the sum total of all state agency responsibilities in Kansas.

The courts in the state of Washington are organized on a completely different basis than those in Kansas. The juvenile court is simply one of the superior courts in the state. The judges of the juvenile court are assigned from the same overall group of judges as are those who are assigned to adult criminal courts. In some cases, judges are rotated in the juvenile courts, while in other districts, the judges are assigned on a more or less permanent basis. All of the juvenile court judges in Washington are lawyers.

Probation departments are responsible to the court of jurisdiction, similar to Kansas, with the difference that the stature of the juvenile court is considerably higher.

The state agency has a very direct influence on probation programs, through its own "probation subsidy" program. This program follows the same general concept as that of CYA, on which it was modeled. The motivation for the establishment of this program was more clearly to reduce state responsibility for handling a percentage of adjudicated juveniles. The probation subsidy program has been in operation approximately two years and is showing a very considerable diminution of commitments to the Department of Institutions.

The state agency has also been directly involved in prevention programs since 1968. The prevention programs emphasis was established as an additional strategem to reduce the size of the responsibility which the state agency needed to assume. In the current operational year, the prevention programs are funded at the level of two million dollars, allocated by formula and disbursed by specific grants.

The state agency has a rudimentary information system which is notable in the fact that persons occupying a particular position have their decisions monitored on a regular basis. The monitored position is that of the chairman of the placement committee in the state's diag-

nostic center. The subject of the monitoring is the placements which are made as a result of the staff meetings at which placements are determined. Six such individuals are monitored on a monthly basis. This is a principle which will be the subject of a further proposal in Chapter 6 of this volume.

The State of Washington has a population roughly 50 percent larger than Kansas. It also has some general characteristics which are believed to provide the basis for some comparative judgements. There are rather large urban areas in the state, as well as extensive areas of sparsely settled population. As a result of this, Chart 9 has been developed to illustrate the differences between Kansas, which has no centralized state authority, and Washington, which has a centralized state authority. The usefulness of this comparison is strongly suggested by the fact that the rate of juvenile apprehensions by law enforcement agencies and the number of reported court cases in the state are similar in the first instance and identical in the second instance. It is also important to note that the court cases, expressed as a percentage of the total number of apprehensions, are also quite similar. However, it is at that point that the similarity ends.

ADVANTAGES OF A CENTRALIZED STATE AUTHORITY

The principal advantage of a centralized state authority for juvenile delinquency prevention and control concerns is that it can develop a comprehensive understanding of situations and experiences within the state. The centralized authority can develop an information system which will give accurate and up-to-date information regarding the various kinds of load on resources being experienced at various points within the state. This kind of understanding is absolutely necessary for both leadership and coordination concerns, as well as predictions of future need for services which the state should provide. A good

CHART 9: A COMPARISON OF SELECTED FACTS ABOUT DELINQUENCY IN KANSAS AND WASHINGTON

	<u>Kansas</u>	<u>Washington</u>	<u>Comment</u>
Total number of juveniles 8-17:	447,153	619,597	approximately 40% more in Washington
Reported arrests	21,410	31,406	approximately 50% more in Washington
Arrests per 1,000 juveniles	.045	.051	very similar
Court cases, delinquency	12,274	16,921	approximately 38% more in Washington
Court cases per 1,000 juveniles	.027	.027	identical
Arrests as a percentage of court cases	.57	.54	very similar
Commitments to state	232	2,000*	greatly different
Commitments per 1,000	.0005	.0030	6 times greater

* Current estimate for 1971, still declining as a result of probation subsidy

information system will accurately reflect unusual situations which are developing in various parts of the state, allowing persons with common interest to be brought together. However, it must be pointed out that an information system capable of performing this function must be very intelligently designed, and must produce information on a generally short interval.

The centralized state authority also allows for the exercise of management in a broader context than is normally the case. The centralized agency, with its broader context of interest, can provide the basis for direct management actions. As such, it can virtually eliminate the exercise of management by "whim" and "guess." This is intended to mean that a centralized agency can set the stage for responding to

to changes that occur by reallocation or reassignment of resources to the point of greater need. The centralized agency itself does not have to provide this management function, but may simply provide the structure within which it can be exercised by the person or agency most closely related to the problem. The centralized state agency can help in management by much more accurate projections of needs than is presently possible at any point within Kansas at present.

The centralized state agency can also improve the general efficiency of all services. Foremost in this area of consideration is the standardization of minimum acceptable performance levels and qualifications of persons performing specific functions. Standardization will be an inevitable natural development even if it

is not a deliberate objective of high priority. The agency also influences the development of specialization and professionalization which is generally not possible in the vast majority of counties in Kansas at present. It must be remembered that specialization and professionalization are desirable only within the context of a well-developed conceptual system. In the absence of such a system, "generalists" are much more desirable than are "specialists."

The centralized state agency can also be more effective in resources acquisition, since it is able to more easily summarize the need for financial resources. With the development of minimum standards, in the application of these standards to the state as a whole, requests for financial support can be made much more valid. In addition, the financial resources which might be available from the federal level can be channeled into the areas of greatest need in a rational manner. Without a comprehensive delinquency prevention and control plan, the infusion of funds into highly compartmentalized services may not significantly alter performance, even if activity is increased.

In addition, personnel recruitment is greatly improved within the structure of a comprehensive state-wide system. The specialization that exists in the system allows personnel recruitment to be placed on a much more secure basis since the area of competence being sought is greatly narrowed - and more likely to conform to that which can be found. It is at least difficult, and likely to be impossible, to effectively recruit "generalists." Personnel recruitment and development is also greatly facilitated when a state-wide commitment to a juvenile justice system exists. This is even more true when the employment of various persons within the system is not dependent on shifting political fortunes of elected public officials.

DISADVANTAGES OF A CENTRALIZED STATE AUTHORITY

EROSION OF LOCAL INTEREST - The creation of a centralized state authority might cause an erosion of local interest. When, and if, this should occur, it would be a very significant loss. It almost seems axiomatic that the stronger state agencies cause a decline in local interest and sense of responsibility for a particular problem. When the strength and influence of a state agency increases, the local interest decreases. Therefore, any design for a centralized state agency should immediately address itself to this potentially significant possibility.

In addition, when a centralized state agency is not flexible and responsible to situations in local communities, local persons become at least apathetic, and perhaps disgusted and angry.

When a strong centralized state agency exists, the temptation to "dump" problems on that agency is significantly increased. In most cases, this is a very short-sided view since the state agency may subsequently "dump" the problem individual back on the community. It happens, nonetheless.

It is also possible, and likely in some instances, that the point of view that "nothing can be done" will develop when there is a strong state agency. When this point of view develops, very little is usually attempted on a local basis. All of these points are negative when viewed within the principle that delinquency develops in a community, and must be eventually solved in the community.

JURISDICTIONAL TRANSFERS - As we have previously noted, the transfer of a juvenile from one agency or institution jurisdiction to another is believed to be a definite detriment to effectiveness of an overall system. The centralized state authority which does not reduce the number of possible and actual jurisdictional transfers to an absolute minimum is not providing a clear advantage.

As a study of the California and Washington Youth Authorities reveals, structural vacuums and inconsistencies are not uncommon, and jurisdictional transfers still occur. It is believed that transfers of jurisdiction and responsibility are, at the very least, not beneficial, and they may be generally counter-productive of intended results. Insularity easily develops in persons who identify strongly with the agency for which they work. This insularity may make jurisdictional transfers even more difficult and unproductive. It is not uncommon to find persons in various jurisdictions who have a very overt dissatisfaction with persons in other jurisdictions, and occasionally, outright hostility. It is hard to find anything good to say about such conditions.

FUNDING HAZARDS - The other side of the advantage of improved resource acquisition, is the hazard of depending upon a single source of financial support of activities. This is especially relevant when one considers the vagaries of responses of state legislative bodies to well-documented needs and requests for continuing productive activities. State legislators quite often have a multiplicity of competing requests for generally limited financial resources. In view of this, they are often not able to respond positively to legitimate and well-presented requests.

State funding is always indirect in terms of local needs and services. Local communities must typically go through some state agency to obtain financing. If local activities are to be significantly supported by state funding, the hazards of making such financial support indirect must be faced. When the state support of some activities is minor, this hazard may not be important.

Placing major financial support in a single source does run the hazard of major dislocations occurring suddenly. Action of those responsible for providing the financial resources may very significantly cut established appropriations

without any consideration of the overall effect on communities. There have been several examples in recent years of a sharp reduction in state funding that has caused problems previously handled by the state to be transferred back to the community, where no previous preparation had been made for accepting this increased responsibility.

Finally, it will be noted that the authorized funding levels may not be related to experiences of need or projections of future trends. This is generally true of state support of residential treatment in Kansas in the past five years.

PUBLIC EMPLOYMENT DISADVANTAGES - A centralized state authority for delinquency prevention and control implies a much larger number of state employees than presently exists. Though this is a potentially positive benefit, in terms of provision of direct and indirect services not presently provided, some disadvantages should be noted. The greater relative security of public employment does not insure a greater degree of competence. One of the obvious points in such a discussion is that bureaucratization tendencies are greatly increased in larger organizations, and especially in larger public governments.

It is also important to note that the salary schedule of public employment is often not commensurate with that available in other places of employment. Even though salary is generally not regarded as the principal consideration in choosing employment, it is important.

A further disadvantage which has occurred historically in a large number of states is that vagaries of funding for public agencies can radically alter the working structure of particular jobs. On the belief that the structure of the working situation is usually the most important source of job satisfaction, this is potentially a very serious disadvantage. Washington, for instance, has been faced with several percentage cuts in the number of personnel authorized at the beginning

of their biennium in 1971, and Colorado experienced even greater reductions in 1971.

Chart 10 on the following page attempts to summarize the advantages and disadvantages which have been presented in the preceding text.

A DEVELOPMENTAL HISTORY OF THE KJSA

The KJSA concept did not emerge all at once, or without travail. Its developmental history is, therefore, worth recounting in order to illustrate the influence of conference and area meeting participants on the final plan.

CONFERENCE I - The first recorded recommendations which were made regarding a centralized state agency for delinquency prevention and control in Kansas were made at our first state-wide conference. There were more than a dozen specific mentions of a "youth authority" type of agency, arising from workshops whose primary focus of interest was some other subject. These recommendations were generally unspecific in regard to the nature of the centralized state authority. In most cases, they represented a change in the focus of interest from a specific problem to what it would take to carry out the recommendations which they had made. There was a general concern that "good ideas" might not be carried out unless there was a dependable organizational structure which could insure this.

FALL, 1970 - In response to these unspecific recommendations which had developed from the first conference, an Organizational Proposals Workbook was developed for consideration by persons attending a schedule of meetings throughout the fall of 1970. This workbook presented and illustrated seven "archetypal models" of a centralized youth authority for Kansas. The proposals covered a range between a state agency performing an absolute minimum of services to a state agency performing a maximum array of services.

The models were explained and discussed and illustrated by large charts in a series of 12 meetings. Toward the end of the schedule of meetings, it was observed that those in areas of dispersed population seemed to favor the relatively strong state agency, while those in urban areas seemed to prefer the relatively weak state agency. This split in preference was interpreted on the basis of urban counties having most of the resources presently necessary (but not in sufficient quantity) for a comprehensive system, while rural areas typically lacked most of the services being mentioned - and felt that outside influence was necessary to have them established.

CONFERENCE II - The second state-wide conference, held in December of 1970, provided a further examination of these archetypal models through both workshop and general session review. The results of consideration of these organizational concerns are reproduced in the second widely distributed project publication, Basic Organizational Decisions. The recommendations specify a central state agency which is largely a leadership and coordination authority, but which also provides some direct and some indirect services. However, the vast majority of activity within the system occurs in local communities guided by Area Boards comprised of persons representing counties and some essential categorical interests. The Area Boards provide direct supervision of activities taking place within their (single or multi-county) area of jurisdiction. This relatively unique governance structure was only in skeletal form at this point.

WINTER, 1971 - The Basic Organizational Decisions booklet was carried out to a series of meetings in all parts of the state, following the second conference. These meetings were devoted to an explanation of what had been recommended, and the practical ramifications of these recommendations. It was found that a number of persons who had not attended the conference believed that a huge, monolithic, state agency had been recommended -

CHART 10: A COMPARATIVE SUMMARY OF THE ADVANTAGES AND DISADVANTAGES OF YOUTH AUTHORITY TYPE AGENCIES

ADVANTAGES

COMPREHENSIVE UNDERSTANDING

Allows construction of an informed view of what is happening within the state - not otherwise possible.

BROAD CONTEXT MANAGEMENT

Allows exercise of management influence over operations in sufficiently broad context to be a meaningful contribution to majority of communities.

SERVICE DELIVERY EFFICIENCY

Efficiency resulting from standardization, specialization, and professionalization which rarely develops on a community basis.

CENTRALIZED RESOURCE ACQUISITION

Acquisition of personnel and financial resources is greatly facilitated when operating from an informed point of view and with universally applied standards.

DISADVANTAGES

POSSIBLE EROSION OF LOCAL INTEREST

The stronger the centralized authority, the greater the likelihood that local assumption of responsibility will decline - a very significant loss.

JURISDICTIONAL TRANSFERS

Where the centralized authority introduces another jurisdiction into the handling of a case, or does not reduce jurisdictions, it is a negative or neutral influence.

PUBLIC EMPLOYMENT DISADVANTAGES

The security provided by public employment may be offset by poor pay, abruptly changed working conditions, and general problems of bureaucratization.

CENTRALIZED FUNDING HAZARDS

Where funding is centralized, there is always the possibility of abrupt changes with unconsidered effects. A multiplicity of sources insures stability.

which was clearly not the case. The idea that a system of services governed by citizen boards seemed to be widely acceptable, even in the areas of dispersed population which had previously expressed a preference for a relatively strong state agency.

CONFERENCE III - The general agreement which seemed to be apparent as a result

of the area meetings in the winter of 1971, made it possible to devote a rather small amount of the total effort in the third conference to this general subject area. Areas of disagreement and controversy still existed, but the basic structure which had been developed at the second conference seemed to survive the controversy and further discussion. Some further refinement of gover-

CHART 11: DEVELOPMENTAL HISTORY OF THE KJSA CONCEPT

PERIOD	PREPARED MATERIAL	PUB #	NATURE AND EXTENT OF REVIEW	DEVELOPMENTS
1. Through Conference I	No prepared material		No specific consideration of the concept.	Several recommendations emerged from Conf. I
2. During Fall of 1970	"Organizational Proposals Workbook"	19	15 area meetings (attendance: 276)	Rural groups favor strong state agency, urbans favor local
3. At Conference II	KJSA Governance KJSA Recipients KJSA Responsibilities KJSA Staff Units Local Responsibilities KJSA Planning	20 21 23 26 22	6 workshops at conference explore and discuss developing issues and concerns more fully	27 recommendations formulated and reflected in "Basic... Decisions" book, covering many considerations
4. During Winter, 1971	"Basic Organizational Decisions"	28	12 area meetings held (attendance: 250), plus 25 single county meets	General confirmation of Conf. II decisions and recommendations
5. At Conference III	The KJSA Est. Community Services Obtaining Resources Future Planning	34 36 37 38	4 workshops to confirm or review previously developed material	Revised, refined and improved concepts - largely confirmed previous positions
6. Summer, 1971 & Conf. IV	IV-2 The KJSA IV-3 KJSA Staff IV-4 Financial Resources IV-5 Estab. New Services IV-6 Evaluation	41	Drafts of 5 chapters proposed for final report composed and reviewed in 18 area meets (attend: 197)	Further elaboration of material based on comments from advisors and others
7. Winter, 1972 & Conf. V	Volume IV Final Draft	48	3 committee meets and 4 area meets	Final review and refinement

nance concepts came out of this conference, but it was possible to devote attention to some previously unexplored subject areas, such as how new services might be established, and how a state-wide system could be financed.

SUMMER, 1971 - As the project staff again began to meet with persons in the various areas of the state in the summer and fall of 1971, there was very little apparent interest in revision of the basic organizational structure previously developed. Very little progression of thought or further development of concepts occurred after this point in time. However, as more detail and refinement were developed to "fill

out" the skeletal framework, new questions and counter-proposals emerged. Draft sections of this chapter were the subject of lively discussions and quite a few detail changes. The draft sections were discussed in several area meetings, and at workshops at Conference IV.

After Conference IV, a committee was formed to help provide a multi-disciplinary review and refinement of the final text. Final inputs were made in Conference V (May, 1972).

Chart 11 on the preceding page summarizes the developmental history of the KJSA concept.

SECTION 2: THE KJSA AS AN ORGANIZATION SYSTEM

The Kansas Juvenile Services Agency is conceived as an "organizational system" rather than a large, monolithic, bureaucratic structure. Though it must have a large measure of both authority and responsibility, it is designed to be a way of organizing many existing authorities and interests so that their resources may be brought to bear on a particular social problem-delinquency. This goal does not necessarily imply an agency with a huge staff and homogenous military-type organization. It can just as easily imply a small agency carrying out its functions through statutorily defined relationships with essential public agencies and through contracts with other public and private agencies. The most basic considerations regarding this concept are as follows:

- * Clearly stated identification of the problems to which the system is addressed.
- * Clear definition of what will be accepted as a sufficient ameliorization of the original problems.
- * A determination of the kinds of services (including the judicial decisions) needed to produce the ameliorization of originating need

* A conceptual model of how services may be sequentially arranged in order to produce the most efficient use of available resources.

* Description of the probable product of the system when operating at full capacity.

* The amount and nature of authority needed to organize resources to accomplish these defined objectives.

Every community has a multiplicity of possible services systems. There are at least two dozen areas of concern and established precedent which are at least equal in importance to that which is included in a juvenile justice system. If the services and opportunities for service in a community are arranged in conceptual systems, there are a number of areas of unique interest and responsibility. There are also broad areas of common interest and concern. No community is known to have organized all of its human services activities into true systems, but many communities have organized some of their services into such systems.

Generally, existing human services are rudimentary in concept, regardless of

their size. That is to say that even those services involving millions of dollars of expenditure and literally thousands of employees and recipients may not be based on anything more than rudimentary concepts. Vacuums and inconsistencies are common in almost all human services system.

Existing human services systems are generally severely limited - compartmentalized - in both concept and practice. This is not necessarily a negative point, except that such compartmentalization has not resulted from a conscious and deliberate division of labor within a comprehensive overall plan. Generally, agencies and institutions participating in human services systems do not have sufficient resources and authority to reach objectives for which they are apparently responsible. Specialization and division of labor are, of course, desirable goals when this limitation in responsibility has been developed as part of an overall community design. There are no known examples of an overall community design for human services systems.

DELINQUENCY PREVENTION AND CONTROL SYSTEMS

Delinquency prevention and control systems originate in perceptions of unacceptable social behavior by juveniles. As such, they are unique and have a rather clearly defined focus of interest. It is recognized that unacceptable social behavior standards may vary from one community to another, and from one time period to another. There are certain broad areas of commonality in perceptions of unacceptable behavior even though the details and specifications will change with changes in location and time.

Delinquency prevention and control systems generally operate with a poor public understanding of the problem of deviant behavior. This poor understanding of the problem is generally accompanied by lack of active support of reasonable goals and specific methods used in remedying unacceptable behavior. For

example, almost everyone immediately recognizes the need for medical treatment when a child's arm is broken. A similar broad agreement is not generally apparent when a child is exhibiting symptoms of severe and acute emotional upheaval.

Delinquency prevention and control systems typically have seriously fragmented authorities. This is easily and clearly illustrated by the fact that in Kansas no less than 900 public and private agencies are presently involved in some part of this field of interest with none of these agencies having this as their sole concern, and with none of them having significant control over the activities of other agencies.

It should also be very clearly recognized that delinquency prevention and control systems are only aimed at changing the percentages in regard to unacceptable social behavior. There is no realistic possibility of completely eliminating the problem of illegal behavior. On the other hand, very significant improvements in the number of offenses and, especially, the percentage of recidivists are possible.

THE KANSAS JUVENILE SERVICES AGENCY

AUTHORITY - When considering the KJSA as a system, the first consideration is the degree and nature of authority which the agency should have in order to fulfill the system concept. The first principle is that the agency should be given no more than the minimum amount of authority needed to accomplish the established purposes that have been reflected in the comprehensive plan. The nature of the authority should be directly related to the conceptual model of what can be done about delinquency within the state.

The authority given to the KJSA must be reflected in state law. This requires that the authorization for the agency must be submitted to the legislative process after which time such authority as is written into the law will be available to the agency.

Over any extended period of time, the evidence that the system works better than previous arrangements will be the source of the most practical authority for the KJSA. If the system works better than previous arrangements, the KJSA will be invested with a great deal of very valuable informal authority which will certainly work to the benefit of the system and those whom it serves.

It should be made clear that the authority of the KJSA does not depend on having a large number of employees, or even a large budget. The authority of producing a better result than previous arrangements were able to do is a much more secure basis for the authority of the agencies than are large numbers of employees or huge budgets.

RESPONSIBILITY - The responsibility of the agency is to be stated in terms of its performance in achieving desired purposes, summarized as promoting the welfare of juveniles and the protection of the legitimate interests of society. The degree to which there is clear evidence that this has been accomplished is the degree to which the agency has fulfilled its responsibility.

In order to do this, it will obviously be necessary to be responsive to differences between communities and changing expressions of deviance over periods of years. It is not possible for the agency to carry out its responsibility without this kind of responsiveness.

The agency also must be responsible for reflecting the best current thinking

SECTION 3: THE STATE BOARD

RESPONSIBILITIES - The state board has been established as the centralized policy-making authority for the system as a whole. This section provides details about the implications of the responsibilities that have been specific-

ally recommended or implied. The responsibilities will be discussed under the headings of: leadership, system design, financing, area board supervision, and supervision of "state unit" staff.

regarding treatment. In many cases, this will mean launching experimental and innovative approaches which have been designed by persons within the system in Kansas, or which have been adapted from models developed elsewhere.

ROLES - As previously mentioned in the preceding section of this chapter, there are three principal roles in which the authority and responsibility designed for the KJSA will be carried out: leadership, coordination, and provision of selective services.

BASIC STRUCTURES - The agency as described in subsequent material is comprised of a state board, fourteen area boards, and staff members supporting these fifteen boards and the staff operating the selected direct services such as residential treatment.

COMMENTARY - Greater specificity will be given to several concerns arising from practical consideration of these principles. The size of the agency leadership structures, the influence of the agency leadership structures at the state and local levels, the concerns regarding the relationships of the agency to the executive and legislative branches of state government, and the relationships required to preserve local control of the vast majority of activities within the system are all described subsequently in this chapter. The staff of the agency, the financing of the entire system, the problems expected to be encountered in establishing new services, and the special problem of evaluating such activities as do occur are the subjects of subsequent chapters of this volume.

LEADERSHIP - The leadership function, as previously described, requires the construction of an informed view about what is actually happening within the state in regard to delinquency prevention and control. The construction of this view is expected to require considerable investment of time, specific evaluation techniques, and is not expected to be soundly based for a period of two or three years from the date of its inception. This does not mean that certain matters are not obvious and do not require considerable research or investigation. It does imply that the full understanding that is necessary for the exercise of responsible leadership will demand information of a quantity and quality not now available at any point within the state. In addition, there is a considerable need for intra-system communication, and the launching of a considerable public information program to develop the type of understanding necessary to maintain and improve the system.

SYSTEM DESIGN - The state board is responsible for developing the conceptual system design (given the formal title of "Comprehensive Delinquency Prevention and Control Plan") and the general plan for implementation of this design. It is in the meetings of the state board and the "en banc" meetings of the state and area boards on a semi-annual basis, that the details regarding the system are determined. The state board is principally concerned with the system design, while the area boards are principally concerned with adaptation of the system to the particular communities within their jurisdiction. The state board is responsible for evaluating the general and programmatic elements within the system. Some evaluation activity is carried on by individual providers of service, agencies which have contracted to provide services or are required by law to do this, and the area boards. However, the evaluation of how the system as a whole works is the responsibility of the state board. As a result of the evaluations conducted, specific proposals for updating

and modifying the system design are incumbent upon the state board.

FINANCING - The state board is responsible for acquiring or otherwise insuring the existence of financial resources needed by the system as a whole. This will undoubtedly require action at both the state and local levels. It is assured that financing acquired at the local level should be the primary financing plan for the system, with state appropriations providing a minor supplementation to basic activities and the principal funding for residential treatment and indirect services. The state board will be responsible for preparing the annual legislative authorization requests. The state board will also be responsible for preparing requests for federal funding and for financing of activities from any other out-of-state source.

AREA BOARD SUPERVISION - As will be given considerable expression in the next section, the area boards have the bulk of practical responsibilities within this system. However, the state board is responsible for providing some supervision of the activities of the area boards. The plan which has been developed up to this time delegates a considerable amount of responsibility to area boards which have a more practical focus to their responsibilities. The state board will be responsible for developing general directions for area boards in general, and each area board in particular. These general directions will be in terms of specified results to be achieved, rather than in terms of detailed instructions about how to accomplish the results. The state board will monitor the procedural considerations regarding the operation of the area board to insure that basic standards are met, and reserves the right to assume authority or responsibility in the case of malfeasance of an area board or its inability to accomplish its necessary work.

SUPERVISION OF STATE UNIT STAFF - The state board is directly responsible for the supervision of some personnel, desig-

nated as the "state unit" staff. The supervision of the direct and indirect services provided by KJSA employees will principally be channeled through the state board's responsibility to employ or discharge as well as to supervise the activities of the KJSA director. This staff position will be responsible for executing the policies of the state board.

The manner in which the policies are executed becomes the criteria for the exercise of supervision over the staff. The state board will also consider in some detail the staffing requirements necessary to fulfill the responsibilities of both indirect services and direct services of residential treatment. It is assumed that the state board will have a relationship with several other of the key staff members in the agency, even though the KJSA director should be given full authority to hire, adjust, or fire other direct employees of the agency.

Chart 12 on the next page summarizes the responsibilities of the State Board according to the immediately preceding text.

BASIC INTER-SYSTEM RELATIONSHIPS

DEPENDENCIES - The state board will have a dependency relationship to both the legislative and executive branches of state government. In the former case, the agency will be dependent upon laws enacted to authorize various interests and responsibilities of the agency and on the annual appropriations for the agency. The KJSA will also be dependent upon the executive branch of government, through the fact that the governor is the chief executive officer of the state. Though the KJSA deals with the major portion of the unlawful activity occurring within the state it is not of sufficient size or importance to justify a completely separate identity within state government. Therefore, the agency must be placed with other agencies in a larger organizational unit within state govern-

ment. There has been relatively consistent agreement that the agency should not be connected directly to the adult penal system, largely due to the belief that where this situation exists in other states, the juvenile department generally suffers lack of independence, visibility and support. Since it is probably necessary for the KJSA to be placed under the administrative control of a larger department, a further dependency relationship will very likely be inevitable. The nature of this relationship cannot be predicted until some specific proposals regarding the placement of the agency are under specific discussion.

AREA BOARD RELATIONSHIPS - The basic principle regarding this relationship is that the state board should be considered a peer of the area boards with equally important but different areas of responsibility. However, the reservation for assuming a superior position should be made so that when area boards are unable to carry out their assigned function, the system will not be short-circuited. The predominance of area board representatives in the composition of the state board seem to give adequate assurance that there will be no capricious dictatorship on the part of the state board.

MINIMUM WORK SCHEDULE

QUARTERLY - It is proposed that the basic meetings of the state board occur at three-month intervals. In the interim between the quarterly meetings, committees and other special groups would be free to meet and develop material for consideration at the quarterly meeting. It will also be suggested at the outset that the duration of quarterly meetings be scheduled for a period of at least two days. The absolute minimum concerns for these quarterly meetings are:

1. Review the information system print-outs concerning every aspect of the operation of the system. Regardless of whether the information system is developed to produce data on a daily, weekly, or monthly basis, a quarterly

CHART 12: SUMMARY OF STATE BOARD RESPONSIBILITIES

(A DETAILED LISTING OF FIVE MAJOR AND 20 SPECIFIC RESPONSIBILITIES)

A. LEADERSHIP

1. Construction of an informed view
2. Intra-system communication
3. Public understanding

B. SYSTEM DESIGN AND IMPLEMENTATION

1. Development of the comprehensive plan
2. Evaluation of specific elements
3. Updating and modification

C. FINANCING THE SYSTEM

1. Acquiring or insuring the existence of financial resources needed by the system as a whole
2. Annual legislative authorizations
3. Locally raised financial resources
4. Out of state resources

D. AREA BOARD SUPERVISION

1. Delegation of considerable responsibility to the area boards
2. General directions to area boards based on evaluations
3. Allocations of time and personnel according to need
4. Corrective measures as needed
5. Monitoring procedural matters
6. Reservation of authority to assume authority or responsibility in the case of malfeasance

E. SUPERVISION OF "STATE UNIT" STAFF

1. Determine requirements and responsibilities
2. Selection of KJSA Director
3. Supervision of KJSA Director
4. Less direct relationships with other key staff members

summarization of this information must be made available, and should be reviewed in its entirety by the state board.

2. The state board must also review, in detail, reports from each of the area boards regarding their evalua-

tion of successes and problem areas that have occurred during the past three months. These reports are to be prepared by the area boards and submitted to the state board at least two weeks prior to their quarterly meeting.

3. The state board should also review requests for new activities that have not previously been a part of the operational responsibility or have not been included in the comprehensive state plan. This would include innovative and unusual programs, as well as the inauguration of a program not previously operated in a specific area.
4. On the basis of the reviews and judgments which have been made on the previous three items, the state board will advise and instruct area boards regarding desirable changes or necessary improvements.

SEMI-ANNUALLY - The regular work schedule should include two kinds of activities conducted at least semi-annually. When there is need, these two matters might receive more frequent attention. The first of these is the review of evaluation reports of various kinds of activities that have been studied by committees appointed for that purpose. More information on the kind of reviews that should be made will be found in Chapter 6 of this volume. Here, it will simply be noted that all aspects of the entire system are subject for an indepth evaluation during a period of not more than three years. These evaluations will be proceeding concurrently and will be presented to the state board on a regular schedule to avoid the problem of having hundreds of pages of evaluation material to review at one meeting and nothing to consider at the next meeting.

The other aspect of the semi-annual interval work schedule is a review of contractors directly responsible to the KJSA. This might include only a few agencies or individuals, or it may include several when the KJSA is providing direct services in an area in response to a request by the area board. Some of these contractors will undoubtedly be operating in the field of training, while others may be providing evaluation or research reports, consultation to residential treatment institutions, etc.

THE "EN BANC" MEETINGS - Semi-annually, a meeting of all 15 governance bodies within the KJSA is scheduled. The state board convenes this meeting, the purpose of which is to provide an opportunity for all persons with governance responsibilities to meet together to consider their common concerns. These "en banc" meetings provide for the broadest possible circle of consultation regarding the juvenile justice system in the state.

The primary and permanent agenda for each of these meetings is to review the adequacy of the comprehensive delinquency prevention and control plan for the state, to modify it according to the wishes of those present, and to consider the emergence of new opportunities or problems being experienced in the state. This plan is originally enacted and subsequently modified as appropriate, by this "en banc" meeting. It should be emphasized that the comprehensive plan is the product of the combined wisdom of all persons seated on the 15 KJSA governance units. The state board may provide leadership in the original construction of the comprehensive plan, and in the subsequent modifications of it, but the "en banc" meeting - at which the state board is a clear minority - is the structure within which binding decisions are made.

The fall meeting each year is also to be concerned with the construction of the annual presentation to be made to the governor and to the legislature. This presentation will concern itself both with the legal structuring of the agency and the juvenile justice system in statute and with the financial authorizations for operation in the next fiscal year.

The spring meeting each year will be concerned with developing a response to such actions as have been taken by the state legislature prior to this meeting. Obviously, this meeting should be scheduled after the legislature has accomplished its work and adjourned. It is expected

that it will be rare to find the legislative action conforming exactly to the request that was made the previous fall. Consequently, modifications are necessary, and should be carried out in this "en banc" meeting.

The "en banc" meetings might also be considered as a third kind of governance structure. This would imply the necessity for electing officers, and appointing committees who would be charged with the responsibility of considering matters arising from the responsibilities in the overall governance plan of these "en banc" meetings.

Chart 13 summarizes the minimum work schedule for the state board as it has been presented above.

COMPOSITION AND INTERNAL ORGANIZATION

COMPOSITION - The composition of the state board includes only two classes of membership; representatives chosen by area boards and other members appointed by the governor.

Area Board representatives are the most predominant feature of the composition of the State Board, having a total of 19 of the 25 members. Two principles are used in forming this group; one applying to the 10 multi-county areas and the other applying to the urban single county areas. In the former case, each area has a single representative for each 200,000 persons and fraction thereof. As currently arranged, only one area (8) has more than 200,000 population, so 9 areas have one representative and one has two, for a total of 11 positions on the State Board. In the case of the urban single-county areas, each is allotted 2 representatives, for a total of 8 representatives on the board.

A total of 19 seats on the state board are established by this process. The representative of the area is a person selected by the area board from its membership to serve a three-year term of office. When an area board member

is elected to serve on the state board, the responsibilities to the area board should cease and a new person elected to fill this member's previous responsibility.

Governor's appointments constitute the other classification of membership on the state board, for which six seats are reserved. One of the principles previously adopted is that the total number of the board shall always be an odd number. If the area board representatives add up to an even number, then the governor's appointees should be an odd number. It seems unlikely that any adjustments would be needed after the board has been originally constituted, but since the number of areas and the geographic definition of the areas can be changed, this principle should be kept in mind. It is expected that the governor would ordinarily appoint persons whose present responsibilities would be of benefit to the work undertaken by the KJSA board. The attorney general, the director of the KBI, and others have been specifically mentioned, however, no requirement for inclusion of these people has been recommended - feeling that the governor should be free to make his own choices.

Chart 14 illustrates the composition of the State Board as described here, with notations regarding the population of the various areas, and a staggering system for the three-year terms of office.

INTERNAL ORGANIZATION - Two types of internal organization are specified for the state board: officerships and committees.

Two officerships are specified: president and secretary, each to be elected by the membership of the board for a one year term. (Four other elective positions are included under the committee structuring description.) The president's duties would generally fit traditional concepts of a board chairman. The president would be relieved of the duty of representing the interest which caused his original election or appointment to the Board. The previously occupied seat would be declared

CHART 13: ILLUSTRATION OF STATE BOARD MINIMUM WORK SCHEDULE

FIRST QUARTER MEETING (MAR)

1. Review information system printouts for previous complete quarter
2. Review actions of Area Boards
3. Review direct and indirect services provided by state unit staff
4. Review 1/4 of evaluation reports scheduled for the year
5. Review requests for authorization of new activities
6. Develop adjustments plan for staff and Area Boards

FIRST "EN BANC" MEETING (APR)

1. State Board hosts this meeting
2. Review adequacy of the comprehensive state plan
3. Adapt comprehensive plan to recent legislative action

SECOND QUARTER MEETING (JUN)

1. Review information system printouts for previous complete quarter
2. Review actions of Area Boards
3. Review direct and indirect services provided by state unit staff
4. Review 1/4 of evaluation reports scheduled for the year
5. Review requests for authorization of new activities
6. Develop adjustments plan for staff and Area Boards

THIRD QUARTER MEETING (SEP)

1. Review information system printouts for previous complete quarter
2. Review actions of Area Boards
3. Review direct and indirect services provided by state unit staff
4. Review 1/4 of evaluation reports scheduled for the year
5. Review requests for authorization of new activities
6. Develop adjustments plan for staff and Area Boards

SECOND "EN BANC" MEETING (OCT)

1. State Board hosts this meeting
2. Review adequacy of the comprehensive state plan
3. Construction of annual legislative presentation

FOURTH QUARTER MEETING (DEC)

1. Review information system printouts for previous complete quarter
2. Review actions of Area Boards
3. Review direct and indirect services provided by state unit staff
4. Review 1/4 of evaluation reports scheduled for the year
5. Review requests for authorization of new activities
6. Develop adjustments plan for staff and Area Boards

CHART 14: COMPOSITION OF THE KJSA STATE BOARD

GOV'S APPOINTMENT A	GOV'S APPOINTMENT B	GOV'S APPOINTMENT C	GOV'S APPOINTMENT A	GOV'S APPOINTMENT B
GOV'S APPOINTMENT C	AREA 1 183.0 A	AREA 2 113.3 B	AREA 3 129.7 C	AREA 4 93.5 A
AREA 5 45.3 B	AREA 6 168.9 C	AREA 7 113.1 A	AREA 8 217.9 B	AREA 8 217.9 C
AREA 9 178.0 A	AREA 10 117.8 B	AREA 11 354.2 C	AREA 11 354.2 A	AREA 12 167.8 B
AREA 12 167.8 C	AREA 13 188.2 A	AREA 13 188.2 B	AREA 14 216.8 C	AREA 14 216.8 A

Note: Area population indicated in thousands. A = first term expires in one year; B = first term expires in 2 years; C = first term expires in 3 years.

vacant and a new person elected or appointed to devote full energies to the representation of that interest. The president would then be free to devote his or her undivided attention to the duties of the presidency. In the event of death, resignation or other reason preventing the president from carrying out his or her responsibilities, the board would select a new president by

a majority vote of its membership. The president's term of office will be one year, with two terms of office allowed and automatically followed by two years of membership on the executive committee. No vice-presidents are specified for the state board.

The secretary of the board is the only other officership within the board. The

duties of this position are: official communication within the board, with the area boards, with the executive and legislative branches of state government, and others.

No position of treasurer is specified since the board itself is not an agent for the disbursement of funds.

The other aspect of the board's internal organization is the creation of five standing committees, each of which is to be chaired by a board member elected by the board for that purpose. An executive committee and committees for: prevention programs, crisis programs, rehabilitation programs, and supporting services are specified. Each of these committees is to concern itself with clearly defined fields of interest, the totality of which approximates the continuing and inevitable responsibilities of the KJSA as a whole. That means that all predictable concerns of the KJSA are part of the responsibilities of one of these committees. Temporary, study, investigative and other types of committees may also be considered useful to the conduct of business, but will not be specified in this general description. The chairman of each standing committee (except executive committee) will be elected by the board membership for a two year term, renewable only once. The president will automatically serve as the chairman of the executive committee.

The minimum composition of the four committees will include: a governor's appointee, a multi-county area representative, an urban area representative, and the chairman (whose classification of membership is not considered). No more than two persons of each classification will be permitted on a standing committee. Executive committee composition will be: president, secretary, four committee chairmen, and one elected representative of each membership classification.

COMMENTARY ON COMPOSITION - Several comments about the composition and internal organization of the board are appropriate.

The first, and probably most important, of these is that some standard of basic qualification for membership on the state board should probably be established. It would be very difficult to establish this at the initial operation of the state board, but it would certainly be possible to work toward this in subsequent years. As everyone involved in community affairs is acutely aware, there are a large percentage of board members of various organizations who enter service on a board with very little qualification and make very little effort to improve their ability to make sound decisions. With the overall governance plan specified here, some assumptions will have to be made about familiarity with the juvenile justice system. These assumptions might be based on the requirement that a new board member take a training program of specified content and also be required to visit some of the operations and activities under the responsibility of the board.

It will therefore be suggested that a pre-training program in all relevant basic subjects be required of every new member, regardless of what interest the member is to represent. If this pre-training program is made available on an individual basis from the training department of the KJSA, this should not be any particular handicap or inconvenience. A corollary to this is that periodic training events should be scheduled for the board as a whole, and attendance required. The requirement of completing the standard basic training program before being allowed to be officially seated on the board with voting rights would not solve all of the common problems afflicting citizen boards, but would eliminate many of the unnecessary problems.

Attendance and participation standards should also be established for the board. These standards should be developed at the outset and distributed to each of the area boards and the governor. Poor attendance and participation are problems found in many citizen boards, and they are problems which undercut the general

effectiveness of the board as originally conceived. It will be suggested that a minimum attendance standard for state board members would require attendance at at least three of the quarterly meetings each year and at least one of the "en banc" meetings.

This might very well be combined with a standard regarding participation in other work directly related to the state board - such as work on committees which might be counted in lieu of actual attendance at the meetings of the state board. If such standards are established and announced in advance of appointments, they should be used as part of the selection process by the appointing authorities. Though faithful attendance does not necessarily insure sound decisions, absence undercuts the intention of the board principle and deprives the appointing authority of direct representation in matters affecting them.

Another matter deserving attention is the fact that members of the state board should probably be remunerated for their expenses in attending the meetings. Persons from all over the state would be involved and they should be allowed to be reimbursed for their out-of-pocket expenses and a token amount to cover loss of income or salary. The principle is presently in effect with members of some other state boards.

The matter of "blocs" which could develop on the state board should be at least briefly examined. There is a very clear reliance on area board representatives as the major composition of the state board. These representatives are expected to identify with the needs of the state board, but are also expected to fairly represent the interests of the persons in the area board which they represent. Though some "blocs" may develop over issues that only surface at the state board level, some of the interests which derive from the appointing authority should be examined.

One obvious point of analysis is to assess

the relative predominance of the multi-county areas. There are ten such areas, and area eight has two representatives out of a total board membership of 25 and, therefore, falls short of a clear majority of members. Suspicion or fear that urban areas may dominate the state board does not warrant concern either. The single county area board representatives number only 8 out of a total of 25 members. These areas are not represented on the board in an equal proportion to the magnitude of their population as a percentage of the total state population. Similarly, the six appointments of the governor constitute only a fraction of the total of 25 members.

However, if the governor's appointments uniformly identify with either the multi-county areas or the single county areas, a voting majority could develop. It will be quickly recognized that when only one or two appointments of the governor identified with the multi-county areas, they would have a voting majority on the board. All of this, however, is predicated on full attendance of all representatives at a particular meeting - a situation not likely to happen at all, and, if so, only seldomly. Another point of analysis traditionally made in our state is to view all of those west of Highway 81 in a single category. This involves areas 3, 4, 5, 9 and 10. Since all of these have only a single representative, there are only five representatives includes, hardly a cause for alarm.

It seems more likely that, if blocs develop, they are more likely to develop on the basis of identification with occupational groupings rather than geographic interests. That is to say, it is more likely for groups to identify with law enforcement, judges, welfare, mental health, or some other categorical interest.

Since the state board is designed to provide an opportunity for a group of informed and experienced citizens to have a very tangible effect on the operation of the juvenile justice system, appointments on the basis of political considerations are

inappropriate. Likewise, it should be kept in mind that the board does not need "prominent names" to accomplish its purposes. The persons appointed to the state board should be chosen on the basis of a broad familiarity with the juvenile justice system and demonstrated competence in policy-making for the system. Hopefully, all nominees to the state board will eventually have served several years on area boards. This development would allow the state board decisions to arise from the thoughtful considerations of persons with wide experience and knowledge of the issues and possibilities inherent in the system.

The state board's reliance on area boards was a deliberately chosen feature of the plan. The preponderance of voting strength on the state board rests with the representatives of the area boards by design. The discussion that preceded this decision included the idea that the state board should accurately reflect the insights of persons representing local systems where the majority of the activity takes place.

The rules of procedure for conducting business in the state board would ordinarily be based on standard parliamentary procedures. No significant change has been suggested in this regard. On the other hand, it will be suggested that in proposing any changes in the structure of either the state board or the area boards for consideration by the legislature, and for proposing and enacting any changes in the comprehensive delinquency prevention and control plan, that the rules of procedure for amending a charter or constitution be employed. It might also be wise to consider the referendum type of ratification procedure for these very basic changes.

UNIFIED MEETING SCHEDULE - The state board, as well as the area boards, are to have at least six meetings per year. These will be categorized as the quarterly meetings of the state board, the quarterly meetings of the area board, and the two "en banc" meetings.

It is important to schedule these meetings in order that matters first receive consideration by the area board and then by the state board and then are made the subject of attention in the semiannual "en banc" meetings. For this purpose, it is suggested that the area boards meet in the month following the end of a calendar quarter (February, May, August, and November) so that reports of activities in the previous quarter can be prepared and distributed for review prior to the meeting of the area board. It is then suggested that the state board meet in the month immediately following the area board meetings (March, June, September, and December) in order that concerns that have arisen in the area board meetings, which require consideration by the state board, can be forwarded to them in sufficient time to thoughtfully consider them. Then, the two "en banc" meetings of all governance units can be scheduled in April and October of each year, which fits the scheduling needs of these meetings.

Chart 15, on the next page, illustrates how these meetings are specified and their relationship to each other. A total of 62 meetings are illustrated on this chart.

SUMMARY AND COMMENTARY

This structure, along with that provided by the area boards and described in the next section, seems to be capable of providing the characteristics which have been expressed as important to those who have participated in our planning effort.

The state board has a preponderance of persons who officially represent local areas, and the state board provides a summarizing and leadership form to accomplish the leadership and coordination efforts also believed to be important. Though details are still to be worked out, the basic framework violates no principles to which importance has been attached up to this time.

On the other hand, it certainly must be

CHART 15: UNIFIED MEETING SCHEDULE FOR ALL KJSA GOVERNING UNITS

	1	2	3	4	5	6	7	S T A T E B O A R D		8	9	10	11	12	13	14	
J																	J
F																	F
M																	M
A															A		
M																	M
J																	J
J																	J
A																	A
S																	S
O															O		
N																	N
D																	D

Quarterly meet of Area Boards	Quarterly meet of State Board	Semi-annual "en banc" meeting of all Boards
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recognized that the quality of performance of the state board will depend, to a large extent, on the wisdom and knowledge of the individuals comprising the membership of this leadership body. There are surely many more than 25 persons in the state, at present, whose broad familiarity with the juvenile justice system and whose personal characteristics give promise of responsible performance as a board member within this structure. However, the question of whether these persons will be selected

by the various area boards and the governor, is not assured by the specification of this plan. If persons who are not serious about this responsibility or who have special interests at variance with the general purpose of the board are seated as members, the viability of the structure could be endangered. Further exploration of this subject area is probably advisable.

However, an optimistic view regarding this board is not unwarranted. It would seem

that the board could provide the kind of leadership necessary to establish, maintain, and improve the performance of the juvenile justice system in the state.

A word about the nature and the quality of the staff support that such a board needs is also appropriate. The principal staff support for this board will either be provided directly by - or arranged by - the KJSA director. The board must be fully informed of all problems, poor performances, and the way in which the comprehensive plan is working. The KJSA director has a rather small staff for which he is personally responsible, and is therefore not in the position of defending - as a matter of course - the performance of various other providers of service. This should allow the KJSA director to take an impartial view of the activities comprising the system. If a person of considerable ability and experience in providing a high quality of staff support to a board of citizens is selected for the position, the effectiveness of the state board will certainly be enhanced.

STATE LEVEL RELATIONSHIPS

The proposed KJSA will inevitably have a number of important state level relationships since its responsibilities and interests will overlap into the fields of interest of other agencies. This is inevitable since delinquency is directly related to other recognized social problems for which some services have been arranged. In addition, there is the point that individuals identified as delinquents or pre-delinquents will justify concentrated interest from more than one agency over a period of months or years. The overlapping areas of interest and concern are regarded as a positive and healthy situation, if sufficient care is taken to avoid creation of agency conflicts.

Since the KJSA is described as an organizational system rather than a self-contained entity, it is not necessary that it be entrusted with all of the resources

and authority necessary for dealing with all of the problems of those exhibiting antisocial or deviant behavior. Others can, and should, be actively involved in helping deal with the vast variety of juvenile problems with their own resources - over which the KJSA need have no control. However, the KJSA must have knowledge of what other agencies are doing, and must have resources to apply in situations where other agencies do not serve the needs of delinquents or the community. If these two conditions are not met, even a large increase in activity may not be accompanied by increased effectiveness.

There is an almost bewildering array of potential state level inter-agency relationships that suggest themselves as either necessary or important. The state board and the "state unit" staff are responsible for establishing and maintaining these relationships to the mutual advantage of the system. The practical effort in this regard will be to insure that categorical definitions of human or social need do not cause us to ignore the fact that human beings are more than our categories suggest.

The placement of the KJSA in the structure of the executive branch of state government has been the subject of considerable debate. The recommendation of this plan is for the creation of a totally new agency of considerable rank and stature in the family of state agencies. It should be causally connected by statutory provision to the other agencies with which it must cooperate to carry out its responsibilities, and not be made dependent on favorable administrative decisions by some more inclusive state agencies whose established primary concern is in some other field of interest.

The proposed reorganization of state government has obvious implications for the placement of the KJSA. The project has had no known contact with those who prepared the study (as yet not released) and it is very doubtful whether the existing study takes any cognizance of

the subject of delinquency since it was completed more than a year and a half ago. The current "fad" in state reorganization plans (Fla., Ore., Wash., for example) is to specify the creation of "super-agencies" to simplify the management of state government. The Kansas plan will surely reflect this national trend of recent years, and will therefore require the placement of KJSA under one of the superagency directors. In the absence of more specific knowledge of the Kansas study, we simply take the position that the KJSA should be structured so that there is no intermediate level of supervision between it and the super-agency director.

Two alternative proposals have been formulated to allow the creation of a KJSA prior to such time as executive reorganization occurs, and the time that it can become a fully independent entity. These proposals, therefore, suggest what course of action is desired - in preference to other options known to exist - if it is necessary to have a "phase-in" period of time. The recommendations are:

1. That the current division of Children and Family Services be given the responsibility of administering the proposed program primarily because it was felt that the only agency flexible enough to handle this responsibility currently was one under the Board of Social Welfare and one eligible to receive federal assistance (that being this division. This particular division should be charged with becoming a separate division as soon as possible, equal to D.I.M., Voc. Rehab. and Social Welfare. After governmental reorganization, establish KJSA as a separate agency.
2. Creation of a separate division of Juvenile Services equal to Voc. Rehab., D.I.M., Social Welfare with executive secretarial position created by State Board of Social Welfare with responsibility of coordinating children's services in all divisions.

Analyzing the current situation, but ignoring the ranking which will inevitably occur when a definite placement of KJSA in the family of state agencies occurs, a relatively clear picture of the number of state-level interagency relationships necessary for a fully operational system as described in Vols. II and III. The other state agencies and their major categorical programs are found in the following listing. Chart 16 shows the agencies in a pictorial representation.

THE BOARD OF SOCIAL WELFARE

Division of Child welfare
Division of Institutional Management
Division of Vocational Rehabilitation
Welfare - income supplementation
Welfare - community services
Mental Health Clinics

LAW ENFORCEMENT AND JUSTICE

Governor's Committee on Criminal Administration
Office of the Attorney General
Kansas Bureau of Investigation

DEPARTMENT OF EDUCATION

Programs for emotionally disturbed
Special Education

OTHER STATE AGENCIES

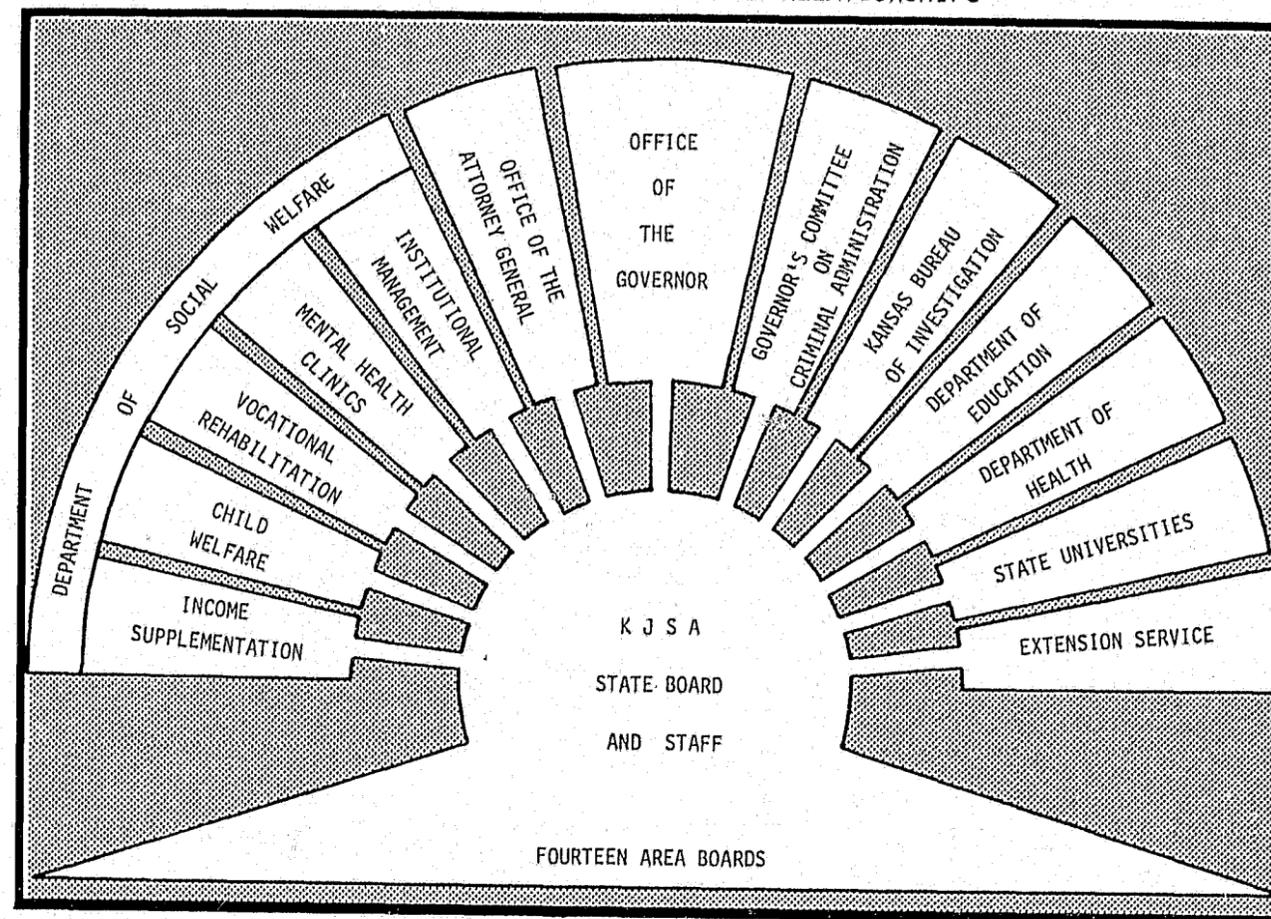
Department of Health
State Universities
Extension Service

The state board will be ultimately responsible for initiating and maintaining the productivity of these relationships even though the staff will serve as their agents for the practical day to day traffic in this relationship. Greater specificity on this subject is impossible except within the context of definite proposals for placement of the KJSA.

STATE DIMENSION PLANNING

Planning is one of the essential responsi-

CHART 16: KJSA STATE LEVEL RELATIONSHIPS

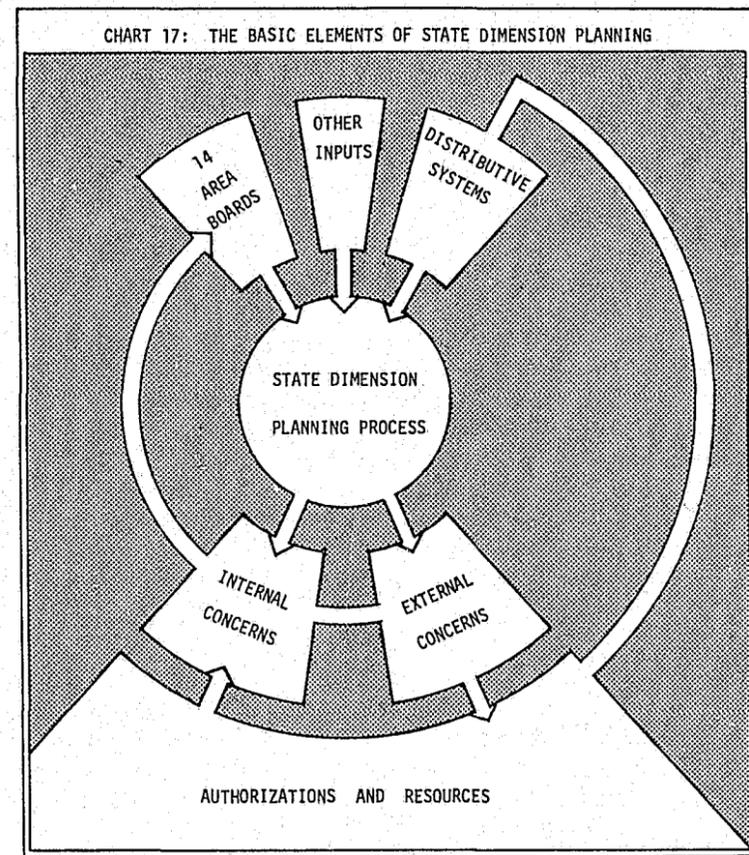


bilities of the state board, an activity designed to be continuous indefinitely. Furthermore, it is to be based on facts generated by the comprehensive evaluation system described in Chapter 6. The planning activity is to be conducted by the standing committees (Prevention, Crisis, Control, Support), reviewed by the state board, and made the subject of attention by the entire state-wide governance group semi-annually.

The product of state dimension planning is the "general plan for delinquency prevention and control in Kansas" - an entirely symbolic representation of how services are to be arranged and how resources are to be allocated to various geographical and categorical interests. The general plan is used as the point of departure for the creation of 14 area

"adaptation plans", the accrued experience from which becomes a source of input for state dimension planning and either confirms the validity of the general plan or indicates where revisions and adjustments are necessary.

A brief description of the essential elements of this kind of planning is provided below to insure an understanding of the minimum design for responsible planning in this dimension. The presentation follows an "input-process-output" format, briefly describing the most important consideration under each of these headings. The design is adapted from Chapman's Four Dimensional Planning of Human Services where these subjects are presented under the heading of "Inclusive Planning." Chart 17 on the next page illustrate the major elements of this planning design.



THE PLANNING INPUTS

The several discrete inputs into the state dimension planning process will be placed in one of the three general categories: area board inputs, distributive system inputs, and other inputs. Each are briefly described as follows:

1. AREA BOARD INPUTS - Four kinds of inputs are placed in this category. All of them should be produced regularly by each of the 14 Area Boards.

MONITORING DATA - Monitoring data relating to every identified need, every service addressed to identified needs, notation about the agency responsible for the service, and the location from which the service is provided

should be available from every area at least monthly.

PERFORMANCE PROJECTIONS - The projected performance of the system in each area (and also for residential treatment) for the next several months (up to a year) should be transmitted to the inclusive body monthly. In most cases, this will simply be a confirmation of previous projections for the system with minor variations which operational experience indicates are necessary.

QUALITY CONTROL STUDIES - Studies of the quality of service delivery within the system, conducted internally, should be regularly produced by each area and transmitted to the state board. This is not the same as the independent evaluations which are sub-

sequently described under the heading of "other inputs." These are studies made by those who are directly involved in providing services.

UNMET NEEDS SUMMARIES - The experiences and perceptions of each area in regard to unmet needs of persons with whom they are in direct contact (including those which they are unable to serve) must be summarized periodically. These reports are to be used by the inclusive body as the basis for discussion of implications for community priorities, establishing new categories of need, revising services, etc.

2. DISTRIBUTIVE SYSTEM INPUTS - The several distributive systems (other state agencies) with common interests should be required to participate in inclusive dimension planning. The necessary inputs from distributive systems are at least two: present and projected resources.

PRESENT RESOURCES - The scope of interest in this subject area encompasses all financial and manpower resources presently available for human services programs.

POTENTIAL RESOURCES - As a contrast to present resources, the inclusive body must also have information about potential resources; financial and manpower.

3. OTHER INPUTS - There are four "other inputs" to the inclusive planning dimension: independent performance evaluations, community surveys, recipient expressions, and political or legislative issues.

INDEPENDENT PERFORMANCE EVALUATIONS - Rigorous and independent evaluations of the performance of various program delivery functions within the community should be continually in progress. The emphasis here is on the idea of independent evaluators who have no vested interest in the outcome of the evaluation rather than the kinds

of evaluations conducted by those who provide services. This subject is discussed further in Chapter 6.

COMMUNITY SURVEYS - Surveys of all persons in selected areas can play an important part in identifying opportunities and problems - and formulating policies responsive to them. The state board should have a long-range systematic plan for insuring that this information is developed, through commissioning surveys in areas representing either unique or typical problems.

RECIPIENT EXPRESSIONS - The actual or potential recipients of the system must be given an opportunity to express themselves to those ultimately responsible for the system. The state board has the only proper framework and overall responsibility for performance to which unsystematic and general expressions of concern or unsolved problems can be addressed. Every other planning dimension noted previously has a legitimate reason for "passing the buck" for perhaps a majority of such expressions directed to them. The state dimension is where the buck must stop. The "ombudsman" or "advocacy hearing board" approach to this problem provides the most potentially effective vehicle for this purpose.

POLITICAL ISSUES - Some aspects of the system and its organization will inevitably become political and legislative issues. The state board will need to keep completely informed about all legislative proposals that could affect the system, at any level (local, state, national) and insure that consideration is given to the probable effect of any proposed changes. Of special interest are appropriations on an annual basis, and changes in the codes whenever they occur.

THE PLANNING PROCESS

The state dimension planning process con-

sists of the following elements: acquiring the necessary planning tools, review of the performance of the area systems, construction of a system performance record, exploration of inter-system issues, examination of unmet needs, placement of value judgements on various aspects of the system, and, finally, determinations of community priorities for action in the immediate future and in a more extended time frame.

1. ACQUISITION OF PLANNING TOOLS - All planning tools and outputs from area, support and services planning dimensions should be available to the state board. In addition to these, the following four tools are required:
 - a. THE "SYSTEM MODEL" - The detailed, technical and definitive statements regarding the classification of needs and services in the system.
 - b. INFORMATION SYSTEM MODEL - The design of the system for acquiring, recording, summarizing, and transmitting information about needs and services.
 - c. REFERENCE LIBRARY - A centralized repository of information about human needs and services available in the state. All material placed in this repository should be accurately subject coded according to a classification system developed for this purpose. The library should include all material produced locally in the human services field, and a considerable budget should be provided for this purpose. The library should be connected with all other computerized sources of references such as NIMH, MEDLARS, etc.
 - d. THE INCLUSIVE DIMENSION PLANNING TOOL - Due to the fact that the members of the state board will be dealing with literally hundreds of factors with literally thousands of possible combinations, they must be provided with a tool that en-

ables them to understand the scope of their interest and to focus and direct their efforts. Accordingly, a guide or reference document for this purpose is identified as an essential tool.

2. AREA PERFORMANCE REVIEW - This step includes scrutiny of the performance record for the most recent month, the last quarter, and the past year. The review should be based on material prepared for the state board by each area.
3. COMPOSITE PERFORMANCE RECORD - The next step is to develop a composite picture of the overall general record of the system's 14 areas, on at least a quarterly interval. This is simply a composite of the area performance reviews.
4. INTER-SYSTEM PROBLEMS - Next, an examination or exploration of the success with which inter-system accommodations and cooperation are being carried out is specified. It might be problem centered, or might be part of a systematic exploration plan.
5. EXAMINE UNMET NEEDS - The state board should next turn its attention to summarizations of unmet needs which have been transmitted to them by functional systems or which have resulted from their own investigation through an ombudsman or advocacy hearing board. Some unmet needs will have important implications for the design of services or activities.
6. VALUE JUDGEMENTS - The inclusive body is now in a position to place definite value judgements on definitions of need, service delivery effectiveness, agency performance, and system functioning within its scope of interest. Judgements are necessary on unusual successes and problems viewed within previous projections. Where performance approximates projections, the value judgements are less important.

These value judgements should be recorded in order to substantiate the priority decisions which follow. Recorded value judgements also allow a retrospective review of the wisdom of this planning body at some future date.

7. PRIORITY DETERMINATIONS - The final step in the state dimension planning process is the determination of priorities, both immediate and long range. It will be strongly argued that only after completion of planning such as described in this presentation will anyone be able to speak intelligently and with validity about the effectiveness of the juvenile justice system.

THE PLANNING OUTPUTS

All of the specific outputs from the state dimension planning process will be classified under one of two headings: external or internal.

1. EXTERNAL OUTPUTS - The external outputs are those directed to the public, extra-community resources, state and federal governments. They are external in the sense that they represent the combined, summarized, and evaluated interests of the system for presentation to those outside of it. Important concerns are:
 - a. GENERAL PERFORMANCE PROJECTIONS - It is possible, with the background provided by the four dimensional planning theory to speak with considerable accuracy about the aggregate performance of the system in both the immediate and long range future.
 - b. FINANCIAL PLAN - This external output contains the specification of the financial resources necessary to carry out the performances projections previously mentioned.
 - c. MANPOWER PLAN - This output specifies the need for training and de-

velopment of skills of the personnel necessary to carry out the projected performance.

- d. SERVICES ESTABLISHMENT PLAN - The requirements for new community services to carry out the projected performance should be carefully developed.
 - e. LEADERSHIP PLAN - The leadership needs of the system should not be left to chance. A definite leadership development plan is necessary to attain the desired level of leadership effectiveness and to maintain it. This plan must specify recruitment, basic training, advanced or specialized training and seminars on special opportunities or problems.
 - f. PHYSICAL COORDINATION PLAN - The inclusive body is in a position to summarize the projections of which physical planners should be aware and to which they should have an opportunity to respond.
 - g. LEGISLATIVE POSITIONING - The human services in the community will also have several implications for local, state, and federal legislation. Consequently, legislative positioning is an essential external output of the inclusive dimension planning process.
2. INTERNAL OUTPUTS - The internal outputs of the state dimension planning process are those which are directed back to the areas and the distributive systems in the community. They are internal in the sense that they represent what these systems have determined to be the best course of action for the community through their participation in the inclusive planning body, and which are under the direct control of the system.
 - a. SYSTEMS DELINEATION - It will be necessary to originally delineate and subsequently adjust the delin-

eation of the functional systems participating in the system. This concerns the inter-agency agreements and articulation necessary for fulfillment of mutual responsibilities and interests. The reconsideration of this subject at stated intervals is strongly suggested since the likelihood of the need for refinements to respond to changing community conditions over the years is great.

- b. INSTRUCTIONS - There will be a continual need for development of instructions to the several area boards. These instructions, remember, are developed by a body which includes their representatives and at least some of the distributive systems. Instructions would be concerned with the need to initiate new services, adjust to quantity of services, improve the process being used, etc.
- c. RESOURCE ALLOCATION - The state dimension planning body should have a major role to play in the allo-

cation of resources to the areas. It is suggested that all funds being channeled into the community from state and federal sources should be channeled through the state board.

- d. CONFLICT RESOLUTION - The inevitable conflicts and problems between areas and distributive systems should always be resolved by the state board.

EVALUATING THIS PLANNING

This dimension of planning should be subject to evaluation in the same way as any other planning within the system. It will be more difficult to evaluate this planning since the frame of reference is so vast and since the possibility of pleasing everyone is small. On the other hand, it is inevitable that there will be widespread informal evaluation of the success of the system. For this reason, an evaluation based on the most rational criteria possible must be developed, implemented, and made public at periodic intervals.

SECTION 4: THE AREA BOARDS

As a group, the 14 area boards are given the key policy direction position in the overall organizational plan. This section will describe their responsibilities, their primary relationships within the system, their minimum work schedule, their composition and their planning responsibility.

AREA BOARD RESPONSIBILITIES

LEADERSHIP - As was the case with the state board, the most important responsibility of each area board is leadership, under which heading several matters are summarized. Like the state board, the area board first must construct an informed view of what is actually happening within the area of their jurisdiction. An informed view of what is occurring as a result of the comprehen-

sive state plan and the area board's particular adaptation of that plan will not be easily obtained at the outset. A dependable information system, and a great deal of conscientious study will be required before an informed view is acquired.

Communication between the area and state board regarding generalized concerns such as the comprehensive plan are also part of the leadership responsibility.

Each area board is responsible for developing a broad public understanding of the problems, performance, and opportunities of the juvenile justice system in the area of their jurisdiction. The area board should be the final and authoritative voice in regard to how specific responsibilities have been carried out in

the area and the geographic or interest areas which require further improvement. The area board should be responsible for directing public attention to changes believed to be necessary to further improve performance.

Area board leadership must also include specific development tasks in areas presently unserved or poorly served. This is especially important for the multi-county boards since all of them include counties much too small to operate efficient programs on a single county basis. The area board's task is to insure that all of the services that have been determined to be a part of the comprehensive state plan are actually available to every juvenile who needs or qualifies for such service. In many places, this can be considered to be a very major challenge, and one for which there are no easy answers.

The area board members are also expected to exercise their leadership responsibility through participation in inter-system affairs in all communities within the geographic jurisdiction. "Inter-system affairs" include regular and meaningful contacts with any and all other human services systems operating in the community - whether such systems are formally organized or not. The intent here is to insure that the area board is a meaningful and constructive influence on more broadly conceived community concerns.

ADAPTATION PLAN - The area board is responsible for developing an "adaptation plan" in which the comprehensive state plan is translated into the needs of the towns, cities, and counties within the area board's jurisdiction. The area board helps to develop the comprehensive state plan, and then is responsible for adapting it to the area of their jurisdiction.

In order to do this, the first task is to develop a coded and classified directory of services presently and potentially available for use in the juvenile justice

field. It is expected that KJSA "central unit" staff responsible for the information system will provide the coding and classification system, but the area board must be responsible for insuring that this directory is completed and that services and agencies are correctly placed within it.

Then, a formal adaptation plan, specifying the utilization of services already available, and a development plan for those which are only potentially available, and a development plan to initiate necessary (or desirable) services should be made. This type of planning is generally given much less attention than it deserves. Many persons are satisfied with a directory that lists things such as street addresses, and telephone numbers and a vague one-sentence or two-sentence description of services. Much more is implied by this adaptation plan. It will further be suggested that it is not possible to properly code and classify any agency without a fairly extensive conversation with agency representatives as well as some personal familiarization with the agency.

The adaptation plan should be reviewed, evaluated, and modified as appropriate at regular intervals. It will be suggested that the review of the adaptation plan be made the first item on the agenda for quarterly meetings of each area board. The adaptation plan includes contracts with various agencies as well as a review of the performance of statutorily-created agencies (and in some cases, municipally-created agencies). Private agencies are expected to perform a number of roles within the overall system, and mental health centers provide an example of the multi-county and quasi-public agencies which will also be playing an important part in the adaptation plan.

MONITORING AND EVALUATION - The third major responsibility of the area board is to monitor and evaluate the performance of various agencies within the area of jurisdiction. This responsibility includes receiving and assessing information

that originates in all participating agencies. At present, it is recognized that such agencies are not required to furnish information to other agencies with mutual interests in the community. For example, law enforcement agencies may report to the Kansas Bureau of Investigation or the Federal Bureau of Investigation but do not always provide information to the juvenile court of their county or to other relevant public or private agencies in their community. Responsible decisions at the local level require an interchange of information regarding various events and persons within the community. Placed in the larger perspective of the jurisdiction of the area board, this requires furnishing information on a multi-county basis in ten of the 14 geographic divisions of the state. Monitoring activities are simply to provide a basic understanding of the loads being experienced by various agencies within the community. Evaluation implies the placement of value judgements on this and more detailed information.

Of special interest will be those agencies which contract to provide various kinds of services within the system. Such agencies must be monitored and evaluated in a complete and comprehensive manner.

It is only with the background that monitoring and evaluation furnish that proposals for new and innovative activities can be intelligently judged. The area board must be fully aware of all services being provided, the degree of success which is being experienced, and have a definite and impartial performance record for each agency and service in order to judge the desirability or necessity of initiating new activities. Without this background of knowledge, decisions regarding new and innovative programs are not likely to be sound and responsible.

SELECTIVE INDIRECT SERVICES - The area boards are also responsible for insuring that certain selective indirect services

are made available to the agencies which provide direct services. Two indirect services would appear to be necessary in every case: supervision of rehabilitation, and the information system. The supervision of rehabilitation efforts which seems necessary is described in Vol. III. Basically, it consists of having a single highly qualified and experienced professional who consults with and advises juvenile services workers and probation counselors throughout the area of jurisdiction. This person might be an employee of the area board, or could be an employee of the court (most appropriate in the single county areas). It is being suggested here that the area board should be responsible for insuring that the supervision of rehabilitation efforts exist in an effective way in their area. This might best be accomplished by making the rehabilitation supervisor a staff member serving the area board, while in other situations, it may be more desirable simply to monitor the supervision being administered by some other agency. One of the principles established at the second conference, is that this type of decision would be reserved for specific consideration and action by each area board. It is therefore possible to have as many different arrangements as there are area boards.

The information system throughout the state, though designed and financed at the state level, is expected to be of greatest practical benefit and usefulness within each area. The information collection, summarization, and interpretation should be made by an employee of the area board, since no other agency within the area would have an appropriate overall interest or responsibility. This function can be handled by a single individual since the production of information is handled by the various agencies who participate in the system.

The area board's further responsibilities for selective indirect services include surveying areas of need or potential programming that are not otherwise being covered, and a certain amount of inter-area communications. In the former matter,

the area board should have a plan for investigating fields of interest which lie beyond present responsibilities to determine whether the design of the system is adequate. In the latter case, there are certain to be cases involving juveniles from other areas of jurisdiction. The responsibility for insuring that they are handled by the most appropriate authority finally must rest with the area board, which will be in regular contact with other area boards.

PARTICIPATION IN THE STATE SYSTEM - The responsibilities of the area board include an active participation in the business of the state-wide system. They must establish and maintain an active interest in the activities of the state board and, to a lesser extent, in the activities of other area boards.

Each area board should review the actions of the state board. This review should consist of study of the records of state board action (which should be furnished to each area board member) and also receiving verbal commentary from their representative(s) on the state board. They have much at stake in the activities of the state board, and should have a lively interest in whether the state board is carrying out its responsibilities adequately. As a result of this review, the area board may wish to furnish instructions to their representative in regard to matters which receive the attention of the state board or recording a position of the area board in an official meeting of the state board.

Each area board must also be keenly interested in how successfully residential treatment facilities and programs serve the juveniles from their particular area. Even with the variety of residential treatment possibilities which were described in Volume III, many counties will be a considerable distance from the closest of these residential facilities. Greater distance typically means less communication and coordination of efforts. The area board must be alert to signs that the minimum acceptable

amount of communication and coordination of efforts actually does exist for every one of the juveniles from their area. A more broadly conceived interest is in the general design of the residential facility treatment program.

Each area board must also be interested in the quality of the supportive services which are provided from the "state unit" KJSA staff, and supervised by the state board. For example, each area board should develop an opinion about the content and general effectiveness of all training programs being operated in the state. In most cases, this judgement can be based on how well these training programs have served the needs of individuals within their area.

SELECTIVE DIRECT SERVICES - In the original basic structuring of the area boards, the question of what particular agency should be chosen to provide certain services was a decision to be left to the area board. There was no intention of undermining established areas of authority, especially those of statutory agencies, but to indicate that when services are expanded, the area board should be the decision-making authority regarding which agency could most effectively carry out these new tasks. Consideration of this matter allowed the possibility that some services might be provided under the auspices of the area board itself. The most common example of this is expected to be probation services in areas of dispersed population. It is believed that where two or three or perhaps more counties would be necessary to justify the position of a full-time probation counselor, it may be most effective to make this person an employee of the area board. Other similar situations may occur in both the prevention and control field. It is entirely possible that no area boards will choose to exercise this optional responsibility. On the other hand, it is probably a good idea to leave this possibility as a resource for the area board as they develop their adaptation plan. Chart 18 summarizes these responsibilities.

CHART 18: SUMMARY OF AREA BOARD RESPONSIBILITIES

A. Leadership

1. Construction of an informed view
2. Intra-system communication with other areas and state board
3. Public understanding
4. Specific development tasks in unserved or poorly served areas
5. Participation in inter-system affairs in all communities within the geographic jurisdiction.

B. Adaptation plan

1. Originates with the comprehensive state plan
2. Compendium of local services required (a directory: coded, classified)
3. Formal adaptation plan - filed with the state board
4. Quarterly review, evaluation, modification

C. Monitoring and evaluation

1. Independent agencies, both statutory and participating
2. Direct sub-contractors
3. New activity proposals

D. Provisions of selective indirect services

1. Areas of necessity not otherwise covered
2. Supervision of rehabilitation efforts
3. Compilation of information
4. Inter-area communication and arrangements

E. Participation in the state system

1. Review of state board actions
2. Instructions to representative(s)
3. Evaluation of how successfully residential treatment serves the area
4. Evaluation of the quality of state supportive services

F. Selective Direct services

BASIC INTRA-SYSTEM RELATIONSHIPS

STATE BOARD - The basic intra-system relationship is with the state board which should be considered as a body with equal but different responsibilities. The interdependence of the state and area boards does not lend itself well

to a clear ranking of importance. Collectively, the area boards are intended to be the most important part of the system, since they have the majority of direct services responsibilities. In an important regard, the state board should be viewed as the servant of the area boards within the state. On the other hand, the

state board is empowered to assume the responsibilities of any particular area board if it becomes unable or unwilling to carry out its responsibilities. However, this reservation of authority in the state board should be correctly viewed as the collective interest of the remaining area boards within the state.

INDEPENDENT AGENCIES - The area board must also relate to a number of agencies which are - and will remain - independent in regard to the decisions which they make regarding individuals within their jurisdiction. The only addition to the present responsibilities of these agencies is that they be required to disclose and report selected information regarding who they are processing or serving, and the results of decisions they are making regarding these individuals. There is no suggestion that the area board should advise a judge on the kind of decision which he makes in individual cases. On the other hand, once the decision has been made, the information regarding it should be placed in the hands of the area board. The area board should serve as a resource to these agencies as they seek to carry out their responsibilities in the most effective way, and should help them present requests for maintaining or expanding their operations in the juvenile justice field. Most of these independent statutorily-created agencies have broad areas of discretion as well as decision-making powers regarding the individuals within their jurisdiction. The area board concept neither implies nor specifies any change in these discretionary powers.

SUB-CONTRACTORS - There are a number of other public and private agencies which will be included in the overall system design. In most cases, these agencies will contract with the area board to perform certain specified services. The area board's relationship with these public and private agencies will be determined by the specifications of the contract. It is suggested in Chapter 6 that follows that a "performance contract-

ing" principle be established in as many cases as possible. Prior to the time that an agency becomes a contractor, and to a limited extent after this event, the area board should make technical assistance available to agencies who express a desire in participating in the system. In some cases, this technical assistance might take the form of helping them to write a proposal which will be acceptable to the area board. In other cases, it might take the form of helping a group of interested citizens organize themselves legally and practically to develop a new service. This latter point is expected to be important in the early years of establishing the system on a consistent basis throughout the state.

INTER-SYSTEM RELATIONSHIPS

COMMUNITY AGENCIES - The area board is responsible for establishing a large number and wide variety of relationships with agencies and interests related to, but largely outside of, the system. The foremost of these are with other non-participating service providing agencies in the various communities. As has been suggested previously, the area board should participate as a responsible member of the family of human services agencies in all Kansas communities. Though the scope of interest, and the number of individuals involved, is only a fraction of the total interests of a community, the juvenile justice system interest is important. By no means should the area board allow itself to be guilty of the accusation that it is unconcerned with broader community affairs. This is the charge and criticism presently brought against many agencies with responsibilities in the juvenile justice field (and not without some cause). The principle should be firmly established that the area board is expected to be represented in more broadly conceived social concerns in every community of the state.

The area board should also develop direct relationships with agencies concerned with planning human services, wherever

they exist. Where they do not exist on a dependable and consistent basis, this interest might be transferred to "social awareness" agencies such as the Junior League or League of Women Voters, or other such community-based organizations.

The area board should be aware of and interested in those who can make a potential contribution to the overall system. As was noted in both Volumes II and III, volunteers are expected to perform a variety of functions. The area board will be the primary vehicle for insuring that potential contributors of time and talent are made aware of the need for their service and the value of it to the overall system.

The area board should also be interested in at least keeping lines of communication open in order that unformalized groups - those which do not have a permanent existence and definite structure - will feel free to contact the area board with their concerns.

PUBLIC GOVERNMENTS - The area boards in the multi-county areas especially will need to relate to a large number of public governments. County commissions, city commissions, councils of governments, and school boards all should be included within this category. It will be specified that it is the responsibility of the area board to establish direct contacts with these public governments and to keep them periodically informed of activities, problems, and opportunities for improvement in the juvenile justice system. It should not be considered a responsibility of any other part of the system to keep the public governments informed.

THE PUBLIC - The delinquency prevention and control system in the state should be familiar to all citizens of the state. The responsibility for informing local residents of the activities occurring within the system rests almost entirely with the area board in that area of jurisdiction. The extremely poor general understanding of the juvenile justice system by the average citizen at present

must not be allowed to continue. Though there are certain public information type activities which can be successfully undertaken at the state level, the vast majority of such activities should be undertaken by the area boards. A misinformed or uninformed public is, at best, no advantage to the juvenile justice system.

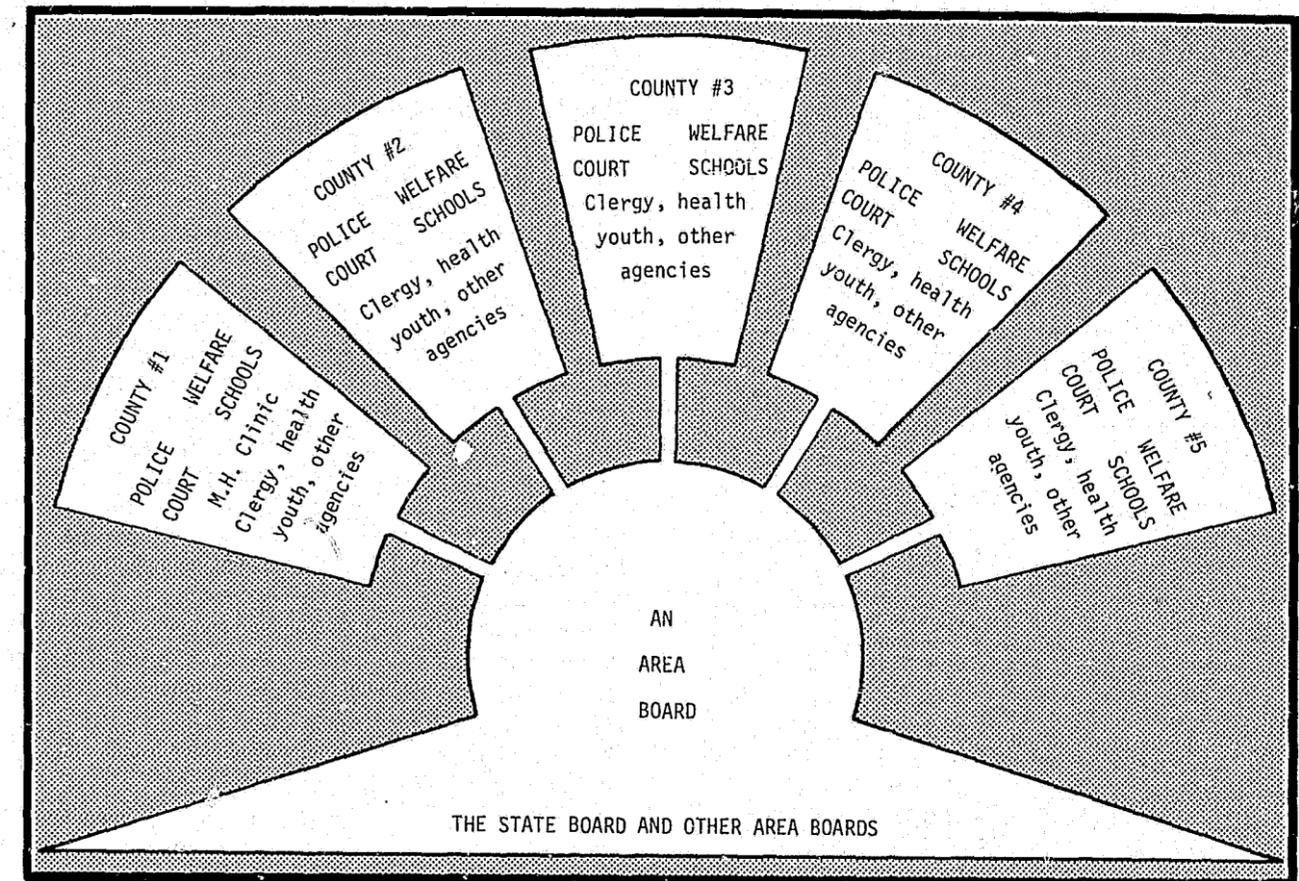
Chart 19 on the next page indicates the kinds of relationships necessary for an area board in a five-county area to maintain. The base of the chart indicates the connections to the other parts of the state-wide KJSA system, while the five segments show the interests in each county to which the area board must relate. While no single area board can be accountable for the effectiveness of other area boards or the state board, it is responsible for initiating and maintaining effective relationships with the interests specified in the county segments of Chart 19.

MINIMUM WORK SCHEDULE

MONTHLY INTERVAL - It is not suggested that the area board should meet as a board on a monthly basis. However, it will be suggested that some activity relating to the quarterly meetings of the board should occur in the interim between these meetings. It will be suggested that committees should meet in this interim, possibly on a monthly interval basis, and that some other exploratory work and independent study should be done by area board members.

It is suggested that an executive committee be formed from within the area board membership. It is further suggested that a regular function of the executive committee should be to develop the specific agenda for each of the quarterly meetings. This is, of course, in addition to the ordinary function of an executive committee in taking interim official action in behalf of the board when such is necessary. The agenda for each of the area boards should be carefully prepared to conserve the time and effort devoted to the quarterly meeting, and also to allow the board to

CHART 19: AREA BOARD RELATIONSHIPS



carry out its duties in a responsible manner. An executive committee meeting in the interim between quarterly meetings on a monthly basis should be able to perform this function satisfactorily.

It seems more than likely that every area board would also find it desirable to develop standing and special committees to investigate various aspects of the total range of responsibilities of the area board. Such committees might include persons who are not area board members, and some such committees might be predominantly nonmembers. It is expected that the number and specified tasks of such committees might differ a great deal from one area board to another, so no further comments about the composition of duties of these committees will be made at this point.

Area board members should be furnished

with information necessary to carry out their tasks responsibly in the interim between meetings. Every effort should be made to avoid inundation of area board members with voluminous reports immediately prior to the quarterly meeting. Routine information as well as studies should be scheduled to be completed during the interval between the quarterly meetings. Such information should be distributed as far in advance as is possible to allow area board members the greatest opportunity to study the material and conduct any further investigations which they personally feel are necessary to full and complete understanding.

QUARTERLY INTERVAL - The basic minimum work schedule should consist of the work accomplished at the quarterly meetings. Five general fields of interest will be specified below as required for fulfillment of the area board responsibilities.

The first of these consists of reviewing the quarterly information system "print-out". This means that all information being recorded and summarized on a regular basis regarding the activities occurring within the area will be placed in an overall summary form. It is expected that this sort of report would constitute many pages of information, and a minimum of interpretative comment. Each member of the board should be required to (and be able to) interpret information of this nature and to be sufficiently prepared to make relevant inquiries regarding it.

The area board should schedule evaluation reports, described at greater length in Chapter 6 which follows, on at least one quarter of the total responsibilities within the area of their jurisdiction for every quarterly meeting. This will allow the receipt and review of evaluation reports on the full range of responsibilities each calendar year. The scheduling of these reports is expected to be a very significant part of the area board's activities on which most of its decisions should be based. It is suggested in Chapter 6 that evaluation reports on standardized services should consist of a study of the upper quartile and the lower quartile of services being rendered. On programs which are innovative or simply new to this particular area, the full range of activities should be evaluated. The specific design for these evaluative reports is not specified, but it is suggested that considerable effort should be invested in the preparation of these reports, which should be filed with the state board after area board consideration, commentary, and appropriate action.

The third item on the quarterly meeting agenda should be to develop instructions to maintain current operations and services, or to adjust services which appear to be deficient or unproductive. This should include making financial adjustments as well as adjustments in instructions to providers of service or agencies, and decisions regarding the

deployment of personnel and services throughout the area of jurisdiction. It should be noted that these adjustments could be made on a quarterly, as well as an annual basis. For most innovative programs, quarterly adjustments would appear to be the most desirable method of providing management guidance.

The fourth general item of work concerns the review of proposals for new types of activities and actual requests for the establishment of new activities within the system. It seems likely that most of the area boards would have a considerable amount of material to review in this regard for, perhaps, several years after their initial creation. All programs that would establish a new service, or extensively modify an existing service, should be included in this category. In most cases, this would consist of hearing reports and arguments in favor of different ways of proceeding toward the goals of the system as a whole, or the more specific adaptation plan for the particular area.

The area board should, finally, take action on any new contracts which have been approved by board action. It will be suggested that all new contracts be of relatively short duration - one year is almost always too long - and that they be subject to further review at each successive quarterly meeting until a body of experience has developed regarding the activity. In most cases, it is suggested that this will be impossible in a period of time less than one and one half years.

SEMI-ANNUAL INTERVAL - The area board's minimum work schedule also includes two semi-annual "en banc" sessions with the other 14 governing units within the system. The agenda for these semi-annual meetings was specified in the preceding section on the state board.

ADVOCACY HEARINGS - A final suggestion is made that the area boards should provide an opportunity to allow persons who feel that the system serves them poorly or not

at all to make their wishes known in an official manner. Consequently, it will be suggested that this opportunity be afforded apart from the regular meetings of the area boards. It will be left open as to whether such meetings should be an official meeting of the area board, a committee of the area board, or even some other group who agrees to perform this function for the area board. It is suggested that the area board be responsible for insuring that such hearings are held two, three, or four times per year in each community within the area of jurisdiction. The purpose of such meetings is to make sure that matters currently believed to lie outside of the established responsibilities and operating programs of the system are sought and heeded by those on the area board. When such matters commend themselves to the assumption of responsibility by the area board, they should be made part of the official adaptation plan for that area. Chart 20 on the next page summarizes the area board's minimum work schedule as described in the preceding text.

COMPOSITION AND INTERNAL ORGANIZATION

COMPOSITION - The composition of each area board consists of two classes of membership: county representatives, and categorical or "at large" representatives. The group of county representatives are the majority on each board, while the at large representatives represent a distinct minority.

COUNTY REPRESENTATIVES - The principle of county representation on the area board was consciously and deliberately chosen in preference to other possibilities. The commanding reason for including county representatives rests on the fact that most agencies and most services are still organized on a county unit basis. The principle was chosen in preference to a proportional representation reflecting the population of various communities or counties within an area.

The county representative are to be chosen

by a two-fold process. The juvenile court judge in each county is responsible for nominating three persons from within the county for the position. It was felt that the juvenile court judge would be closely in touch with the needs of the county and persons who were performing, or capable of performing, valuable guidance for the juvenile justice system. The list of nominations may also include the judge. The nominations are to be presented to the county commission, representing the highest public office in each county, for selection of the county representatives. In eight of the ten multi-county areas, each county will have a single representative on the area board. In two of the multi-county areas each county will have two representatives on the area board, since the number of counties in the area is too small to provide the desired balance between county representatives and the categorical or "at large" representatives.

In each of the four single county areas, each county will have 12 representatives, each of whom is to be selected in the same manner as a single county representative.

Each area board member will serve a three-year term of office, with one-third of the terms expiring in each calendar year. It should, therefore, be recognized that counties will generally only be selecting a representative every third year. In the case of single county area boards, this principle means that one-third of the county representatives will be chosen in each calendar year. In the two instances where a multi-county area has two representatives per county, the representatives should be chosen in different years.

CATEGORICAL REPRESENTATIVES - A number of categorical interests have been identified as important to the overall strength of the area board. These categorical interests are believed necessary for responsible and enlightened operation of the board. Accordingly, action taken at the Second Conference and subsequently confirmed specifies that each area board shall have eight additional seats on the board in

CHART 20: AREA BOARDS' MINIMUM WORK SCHEDULE

- JAN Meetings of committees, information distributed,
Executive committee develops quarterly meeting agenda
- FEB QUARTERLY MEETING #1
 - 1. Review information system printout for previous quarter
 - 2. Review 1/4 of all scheduled evaluations
 - 3. Review requests for new or revised activities
 - 4. Develop plan for adjustments on basis of items 1-3
- MAR Meetings of committees, information distributed
Executive committee develops quarterly meeting agenda
- APR FIRST "EN BANC" MEETING
 - All Area Board members expected to attend, agenda items listed on chart 13
- MAY QUARTERLY MEETING #2
 - 1. Review information system printout for previous quarter
 - 2. Review 1/4 of all scheduled evaluations
 - 3. Review requests for new or revised activities
 - 4. Develop plan for adjustments on basis of items 1-3
- JUN Meetings of committees, information distributed,
Executive committee develops quarterly meeting agenda
- AUG QUARTERLY MEETING #3
 - 1. Review information system printout for previous quarter
 - 2. Review 1/4 of all scheduled evaluations
 - 3. Review requests for new or revised activities
 - 4. Develop plan for adjustments on basis of items 1-3
- SEP Meetings of committees, information distributed,
Executive committee develops quarterly meeting agenda
- OCT SECOND "EN BANC" MEETING
 - All Area Board members expected to attend, agenda items listed on chart 13
- NOV QUARTERLY MEETING #4
 - 1. Review information system printout for previous quarter
 - 2. Review 1/4 of all scheduled evaluations
 - 3. Review requests for new or revised activities
 - 4. Develop plan for adjustments on basis of items 1-3

(Nothing in Dec.)

order to allow the election of persons to represent the categorical interests. These representatives are to be chosen by the group of county representatives, who form the majority and the initial membership of the board. The categorical interests which must be included are:

- Law Enforcement
- Social Welfare
- Mental Health
- Church
- The Juvenile Court
- Education
- Health
- Youth

There has been a broad agreement that an area board must include these interests in order to insure that all relevant interests within the juvenile justice field are represented in its deliberations. It is more than likely that some of these interests will be represented in the group of county representatives. However, no specification is made to guarantee this. Therefore, it is also possible that the group of county representatives may not include any of these interests. For this reason, eight seats on the board are reserved in order to seat persons representing these interests.

The categorical representatives are to be selected by the county representatives, as regular members of the group. Once selected, they have three year terms of office with status and authority equal to the county representatives.

An additional specific recommendation concerning this group is that they shall be selected with due consideration given to the ethnic, racial, and other distinctive characteristics of the population of the area. This is a consideration which applies at the area board level.

It seems entirely likely that persons representing these interests may come from the larger counties within the area. This is not, by any means, assured -

but does seem likely. If all eight required categories happen to be placed on the board through the selection of the county representatives, it would be possible for the area board to select other outstanding citizens who would not necessarily represent categorical interests. In this event, it is suggested that the area board should first consider those persons nominated by the judges but not selected by the county commissioners. The board should also consider this group first for election to categorical representative seats.

Each area board also elects a person from its membership (the total group of both county and categorical representatives) to serve as its representative on the state board. Five area boards elect two persons to serve on the state board. When this has been done, they shall be removed from further responsibility for active participation in the work of the area board, and a successor shall be chosen. When the person chosen to serve on the state board is a county representative, the selection process for a county representative shall be repeated (the juvenile court judge shall submit three names to the county commission for selection). When the person represents a categorical interest, the area board shall select someone from within the area to replace that interest on the area board. The state board representative of the area board is an important member of the area board, but shall not be expected to serve on committees or otherwise take an active part in its deliberations. It does seem advisable to require this person to attend area board meetings in order to accurately and fairly represent their interests in the framework of the state board.

Chart 21 on the next page illustrates the general composition of all 14 area boards.

INTERNAL ORGANIZATION - There are two general subject areas under internal organization. The first concerns the officerships suggested for each area board, and the second concerns committee organization.

CHART 21: ILLUSTRATION OF AREA BOARD COMPOSITION & SIZE

Area	Population 1970 Census (thousands)	Number of Counties	County Reps.	Categorical Reps.	State Board Reps.	Total
1	198.7	9	9	8	1	18
2	135.3	7	14	8	1	23
3	119.6	9	9	8	1	18
4	89.2	11	11	8	1	20
5	42.8	9	9	8	1	18
6	193.1	6	12	8	1	21
7	113.9	9	9	8	1	18
8	198.8	11	11	8	2	21
9	163.4	12	12	8	1	21
10	106.2	18	18	8	1	27
11	350.7	1	12	8	2	22
12	155.3	1	12	8	2	22
13	186.8	1	12	8	2	22
14	217.7	1	12	8	2	22
Totals		105	162	112	19	= 293

Four (elected) officerships are specified. The board should have a president as its chief elected officer, a person who presides at meetings and performs other traditional duties of a president. Three vice-presidents are specified: one for each major interest are; prevention activities, the crisis programs, and rehabilitation programs. Each of these vice-presidents would be responsible for reviewing all activities and interests within these subject areas as previously defined. This would insure that the major areas of interest have an elected officer responsible for concerning himself with how this part of the total system is working.

It will further be suggested that these vice-presidents might meet annually, or perhaps semi-annually, as a state-wide

committee. The committee would consist of 14 persons in whom other area board members have confidence (evidence by their election to the position) and direct knowledge regarding the success with which programs are being applied to the presenting problems. No formal structuring is being proposed for these groups, but it does appear to be a fruitful organizing principle.

The committees required for the area board to accomplish the purposes previously listed may not be uniform or even similar from one area to another. There is a temptation to specify committees for prevention programs, crisis programs, and rehabilitation programs. This temptation naturally arises from the specification of vice-presidents for these purposes. On the other hand, the adaptation plan of

an area board may lend itself more logically to formation of committees on different organizing principles - not the least of which might be county bases for committees in the multi-county areas and a neighborhood or community organizing principle within the single county areas.

An executive committee consisting of the officers and 3 other persons elected for this purpose is specified. This group would meet in the months between the quarterly meetings. No other committees are suggested as applicable to all area boards, and each area board should, therefore, be allowed to develop its own internal committee organization.

COMMENTARY ON COMPOSITION - Several comments on the composition of the area boards as described seem appropriate. The first is that no two area boards are likely to have the same specific composition, nor will they have the same general internal organization. It is believed that this is highly desirable since no two areas are exactly alike. The diversity is viewed as a positive value.

Some of those who are elected to represent a particular county will be placed in a position of representing more than one interest. This is likely to be true of those who are elected to represent a county but who are the only member of a profession or occupational group serving on the area board. For example, a judge may be selected to represent a particular county, but since no other judges are elected to serve on the area board, there will be a natural tendency to feel a responsibility for representing the interests of the judges within the area. This is perhaps a minor problem, but one which will place particular burdens on some individuals.

As with the state board, it is expected that the area board will need to take some specific steps to insure consistent and effective participation of the members of the board. The first of the considerations in this general category

are the enactment of attendance - participation standards applicable to all members of the area board. As was suggested regarding the state board, minimum attendance - or participation in other official activities of the board - should be equivalent to attendance at 75% of the meetings and not being absent two quarterly meetings in a row. Committee meetings and other officially ordered activities of the area board should be allowed to be counted within this general framework, even though participation at the area board meeting should be designed to be as high as possible.

Area board members should be remunerated for their out-of-pocket expenses in the same manner as are members of the state board. In most cases, attendance at area board meetings would not involve overnight stays, so no overnight lodging allowance should be necessary. Mileage, and a standard fee for attending and participating in the work of the area board should be allowed - at the same rate of remuneration for state board members.

Formal and informal alliances of members of the area board on particular issues may be expected. These alliances will be called "blocs." Voting blocs on various issues are expected to develop at an early date in the developmental history of the area board, and to play an important part in the decisions emanating from the board over a period of months and years. It may be expected that counties of small population will tend to vote together, and such counties predominate on all multi-county boards. This is a generally unexplored subject area. It is also possible that some of the categorical interests also may assume a considerable minority strength in the board. It is possible, for example, for several judges to be elected as the representative of their county and, therefore, constitute a sizable bloc.

A final comment in this section is appropriate on the youth representative on the

area board. By their very nature, youth representatives are not likely to serve a full three-year term. This is expected to result from the fact that only the older juveniles are likely to be considered as proper members, and such persons are likely to be juniors or seniors in high school, and even further likely to leave the community upon the completion of high school. For this reason, it is proposed that youth representatives serve only a one-year term as a voting member, and to be required to precede the year of being a voting member by a year of service as a non-voting member. The purpose of the non-voting apprenticeship is simply to insure that the youth becomes familiar with the business of the area board, is available for consultation, and is able to acquaint himself or herself with the other members of the area board. No specification has previously been made on the maximum age which could be considered for a youth representative. It will not be suggested that the term of voting membership begin prior to the 18th birthday. This would require that the preliminary year of apprenticeship would have to begin prior to the 17th birthday. All persons who are 19 should be considered as either a categorical or county representative, rather than a youth representative.

QUALIFICATIONS - Since the area board has work of considerable importance to accomplish, it is expected that persons elected and selected to serve on it will have skills and experience valuable for the guidance of a juvenile justice system. In view of the fact that the judge is making the nominations and the county commission is selecting the persons to be county representatives, it is assumed that only those persons who are well-qualified to provide leadership will be selected. Therefore, some basic assumptions can be made regarding the qualifications of the persons being selected. It is very clear that persons should not be selected simply on the basis of political considerations. It is not essential to have "prominent" persons on the board. Boards to which

"prominent" persons are appointed often find that these persons do not take an active interest in the responsibilities of the board. Prominent persons who do take such a responsibility are, of course, to be highly desired.

However, even assuming a high degree of qualification of the persons selected for the area boards, there will be a clear need to establish pre-training programs for all area board members. Pre-service training programs are those required prior to the time that a person can be seated and cast a vote in the deliberations of the body. The pre-training programs are intended to provide a minimum commonality of information that will be required to make sound responsible decisions. Some of the content of such programs will be uniform throughout the state, while other aspects of the training program will be peculiar to the individual area board to which the person has been elected.

CONDUCTING BUSINESS - The conduct of business by the area board should ordinarily be accomplished through standard parliamentary procedures. Unusual parliamentary procedures might be appropriate in various circumstances, such as the enactment of the general adaptation plan for the area, and for positioning the board on changes in the comprehensive plan effecting all areas in the state. A two-thirds vote of the total membership might be required for these very basic changes, and there are conceivable situations in which a polling of the relevant interests within the area might be very valuable prior to the time that the board positions itself.

AREA DIMENSION PLANNING

The area board participates in the development of the state plan both directly and indirectly and makes the particularistic adaptation of the state plan to the interests, realities, problems and opportunities existing within their geographically-defined area. The area board

CONTINUED

1 OF 3

must develop a relatively complicated plan in order to fulfill the expectations and potential of the system. The area dimension planning operates within a framework that includes literally dozens of agencies and services which must be brought together in to a system that provides rational and logical relationships between locally provided services and treatment resources outside of their immediate influence (residential treatment facilities). The area dimension of planning is a "functional system" that contains all general and programmatic elements specified in the system model except the residential treatment elements. The residential treatment elements are (provided as a support to the area by the KJSA state level resources). The removal of a juvenile from his accustomed community to a residential facility is only viewed as a temporary step in a much longer process of rehabilitation which must find its ultimate solution within the community.

THE PLANNING BODY

The area board is the authority for making all planning decisions within their geographically designated jurisdiction. An important question to examine is whether the board itself may act as a "working" planning body or whether it would delegate much of this work to a committee or to employees and defining their planning role as a deliberate body only. The resources available to the area boards would obviously influence this. However, it will be clearly specified that the area board will be responsible for all of the specific planning decisions made - no matter who does the staff preparation of matters for their consideration.

The area board does include, as part of its necessary structure, all interests which are felt to be essential in the planning process. It is not assumed at the outset that each member of the area board will have a sufficient familiarity with planning or experience with the system to function as fully experienced planners.

The responsibility of the planners is quite simply stated: the planning body is to insure that all elements identified in the comprehensive state plan are adapted to the realities of the area of jurisdiction in a consistent and effective manner. The area board will have the opportunity of making specific adaptations of the principles to the area, but is not given the authority to change the basic elements of the state plan - except through one of the semi-annual "en banc" sessions at which the utility of the state plan is examined and appropriate changes or modifications made on the basis of group action.

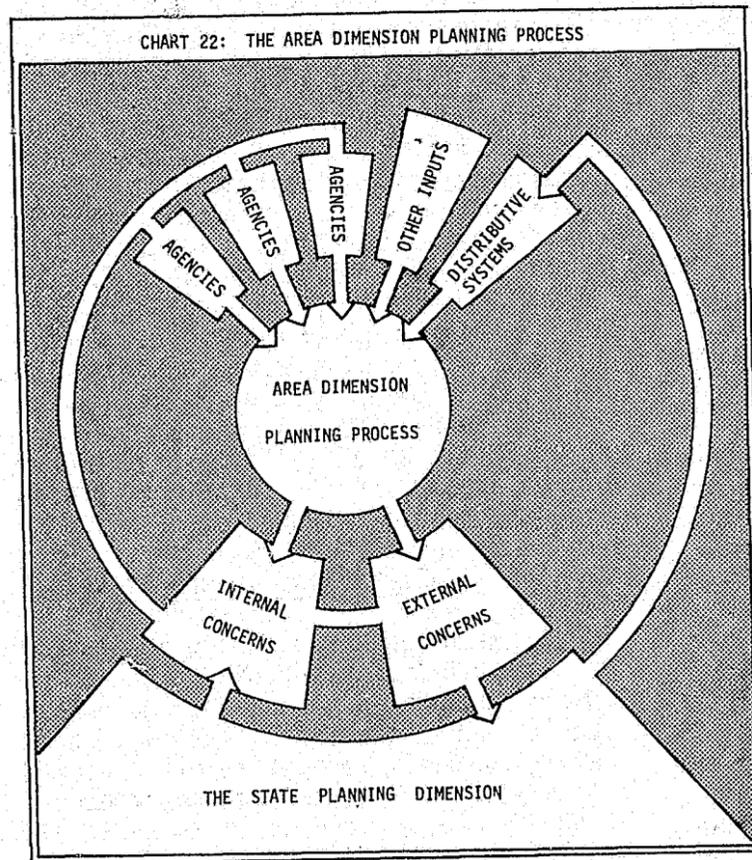
Chart 22 illustrates the major elements of the Area Dimension-Planning Process (inputs-process-outputs).

THE PLANNING INPUTS

There are two major planning inputs into the area dimension planning process: agency reports and requests, and other inputs. This section will provide some detail commentary regarding the specific items within these two general elements.

AGENCY REPORTS AND REQUESTS - This category of planning inputs includes five specific items identified below.

1. ANNOTATED MONITORING DATA from all current activities within the responsibility of the agency. The area board will, therefore, receive monitoring data in regard to every specific function being undertaken as part of the system, including residential treatment.
2. REPORTS on unmet needs of recipients on unanticipated agency problems and other matters believed to be important but not included within the monitoring data from the authorized activities.
3. REQUESTS FOR AUTHORIZATIONS from all agencies performing, or wishing to perform, a specific function within the total delinquency prevention and control system. The requests for author-



izations are to be placed in a standard format for consideration.

4. EVALUATIONS - Each agency shall be asked to produce internally-conducted evaluations on a scheduled basis insuring that each specific function within the total system would be evaluated in this manner at least once every three years.

5. ADDITIONAL REPORTS on matters requiring attention at this or the state dimension should be submitted to the area dimension planners whenever a need is perceived.

OTHER INPUTS - Four other kinds of inputs may be expected at various times but not necessarily on a regular basis. Each of these inputs is briefly characterized below.

1. LONGITUDINAL EVALUATIONS of the effectiveness of specific function activities should be commissioned and reviewed on a scheduled basis. These studies are not listed under the agency input since they are more valuable if prepared by persons with an independent view point.
2. COMPARATIVE PROCESS ANALYSES on current procedures within the agency in order to determine the efficiency of supervision and administrative support of direct services should also be provided apart from the self analysis done by the various agencies.
3. RECIPIENT'S PERCEPTIONS - The area board should make a consistent effort to obtain direct information from those who have been provided with services, or which are scheduled to receive services. This channel of communication should exist independent of the agencies performing actual services.

4. MANPOWER INFORMATION - The area board should be apprised of the availability of manpower, the necessity for training, and should accrue information on manpower in order to make predictions for the future. This information is essential to the proper functioning of the system.

5. DISTRIBUTIVE SYSTEM INPUTS - A further input category here consists of the inputs from resource acquisition channels. Principally, the resource acquisition channels will be directed to the state board and KJSA. The concerns will include the availability of funds and personnel and conditions affecting the availability for a particular area. It is also important to consider federal sources of funds in this general category.

THE PLANNING PROCESS

The planning process will consist of a number of discrete steps, each of which is important and is related to the kinds of planning processes identified in the other three dimensions of planning (state, agency, professional worker).

1. The planners must acquire several planning tools in order to carry out the work necessary in the area planning dimension.
 - a. The system model and comprehensive state plan are essential planning tools.
 - b. Separate analyses of all agencies responsible for any part of the delinquency prevention and control system in the area. Such analyses are to provide a complete picture of the agency with specific descriptions of the various functions carried out as part of the delinquency system.
 - c. A model of the specific adaptations of the state plan to the area of consideration developed previously must be available. If this model has not been developed, the first task is to insure that it is developed.
 - d. Other planning tools used in other dimensions of planning will also be necessary or useful.
2. The first step after acquiring the necessary planning tools is to study the monitoring data from all agencies and specific functions being conducted as part of the area system. The monitoring data should be investigated where an indication of performance variances for projected plans exists.
3. The third step in area dimension planning is to study and begin an evaluation of all requests for authorizations for future activities from agencies within the system. In some

cases, such requests will be presented on an annual basis, and in other cases on a more frequent basis.

4. The area dimension planners should next develop an informed view of the overall functional efficiency of the system within their area of jurisdiction. This requires informed evaluative judgements that should be reviewed for accuracy at some subsequent date in order for the area dimension planners to measure their own ability to make value judgements.
5. The area dimension planners would also relate any summarizations of unmet needs of which they have been made aware by agencies or other planning inputs to the delinquency system within their area. This may involve investigation of matters not ordinarily a subject of regular reporting.
6. The planners should next determine the value judgements regarding results and individual agencies within their area. These value judgements should be recorded for future reference.

PLANNING OUTPUT

There are two basic planning outputs from the area dimension planning body. The first of these is called external affairs and concerns the relationship of the area dimension planners with the State Board and the KJSA and the communities within their area. The second type of output is called internal affairs and addresses attention to administrative and leadership matters necessary to have the system function properly.

1. The external affairs portion of the planning output include monitoring data, summarizations of unmet needs, requests for authorization, performance projections, and community relations activities.
 - a. The factual portion of the external affairs concerns transmitting information about the performance of

- the system in changing recipient characteristics in the most recent report, and cumulatively.
- b. Another factor of importance is the summarization of unmet needs of persons within the purview of this planning body. Such needs may be those reported by the agencies within the area, or which have developed directly from the recipient input.
 - c. A very basic type of communication is the request for authorization of further activities and projects from the State Board. This general category also includes requests for trained and experienced personnel.
 - d. Another important method of communication to the State Board is the performance projections of the system within this area that can be used by the State Board in developing state-wide allocations.
 - e. Community relations activities are very likely to be important in a majority of areas - at least occasionally.
2. Internal affairs are those which concern the area dimension planning body's relationship with the agencies responsible for carrying out the specific kinds of relationships that can be described are: instructions, allocation, coordination, and issue resolution.
- a. Instructions to agencies within the system regarding their services are obviously important. Such instructions are not expected to be frequent or detailed.
 - b. The allocation of resources for specific functions to specific agencies is a major product in the internal affairs field of view.
 - c. Coordination of efforts between agencies within the area system is another internal affairs challenge which may assume a large degree of importance in some situations.
 - d. The area dimension planners are responsible for the resolution of inter-agency planning or operational issues that arise.

EVALUATION OF THIS PLANNING

The only fair and accurate measure of this area dimension planning is to be found in a longitudinal analysis of the way in which the system actually accomplishes its purposes. It is recognized that the total accumulation of knowledge and technique will have an important bearing on this. The detailed elements and specific points that have been illustrated in the preceding text are simply a way of moving toward the goal of making the system operationally effective. In other words, the evaluation of this planning should focus less on the process that has been used than the results that have been recorded.

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CHAPTER 3

STAFFING THE SYSTEM

CHAPTER 3
STAFFING THE SYSTEM

- Section 1: INTRODUCTION Page 91
 The KJSA will, necessarily, employ certain staff members to carry out its responsibilities at both state and area levels. To insure a correct understanding of the size of the agency in relationship to the other activities within the system, this section presents a reasonably complete listing of the number and kinds of staff required for the KJSA and the system as a whole.
- Section 2: GENERAL ADMINISTRATION Page 95
 This section is concerned with the chief administrative position and with the principal assistants to the director of the agency. Each of these positions is described in terms of: basic function, distinct responsibilities, relationship to others within and outside of the agency, qualifications, pay, and other considerations.
- Section 3: SUPPORTIVE SERVICES Page 104
 The centralized services established to support all agencies, offices, and institutions with responsibility for delinquency prevention and control are described in this section. These services are categorized as follows: personnel, training, information, evaluation, planning, and fiscal. Each is described in terms of the number and capabilities of the personnel required, and related to the administrative director responsible for the service.
- Section 4: RESIDENTIAL TREATMENT PERSONNEL Page 108
 The personnel required to operate the present and projected residential treatment facilities that are to be a direct responsibility of the KJSA are described in this section under the following headings: Boys' Industrial School, Atchison Annex, Girls' Industrial School, large regional facilities, and KJSA Intake.
- Section 5: OTHER STAFF Page 110
 There are some other areas of activity that may suggest or even require the assumption of responsibility by the KJSA in preference to a local agency. The criteria for making this judgement is presented along with some examples of how this possibility can contribute to the ultimate objectives of the system.
- Section 6: INITIAL OPERATIONS Page 115
 In the first year following creation of the KJSA, a great deal of development work will be required before full-scale operations can be initiated. This section specifies first year staffing and costs.

SECTION 1: INTRODUCTION

The system we are describing will directly employ, and otherwise utilize, a very large number of persons. A majority of the employees specified in the overall plan will be new persons not now engaged in these activities, necessitating the description of a comprehensive staff development plan. KJSA employees will constitute the largest single group of staff members in the system (largely because of their residential treatment responsibilities). For this reason, and because the KJSA employee group should serve as the standard for other employment considerations, the material in this chapter uses this group as the basis for describing the essential considerations of staffing the system.

Some assumptions underlying this presentation should be identified. The first of these is that the placement of the KJSA within the family of state agencies is not, yet, specified. The placement of the agency would obviously have a significant effect on the kind of personnel structure within the agency. At this point, it will simply be assumed that the agency will be placed in a position of relatively independent and high visibility status, and will not be an insignificant and unnoticeable part of some larger agency.

Consideration of the placement of KJSA by our advisors resulted in the recommendation that it should be under the Board of Social Welfare, and have equal status with the Division of Institutional Management and the Division of Social Welfare.

This general subject must also include consideration of residential treatment facilities staff currently under the Division of Institutional Management. It must be understood that no attempt is being made here to remove present and proposed institutions from DIM responsibility. Since these facilities are an important part of the overall system, it is believed that they should be discussed along with any other staff members who are to be employed by the state. The

residential treatment arrangements would be provided through inter-agency arrangements and contractual relationships. This latter point will not receive further attention in the text that follows, but the reader should be aware that it is a possibility.

Four established services operated presently by the state will continue to be a part of the overall system. These four services include the Boys' Industrial School at Topeka, the Girls' Industrial School at Beloit, the Atchison Annex of BIS in Atchison, and the various supporting services for these institutions.

Four new service-providing units are specified in Volume III as part of the system. These are the three regional rehabilitation facilities and the KJSA (or residential treatment) Intake (860) element. The details regarding the specific function of these programmatic elements is described in the preceding volume.

It will also be necessary to establish new administrative and supportive services in order to implement the general expansion of the juvenile justice system in the state. These new administrative and supportive services relate to the state and area boards, and functions such as research, evaluation, and prevention program coordination.

The magnitude of these responsibilities can only be discussed intelligently when they have been enumerated and specific proposals concerning the number of staff members and their qualifications have been described. It is the purpose of this chapter to enumerate, discuss, explore, and propose for consideration of our planners, the type of staff which is necessary to carry out functional responsibilities previously described.

CORRECT UNDERSTANDING REQUIRED

The first task in developing an accurate understanding of the staff which will be

required, is to develop a very general description of the broad areas of responsibility that are necessary for the system, and in which previously established positions in this planning effort are reflected. The broad areas of responsibility will be summarized into four general headings:

1. **LEADERSHIP SUPPORT** - This function is to provide the high quality of staff support of the area and state boards.
2. **RESIDENTIAL TREATMENT** - This area of responsibility concerns the full range of matters which were given detailed expression in Chapter 5 of Volume III.
3. **SUPPORTIVE SERVICES** - This general category includes the kinds of programs within all of the communities of Kansas, including those matters which affect the provision of all services.
4. **FINANCIAL** - This area of functional responsibility concerns the financial integrity of the system as a whole.

The relationship of these functions to each other and the overall system requires some comment. The leadership support function is necessary to make it realistically possible that there can be effective management of the system as a whole. As has been clear from the preceding chapter, there is a heavy emphasis on the management of operations by the fifteen boards which have been specified. Such boards can rarely function without a high quality of staff support. The KJSA staff specified for this function is to consist of persons of considerable abilities and broad experience with the juvenile justice system.

The residential treatment function is a part of the overall treatment system. The residential treatment staff are part of the same overall effort as are those involved in the system in local communities. The supportive services staff is responsible for providing the kind of indirect services needed by all of those who deal directly with delinquents and

pre-delinquents. Finally, the financial function is self-explanatory; insuring that all financial transactions preserve and reflect the kinds of controls and management of finances necessary for overall effectiveness.

Chart 23 on the next page summarizes these areas of functional responsibility according to the descriptions given immediately above.

After determining the broad areas of functional responsibility, the next task is to identify the individual jobs which may exist within these broad areas. It is necessary to clearly and accurately set forth the major function of each staff member. That will be done beginning with the chief staff member. It will then also be necessary to illustrate the kinds of specific tasks that each staff member will perform, to give some substance to the general description of the major function. Next, it will be necessary to describe the various relationships and dependencies involved in each of these jobs. Each job will require the development of supervisory relationships with other persons and will involve dependencies on superior authority. Finally, the qualifications, pay, and any other considerations which may be important regarding each job must also be stated in order to give a complete understanding of the intention for creating it.

After this task has been completed, it is possible to summarize the total numbers of persons who will be involved, the location of their major responsibilities, and the cost of supporting the staff specified. It is only then that the size of the proposed staff and the results which might be reasonably expected from their efforts can be intelligently discussed. This chapter will explore some of these specifications and summarizations.

STATE EMPLOYMENT

Since all KJSA staff members are to be state employees, an analysis of the advantages and disadvantages of state employment may be useful,

CHART 23: KJSA FUNCTIONAL RESPONSIBILITIES

The four general areas of functional responsibility for the KJSA staff are:

1. LEADERSHIP SUPPORT

Staff support to the state and area boards, liaison between these leadership bodies, execution of enacted policies within the staff structure and inter-agency relationships.

2. RESIDENTIAL TREATMENT

Provision of direct services to a small fraction of those within the control portion of the system; operation of residential treatment facilities, contracting authority for purchase of services from other agencies.

3. SUPPORTIVE SERVICES

Provision of indirect services to direct service agencies; information, research, training, prevention consultation, personnel, and professional certification.

4. FINANCIAL

Budgeting, cost-analysis, accounting, disbursements, purchasing and property control.

Usually cited as the chief advantage of employment by state government is the stability of the employment structure. The stability which employment with the state government can provide is generally regarded as a very positive asset. The state of Kansas has a well developed civil service employment structure that promotes and fosters employment stability. It is also possible to assign persons to various tasks within a relatively large group of employees in order to develop a broader experience that is generally not possible in small employment structures. This could be a very considerable advantage if the KJSA becomes involved in providing some direct services, and it is expected to be valuable in the supporting services and leadership support of functional responsibilities. Persons can gain valuable experience in various parts of the state and in various jobs without being required to change their place of employment.

There are also some disadvantages to state

employment which should be squarely faced. Probably the most obvious and frequently mentioned of these are the inherent difficulties of bureaucracies. These difficulties are well documented in literature, and require an almost eternal vigilance if they are to be avoided. Related to this is the fact that state employment can develop an insularity and unresponsiveness to changes in conditions and situations. Unresponsiveness is clearly inimical to the operational necessities of the system as it has been described. Finally, state employment usually involves salaries which are noticeably low in comparison to other employment possibilities. Though many people are willing to accept a lower rate of pay in return for the greater stability of a particular job, many are not.

DESIGN PHILOSOPHY

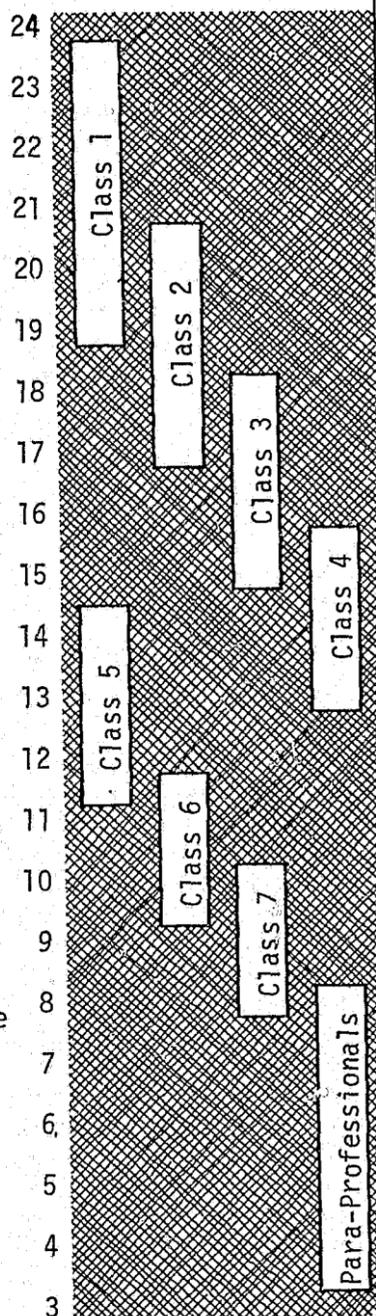
One of the major design philosophies reflected in the following material is the creation of a small group of persons of

CHART 24: PROPOSED KJSA GENERAL EMPLOYMENT CLASSIFICATION SYSTEM

DESCRIPTIONS OF THE EIGHT CLASSIFICATIONS:

1. KJSA DIRECTOR (only 1)
2. ASSOCIATE DIRECTORS (7)
Administrative positions of considerable importance, requiring extensive expertise in various fields: coordination of area programs, development and evaluation of prevention programs, coordination of residential treatment institutions, and supervision of supportive services.
3. ASSISTANT DIRECTORS (23)
Administrative positions with more narrowly defined responsibilities: Area Directors (14), Institutional superintendents (large) (5), Prevention programs deputy, Personnel, Research, Financial department heads.
4. UNIT DIRECTORS (28)
Administrative and specialist positions with well defined responsibilities: Area Rehabilitation Directors (14), Institutional superintendents (small) (4), Intake 806 (4); Training officer, Information system, volunteer recruitment, auditors (3).
5. SENIOR SPECIALISTS AND SUPERVISORS
A general classification for persons with an M.A. and directly relevant experience and proven capabilities: the JSW supervisor, institutional positions, and a variety of other specialists.
6. EXPERIENCED SPECIALISTS
A general classification for persons with considerable relevant experience or the entry level for inexperienced M.A. holders. The probation supervisor and most JSWs.
7. SPECIALISTS
The entry level for professional workers, the minimum standard being a B.A. or equivalent: probation counselors in the lower range (8,000 - 9,000) and JSWs in the upper range (8,500 - 10,000).
8. PARA-PROFESSIONALS
From minimum wage to 8,500 per annum (numerous)

SALARY CLASSES (Expressed in thousands)



considerable authority and responsibility. The qualifications for the principal staff group are specified at a very high level. This produces a concentration of persons who will command relatively high salaries. This concentration of highly paid staff members will probably attract a good deal of attention and some harsh criticism, but our advisors have felt it is an important principle that must be allowed to stand, even if criticized. The design of the staff along these lines was deliberately chosen, and is based on the realization that the more typical organizational plans (which often do not include a concentration of highly paid staff members at the top) do not generally work very well. It will also be noted that other comparisons of salaries paid to public officials in Kansas clearly indicate that this concentration and the salary ranges proposed later are not exorbitant.

The design philosophy of the employment structure also includes the "ladder" concept of employment structuring. The general employment classifications in the employment structure have overlaps with the higher and lower classifications and avoid creating "unbridgeable chasms" that would prevent a normal progression or promotions for those within the staff.

There is also a heavy emphasis on "professional" providers of service in this plan. The term "professional" is used in a very general sense, since there are no recognized professions for some of the specified jobs. However, the intention is to indicate that persons should be highly trained and well qualified prior to being considered eligible for various positions.

On the other hand, mention should be made that both para-professionals and volunteers should be used to the fullest possible extent. In most cases, such persons should be used as an extension of the skills of the professional staff members who remain responsible for the services being provided.

Chart 24 on the preceding page proposes a KJSA general employment classification system. The left column gives the generic terms to be attached to each of eight employment classifications and provides examples of jobs to be included in the general classification, along with preliminary estimates on how many persons might be included in each classification. In several instances, these general classifications would include two or more specific salary schedules. The right column of the chart indicates the range of salary in each of the eight general employment classifications.

SECTION 2: GENERAL ADMINISTRATION

The general administration of the KJSA includes those persons directly responsible for the supervision of functional responsibilities: leadership support, residential treatment, supportive services, and financial. This group is composed of the KJSA director (level 1) and the 7 KJSA associate directors (level 2). This group of staff members will be referred to by the term "principal staff members." They are accountable for determining the kind and number of staff required to execute the policies of the board and fulfill the requirements of state statutes.

The KJSA director is responsible for the supervision and direction of the associate directors. This person is responsible chiefly to the state board, although other dependencies are expected, according to the placement of the agency within the framework of state government.

Seven associate director (a generic term) positions are proposed. Three of them are to be responsible for coordinating and providing support to the area boards throughout the state, and are given the title of "area coordinator." A coordinator of residential treatment, a program accountability

coordinator (whose responsibilities include supervision of personnel and research departments) and a prevention programs coordinator is proposed to insure that prevention programs are given the highest possible level of staff support and direction. Finally, a comptroller is specified to provide the leadership necessary in the financial field.

Chart 25 on the next page illustrates the principal staff members and their immediate responsibilities in terms of other staff members or departments.

There are other persons whose pay and qualifications should be recognized as similar but are not being included for discussion in this section. Some of these persons may, indeed, command a salary larger than the one specified here. For example, it is expected that psychiatrists will be involved in residential treatment and that others might be used as consultants. The established rate of pay for psychiatrists of considerable experience and ability is above that specified for some of the principal staff members. There may be other persons who are recognized specialists who also might command a salary higher than that of the administrator responsible for utilizing their talents. Such persons are those who perform a "staff" rather than a "line" function within the system. Some mention is made of staff members in these positions in Section 5 which follows.

THE DIRECTOR

PRINCIPAL FUNCTIONS - The KJSA director is to perform three principal functions: executive director of the state board, director of staff activities, and general leadership for the agency and its interests. In the role of executive director of the board, the director is responsible for executing all enacted board policies. Secondly, the KJSA director is the staff member ultimately responsible for staff performance. Recognizing that much of this responsibility will be delegated, the state board (and other established

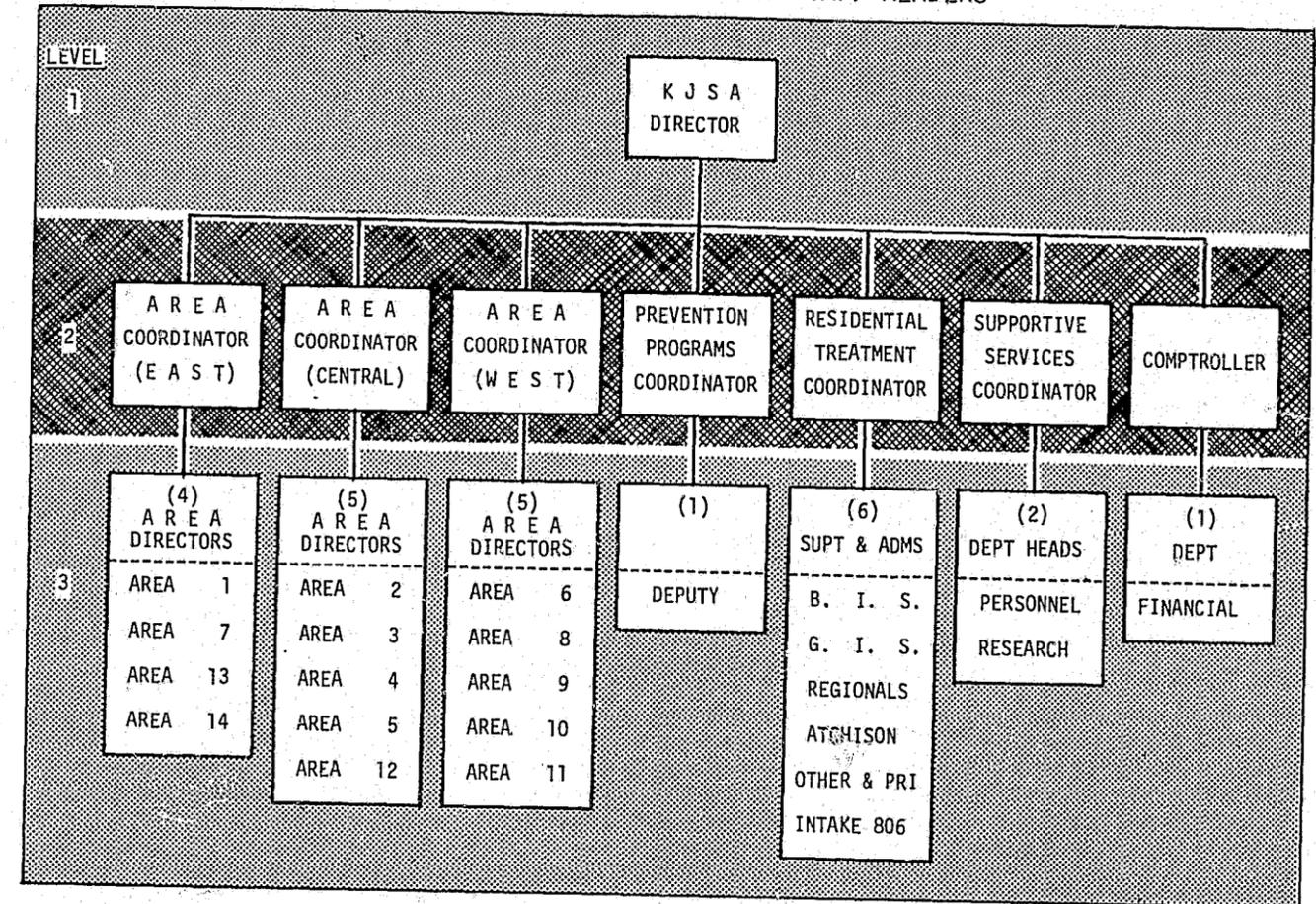
interests) must have a person whom they can hold responsible for staff performance. This person is to be the KJSA director. Thirdly, the KJSA director is expected to provide general leadership for the staff of the agency. Though this is a vague concept, it is expected that (especially in the first few years) a very positive sort of staff leadership will be highly important to the functioning of the system. This should not be construed to mean that the KJSA director must provide leadership for the 15 boards, but only within the staff structure.

SPECIFIC TASKS - In carrying out these three principal functions, several specific tasks can be identified. The first of these is the staff support which the director himself provides for the state board. The director is personally responsible for accomplishing a number of tasks that will give the state board a proper foundation of facts and sound interpretation on which they can base their decisions. It is recommended that the director develop a written monthly report to serve as the primary vehicle for this purpose, and that this be duplicated and distributed widely throughout the system.

The director is also to be responsible for arranging other sorts of support for the state board. In most cases, this will consist of developing an overall design for keeping members of the state board apprised of all responsibilities and interests. In most cases, this can be accomplished by scheduling other staff members who have important information to share with the board. It should be emphasized that this specific task should be designed in such a way that no important responsibility or interest fails to receive attention at least annually.

The director is also responsible for implementing the policies enacted by the state board. The typical method of accomplishing this task is simply to issue the proper detailed instructions to other persons within the staff structure. It will be emphasized that all state board policies relating to the operation of

CHART 25: THE PRINCIPAL KJSA STAFF MEMBERS



the system should specify the interval on which reports on progress in carrying out the policy are to be expected.

Closely related to the previous task is that of the direct supervision of the work of 7 associate directors (illustrated in Chart 25 above). The director is to be personally responsible for this supervision, a responsibility that may not be delegated. The 7 associate directors, in turn, are responsible for the supervision of their various defined job responsibilities. It will be suggested that each of these associate directors also be allowed to relate directly with committees or officers of the board, but that the ultimate responsibility for their supervision be vested in the KJSA director. If a controversy or conflict should develop between an associate director and some person or unit

of the state board, the proper method of its resolution should be to reestablish the sole authority of the KJSA director over the actions of the associate director until the situation has been satisfactorily adjusted.

The director shall also be responsible for meeting with the area boards, no less often than once a year, to insure communication between the state unit of staff and the area boards. It would be more desirable if the director could meet with each area board twice a year, on a regularly scheduled basis. It is absolutely essential that proper channels of communication remain open between the area boards and state unit of staff, as well as with all other leadership and operational elements within the system. The Area Coordinators will be a major asset in fulfilling this responsibility.

The KJSA director will also be responsible for preparing legislative proposals for the system as a whole. In the fall of each year a comprehensive request for authorizations and appropriations shall be prepared, following the en banc meeting of all fifteen boards. It shall be the KJSA director's task to insure that the directions and other expressed wishes which arise from the en banc meeting are prepared. A similar task in the spring will be to provide an operational plan that clearly reflects any actions taken by the legislature in that year as well as the directions and expressed wishes from the spring en banc meeting.

RELATIONSHIPS AND DEPENDENCIES - There are at least two nearly co-equal dependencies affecting the KJSA director. The first of these is the dependency relationship to the state board. The second is the dependency relationship to some other staff member or official within the executive branch of state government. The director will have to serve both of these interests, which may diverge at one or more points. It is generally thought to be impossible to avoid having the KJSA director responsible to some official in state government. Many will clearly recognize the argument that it would be undesirable not to have this dependency. On the other hand, the state board is the primary guiding influence over the development of the system, and the KJSA director must serve this board faithfully and effectively.

It also seem likely that the director will also need to relate to some committee of the state legislature. This may, or may not, be an important role. It would be preferable to have the state board as a whole develop this relationship. However, it must be recognized that the state legislature provides its own definition of who it wishes to provide it with the facts and interpretation that it will use in developing legislation and making appropriations. It is generally conceded that the state legislature must have this authority if it is to carry out its legislative responsibility.

The KJSA director will, as previously mentioned, provide direct supervision of six associate directors. It does not seem proper to structure in any further staff supervision responsibilities other than these.

QUALIFICATIONS - The primary qualifications for this task is successful experience in administering a large state agency or some other equivalent multifaceted human services agency. This experience should be directly equivalent in terms of the numbers of functions supervised if at all possible. If this is not possible, the minimum level of previous work experience should have been at the immediately lower level of responsibility. It is also believed to be important to have a very broad familiarity with the juvenile justice system in this state, or in some other state whose organization of the system at least approximates that specified here.

CLASSIFICATION - The employment classification for the KJSA director is 1. This person is the only staff member designated at that level.

AREA COORDINATOR (EAST)

PRINCIPAL FUNCTION - This position will be designated as ACE and is primarily responsible for coordinating all responsibilities and interests of the KJSA in areas 1, 7, 13, and 14 from a Kansas City area base. It is to be noted that the coordination includes all aspects of the system. However, adjustments in the manner in which residential treatment services serve these areas shall be channeled through the Residential Treatment Coordinator, whose responsibilities are enumerated later in this section. The ACE will also be responsible for consulting with and advising four area boards. This responsibility will begin with the requirement for attending every area board meeting, and most of the committee meetings called by the various boards. The third of the principal functions is the direct supervision of four area directors.

SPECIFIC TASKS - There are several specific tasks which will be necessary to carry out the principal functions noted above. The first of these is monitoring all aspects of the prevention and control system in this designated area. Monitoring is intended to reflect regular review of all information produced as a result of the operation of the system. Though the production of this information is basically the responsibility of the area director, the ACE will be responsible for insuring that it is produced on schedule and with accuracy and integrity.

The ACE is also responsible for conducting or arranging for specific evaluations of the upper and lower quartiles of performance of the services within the area. This means that specific evaluations must be conducted or contracted for those programs which appear to be outstanding and those which appear to be poor or ineffective. These evaluations are to be based on actual performance records and on a definite but flexible schedule. The reports of these evaluations shall be reported no less often than every three months to the state board.

The ACE shall also consult with the area board officers and committee chairmen on a regular basis and according to established guidelines. This person shall also be available, at the request of an officer or committee, to meet on an unscheduled basis.

The ACE shall serve as a resource for the state board and state unit staff in regard to any of the responsibilities within his or her designated area. Accompanying this, it is fruitful to consider the ACE to be a liaison between the state board and staff and the area board and its cooperating agencies.

The ACE shall also direct and support the practical work of four area directors. Though each of these area directors is also responsible for relating directly to their area board, they shall also have a relationship (within the staff structure of the KJSA) to the executive

branch of government and the ultimate policy making authority within the system.

RELATIONSHIPS AND DEPENDENCIES - The ACE shall be directly responsible to the KJSA director for performance of duties. This is the primary relationship which is not mitigated or diluted by any other major responsibility. The ACE serves as an extension of the responsibility residing with the KJSA director. However, it is expected that the area coordinator shall secondarily serve the interests and concerns of the area boards. Though this relationship is not as direct as that with the KJSA director, it is important. It will be necessary for the area coordinator to be sensitive and flexible in his approach to his job to fulfill this responsibility well. The area coordinator also is the supervisor within the staff structure for the area directors.

QUALIFICATIONS - The minimum qualifications for this position will be specified as five years experience in public or private social agency directorship or highly responsible administrative position. Though it does not seem wise to definitely specify the size of the agency within which this experience has been gained, it does seem wise to suggest that the area coordinator should have had several professional staff members and a diversity of responsibilities. It is also important for this person to have some familiarity with the juvenile justice system.

CLASSIFICATION - The specified classification for this position is 2 (one of the 7 positions so specified).

AREA COORDINATOR (CENTRAL)

PRINCIPAL FUNCTION - This person is responsible for coordinating the responsibilities and interests of the KJSA in Area 2, 3, 4, 5 and 12 from an office in Salina. The position is directly comparable to that of the ACE, except that it covers a different geographic area. The areas

designated for this task consist of the northern half of the state west of Topeka. This is a very considerable geographic area which will obviously require a great deal of traveling that was not suggested in the task description for the ACE. The other principal functions of this person are the same as that of the ACE; consulting and advising with five area boards, and supervising five area directors.

SPECIFIC TASKS - The specific tasks of this position are virtually identical to those of the ACE previously described.

RELATIONSHIPS AND DEPENDENCIES - The description regarding the ACE above is applicable here.

QUALIFICATIONS - The qualifications for this position are the same as those for the ACE previously described.

CLASSIFICATION: 2

AREA COORDINATOR (WEST)

PRINCIPAL FUNCTION - The ACW is responsible for coordinating the responsibilities and interests of the KJSA in Areas 6, 8, 9, 10 and 11 from an office in Wichita. The geographic area of responsibility for this task is basically the southern one-half of the entire state. This very considerable geographic area would be very difficult to serve, and perhaps should be revised. The other two principal functions for this ACW position are: consulting and advising five area boards, and supervising five area directors.

SPECIFIC TASKS - The specific tasks of this position are virtually identical to those of the ACE previously described.

RELATIONSHIPS AND DEPENDENCIES - The description regarding the ACE is applicable here.

QUALIFICATIONS - The qualifications for this position are the same as those for the ACE previously described.

CLASSIFICATION: 2

PREVENTION COORDINATOR

PRINCIPAL FUNCTION - The Prevention Coordinator (PC) is, first, responsible for developing general plans for prevention programs which will be included in the comprehensive system. This includes plans for each of the three general elements which make up the field of secondary prevention interest. The PC will operate from a base in Topeka, and will be responsible for monitoring all prevention programs operating in the state, and for conducting evaluations of such programs on a systematic plan. It should be recognized that the operation of prevention programs is a local responsibility, and the supervision of such programs is an area board responsibility. The PC will act as a resource person at the state level, and will serve as a consultant to both area boards and operational responsibility agencies.

SPECIFIC TASKS - A major specific task of this position is the development of an extensive body of knowledge regarding prevention programs that have operated in the state of Kansas, or elsewhere. This body of knowledge is to serve as a resource for all persons who are interested in the field of prevention. Detailed program descriptions, evaluations of programs, and theoretical ideas regarding prevention programs will be collected and systematized in order to serve as a practical resource for a wide variety of persons. Following this, a very general plan will be constructed which responds to the expressions of need that are made by area boards or by agencies in various communities. This general plan will include program descriptions in each of the three general elements such as those used as the basis for descriptions in Volume II.

The PC will also be responsible for systematizing the 14 adaptation plans developed for each area. The adaptation plans are expected to all be different, and will require systematization and coding in order to provide a clear picture of the overall prevention effort.

The PC will also develop proposals to modify the comprehensive plan in the prevention field as directed or requested by either the KJSA director or the state board. It is important that the comprehensive plan reflect what area boards have determined to be necessary or useful in regard to prevention.

The PC will be responsible for reviewing proposals being considered by area boards and will be required to submit recommendations regarding each proposal to the relevant area board. The PC does not have approval or disapproval authority, but will routinely serve as a consultant to the body with this authority.

The PC will also serve as a consultant to any agency or group within the state considering developing a prevention program for its community. This role is assured in regard to agencies which approach the area board for an authorization through the specific responsibility identified immediately above. However, this consultative advice should be available to any individual, group, or agency within the state.

A regular monitoring of information system printouts on all operating prevention programs is a further specific responsibility of this position. This monitoring shall occur no less often than quarterly, and more frequently for programs with unusual characteristics.

The person occupying this position is also responsible for developing the evaluation designs for all prevention programs. This is to include designs that will insure that information is recorded, summarized, and forwarded to the area boards and the prevention coordinators office.

Finally, the PC will supervise the work of at least three other persons. One of these persons will be a highly qualified and experienced person in the prevention field. One additional professional person is specified for this department, and one secretarial position.

RELATIONSHIPS AND DEPENDENCIES - This position is primarily responsible to the KJSA director. The position is one of the 7 which the director directly supervises. Of much less importance, is the relationship between this position and the area boards. The relationship will be characterized as a consultative role. Each area board must be furnished the benefit of the PC's interpretation of the effectiveness of prevention programs on a regular and consistent basis, and for responses to specific inquiries and requests. The PC will also serve as a resource to any agency undertaking or planning to undertake prevention programs, and will serve as a general consultant to other staff members within the system.

QUALIFICATIONS - The qualifications for this position are quite difficult to describe in specifics. It will be noted that it would be highly desirable to locate a person who has had several years of experience in the operation of prevention programs. However, there are a number of activities which might be construed as prevention programs. It would appear desirable to place the emphasis on this position in the fields of: planning, administration, and research. There are no directly applicable positions to which reference can be made in being more specific about these qualifications.

CLASSIFICATION: 2

RESIDENTIAL TREATMENT COORDINATOR

PRINCIPAL FUNCTIONS - The Residential Treatment Coordinator (RTC) is principally responsible for coordinating all residential treatment programs that are a part of the overall KJSA system. These services are the only direct services provided by the KJSA in the system design, and are expected to include several elements not now existing. This function will include monitoring and evaluating the overall residential treatment program in the state as it relates to the performance of the system as a whole.

SPECIFIC TASKS - The RTC is responsible, first, for supervising the intake and placement element for residential treatment (810). This is a function presently suggested by the duties of the Coordinator of Childrens' Services within the Division of Institutional Management. However, the element as described in Volume III includes a more extensive operation which is intended to involve all persons being placed in residential treatment.

The RTC is to consult with and support the requests from the superintendents of BIS and GIS regarding both present and future programs. The BIS and GIS superintendents are likely to be classified at the same level as the RTC, as contrasted with other residential treatment program directors, which are likely to be classified one level lower.

The RTC is responsible for supervising the programs of regional rehabilitation facilities, as they become available in years to come. This supervision responsibility will also include development work on such facilities prior to the time that a director has been selected for the facility.

A further specific task is to consult with and support the program directors of the Youth Rehabilitation Centers in other state institutions (Larned, Osawatomie, Salina). These program directors are, of course, principally responsible to the superintendent of the institution where they are located. However, it will be a responsibility of the RTC to insure their relevance and insure that these programs are a coordinated part of the overall system.

The RTC is also responsible for supervising the individual placement of persons in private residential facilities. Individual decisions regarding placement are performed by the intake and placement element (810). However, there are a number of other considerations regarding residential treatment: licensing of treatment programs, negotiation of fees for

treatment, scheduling, and other matters.

RELATIONSHIPS AND DEPENDENCIES - The RTC is directly responsible to the KJSA director for performance of duties. This is one of the 7 positions the director personally supervises. This is the primary dependency relationship for the RTC, although it seems likely that a committee or officer of the state board might also be added, under specified circumstances, as an interest the RTC should serve. The relationship of this person to the major institution superintendents should be that of a peer who consults with and supports them regarding their responsibilities. The RTC is also responsible for direct supervision of the minor institution superintendents and program directors regarding the operation of their treatment units. If several regional facilities are built at some time in the future, this may develop a load upon this position which will necessitate division of responsibilities with another person in the same classification, or in the construction of an intermediate level of supervision in order to keep the span of control within reasonable limits. All relationships between the KJSA and private residential treatment facilities are to be channeled through this position. This includes purchase of residential treatment service in institutions outside of the state of Kansas, as well as within.

QUALIFICATIONS - The qualifications for this position will be described as direct relevant experience or extensive familiarity with residential treatment programs for delinquents. Such experience might have been gained as an institutional administrator, or deputy administrator. Extensive familiarity might have been gained through involvement in treatment programs in such institutions or specialization in this field of interest in an institution established primarily for other purposes. Professional credentials in a relevant discipline will also be cited as a qualification. Licensed or certified psychologists, psychiatrists, or social workers will be considered as

the norm for meeting this qualification standard. It is possible that other disciplines might be considered relevant.

CLASSIFICATION: 2

PROGRAM ACCOUNTABILITY COORDINATOR

PRINCIPAL FUNCTION - The Program Accountability Coordinator (PAC) is principally responsible for supervising the research and personnel departments in the "state unit" staff. The PAC will direct the overall evaluation of the performance of the system as a whole. This evaluation is given extensive explanation in Chapter 6 which follows.

SPECIFIC TASKS - The PAC is responsible for directing the work of the personnel department director, expected to have a staff of two persons. The personnel department director will be placed at level 3, and be assumed to be highly competent in the field of personnel - and, therefore, requiring a minimum amount of supervision.

The PAC will also supervise the work of the research department director, also slotted at level 3, and to take an active part in the affairs of the research department. This is the more important of these two responsibilities, and the PAC is to have primary qualifications in the research or evaluation field.

The PAC will be specifically responsible for developing an overall evaluation program for the system. This task will be followed by delegation of the bulk of work to be done to the research department director. The routine work within the department will be supervised by the research department director, who will assign particular tasks to various persons within the department. It should be emphasized that the PAC will be accountable for the production of useful evaluations, and the research department director will provide practical assistance in reaching this objective.

The PAC is responsible for preparing a

quarterly evaluation report on the system as a whole for the consideration of both state and area boards. The quarterly report is intended to be a major document which can be used for guidance in making policy decisions regarding the effectiveness of the system.

RELATIONSHIPS AND DEPENDENCIES - The PAC is directly responsible to the KJSA director. This is one of the 7 positions personally supervised by the director. As with other persons within this classification, the possibility of also furnishing reports to an officer or committee of the state board should be mentioned, and left open for further consideration. The PAC directly supervises two department directors at the next lower level. In the case of the personnel department director, the need for supervision is expected to be limited. In the case of the research director, the supervision is expected to be of much greater magnitude and in much greater detail.

The PAC is also to be given a categorical authority to require the production of information from every agency or private purveyor of service participating in the system. Though area boards are expected to have the greatest amount of interest in the subject area, it is felt wise to reserve additional enforcement authority in this matter at the state level. This is a subject that must, by all accounts, be reflected in the statutes creating the KJSA if it is to be effective.

CLASSIFICATION: 2

COMPTROLLER

PRINCIPAL FUNCTION - The Comptroller (CPT) is responsible for developing both actual and projected budgets for all aspects of the overall KJSA system. Projected budgets may be developed for agencies or individual service providers who are contemplating new activities; the state-wide budget request to be presented annually to the state budget director, governor, and legislature; and for areas and

categories of interest. Actual budgets are to be developed for all specifically authorized activities. The comptroller is also responsible for providing financial control and integrity for all aspects of the system.

SPECIFIC TASKS - The CPT will prepare projected budgets for the system as a whole according to the directions of the KJSA director. Such requests may actually initiate with the state budget director, the governor, the legislature, area boards, and other interests. However, requests originating from these other sources must be channeled through the KJSA director. Projected budgets must contain the same attention to detail and be as soundly based in fact as actual budgets.

The comptroller is also responsible for preparing actual budgets within known financial limitations according to instructions of the KJSA director. Again, requests which originate elsewhere must be channeled through the KJSA director in order to be a specific responsibility of the comptroller.

The CPT is responsible for reviewing financial requests portions of all departments, units, agencies, and individual sub-contractors performing a function within the system. All requests for continued or new financial assistance must be reviewed and made the subject of recommendations from the comptroller. This is to include all sub-contracts issued by area boards as well as those issued by the state unit staff.

Regular cost analyses of various programs and functions within the system are to be made under the direction of the CPT.

SECTION 3: SUPPORTIVE SERVICES

Supportive services will be defined on the basis of two criteria: selective common needs of persons throughout the system, and unique state-level needs. The selective common needs will be iden-

The cost analyses shall be completed for every classified function no less often than annually, and be made the subject of recommendations furnished to the KJSA director.

The CPT shall be the sole disbursement authority for KJSA funds within the state. It should be noted that funds other than those being disbursed by KJSA will be used as part of the overall operational system. In most cases, these will be funds originating with the county, and not subject to audit by this office. However, cost analyses of such funds should be made a part of the responsibility of the financial department.

RELATIONSHIPS AND DEPENDENCIES - The CPT is directly responsible to the KJSA director. This is one of the 7 positions which are personally supervised by the director. The comptroller also supervises the financial department of the agency. One person in this department is to be considered as an assistant to the comptroller and placed at level 3, however, the comptroller may personally supervise all of the persons in the fiscal department until such time that the scope of operation of KJSA dictates the need for an intermediate level of supervision.

QUALIFICATIONS - The principal criteria for determining the qualifications of the comptroller will be stated as a certified public accountant with extensive experience in managing a very significant financial department. No particular familiarity with a juvenile justice system is indicated as necessary.

CLASSIFICATION: 2

tified as those needs which are not justified at the local level, and those needs which affect all agencies, institutions, leadership groups, and providers of service. The unique state-level needs will

be identified as those where the need only services at the state level, and where services that can be provided at the state level have value to local agencies, institutions, leadership groups and providers of service. The descriptions of the services for: personnel, training, information system, evaluation, planning, budgeting, accounting, and purchasing which follow will illustrate the intended nature of these supportive services.

PERSONNEL SERVICES

PERSONNEL - The first of the personnel resources services to be described consists of recruitment, classification, certification, and general services to personnel within the KJSA and (directly or indirectly) personnel in participating agencies. The first of these services regards recruitment. Recruitment from within the state, and for employment in a local agency will principally be carried out by local agencies. All KJSA employees, and some persons who may eventually work for local agencies, will be recruited on a state-wide or inter-state basis. It is in this latter regard that the personnel department of KJSA will provide a direct benefit to local agencies and boards. Persons with unusual skills may be most effectively located and recruited by means of a concentrated state-wide effort.

The personnel department is also responsible for recruiting persons being sought for employment with the KJSA, whether they are presently a part of the system or not. These recruitment efforts involve announcement of vacancies and desired qualifications, interviewing, testing, and recommending candidates to the person responsible for hiring such staff members. This may involve a considerable amount of effort and activity.

The classification of employees is also expected to be important, a function similar to that presently provided by the civil service commission of the state, and may, in fact, be performed by them.

Certification and re-certification of all professionals within the system must be accomplished, according to the wishes of previous conference workshops participants. This is expected to be a considerable task in the early months and years of the KJSA, since very few criteria or established precedents exist to provide guidance in this matter. Previous consideration of this issue has produced a relatively unanimous agreement that all persons providing services within the system (both KJSA and other agency employees) be certified in regard to minimum qualifications. It was also recommended that such persons be re-certified at periodic intervals. Development of certification criteria is, therefore, a major challenge at the outset of operations. It is clearly expected that, at least eventually, persons working for private agencies will also be required to meet certification requirements in order for the activities of the agency to be supported as part of the overall system.

Traditional personnel services must also be provided, such as investigating and honoring legitimate claims against the employer, development of fringe benefit plans, and accounting of accruing benefits.

TRAINING - An additional responsibility within the personnel resources category is the training and education necessary for the proper performance of duties by any person that is considered a part of the system. A specific department is identified as necessary to accomplish this purpose. This department is to be responsible for developing training material for a wide variety of tasks and roles within the system. It is the responsibility of the training department to insure that this material is developed, reviewed, tested and revised according to experience that accrues, and placed in a central repository. Every effort shall be made to record all training units for future use and evaluation. The theory behind this principle is simply that most material used in training can

be duplicated at a later date and used profitably. This is especially true of videotaped presentations which can then be viewed individually as needed at some other location.

The training department is also responsible for making arrangements for formalized training programs at various places and times throughout the state.

Of a special interest here is a response to an often stated criticism that training programs are not made available in locations convenient to the needs of the majority of persons in the state. Many departments, agencies, and other service providers cannot attend a university or take extended training programs which would take them away from their duties. An essential concept of the training department then is to take training to the locations where it is needed and can be practically attended.

A further valuable activity is to provide scholarship programs for higher education in return for specified years of service in the system. There is virtually nothing of this type presently available in Kansas in the juvenile justice field. If such a program were instituted, it would require the development of one or possibly more positions at the state level to administer this program in a responsible manner that responds to the needs currently being experienced in the state.

A final important responsibility for the training department is providing technical assistance to area boards and agencies in developing their own individualized training programs. Mention has previously been made of the pre-training programs for state and area board members, and similar standard curriculae may also be developed for persons in positions such as probation counselors and juvenile services workers. However, more particularized training related to opportunities and problems in particular communities is also necessary for a rational system. Such individualized training should be avail-

from the authority or agency responsible for supervising the work of the individual being trained. However, very few - if any agencies within the state could fully justify the position of a trainer for their own needs. Therefore, it is assumed that the training department of the KJSA should have one or possibly more persons available to consult with the responsible authority or agency and to then develop a curriculum and training materials to use for this purpose.

From its inception, KJSA should take an active role in assisting the three state universities in developing relevant course offerings for students interested in this field. The priority need is obviously for the courses necessary to bring staff members up to minimum levels of qualification for their work, but a more broadly conceived role for this general field of interest. The three state colleges, and private colleges and Jucos should eventually be included in this activity.

RESEARCH

INFORMATION SYSTEM - The information system is conceived as a routine accumulation, summarization, and retrieval of basic data regarding individuals and services that are part of the overall system. The data which is the subject of the information system is simplistic in concept and generally useful only for "monitoring" purposes. A fuller description of the nature of this information will be found in Chapter 6, but its general characteristics will be briefly noted here.

Client characteristics are the first of four major elements to the information system. The characteristics will include simplistic types of information regarding age, status in life, family history, and other socio-demographic information. This information will be completed on all persons who are clients within either the prevention or control programs.

The second major element of the information system is the description of the individual services provided to specific

individuals. It will be necessary to relate specific individuals to the individual services they are receiving.

The third general element are group services provided to clients, in either prevention or control programs.

The fourth major source of information regards indirect services that cannot be directly related to individual client characteristics.

These four principal inputs in the information system are the responsibility of the agencies and individual service providing persons participating in the system. All entries from these four will be coded in order to allow sorting them by agencies and locations.

Another aspect of the information system is the collection of similar information on providers of services, whether they work for an agency or independently. Providers of service will be keyed to both clients and agencies in order to determine what clients have been assigned to various providers.

It should be recognized that the information system provides only a very rudimentary quality of information. Its usefulness is, therefore, quite limited. Perhaps its greatest usefulness is in locating areas of exceptionally good or exceptionally poor performance which should be given further attention. It is also recognized that the operation of the information system would require considerable financing which has no current parallel in established expenses. It will further be noted that it is really impossible to manage the affairs of a human services agency without the benefit of a routine information system producing relevant and dependable information.

EVALUATION - The second responsibility of the research department is to investigate the upper and lower quartiles of performance of all general programs within the system. Placement in either the upper (most positive) or lower (most

negative) quartiles will be made on the basis of data produced by the information system.

In most cases, the upper and lower quartiles will be placed within an area, rather than the state as a whole, since it may take months, and even years, to attain uniformity in recording data. The evaluation responsibility of the research department is to investigate real and possible reasons for good and poor performance. After investigation of facts, it is the responsibility of this unit to place value judgements on all relevant factors.

The evaluation unit is also responsible for conducting studies of the performance of various services, agencies, and providers of service - keyed to the subsequent histories of juveniles within the state. As will be noted in greater detail in Chapter 6, it is intended that an evaluation be made for a number of years after the last official attention is given to a juvenile within the system, often meaning that the history of the juvenile will be followed beyond the age of 18.

PLANNING - A third major responsibility of research department is planning. In the first year or two of implementation of the KJSA system, it is expected that the planning function will continue to require considerable investment of personnel and financial resources. Though this plan (these four volumes) seems to include a large volume of material, the degree of detail which it contains is clearly insufficient for the direction and guidance of those who might become responsible for implementing the system. Consequently, considerable additional investment must be made in planning to provide the concepts, structure, and details which will be needed by the 15 boards, the KJSA staff, and the various individuals, agencies and institutions participating in the system.

Eventually, however, there will be a dramatically decreased need for further

planning. When the system becomes basically operational, the need for further planning will consist of one or two staff members who are available for developing modifications of the comprehensive plan, providing assistance to area boards in developing their adaptation plans, the development of models which promise to provide an increase in effectiveness, and general proposal writing. It is suggested that these functions be carried on by state unit staff members once the system has become operational. This suggested seems appropriate from consideration of the fact that this activity is relatively specialized and there is no particular reason to have specialists performing this function in each of the 14 areas of the state.

FINANCIAL RESOURCES

BUDGET - The first responsibility of the financial department is in preparing various budgets. As briefly indicated under the responsibilities of the comptroller in the preceding section, budget prepara-

SECTION 4: RESIDENTIAL TREATMENT PERSONNEL

The personnel of residential treatment facilities are considerable in number, and include a variety of skills. Furthermore, the ratio of personnel to beds in the facility varies quite a bit from one facility to another, as a review of Chart 26 will illustrate.

BIS has personnel in 14 of the 15 categories, and a total of 153.5 for a personnel to bed ratio of 1:1.4. This is a "total institution" as classically defined.

The Atchison Annex of BIS has personnel in only 5 of the 15 categories, and its total of 34 staff members gives it a personnel to bed ratio of 1:2 - the lowest of the 6 treatment facilities. It is not a "total institution."

GIS also has personnel in 14 of the 15 categories, and its total of 7.15 gives

tion will consist of the annual budget request to be submitted for consideration by the legislature, the actual budget preparation after appropriations have been made by the legislature, interim adjustments of allocations which may be necessary for a variety of reasons, and review of all proposed budgets being submitted to all 14 area boards and the state board. In the latter case, the budgets of contractors within the system are intended to be included.

ACCOUNTING - The financial department will also be responsible for all accounting activities. This will include KJSA operations and the activities of the various contractors within the system. Of greatest interest are those who are on a specific contract with the KJSA, but is also to include those who are a part of the system but have a source of finances outside of the system.

PURCHASING AND PROPERTY - The financial department will also include a separate section for purchasing and property control.

it a personnel to bed ratio of 1:1.4 - very similar to BIS. It is a "total institution."

The Osawatomie Youth Rehabilitation Center is one of the two on our chart that has more staff than beds. Its personnel, in 5 categories, figures out to a ratio of 1:0.8 even though it is not a "total institution."

Similarly, the Larned Youth Rehabilitation Center has more staff than beds, also in 5 categories, with a similar 1:0.8 ratio and is also less than a "total institution."

The proposed 48 bed Regional Rehabilitation Facilities are designed for a 42 person staff, giving a staff to bed ratio of 1:1.1 and including personnel in 9 categories.

CHART 26: RESIDENTIAL TREATMENT PERSONNEL

	BIS	ATC	GIS	OSS	LAR	PROPOSED REG
Capacity of facility (f.y. 1973)	216	68	97	20	30	48
Average daily population (1971)	219	2	79	--	--	--
<u>PROFESSIONAL PERSONNEL: (FTE)</u>						
Psychiatrist (see note below)	$\frac{200}{108}$	X	$\frac{100}{97}$	X	X	X
Physician	X	X	$\frac{050}{194}$	X	X	X
Psychologist	$\frac{400}{54}$	$\frac{200}{34}$	$\frac{200}{48}$	X	X	X
Supervising Social Worker	$\frac{300}{69}$	X	$\frac{100}{97}$	$\frac{100}{20}$	$\frac{100}{30}$	1
Social Worker	$\frac{600}{35}$	$\frac{200}{34}$	$\frac{100}{97}$	$\frac{100}{20}$	$\frac{100}{30}$	3
Teacher (academic)	$\frac{1350}{16}$	$\frac{500}{14}$	$\frac{900}{11}$	$\frac{300}{7}$	$\frac{400}{7.5}$	5
Teacher (vocational)	$\frac{1050}{20}$	X	$\frac{200}{50}$	X	X	X
Nurse	$\frac{100}{216}$	X	$\frac{100}{97}$	X	X	1
Recreation	$\frac{200}{108}$	X	$\frac{100}{97}$	X	X	X
Dietician	$\frac{100}{216}$	X	X	X	X	X
Chaplain	$\frac{100}{216}$	X	$\frac{050}{194}$	X	X	$\frac{1}{4}$
<u>OTHER PERSONNEL:</u>						
House parents	74.5	24	33	19	29	16
Food Service	12	X	7	X	X	8
Activities - recreation	7	1	2	2	2	2
Maintenance	16	X	10.5	X	X	6
	153.5	34	71.5	26	37	42

NOTE: All professional personnel are stated in a "Full Time Equivalency" (FTE) expression, since many are only part-time workers. One full-time person is an FTE of 100. The number below the FTE is the ratio of professionals to the capacity of the facility.

SECTION 5: OTHER STAFF

Attention is directed now to some of the other key KJSA staff members. The eight "principal staff" positions described in Section 2 provide general administration for the agency as a whole. It now remains to provide some further details and descriptions about mid-management staff in order to convey an accurate understanding of reasonable staff capabilities. Accordingly, this section identifies persons in the third and fourth staff levels and concludes with some further commentary about other staffing concerns.

ASSISTANT DIRECTORS

A description of five kinds of positions to which the generic term of "assistant director" is attached will be described here. These positions are designed to be in level 3, with two possible individual exceptions mentioned under the heading of institutional superintendents. A total of 23 of these positions are specified in the fully-operational system.

AREA DIRECTORS - Each of the 14 geographically defined areas of the state is to be assigned an Area Director (AD). The principal function of the AD is to provide staff support to an area board, execute their enacted policies, assure that the information system for the area is producing according to plan, prepare contracts for consideration and action by them, and to conduct or arrange for current evaluation of all activities within the area. The AD is the principal KJSA staff member in the area, and will therefore be responsible for directing and supervising the activities of all KJSA employees in the area. In those areas where KJSA employees are responsible for activities designed to be carried out by local agencies, this may prove to be a considerable task.

The AD qualifications are principally described as experience in social agency directorship or administration. A broad familiarity with the juvenile justice system is also important. The

AD's perform an essential function in the overall KJSA system design, being responsible for developing an informed view of the possibilities and problems of implementing the vast majority of services in the overall system. They are also responsible for imparting this understanding of the system to the area board in order to allow them to make responsible and constructive policy decisions.

INSTITUTIONAL SUPERINTENDENTS - The superintendents of the large institutions identified as part of the overall system are placed at the assistant director level. The superintendents of BIS and GIS and the superintendents of the three large (50-beds) regional rehabilitation facilities are counted in this category. The principal function of institutional superintendents is the management of all aspects of the operation of the institution. Granting that the various institutions may have different specific sizes, challenges, and histories, the responsibilities are roughly equivalent.

The qualifications for institutional superintendents should be conceived as previous relevant experience in agency or institution management. In most cases, candidates for these positions should be selected from those who have previously managed roughly equivalent institutions or have had an assistant's role in the management of such institutions. It should be noted that both the BIS and GIS superintendents are likely to be personally classified in level 2, rather than level 3. However, they are discussed in this section because they are not counted as part of the "principal staff" group for the KJSA.

PREVENTION PROGRAMS DEPUTY - The prevention programs coordinator is to be assisted by a person in the next lower employment classification. This person will be given the title of the prevention programs deputy, and will be responsible for assisting the coordinator in analyzing,

monitoring, and evaluating all prevention programs in the state. The deputy will also be responsible for reviewing and making recommendations on new program proposals. The position is created to reduce the work load on the coordinator, and consideration should be given to locating this person in some place other than Topeka, to make consultation regarding prevention programs more readily accessible to other parts of the state. It will be specifically suggested that this person be based in either Wichita, Salina or Hays, for this reason. Qualifications for the prevention programs deputy are to be stated at a level only slightly less than that of the coordinator. The principal area of qualification is a broad experience in prevention programs.

PERSONNEL OFFICER - A personnel officer position is created under the supervision of the PAC as a department head in the KJSA Topeka office. The principal function of the personnel officer is to develop and maintain a personnel office serving the needs of the KJSA, and providing selected personnel services for other agencies in the system. The personnel officer will work relatively independently from day-to-day supervision by the PAC - who will be chosen largely for competence in the research and information field. However, the personnel officer is fully accountable to the PAC for performance of duties. The qualifications for this position are broad experience in the field of personnel, with special attention to experience with the civil service system in Kansas.

RESEARCH DIRECTOR - A research director position is also specified under the supervision of the PAC. The research director will manage an overall research program to provide the basis for the periodic evaluations that the PAC is responsible for furnishing to the area boards and state board. As suggested earlier, the research director will work under the day-to-day supervision of the PAC, chosen for competence principally

in the field of research. The qualifications for this position consist of extensive research experience in the evaluation of human services programs. It is expected that a person who is a strong candidate for this position will have a doctorate in some social or human science.

BUDGET DIRECTOR - An additional level 3 person will be specified for the financial department. The principal function of this person will be the actual preparation of detailed budgets as previously specified for the comptroller. In reality, this position is conceived as simply a very well experienced and highly capable person that serves as an assistant to the comptroller. The qualifications for the position consist principally of extensive experience in accounting, with no particular requirement for familiarity with a juvenile justice system.

UNIT DIRECTORS

A number of mid-management positions are clearly indicated by the nature of the task to be performed, and the descriptions which have been given of principal staff members and those in level 3 above. These positions will be described in very general terms in the following text.

RESIDENTIAL TREATMENT - Five positions will be identified under the supervision of the residential treatment coordinator. These positions are: four small institution directors, and the director of intake and placement.

The four small institution directors are, more specifically, the directors of three small (25-bed) residential rehabilitation facilities, and the fourth is the director of the Atchison Annex. The principal functions of persons in these positions is to manage all aspects of the operation of the institution according to instructions and authorizations. In most cases, such institutions would be a logical place for preparation of a person to assume larger responsibilities in one of the larger institutions. These

directors will, of course, be located wherever their institution is to be located. Qualifications for these positions would ordinarily include direct relevant experience in the treatment program.

The director of intake and placement for the KJSA (element 810) is responsible for the evaluation of each individual placed in the residential treatment general element, developing a treatment plan for the individual on the basis of the results of the evaluation, in placing the individual in the treatment program of choice. In the interests of both simplicity and efficiency, it is expected that the director of intake and placement would utilize the talents of persons in community mental health clinics or other similar positions to do the majority of the evaluative work on individual juveniles. This person would probably be located in Topeka. The qualifications for the position would be described in terms of the possession of professional credentials in psychology or psychiatric social work.

SUPPORTIVE SERVICES - Three positions are identified under the supervision of the PAC: training programs director, information system director, and volunteer recruitment director.

The training program director is to supervise the training departments which was described in some detail in Section 3 previously. The practical responsibilities of the job are to include the development of training materials, developing and maintaining a repository of all training materials used in the state (written, audio, video, etc.), and the scheduling of training programs and experiences according to the requests and apparent needs throughout the state. The qualifications for this job are largely to be defined in terms of training capability, rather than broad familiarity with the juvenile justice system. In the early months and years of the implementation of this system, the load on the training department would be much

greater than it would subsequently be after the system has been implemented for some time.

The information system director is a position specified in the research department under the Research Director. The information system director is responsible for routine acquisition and summarization of material designed into the information system. The actual system is to be designed by the research director and PAC. This job, therefore, is basically a routine assignment. The qualifications for the job are to be described in terms of familiarity with an information system rather than with the juvenile justice system.

A position for a volunteer recruitment director is also specified under the general supervision of the PAC. This is a one-person function, believed to be necessary in order for the KJSA to provide technical assistance to communities in regard to recognizing the need for volunteers and the tasks they may perform. The actual recruitment of volunteers is an area, community, or agency responsibility. However, it is believed that it would be wise to have a person that can act as a technical resource to those responsible for recruiting and utilizing volunteers. The qualifications for this position are described in terms of assisting communities in recruiting, training, assigning, maintaining, and expressing appreciation to volunteers. The potential candidates for this position are relatively limited in the state of Kansas. Further commentary about this essential aspect of the system will be found in Chapter 5.

AREA REHABILITATION DIRECTORS - In the plan for the supervision of probation counselors and juvenile services workers presented in Chapter 3 and 4 of Volume III, the position of Area Rehabilitation Director (ARD) was described. The principal function of this position is specified as providing professional consultation on rehabilitation practices and supervising the work of those responsible for both

general or intensive community rehabilitation programs. This person is to work under the supervision of the Area Director and provide guidance, support, and direction to those providing rehabilitation services. The position is likely to be defined in as many different ways as there are areas, since the specifics of the job should conform closely to the "adaptation plan" for that particular area. In some cases, the ARD will be an employee of an agency - such as the juvenile court - which the area board has decided should be responsible for all rehabilitation efforts in their area. In other areas, especially multi-county areas, the ARD will probably be a KJSA employee who must relate to juvenile services workers and probation counselors who are actually employed by several agencies or courts in their area. It is a further possibility that the ARD may be an employee of an agency - even a private agency - which has contracted with the area board to provide such services.

PREVENTION PROGRAMS - From two to five prevention programs analysts are suggested as necessary or at least important in order to provide for the general development of the prevention field in the early years of the operation of this system. These persons are specified at level 4, which implies that they are widely experienced and educated in regard to prevention programs. The principal function of these positions would be to act as an extension of the PPC for the benefit of local communities. If such positions are established, it is suggested that they be located in cities where area directors are located, insofar as possible. It is believed that the need for such positions would be reduced after the system was implemented and gained some initial experience.

AUDITORS - At least three auditors are believed to be necessary within the financial department. The placement of these persons at level 4 is intended to reflect the principal that they should be well educated and experienced. The

qualifications for these jobs would be stated in terms of possession of a college degree in accounting, and other experience with possession of C.P.A. rating listed as desirable. It would not be necessary for these persons to have a familiarity with the juvenile justice system, at the outset.

COMMENTARY ABOUT OTHER STAFF POSSIBILITIES

A potentially important subject area in regard to other staff possibilities is centered on the issue of detention facilities. Detention facilities have traditionally been viewed as a local responsibility by legislative enactments. However, our previous planning efforts have apparently established the position that large areas of the state will go unserved in regard to detention facilities unless a state agency provides some services in this area of concern. Detention facilities convenient to the area they are to serve - much larger than a county in the majority of instances (and which clearly reflect the nonpenal philosophy of the juvenile code) are conceived as a necessity. The optional or enabling legislation which has been in effect in Kansas for some years in regard to detention facilities has produced no practical results although there have been some encouraging recent developments in the southeast part of the state.

However, if a comprehensive plan that guarantees juveniles detention facilities reflecting the philosophy of the juvenile code is to be made available, it may be necessary for the KJSA to establish such facilities. If this is true, then a number of other staff positions would be required. No attempt will be made to specify the total number at this point, but it will be noted that 25 bed capacity detention units recommended by the National Council on Crime and Delinquency need a staff of 18 persons. Such "model" facilities can serve an area with a total population of 300,000. If this figure is projected to the state as a whole, at least seven such facilities

are necessary. However, using the example of Sedgwick County, a much greater capacity seems indicated.

This raises the issue of whether the regional rehabilitation facilities could also be used for detention purposes (as K.S.A. 75-3335 mentions). Since the regional rehabilitation facilities are not as yet a reality, the whole subject area seems to be very indefinite and problematical. It will also be mentioned that federal legislation has been proposed that would prohibit grants from the Law Enforcement Assistance Administration to states who continue to put juveniles in jail.

SPECIALISTS AND CONSULTANTS - This subject was briefly noted in the previous part of the chapter. An issue is sure to develop over the fact that some specialists and/or consultants are able to command a salary higher than those performing "line" responsibilities within the system. Some specialists may be paid higher salaries than persons to whom they are responsible. The clearest example of this is furnished by specialists in psychiatry, psychology, medicine, etc. Many of these persons work on a regular schedule but only on a part-time basis. The rate of remuneration for such persons is generally based on a different criteria than that of salaried administrators and those whose work has no direct equivalent in private practice. In most cases, such persons are primarily responsible to the ethics and established procedures of their profession, rather than to the standards of the institution or agency which employs them.

A further consideration which should be mentioned is that part-time jobs are appropriate in a variety of locations throughout the system. Part-time jobs can be very effective in providing specialized services. There is generally very little need to provide part-time jobs for persons who are not highly skilled.

COMMUNITY REHABILITATION WORKERS - There

are four classifications of employment which were described in Volume III (Chapters 3 and 4) that might possibly come within the purview of KJSA employment: the JSW Supervisor, the Probation Supervisor, the Juvenile Services Worker, and the Probation Counselor. These positions are not primarily designed to be a part of the KJSA employment structure. However, the area board is given the opportunity of determining the most effective way of providing these services to all juveniles within their geographic area of jurisdiction. One of the possibilities which could be enacted is to have the KJSA provide these services, i.e., these employees in their area. If this should develop, these persons would have to meet the same standards and qualifications as those who work for other agencies in other areas.

OTHER POSITIONS - There are a variety of other positions which are likely to be necessary within the overall KJSA employment structure. Technicians, skilled persons, and unskilled persons are all expected to be needed in some quantity.

SUMMARY AND COMMENTARY

This enumeration of mid-management and other KJSA staff members is intended to give the reader some definite proposals that allow an informed perspective of the magnitude of the staffing situation. It will be frankly admitted that these proposals are somewhat uncertain and can, for that reason, certainly benefit from further elaboration and refinement. It is also noted that any significant changes in the group of principal staff members will also affect mid-management positions.

The salary classification system presented earlier in the chapter will be regarded by some Kansans as excessively high. Though our advisors, conference participants, and committee members are firm in their belief that this is a reasonable schedule of salaries, some supporting information is probably useful. Chart 27 presents some representative probation workers' salaries

CHART 27: A SURVEY OF PROBATION WORKERS' SALARIES

RANK	CITY (COUNTY) STATE	OFFICER		SUPERVISOR			
		MINIMUM-MAXIMUM	MINIMUM-MAXIMUM	MINIMUM-MAXIMUM	MINIMUM-MAXIMUM		
1	Kansas City (Jackson) Missouri	6,750	10,500	8,500	12,500		
2	St. Louis (St. Louis) Missouri	6,800	10,300	10,525	13,296		
3	Houston (Harris) Texas	6,966	8,204	8,586	8,866		
4	Cleveland (Cuyahoga) Ohio	7,000	12,200	9,500	14,500		
5	Tulsa (Tulsa) Oklahoma	7,284	9,612	9,612	12,864		
6	Cincinnati (Hamilton) Ohio	7,500	No Max	9,000	No Max		
7	Grand Rapids (Kent) Michigan	7,722	11,440	10,088	13,182		
8	Dayton (Montgomery) Ohio	7,908	13,636	9,974	15,702		
9	Miami (Dade) Florida	7,992	10,104	9,624	13,428		
10	Akron (Summit) Ohio	8,100	13,260	9,300	14,280		
11	St. Louis (Clayton) Missouri	8,232	12,156	11,028	14,076		
12	Pittsburgh (Allegheny) Penn.	8,724	No Max	10,596	No Max		
13	Memphis (Memphis & Shelby) Tenn.	8,880	9,720	11,520	No Max		
14	Dallas (Dallas) Texas	8,976	12,576	9,768	13,680		
15	Minneapolis (Hennepin) Minnesota	8,976	13,908	12,612	16,104		
16	St. Paul (Ramsey) Minnesota	8,976	14,364	11,808	16,164		
17	Milwaukee (Milwaukee) Wisconsin	9,640	13,715	12,664	15,000		
Source: Jack O. Pierce		Averages:		8,025	11,713	10,277	13,831

from other states (north, south, east, west, and middle) in effect in the summer of 1971. We have used a beginning figure for probation counselors that is exactly the average of the three middle listings (8,9, & 10) on this chart. This figure provides the base from which many of the others are figured.

The top figure on our classification

should be set on the basis of roughly equivalent positions on the state payroll: district judges, university administrators, secretary of the department of corrections, etc. We have used a figure believed to be in the range which these positions now command - or which have been seriously proposed for them.

SECTION 6: INITIAL OPERATIONS

It should be readily apparent that it would be clearly impossible to develop a

fully operational system immediately following the initial authorization for a

KJSA or equivalent agency. Even though there is a fair degree of detail contained in these four volumes, the degree of details falls short of that which is necessary to establish a dependable and productive system. Recognizing that full operations are not possible even in the near future following the initial authorization, it will be suggested that a "phase-in" principle be used as the basis for discussion. The previous sections of this chapter have described what is believed to be an adequate staffing pattern for a fully operational system. It is equally clear that there is a need for further development work for a year or perhaps longer - a period of time which will be referred to as the "phase-in" period.

All of the details necessary for full operation are simply not known at the outset, and will require further developmental work. This developmental work would most appropriately be done by persons who will have responsibility for some aspect of the system after it becomes full operational. There are a great many necessary arrangements to work out, and they will simply require time to work out to everyone's reasonable satisfaction. There is really no community with a complete inventory of necessary services, realistic projections about the future, and definite expansion plans that could serve as the basis for making this system operable.

In addition, the unique KJSA governance structure should be set up well in advance of the time when the 15 boards are to have direct operational responsibility. The kinds of experience and familiarity with the juvenile justice system required for these boards to fulfill their responsibilities effectively is generally not available at present in the state of Kansas. Therefore, it will be necessary to form these boards and provide them with various kinds of training prior to the time that they can be expected to responsibly and effectively fulfill their appointed role.

For these reasons, a "phase-in" period of at least one year is suggested as necessary. During the "phase-in" period, a relatively small cadre of staff could be authorized to do further developmental work and to begin making the arrangements necessary for system operation. The staff cadre would be responsible, during the first year, for organizing the "state unit" staff and providing the basic staffing for the area boards throughout the state. This staff would be small enough to avoid the need for extensive internal organization. On the other hand, the staffing of the area boards must be done in the geographic area for which they are responsible. Therefore, some of the initial staff cadre would be dispersed throughout the state.

After state and area boards, and a basic staff cadre is authorized, a one year "phase-in" period should be adequate to make practical preparations for the assumption of designated responsibilities.

A FIRST YEAR PLAN

BASIC LEGISLATION - Basic legislative authorization is, of course, required as the point of initiation for establishing the system as described here. The general concept of the KJSA must be created and would necessarily include specification of the state and area boards as the governance structure for the agency. It would also be necessary to at least temporarily locate the agency within the jurisdiction of some existing department of state government. This latter matter could be done on a temporary placement basis for the initial period. The basic legislation would also necessarily involve a small appropriation for the basic staffing of the agency. It is not believed necessary to make other adjustments in the statutes concerning juveniles at the outset. Such adjustments and changes may be desirable, but not entirely necessary during a "phase-in" period.

FIRST YEAR CENTRAL OFFICE STAFF - A proposal is made below to establish a 14-per-

son central office staff for the "phase-in" period. This first year staff in the central office is believed to be capable of doing the development work which is required prior to full implementation of the system. The tasks to be undertaken by these persons designated below will be somewhat different from the functions previously listed for them, but are expected to gradually develop into the positions as described previously. Most of these persons would be required to help develop programs and functions outside of their more narrowly conceived tasks that would constitute their jobs after full implementation. A 14-member first year central staff is suggested, to include the following positions:

1. The KJSA Director
2. Two Area Coordinators
3. Prevention Coordinator
4. Supportive Services Coordinator
5. Comptroller
6. Four other professionals:
Two planners, Personnel Director,
and Information Director
7. Four secretarial positions

Considered to be a part of the same first year staff, are persons to be assigned to area offices. It will be suggested that three persons be assigned to each area office during the "phase-in" period. These persons are:

1. Area Director
2. One other professional mid-management position (in the field of prevention, information, or probation)
3. One secretarial position

It is believed that by coordinating the mid-management professionals on a state-wide basis, that it would be possible to develop prevention, information, and probation supervision staff services in an effective manner. It is also believed

desirable to locate these persons around the state in order to help with the development work going on in each area.

The total of these two specifications for first year staff comes to a total of 56 positions. The vast majority of these positions are in support of the services being provided in local communities - following the philosophy which is well established throughout this planning effort.

COST AND FINANCING

COST - The estimate for the operation of the central office, consisting of 14 staff members, is approximately \$200,000 for salary and \$50,000 for expenses. The relatively large amount for expenses is meant to insure that central office personnel are able to visit all parts of the state as the plan develops. The operation of the 14 area offices with three persons each (a total of 42 persons) is estimated at \$450,000 for salary and \$100,000 for expenses. This amounts to a total of \$800,000 for the first year phase-in staff.

FINANCING - Initiation of a program of this magnitude obviously requires the appropriation of new funds from the state level. However, it is possible that some of the financing of these expenses could be obtained from the Governor's Committee on Criminal Administration through their allocation presently being received at the state level. This allocation increases each year, and some is already designated for a juvenile justice system. It is a further possibility that an incentive grant might be obtained from the Law Enforcement Assistance Agency, outside of that presently allocated to the state. Further ideas about financing are found in the next chapter.

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CHAPTER 4

FINANCING THE SYSTEM

CHAPTER 4
FINANCING THE SYSTEM

Section 1: INTRODUCTION Page 123

The financing of the delinquency prevention and control system is a critical issue, on which its overall effectiveness will depend. This section presents some of the principles which have emerged in discussions of the issue and commentary on financing principles from other states.

Section 2: CURRENT EXPENDITURES Page 130

A survey of current estimated expenditures being made in the state for various delinquency prevention and control purposes. These expenditures are categorized according to general elements within the system model.

Section 3: PROJECTED NEEDS Page 131

Simplistic financial projections for a fully operational system of delinquency prevention and control. Computational formulae are explained for each general category and then summarized.

Section 4: ACQUISITION OF FINANCIAL RESOURCES Page 137

A summary and review of principles of public funding, followed by summaries of three traditional arguments for obtaining public funding. The issue of state or local predominance in obtaining financial resources is examined. The possibilities of federal funding of some activities are explored. Finally, the special difficulties expected to be encountered in financing prevention programs are discussed.

Section 5: FINANCIAL CONTROL Page 148

An inseparable combination of two basic approaches to financial control is presented and recommended in this section. Three levels of financial control are specified: the comprehensive plan level, the adaptation plan level, and the specific contract level. Final comments in this section deal with adjusting financial support to respond to evaluated experience.

SECTION 1: INTRODUCTION

The financing of the delinquency prevention and control system described in this planning report is a critical issue. The majority of services specified in this system will require considerable additional financial resources over that currently available. The overall system will inevitably cost several millions of dollars more than current expenditures. On the other hand, a larger investment may actually reduce the total cost and toll of crime and illegal activity. As previously suggested, volunteers should be used in a variety of tasks within the overall system. Volunteers may reduce costs in comparison with what they might be if a fully operational system did not utilize them. And, they are expected to give benefits other than reduction of costs. However, it must be emphasized that the utilization of volunteers also involves costs, so that the potential savings are not as great as some who are unfamiliar with volunteer programs might believe. Financing remains an essential and critical issue which must be squarely faced and which requires definitive action.

Perhaps the first principle that should be advanced is that partial financing is false economy. For example, forcing a choice between the financial support of prevention and control programs is a misguided pitfall into which others have fallen. Some have suggested putting all new funding into prevention efforts while others have suggested putting it all into the control field. The system described in the previous two volumes clearly is based on the premise that both prevention and control programs must be supported if we expect to reduce the problem of delinquency significantly. However, the fact must be faced that partial financing of a juvenile justice system is highly probable and possibly inevitable. This means that choices will have to be made regarding the utilization of inadequate resources. It will be suggested that decisions on how limited

resources are to be allocated be based on evaluation of the efficiency and effectiveness of various kinds of services and the agencies responsible for such services, and that choices not be made between prevention and control programs. A poor and inadequate investment in prevention programs must inevitably increase the size of the control field.

It should be recognized that partial financing within the system - the current situation throughout the juvenile justice system in Kansas - may actually be counter-productive of intended results. Partial financing which results in some needed services simply not being available usually does not solve the problem and often leads to the conclusion that available services are either meaningless or ineffective. For these reasons, it will be suggested that the only realistic effort regarding financing is to continue to work for the level of financial support that allows the prevention and control system to be fully operative according to current experiences of need.

Crime is not free. Many persons seem to believe that if they are not directly victimized through criminal activity they are not affected by the cost of crime in their community, state, and nation. This wide-spread belief is false. The damage, injury, and loss resulting from criminal and illegal activity is borne, to some extent, by all. Perhaps the most easily recognized example of this are losses reimbursed by insurance. Insurance on autos, homes, and businesses allow those who have directly suffered the loss to recover most of the loss through their insurance coverage. Though the equity of this arrangement leaves much to be desired, the amount of money being redistributed in this fashion is very considerable. The increases paid by Kansans for insurance premiums have risen sharply in recent years. The increases that have occurred have been caused by increasingly greater losses resulting from criminal and illegal acti-

vity. Though not all of these losses may be attributed to juveniles, a very significant percentage of them can. In addition to this, a majority of the adults responsible for these losses were, at one time in the past, known to juvenile justice authorities. A very great deal of the losses presently being experienced from criminal activity can be related to the failure of the juvenile justice system to rehabilitate and redirect those placed within its jurisdiction.

Some other more obvious costs can also be cited in support of the idea that crime is not free. The size of control agencies generally bears a relationship to the increases in the incidence of crime. The cost of operating the various law enforcement agencies in our nation amounts to \$3 billion or so per year. The operation of courts is another significant cost item borne largely by local taxation. The costs of probation are also significant. A major cost item is the operation of training schools, reformatories, and penal institutions. Added to these easily identified costs are the costs of maintaining families of those who are incarcerated, and those unable to find regular employment at a reasonable rate of pay after release. There is an increasingly common computation called the "career cost" of individual offenders. This cost, presently computed at more than \$15,000 per individual, is the sum total of all directly attributable public expenditures. An additional cost which should be mentioned is the situation in which the injured or harmed person is not insured and must absorb the loss or injury personally. Various experts have estimated the total cost of crime - including organized crime - to our society at between \$30 and \$50 billion per year. This astronomical figure exceeds easy comprehension and includes some estimates obviously open to question. However, even when only a fraction of this amount is accepted as a more realistic figure, the cost is still staggering. In our own state, in recent years, increased insurance premiums and

the increases in various other identifiable costs clearly indicate that the cost of crime to the average citizen in Kansas is high and is increasing.

Most persons who have been involved in our planning process clearly realize that financing of a juvenile justice system will be a controversial issue. Even though disposable personal income is at a high level, both in comparison to our own history and in comparison to other nations, there is a wide-spread feeling that public expenditures should be held at their present level or even reduced. Most discussions of this issue do not discriminate between personal and impersonal public services - with the exception of welfare services. The feeling that public expenditures should not be increased is not accompanied by any observable renewal of support for privately financed services. Though it appears that the subject of "law and order" is at the forefront of the minds of most people, there is very little appreciation of what is necessary in the fields of prevention and rehabilitation. Most interest seems to be focused on law enforcement and the courts, which are only a minor part of the full range of concerns within the subject area. As a matter of fact, law enforcement agencies are presently apprehending many more juveniles than can be handled by the juvenile courts in an effective manner. This is not to suggest that no improvement is needed in the law enforcement field, but that it is in need of less assistance at present than courts and rehabilitative agencies.

There are philosophical issues in regard to financing that should be noted. The first of these is that the structure of laws in the state of Kansas clearly indicates that a juvenile justice system is to be primarily a county responsibility. With the exception of statutes regarding the Boys' and Girls' Industrial Schools, and other commitments to the State Department of Social Welfare, the laws specify counties as the responsible en-

ties in this field. There is, obviously, a very clear political philosophy underlying the uniformity of these state statutes, one which differs markedly from that which has evolved in our state regarding the adult criminal system, most easily recognized in the districting of adult criminal courts. This philosophy relieves the state government from assuming any responsibility for financing a juvenile justice system except in the case of BIS, GIS, and commitments to the State Department of Social Welfare. However, most attempts to increase the financial support of a juvenile justice system in a county on the basis of property taxation has been unsuccessful in recent years. Many such efforts have been aborted before they reached the level of public attention. Even though there are state laws encouraging the developing of new services on the basis of taxes levied by the county, no progress has been made in the several years since these laws were enacted.

The range of services described in Volumes II and III and the organizational structure on which basic agreement has been reached (described in Chapter 2 of this volume) clearly indicate the need for a state commitment in the field of juvenile justice. The necessity for a state commitment carries with it the implication that the state should assume some responsibility for financing the system (which it presently does not recognize). Throughout the duration of this planning effort, the staff has been repeatedly told that the property tax levied by the county government cannot absorb any further increases. If this is even only approximately accurate, there are obvious implications for establishing a state commitment of different dimensions than that which now exists.

However, there are also practical political issues regarding financing. Even if a state commitment to improvements in the juvenile justice system was to be accomplished, there would still be is-

issues regarding the magnitude of funding in any particular year. The practicalities of budgeting for a system of this kind which must compete with other genuine and deservable needs in the form of the state legislature must be recognized. Some ideas regarding how a juvenile justice system might be financed will be found later in this chapter.

It must also be recognized that this planning effort is being undertaken by employees of the state of Kansas. The suggestions contained herein are not binding on any official or department within state government, nor on the legislature. Once ideas regarding how a juvenile justice system might be financed have been developed, they must be subjected to regular channels within state government or social action by those outside of state government - or both.

THE QUESTION OF RESPONSIBILITY

As a brief historical note, it will be mentioned that two simplistic methods of financing this proposed system have been discussed. At the one extreme is the suggestion that counties and/or other local governmental units be given sole responsibility for financing this system. Generally, this point of view is advanced by persons who have a strong commitment to the philosophical position of "local control." This is generally the position reflected in existing state statutes. At the other extreme, it has been suggested that the state assume sole responsibility for financing the system. Generally, this point of view has been advanced by persons who come from smaller counties and communities in which a variety of services appropriate for use in this system do not presently exist. Adoption of this principle would be a complete break with the traditions of the past.

Most discussions, however, have concerned various arrangements for sharing the responsibility for financing the system. No specific formulae have ever been advanced,

but the shared responsibility principle is reflected in the current situation quite clearly. For example, the state presently finances two residential treatment facilities, three treatment units at other state facilities, supports those who are made wards of the state, and contributes to the budgets of welfare departments in all counties. Counties contribute to welfare departments, support the sheriff's departments, contribute to mental health clinics, etc. Municipal governments support law enforcement agencies. School districts have various kinds of programs for those who can be clearly identified as pre-delinquent, and obtain other funds from state and federal sources for specialized programs that should be counted within this system. The federal government also participates in a substantial way through various federal programs currently in operation in the state. The Law Enforcement Assistance Agency (LEAA) is probably the most clearly recognized of these. There are also a large number of private donations of funds and personnel. These donations include such things as the time and skill of volunteers, agency services, and even residential treatment. These six kinds of resources provide virtually all of the present support of the juvenile justice system in Kansas.

Discussions in latter months of our planning effort have centered on the idea of "predominance of financing responsibility" within the framework provided by a recognition that funding arrangements are being shared and should continue to be shared. A state government predominance in financing responsibility is apparently favored, at least for minimum basic services. Even those counties in which the principle of "local control" is predominant seem to want the state to provide them with the financing they need to upgrade the quality of juvenile services. The alternative to this is local predominance in financing responsibility. Many persons believe that this is the best principle for financing, but that it is impractical at the present time. Matters such as the "tax lid" and

the reliance which would have to be placed on property taxation cause persons to regard this possibility as impractical in the current situation.

Considerable attention has been given to the "subsidy" financing principle used in both California and Washington. The principle of probation subsidy has a very sound and useful basis. Counties are reimbursed for making less use of state provided residential treatment than their previous record of such use. Each county within the state is rated according to the use which they have previously made of residential treatment and an experience factor is established for the county. Then, if the county makes less use of residential treatment provided by the state than their established rate, the state authority returns a specified amount of dollars to the county to be used in improving their probation programs. In both California and Washington, the amount of funds returned to the county is \$4,000 for each person less than the rate established for the county.

Probation subsidy in California has been in operation for several years. It was first proposed more than ten years ago, in a different context than the reasons for its eventual establishment. In the first two years of operation of the program it did not benefit either the California Youth Authority or local probation departments to any considerable degree. However, after the initial few years it became a major feature of great benefit to CYA and local probation departments. During 1970, more than \$18 million was returned to counties under this program. The majority of this money was returned to the county of Los Angeles, of course. As a result of the program, California has been able to close down one large residential treatment facility and never actually opened another new facility. The reduction in need for residential treatment is directly linked to the probation subsidy program by official announcements.

The state of Washington also began a probation subsidy program in early 1970.

Mr. Thomas Pinnock, Director of Juvenile Institutions at the time, addressed our Second State-Wide Conference in December, 1970. He described how the program had affected the overall situation in Washington in the short period of time since its inception. He predicted that institutions would be closed in Washington in the next few months. A visit by the chief planner to the state in the summer of 1971 substantiated the accuracy of his prediction. One of the largest of the institutions operated by the state of Washington was being closed, and there were reductions throughout the system. The Washington plan is quite similar to the California plan. In both cases, the money returned to counties is to be used for purposes of strengthening probation and other services in the community. It cannot, for example, simply be returned to the general fund of the county.

Many of those who have participated in our planning here have felt that this principal could be adapted to Kansas. However, investigation of the overall situation in which these probation subsidy programs occurred in California and Washington leads to the inescapable conclusion that the current situation in Kansas is not comparable to the situations in either California or Washington.

The first point of incomparability concerns the practice of use of state institutions in those states as contrasted with Kansas. Whereas both California and Washington had experienced major new increased demands upon their facilities each year for several years, Kansas has limited the number of juveniles that could be committed to state care through not providing any new services of consequence and by giving the superintendents of the institutions a limited authority to accept or not to accept court commitments. Both the California and Washington programs were characterized by a continuous building program and a continuous increase of staff over a period of several years. No similar

situation has ever existed in Kansas. The state agency responsible for residential treatment in California and Washington has no power to select or reject those who are committed to its care, as do the superintendents of BIS and GIS in Kansas.

The more basic principle which contrasts the situation in those states with that which exists in Kansas is that they very clearly operated on the principle that the state agency should assume responsibility for a large percentage of delinquents. This has never been the case in Kansas. Though the approval of three new small residential treatment facilities for Kansas by the 1971 legislature is a break with the traditions of the past, the situation which results from the establishment of these resources does not in any way make the situation in Kansas comparable to that in the two West Coast states. Even after probation subsidy has had a significant effect on the commitments to institutions in Washington, and after one of their major institutions has been closed down, the rate of commitment to state institutions is still six times the Kansas rate, as illustrated on Chart 9 in Chapter 2.

For this reason, it is difficult to construct an idea of how the probation subsidy principle can be incorporated within the proposed KJSA system. The difficulty rests in the fact that Kansas has not developed even an adequate resource for residential treatment, and certainly has not developed excessive residential treatment resources. Beyond this, it would be very difficult, if not impossible, to establish equitable and fair rates of commitment to BIS and GIS on which any kind of probation subsidy program could be based. The widely varying rates and numbers of use of BIS and GIS by the four urban counties clearly illustrate how difficult it would be to develop an effective formula on which probation subsidy could be based. The fact that Sedgwick County levies a tax to support institutions which surely reduce the need for commitments to BIS and GIS is also a complicating factor.

It will be suggested that further discussion of how this principle might be incorporated into the overall plan for the KJSA might be profitable. The principle of rewarding effective performance and providing some financial penalty for ineffectiveness is certainly worthy of further consideration. However, it is believed that, at this time, no directly equivalent principle could be devised.

THE SOURCE OF FINANCIAL RESOURCES

A number of philosophical positions have been expressed throughout our planning effort regarding the source of financial resources. Perhaps the most often expressed principle in this regard is that there should be an equitable load throughout the state. Following from this, it is not believed that enabling legislation that allows a county to choose whether it will provide financial resources or not is at all appropriate.

Three basic kinds of sources of financial resources have been mentioned: a population based formula, a property based formula, and a formula based on the money in circulation. In the first instance, delinquency is obviously a "people problem" and there is, therefore, some logic to the principle of acquiring financial resources on the basis of population. At present, the only existing state laws applying to the counties allow a taxation on the basis of assessed valuation of property. It is widely believed that this type of taxation reflects an ability to pay, but is generally viewed as the least attractive of all plans for new financial resources since it is repeatedly asserted that the property tax has reached and surpassed its usefulness as a source of public revenue. The final principle is to acquire new financial resources by taxation on the amount of money in circulation. Critics of this type of taxation point out that it has a disproportionately high effect on those who are poor and least able to afford this sort of taxation.

The support of basic services within the

system is not to be an optional decision, such as the current possibilities for taxation not accompanied by requirements that they be used. In those existing statutes, the county commission may hold a referendum vote to determine whether the county will allow taxation for the purposes of detention or probation. There seems to be an almost unanimous agreement that this is not a proper way to finance the system, and the history of accomplishment under this provision for financing is nil.

Financing based on property taxation is probably not really fair on a state-wide basis. The example of the assessed valuation within the High Plains Mental Health district serves as an example of this. The High Plains area has the second highest total assessed valuation of any of the mental health clinic districts within the state, and has a relatively small population. Such taxation would presently be a county responsibility, and it is probably not fair to make this mandatory by a state law. In addition to this, since the majority of services - and the vast majority of selective services - will need multi-county catchment areas for efficient operation, there are additional significant problems in using any money that might have been generated in this way.

Financing based on population seems to be, at least superficially, a more equitable plan. However, there are no instructive precedents for such taxation in Kansas. There are therefore, major problems in determining how tax revenue of this sort might be assessed and collected. In addition to this, the experience of delinquency does not always show a consistent relationship to population. This latter difference may be more apparent than real, but the differences cover a very wide range.

Financing a juvenile justice system on the basis of income taxation is another obvious possibility. A great deal of present state revenues are derived from the income tax that is collected in a

highly efficient manner and in a way which does not penalize low income persons. Such taxation has a very clear relationship to ability to pay, more so than most other forms of taxation. However, the income taxation acquired within the state goes into a general state revenue fund which is then subject to annual legislative action.

Financing based on the money in circulation can be acquired either on a state-wide basis or on a local basis. The state-wide tax on sales is three percent and generates a considerable amount of revenue for the state. Some local communities also levy a local sales tax.

Financing from the general state revenue fund is an obvious possibility. This kind of financing would not necessarily require a new form of taxation even though it would probably require additional state revenue. Such financing would be dependent on annual legislative action, which makes the financing picture subject to changing perceptions of need by the legislative bodies. This might be either an advantage or a disadvantage.

It is also been suggested that a juvenile justice system might be financed through fines and penalties or assessments against those placed within the system. There is a precedent for the latter point to be found in the requirement for payment of expenses in regard to mental health treatment. Many states have financial responsibility laws that require those taking advantage of state operated services to pay at least a part of the cost of such services. A similar plan is under serious discussion in Los Angeles County, California, in regard to probation services. It is not an entirely unusual method of financing. It appears that it might be worth further investigation when it is noted that delinquency is largely a middle-class phenomenon when the state as a whole is considered, a statement not meant to ignore the significant fact that the urban counties, especially, have a preponderance of low-

income persons appearing before the court. In addition to assessments made against families, there is a theoretical possibility of establishing a fine and penalty system that would develop income for the system as the fines and penalties are collected. It is difficult to see a way to make this sort of financing applicable to the prevention field, even though it might be applicable in the control field. There is also the question of whether a family can reasonably be held accountable for the illegal activities of their children, most particularly first offenders.

THE SEARCH FOR A SHELTERED INCOME SOURCE

The desirability of finding an automatic source of income of a reasonable and dependable size is obvious. A comparison is generally made with the example of gasoline taxes which are automatically placed in a fund for highway construction, and are not subject to the uncertainties which affect many other kinds of state-wide services.

The possibility of designating "sin taxes" for use in the juvenile justice system has been suggested often. This would involve the designation of taxes on tobacco products for use for this purpose. It gambling or liquor by the drink is ever authorized, the general concept would include taxes derived from these activities as well. The association of "sin taxes" with a juvenile justice system is not believed to be wholly detrimental, even though some connotations are surely negative.

It has been recently discovered by the project staff that there is no present sales tax on homes. Though the total amount of money that could be generated from this source has not been computed as yet, it is a subject which deserves further attention.

The search for sheltered income source should be pursued and explored to a

greater extent. It would certainly be desirable to have a sheltered source of income, whatever its point of origina-

SECTION 2: CURRENT EXPENDITURES

There is no exact way of determining the total amount of current expenditures in the delinquency prevention and control field in Kansas. The principal problem is a matter of differing definitions of human need, and categories established for other purposes which are subsequently used with varying degrees of facility by those working in this field. For example, the Neighborhood Youth Corps, established primarily as an "anti-poverty" program, may be used by one director to provide a needed service for several pre-delinquent or delinquent youth, while a different director may (consciously or unconsciously) prevent such persons from being enrolled in his program. Therefore, while the NYC was not deliberately designed to be a service in this field of interest, it may actually be used as such on occasion, but not uniformly.

For this reason (many similar examples can be cited) estimates are the only figures available for almost the entirety of the activity within the delinquency prevention and control field. It is rare to find clearly identifiable costs. Further research is necessary for any degree of exactitude, and, since our present (non) system is so far from what is proposed in this plan, any expenditure for this purpose would be of questionable value. A survey instrument of some complexity would have to be designed and administered, and most surely supplemented by investigatory interviews on at least a sample basis. The result of this effort is likely to be nothing more than an illustration of the fact that some agencies and communities are sensitive to the needs of juveniles in trouble and some are not.

We will present some estimates below in regard to established categories of ex-

tion, than to have any new funds placed on a very uncertain annual appropriation basis.

pense in which we know some expenditures are being made for delinquents and pre-delinquents.

PREVENTION - We estimate current expenditures in the prevention field at \$7.5 million, making note of the fact that this is the least secure and dependable estimate we have. The kinds of expenditures legitimately placed in this category are only those directed to juveniles that evidence a "pre-delinquency syndrome" as described in Chapter 3 of Volume II. Since such definitions are not in common current use, no definitive estimate is possible.

The kinds of programs that are legitimately counted are those which respond to clearly defined needs and are used by those for whom they are intended. They may be totally devoted to this purpose, or only partially. School programs dealing with educational deficiencies, behavior problems, health, nutrition or truancy should be counted insofar as such programs include those with syndromal behavior. Municipal programs for recreation or jobs should be counted, if they actually involve pre-delinquents (they usually are deficient in this regard).

Private agencies providing counseling, "character-building" activities, and programs to pursue special interests should be counted to the extent that they are serving pre-delinquents. Some of the expense of operating juvenile courts should be counted here, especially in regard to activity related to the categories of dependency and neglect, waywardness, truancy and traffic. Finally, costs incurred by county and state departments of social welfare should be counted insofar as they are related to pre-delinquents and consist of services rather than income supplementation.

CRISIS PROGRAMS - Most of the estimated \$2 million current expenditures in this category involve either law enforcement agencies or courts and court services. Since delinquency is the major part of recorded major crime, it would be tempting to compute a percentage of all law enforcement activity related to crime. However, we will limit the scope of our computation to expenses incurred from direct deterrents (patrols and special activities), community relations work, the separate juvenile departments where they exist, and the time involved in investigation, interrogation, and jailing (or detention) of juveniles.

Court costs include judges, clerks, intake personnel and other miscellaneous expenses. Court related costs include the county attorney, the guardian ad litem, shelter arrangements, investigation and diagnostic work. It does not include probate court costs or probation services after adjudication.

COMMUNITY REHABILITATION - The costs of all community rehabilitation programs will be lumped together here and estimated at \$2.3 million. Probation officers are the largest single item in this expense category, followed closely (or, possibly, exceeded) by living arrangements in foster or group homes. Much of this latter expense is only vaguely identified and, therefore, uncertain. Mental health

SECTION 3: PROJECTED FINANCIAL NEEDS

This section will attempt to set forth a method of computing the projected financial needs of a fully operational delinquency prevention and control system as described in Volumes II and III.

To begin with, it should be remembered that there are approximately 750,000 juveniles within the state of Kansas at present, a number presently undergoing a slight annual decline. The figure used to focus attention more specifically on the kinds of programs that are appropriate in a delinquency prevention and control system is the group of those

clinics are also involved in the computation of expenses in this category.

RESIDENTIAL TREATMENT - The current expenditures of the public institutions providing residential treatment is the only definite figure we have: \$3,045,653. The total comes from the most recent budgets of 6 institutions or treatment units. A breakdown of the total produces the following information:

UNIT	BUDGET	BEDS	AV.
BIS and AYRC	1,731,660	284	9,114
GIS	799,583	97	8,884
Larned YRC	187,845	30	6,261
Osawatomie YRC	141,609	20	7,080
Salina	169,495	19	8,921

There are some other expenditures that can be identified. Most of these are included in estimates noted above, but deserve specific identification. The Governor's Committee on Criminal Administration, is currently distributing about \$1 million for delinquency projects, HEW has about \$200,000 of YDDPA funds available, and an unlimited amount of "IV A" funds.

who have passed their eighth birthday but have not reached their eighteenth birthday. The number of juveniles in the 8-17 year age category is approximately 450,000. This number is presently a relatively stable figure, but will begin declining in the next few years. These quoted figures are from the 1970 census.

In contrast to the stable or slightly declining juvenile population in the state, the indicators regarding delinquency are showing a rapid and substantial growth. The facts which illustrate this are found in Chapter 1 of Volume III.

The presentation in this section uses computations based on the 1970 figures, and does not allow for a rate above the 1970 rate. This may be viewed by some as a serious deficiency, and demands as to whether projections should be made for a two or three year or longer period of time are not unwarranted.

The computations included in this section are done on the basis of our previously described general elements, though all three of the general prevention elements are lumped together as a single computation. It will also be immediately recognized that there are other ways to compute costs for this system. The best possible way would be on the basis of an experience resulting from the operation of such a system. Since we have no present equivalent to the system as presented in this planning effort, uncertainties regarding the amounts as well as the method of their computation exist. As was pointed out in the previous section, some of the costs identified here are already being covered by existing programs. There will continue to be large areas of overlap into previously established categories. However, these computations are first computed on the total amount of financial resources needed to make this system operational with the balance of new money needed over that which is currently authorized indicated in each general category.

The rudimentary nature of these computations should be recognized. They are rudimentary because of the absence of the kind of information on which costs could be more accurately computed. Though it might be possible to devote some future effort to an examination of representative samples, no such investigation has yet been undertaken, and might alter these computations significantly. However, the basis for the computation will be indicated in each specific instance so that an independent judgement about the accuracy of the computation may be made. This very rudimentary computation of costs seems necessary in order to

generally illustrate the magnitude of the system described in the previous two volumes. These projections also serve to focus attention on the fact that we have seriously fallen behind from our own previously established commitment to the juvenile justice system, having allowed a very significant erosion of our capability of dealing with offenders from that which we possessed a decade ago.

PREVENTION PROGRAMS

The cost computation for all three kinds of prevention programs will be lumped together here. To begin with, the number of individuals involved must be identified; there are approximately 750,000 juveniles in the state according to the 1970 census. A more specific group within this total group of juveniles are those between the ages of 8 and 17. This age group is identified on the basis of the idea that very few juveniles under the age of eight are likely to be brought to the attention of the system, and that most of those under this age should still be considered under the classification of primary prevention - which lies beyond the scope of planning effort. The state of Washington, for example, uses this identical age grouping for their prevention programs. There are 447,153 juveniles in this age category reported by the 1970 census. This smaller figure is the more realistic base from which percentages of juveniles are to be computed rather than the larger figure.

The prevention programs include only those who are evidencing "syndromes" of pre-delinquent. As previously described, this category is to include the following categories of juvenile court jurisdiction: waywardness, dependency and neglect, truancy, and (selected) traffic offenders. It is also defined to include the siblings of those who are clearly identified as delinquent within the control system. It further is to include persons whose social behavior is disruptive and unacceptable even if not illegal or delinquent.

The method of computing the number of individuals to include within this group is simply a percentage of those between 8 and 17. The percentage used for our computation is 17 percent. This percentage is approximately equal to the national figures regarding the number of juveniles handled by juvenile courts in the nation. Several publications of the U.S. Department of Health Education and Welfare indicate that one out of every six juveniles makes an appearance before the juvenile court. If this percentage errs, it most assuredly errs on the side of understating the problem. Officials in the California Youth Authority have suggested that a percentage of 30 percent is much more realistic to use as the basis for prevention programs.

The application of the percentage presently being used to the total group of juveniles within the more narrowly defined age span results in an estimate of approximately 68,000 individuals. Added to this are 6,800 individuals who are referred from the crisis programs general element for non-judicial handling. This group of persons consists of those who are apprehended by law enforcement agencies for first and very minor infractions of the law and are referred to prevention programs via the Children and Youth Services Agency. The number to be included in prevention programs is rounded to a total of 75,000 juveniles.

COSTS COMPUTATION - The computation of costs for those placed in prevention programs is first based on the assumption that current programs and efforts which may affect perhaps even a majority of these individuals will be maintained at their current level of service. Some of these individuals receive, at present, high cost services for various kinds of undesirable conditions and unacceptable situations. Others may be served by low visibility programs and activities which are not particularly expensive. It is assumed that the significant services being provided to persons who are placed in this category will not be diminished

at all, and that the financial support of programs in this field will be greatly expanded as a result of establishment of this system. More specific information regarding costs of various kinds of prevention programs can be obtained by a review of the various programs described in Volume II.

The general formula advanced for computing costs of prevention programs is an average of two hundred dollars per year per individual, for the total group of 75,000 individuals. The computation for prevention programs is, therefore, \$15 million per year. As noted in the preceding section, probably one-half of this total amount is presently being invested to the benefit of this, the largest group of individuals in the overall system.

CRISIS PROGRAMS

The absolute maximum number of individuals involved in the crisis programs general element is determined by the recorded apprehensions of juveniles by law enforcement agencies: 21,410 in calendar year of 1970. This figure is known to be significantly incomplete. Thirty-one counties report more cases in their juvenile courts than law enforcement agencies in the county report as apprehensions. The typical reason for this disparity of records is that the law enforcement reports are incomplete for that county. However, using the 21,410 figure as an understated estimate, a reduction factor to allow recidivism must be made. The law enforcement reports are based on cases, rather than individuals. It is estimated that, at the very least, a 25 percent reduction is necessary to indicate the number of individuals involved. Many have felt that a 30 percent reduction figure is more accurate.

The actual computation of individuals involved is set at 16,000 - a 28 percent reduction from the reported 21,410 and approximately 30 percent of the total apprehensions, if complete records were available.

The costs of crisis programs is estimated at \$3 million per year.

However, note is made of the great difficulty in identifying the amount of money invested in law enforcement activities, and also the difficulty of defining and investigating the costs involved in processing an individual through the juvenile court.

GENERAL COMMUNITY REHABILITATION PROGRAMS

An estimated 9,200 individuals will be involved in all three general rehabilitation elements. A recidivism reduction percentage has been applied to the 12,274 juvenile court cases recorded during 1970.

Those placed in the general community rehabilitation programs are generally minor offenders with no serious personal pathologies and a family environment which has not completely disintegrated. It is expected that only first offenders or those who have previously appeared before the court once or twice will be placed in these programs. When appearances before the court have totaled three or more, the placement will ordinarily be automatically made to intensive rehab programs. These juveniles are not expected to be seriously deviant and, consequently, not in need of expensive or significant services. The personality disturbance of persons placed in this group is not expected to be great either, and if the personality disturbance requires therapy, then the individual will be placed in the intensive general element for that reason alone, irrespective of the nature or repetition of offenses.

There are certain ambiguities and uncertainties regarding the number of persons who might be placed in this group. In contrast to the total number of individuals computed for all rehabilitation general elements, and the computation regarding the need for residential treatment, the computation of the general and intensive community rehabilitation programs is based on the principles of normal distribution of characteristics in groups of human beings.

It is judged that those with these more minor problems will be two or three times as many in number as those with the more serious problems. Therefore, it is estimated that some 6,700 individuals would be appropriately placed within this grouping out of the total of 9,200 adjudications.

The cost of handling those placed in this group is estimated first on the basis of the cost of general probation, and secondarily, on the cost of providing other services such as those outlined in Chapter 3 of Volume III. The general probation cost for these individuals will be figured at a ratio of one probation counselor to 50 probationers. Computing this against the cost of a Probation Counselor (salary, expenses, and supervision) results in an approximate \$300 base cost per year per individual. If the PC's load were higher, it would be possible to reduce this base. As a matter of fact, a concurrent maximum load of 70 is allowed by guidelines presented in Chapter 3 of Volume III, and an annual intake of 100 per year is expected to be reached by many PC's.

However, virtually all of these individuals should be involved in other kinds of programs and activities, in addition to being placed on probation, if there is any serious intention of dealing with personal problems and avoiding further illegal activities. There are several programmatic elements identified as likely to be appropriate for varying percentages of those placed within this group.

As a result of estimates regarding other services, an overall cost of \$800 per year per individual is computed for this group. This total cost per year figure is intended to be adequate, and even generous, in regard to the cost of other services. In many cases, the cost might be significantly reduced for an individual through remedial arrangements not requiring the investment of public funds. For example, living arrangements might be arranged with a relative who would not request or demand financial reimbursement. Multiplication of the \$800 per year per individual

by the number of individuals in this group results in a computation of \$5,360,000 annual cost for this general element.

INTENSIVE COMMUNITY REHABILITATION PROGRAMS

The number of individuals involved in this general element is significantly less than those involved in the general community rehabilitation programs: 2,000 on direct placement and 500 on indirect placement through residential treatment, for which this element provides aftercare.

The distinguishing characteristics of this group are defined from two general bases: individual pathology, and repetition of offenses. In regard to individual pathology, those who evidence a need for therapy or services to retard or are otherwise disabled will be placed in this category for that reason only. The other criteria concerns the repetition of offenses. It will be suggested that after the third offense handled by the court - not just the number of times a person has been apprehended - an individual should automatically be placed in this group. This principle is similar to the practices of other states in regard to juveniles and generally throughout the United States in the handling of adult offenders. It is based on the assumption that the repetition of offenses, even when minor, is a fact which must be recognized as serious even when the specific incidents themselves are not serious. Those adjudicated for very serious assaults on other persons might also be placed in this element for that reason alone.

There are a number of uncertainties regarding the estimated number of individuals to be placed in this group, and a ratio computation similar to that used in the previous element's computation is also used here. It is expected that for every individual placed in residential treatment, there should be three or four persons who are placed in this somewhat less serious grouping. The num-

ber of direct placements in this element is estimated at 2,000, with an additional 500 coming from residential treatment.

The cost computation for this group proceeds from the base of what we have called intensive probation in Volume III, Chapter 4. Intensive probation is carried out by Juvenile Services Workers who are more highly trained, skilled and experienced than PC's. In addition, the intensive probation caseloads for JSW's is placed at a ratio of one JSW to 20 probationers. Due to the fact that the JSW receives a higher salary than the PC, and the fact that he has a much smaller caseload, the intensive probation cost is figured at \$700 per year per individual, more than twice as much as the cost for general probation services.

It is also assumed that nearly all of those placed in this element will need additional services of some sort. Some of these services are likely to be expensive, even though they are generally to be carried out in the community of the juvenile's residence. Those placed in group homes and those placed in therapy are likely to cause the average cost for those in this group to be raised very significantly.

Therefore, an estimate of \$2,000 per year per individual does not seem unwarranted for this group. A figure such as this will allow relatively expensive investments in those who are exhibiting severe problems and very undesirable behavior patterns. It is further believed that this considerable investment in this group should eventually reduce the need for residential treatment; a group of individuals for whom our current arrangements most clearly fall short.

The estimated cost of this general element is \$4,000,000 per year for the 2,000 direct placements. Those placed in residential treatment are processed back through this element as they return to community life, and comprise a group for which a different computation is used. There are expected to be approximately 500 of these

individuals per year, and they are expected to require less than half of the services required by those placed in this element who have not been placed in residential treatment. Therefore, an additional \$800 is estimated as a realistic cost of handling this group. The total, therefore, for intensive community rehabilitation programs is \$4,400,000.

RESIDENTIAL TREATMENT

The number of individuals to be placed in residential treatment in this system is computed on the basis of the rate of commitments as a percentage of "official" juvenile court cases in a calendar year. As we have illustrated at several previous points in the text, the rate of commitments to residential treatment has fallen sharply during the past decade. In 1961, the rate of commitments compared against "official" juvenile court cases was 13.7%, a figure not unrepresentative of the 1956-1965 decade. In 1970, the rate had fallen to less than 5% and incomplete records for 1971 show a rate of less than 4%. It should be noted that we are expressing this percentage in relationship to "official" juvenile court cases, which only constitute about half of the total number of court cases. The reason for making this distinction is simply because a commitment cannot result from an "unofficial" case.

Application of an average percentage above recent experience but below the 1961 level to the 1970 official court case number results in an estimate of 500 individuals per year. Though it might be successfully argued that there have been many inappropriate commitments to residential treatment in the past, it must also be recognized that for a number of years judges have wanted to commit a large number of juveniles to BIS but were not able to - the 16 and 17 year olds being the largest and most clearly recognized of this group.

The cost computation for residential

treatment could be based on present and proposed budgets for BIS, GIS, the Atchison Annex, and the new youth rehabilitation programs at Larned, Osawatomie, and Salina. However, the number of individuals to be placed in residential treatment is so much larger than current experience, it is believed wiser to simply develop an average cost estimate for an adequate treatment program. The estimate of an average adequate treatment program is placed at \$8,500 per individual per year. This is slightly more than the current cost at BIS and slightly less than the programs at GIS, Larned, Osawatomie, and Salina. It is expected that the cost of treatment programs in the proposed regional rehabilitation facilities and private facilities would be slightly less than \$8,500 per individual per year. It is therefore believed that this is a realistic estimate which might continue to be realistic for the next two or three years.

Therefore, the computation for residential treatment amounts to \$3,750,000.

KJSA CENTRAL AND SUPPORTING SERVICES

The central administration of the KJSA and the indirect supporting services which have been specified in the preceding chapter of this volume are computed here. The administration of direct service programs is computed along with the cost of prevention and rehabilitation programs. In this category, only the staff which operates from a base in Topeka is included. Though evaluation, as described in Chapter 6 which follows is expected to be a major cost item, it is believed that these central and indirect supportive services can be provided for a fully operational system at an annual cost of approximately \$1,000,000.

CAPITAL INVESTMENTS AND PHYSICAL FACILITIES

The first of two items requiring capital investments in physical facilities concerns the regional rehabilitation facilities. These facilities have been estimated

to cost approximately \$1.3 million each for the 50-bed units. The 25-bed units would cost more than one-half of this, possibly as much as three quarters to four fifths of a million dollars apiece. Only three of the regional rehabilitation facilities have been widely discussed and actually proposed, and no definite proposal has been made to create them, even though they appeared in the first DIM budget proposal in 1971.

Detention centers represent another essential capital investment that did not receive as much attention as it deserved in our planning effort. The subject is covered in Section 5 of Chapter

2 in Volume III. Application of national standards to Kansas results in a projected need for 8 minimum size units. Geographical considerations might increase that number to 9 or 10. This means that no less than 4 and possibly as many as 5 or 6 new units are needed in the state. Cost estimates for construction of minimum sized units some years ago was only slightly less than one-half million dollars, although these estimates were not based on definite architectural plans.

The information presented above, and in the previous section is summarized in chart form below.

CHART 28: ROUGH ESTIMATES OF THE COST OF A DELINQUENCY PREVENTION AND CONTROL SYSTEM IN KANSAS

THE GENERAL ELEMENT	NUMBER OF INDIVIDUALS	UNIT COST	GROSS (expressed in millions)	CURRENT	NET
1. ALL THREE PREVENTION	75,000	\$ 200	15.0	7.5	7.5
2. CRISIS PROGRAMS	16,000*	-----	3.0	2.0	1.0
3. GENERAL COMMUNITY REHAB	6,700	\$ 800	5.36	1.3	4.06
4. INTENSIVE COMMUNITY REHAB	2,000	\$2,000	4.0	1.0	3.0
5. RESIDENTIAL TREATMENT	500	\$8,500	4.25	3.0	1.25
6. KJSA SERVICES	none	n.a.	1.0	0.1	0.9
	84,200		32.6	14.9	17.71

* this figure is not added in total because it is a processing element, and is distributed to lines 1, 3, 4, & 5.

SECTION 4: ACQUISITION OF FINANCIAL RESOURCES

Perhaps the most important point to take note of is that in the vast majority of public funding programs, only matters which represent a very clear crisis receive attention. Perhaps this is inevitable since most public officials, and the public at large, are not gener-

ally ready to accept responsibility for activities and programs that do not represent a response to a clearly perceived crisis. Therefore, in public funding, there usually must be a clear evidence of failure, breakdown, or other unacceptable conditions before public support

can be obtained or public officials persuaded to move in the direction of new or revised services. These remarks are not intended to be critical, but analytical of the situation that can be observed in our history.

It is also clear that in most funding there is a very small amount of vision and very little support for activities based on predictions of future crises. On the other hand, when clear evidence of breakdown or failure can be shown, public officials or the public at large are often responsive to the problem. Very few communities, states, or nations have shown concern for most of their problems until they began to get out of control. However, once this occurred, actions were generally undertaken to reverse the trend that had developed.

It is equally clear that there must be a strong justification for any additional expenditures that might be required as well as authorizations to undertake new types of activities. Generally, the juvenile justice activities in the state of Kansas have not, in the aggregate, presented the clear justification for the need for new activities and expenditures to those responsible for authorizing and supporting them. The records of obtaining new resources and authorizations for delinquency prevention and control in recent years by the several hundred statutory agencies which have some responsibility or direct contact with juveniles is generally a record of failure. Though there are some isolated instances of maintaining established acquisition levels and even initiating some new services, resources generally have remained at the same level while the problems to which they are addressed have doubled or tripled or increased to even an even greater extent. Neither the increase in established services nor the initiation of new services has approximated the increase in the experience of the problem of delinquency in Kansas during the past decade. The size of the problem

has tripled during this period while expansions of existing services and additions of new services hardly account for an overall 30 percent increase. This means that our ability to deal with the problem has been inexorably eroded year by year from the position which we held ten years ago. The conclusion that this is the major factor in our rising delinquency rates does not seem unwarranted.

THREE TRADITIONAL ARGUMENTS

The arguments used to support requests for financial support are of three basic types, which we will designate: humanitarian, practical, and economic. Brief characterizations of each follow.

THE HUMANITARIAN ARGUMENT - The most traditional argument of obtaining the support for any human services activities is based on a humanitarian concern for the welfare of others coupled with a moral imperative to do what can be done for those whose situation is viewed as unacceptable. This argument has been used in many fields of social concern since an early date in our national history.

The humanitarian argument originates in a consciously adopted and emotionally supported position characterized most simply as a sensitive appreciation of the essential needs of human beings accompanied by a parental or humanistic motivation to have these needs met, insofar as possible, from community resources. When the humanitarian position is applied to the juvenile justice field, less importance is attached to the specifics of overt deviant behavior than to its origins or causes.

The general philosophy of juvenile code reflects the same basic values as found in the humanitarian argument. This is why the juvenile code does not classify the juvenile as a "criminal" in the ordinary understanding of that term. It considers the juvenile to be amenable to nonpenal influences on his or her life in the vast majority of cases. Therefore,

the simplistic "punishment" type of supposed corrective influence is not generally appropriate in dealing with juvenile offenders. The juvenile code is also, of course, based on the idea that the youthfulness of the juvenile offender allows for the development of major new corrective and rehabilitative influences on his or her life.

Appeals for services or funding originating in the humanitarian argument first attempt to develop understanding of human beings and human needs. Secondly, the appeal is directed toward motivating persons to use this understanding as the basis for positive action. Though proponents of this view are usually articulate and forceful in their presentation, they quite often fail to develop a similar basic understanding of human beings in either the general public or selected groups. That is to say, the humanitarian argument represents a valuable and useful insight, but these insights are not always communicated sufficiently to others. It is clear that the humanitarian argument requires the establishment of a basically unselfish concern for others before it can be understood. This basic understanding may be a reflection of religious or other moral values, and certainly reflects the dominant religious values in our society, state, and communities. It clearly promotes and preserves the moral value of unselfishness.

The basis for the development of the humanitarian argument is also the basis on which many of the techniques and processes in the treatment of delinquency originate. The understanding that overt deviant behavior is simply symptomatic of unmet needs of the personality has proven to be quite useful in the development of effective treatment programs.

The humanitarian argument, though both rational and moral, has a general history of ineffectiveness when compared with the results expected from its use. The ineffectiveness may be interpreted as a failure to communicate with what are essentially difficult intellect-

ual concepts and an awareness of a moral imperative to act positively. Current attempts to utilize the humanitarian argument encounter special difficulties of relatively recent origin. There are strong currents of opinion in our society today which are "anti-kid." More than simply intending to reflect a "generation gap," there is some noticeable active and overt hostility from adults toward juveniles. In such circumstances, it seems absolutely certain that the basis for the humanitarian argument will not be correctly perceived. Though there are occasionally successes in the use of the humanitarian argument, its practicality for application to a problem such as delinquency in Kansas at this time is at least questionable due to the overall situation in which the presentation must be made. Persons to which the argument is presented must be relatively open-minded about the subject and free from pressures that demand a selfish reactionary response to it.

THE PRACTICAL ARGUMENT - This argument might also be called the "enlightened self-interest" argument. In contrast to the humanitarian argument, this is a selfish argument. Though selfish in origin, it is believed that this may be the most practical type of argument that can be presented to large numbers of people who will never study the situation in any depth and who will not view the basic needs of juveniles within a moral framework.

The practical argument for the establishment of new services or the acquisition of new financial resources originates in the perception that persons and property are not safe and secure until we have done what we know how to do consistently and effectively. The label of "practical" seems quite appropriate here since all persons have a right to be secure in their person and property and free from those who would prey upon them illegally.

The development of the belief that we

should be secure in our persons and property and that all things which we know how to do should be done in order to achieve this goal is eminently practical. It is hard to find fault with "selfishness" expressed in this way.

The practical argument does not require the development of any humanitarian concern - just the opposite is usually true. This does not mean that the argument would ignore the basis for the humanitarian presentation, but that it is not dependent upon it. It is a much more clearly understandable argument on the public level of awareness since the average citizen does not have time to become fully informed about the facts. It is also an argument that is easily transposed into political terminology... a positive benefit when additional resources are needed. On the other hand, matters which become political issues quite often suffer from over-simplification that obscures their real importance and value.

This argument focuses attention on the physical protection of society - a reasonable expectation of persons living in a civilized society. It is much less concerned with the processes by which the safety and security of property is secured than it is with the results of whatever is done. This can be transformed into a very punitive frame of mind - but not inevitably. Many responsible and thoughtful persons with whom we have been in contact feel that this approach to obtaining additional resources is a valuable counterpoint in contrast to the arguments based on humanitarian considerations.

The focus of interest in the practical argument is on an entirely different aspect of the problem. It is easily understood by large numbers of persons with a very superficial understanding of the problem and its potential solution or reduction in magnitude. It is well suited, therefore, for practical use - even by those whose motivation is basically humanitarian. The use of this

argument is ordinarily more effective in obtaining new authorizations and funding than is the humanitarian argument.

The generally superficial level on which this argument usually operates has some potential disadvantages and hazards that must be noted. Proposals based on serious misunderstandings of the nature of the problem may receive the same degree of attention as those soundly based in fact. Proposals originating in outright hostility to juveniles and which directly contradict the philosophy of the juvenile code are more likely to occur in discussions of the practical argument than in discussions of either the humanitarian or economic arguments. Once the focus of discussion is placed on a superficial basis, then even those who are unfamiliar with the problem may offer their opinion or raise their voice with equal apparent authority.

Though the essential rationality of this approach cannot be faulted, and though it is generally the most effective argument to use, the potential hazards and disadvantages should be studied carefully. Without doubt it can be said that of the three arguments, this is the one which can be most easily be perverted into repressive or suppressive measures that negate or overturn the philosophy of the juvenile code.

THE ECONOMIC ARGUMENT - This argument for establishing new services and acquiring funds necessary to support them will also be characterized as an "impersonal" argument. The focus on interest here is on the fact that whatever is done in a delinquency prevention and control system costs money and can be subjected to both specific and general "cost-effectiveness" computations. Both the services that are provided by the juvenile justice system and the results of crime can be stated in monetary terms. The economic argument, of course, is based on the idea that investments in preventive and rehabilitative programs reduce the toll of economic and personal loss in society.

This argument for establishment of services and acquisition of funds originates in the general understanding of cost-effectiveness. Some human activities are very usefully viewed within the framework provided by cost-effectiveness computations. They are especially useful in the world of commerce and business, but they also have an application in the human services field. This is not to say that they are a complete explanation or a completely satisfying way of viewing human services. It is to say that the investment of resources can be computed in monetary terms and various approaches to the problems addressed can be compared on the basis of cost-effectiveness.

This is a general subject area which has recently attracted some interest in the crime and delinquency field. The project office received a draft copy of a monograph by Mark Richmond of the U.S. Bureau of Prisons which attempted to develop some of the general principles in this field. It is noted in that monograph that the costs of incarceration as a punishment in the adult criminal field may actually be much larger than some of the other alternatives that are available. Apart from a consideration of whether punishment "works" (and there is a large amount of information to suggest that it does not) this approach simply recognizes the fact that society will only make a given amount of money available for this purpose - and that the available funds should be used according to the results of cost-effectiveness studies.

Since a majority of some kinds of losses are covered by insurance, the actual loss from the illegal activity is recovered for the victims through premiums charged to a much larger group. As might be expected, this generally is regarded as the most inefficient and expensive methods of dealing with a social problem. The payment for losses incurred through this method generally falls on a relatively small group of persons directly (i.e., businessmen who suffer losses from illegal activity are

a relatively small group). Several related articles in 1971 in Wichita papers have pointed out how insurance rates in Kansas have greatly changed in recent years. It is also pointed out how some areas and some kinds of businesses (particularly those which stay open to late hours at night) are, for all intents and purposes, uninsurable. This has led to the development of federal subsidies for the insurance that is necessary to remain open for business.

Home owners' insurance provides an example of how the cost of illegal activity can indirectly affect large numbers of households not otherwise directly affected. From very limited investigation, the staff has found that home owners' insurance rates have risen as much as 35% within the past four years, and that further increases are expected. The actual amount of dollars in additional premiums over that being paid a few years ago is not known, but if the increase has been as much as \$20 per household per year, the amount from one half million households in the state would total \$10 million per year. Though it is not familiar to consider this as an "investment" in the problem of crime and delinquency, we will suggest that no intelligent discussion of the subject can be conducted without this consideration.

Another aspect within the economic argument is simply that the earliest possible intervention in unwelcome or otherwise unacceptable patterns of behavior is always the most effective and the cheapest possible way to deal with problems. The longer the problems are allowed to develop and become habitual, the larger the investment which must be made in either remedial services or incarceration. A chart which appears in the booklet "A Survey of Juvenile Problems in Wyandotte County Kansas 1970" published by the United Community Fund and Council of Kansas City dramatically illustrates the principle that: "the earlier treatment of other services is provided, the greater the cost-effectiveness of the service."

The previously noted unpublished monograph by Mr. Richmond also points out that the same general conclusion, along with the other concerns to which he gives attention.

The quality of services provided also falls within the scope of interest of the economic argument. A study of the cost-effectiveness of various services appears to establish the principle that poorly designed and implemented services may increase both the severity and incidence of problems they were ostensibly created to solve. Inadequate program design or funding may generate or allow the development of a larger and more serious problem than originally existed. Several mass circulation magazines have published articles on the nation's penal system within the past year. Most have concluded that the system does no more than remove individuals from their accustomed residence and habits for a brief period and returns him to community life with very little motivation to identify with lawful community standards of conduct. Only a few cents of each appropriated penal system dollar can be plausibly related to rehabilitation - which is crucial to all except those under sentence of death or life imprisonment without the possibility of parole.

There are several intimations of the same situation within the juvenile justice system. Though currently available information falls far short of being able to illustrate the point, it appears that the general paucity of services and the misuse of services that do exist at least perpetuates and may increase the quantity and severity of criminal behavior. Of course, this conclusion must be based on a longitudinal view that considers records beyond the scope of the age definition of the juvenile justice system. It is not really surprising that few persons are rehabilitated when very little effort is directed to this purpose. It is also not really surprising that partial, inadequate, and uncoordinated efforts produce few tangible results. Though some

will argue forcefully that any efforts - no matter how partial - are better than no efforts, it does appear that poor design and implementation has little effect on the problems addressed...cost-effectiveness is very low.

As indicated in this section, discussions of the actual cost of crime and delinquency needs to be placed within a broader framework. U.S. News and World Report estimated the total cost of all crime and other illegal activity last year at more than \$50 Billion in the nation (about 1/20 of the GNP). Other authorities place the toll at from \$20 to \$30 billion. Even the lowest figure is appalling, and clearly justifies a national alarm or declaration of crisis. The size of the problem indicates the need for a much greater concentration of interest than it has been given up to this time.

The entire subject area deserves a more extensive investigation and exposition than is given here. It seems reasonable to conclude at this point that cost effectiveness studies will indicate that present methods and practices are wasteful of the resources presently being invested. It also seems reasonable that the percentage of effectiveness decreases as the pattern of illegal behavior continues without significant intervention. It seems reasonable that the earliest intervention, intervention using basic community resources, and intervention applied to symptoms rather than full-blown problems will show the highest cost-effectiveness. If so, the economic argument would provide a major support for establishing preventive services.

ACQUISITION PREDOMINANCE

Material presented for one of the workshops at the third conference contained two "resource acquisition strategies." The first of these was called the "Pool of Resources" strategy and the second was called the "State-County Combination" strategy. In the first was described as developing financial resources from

throughout the state, pooling them at the state level for allocation on the basis of need and the performance record of operational agencies in all counties. The allocations could, of course, be funneled through the state and area boards. The second of these strategies was to continue to obtain funds on a county basis and to use those funds locally without placing them under the control of either the state or area board. Additional fund would then be acquired on a state-wide basis by the state government, and would be allocated through the state and area boards to supplement the activities supported by county funds. Neither of these suggested strategies were accepted by a majority of the workshops participants.

Subsequent discussion of this subject has resulted in expressions that state acquired financial resources should be used to provide the basis services, while locally generated revenues be used to provide supplementation to these basic services. This strategy is not represented as being a majority conclusion either, but subsequent discussion appeared to indicate that this was preferred over the other approaches.

It is not entirely clear how a plan reflecting this idea might be worked out, even though the projected needs of a fully-operational system presented in the previous chapter showed that more money is needed than that currently available.

We have stopped short of specifying a financial plan for several reasons. The mechanics of financing are not clearly a part of our mandate. The absence of any state commitment beyond the funding of traditional programs gives us no sense of direction in this subject area. New local taxation is an emotion-charged subject area of a highly politicized nature that clearly places it in the realm of politics and out of the realm of a planning project's competence. We have, therefore, not examined and explored this subject area to the extent

which it deserves, feeling that this is more properly the responsibility of others.

FEDERAL FUNDING

States and communities have become increasingly dependent upon federal funding in a variety of human services areas; welfare, labor, health, mental health, criminal administration, etc. Of particular interest to us are funds from the Comprehensive Law Enforcement and Administration of Justice Act of 1968, commonly referred to as the "Safe Streets Act." These funds come into our state through the Governor's Committee on Criminal Administration (GCCA) and have cumulatively amounted to a considerable sum in the past four years.

Of potentially even greater significance are funds from Title 4(a) of the Social Security Act that would support programs for "children in danger of becoming delinquent." Several states utilize this funding source as a highly significant part of their financing, since the guidelines allow a very liberal interpretation of allowable programs. Minnesota, for example, uses these funds even in institutional programs. There is no practical upper limit on the amount of these funds, since the amount of the grant is solely dependent on the amount of acceptable matching funds provided by the state. Kansas has not - as of the time this report is being written - applied for these funds. We have not been able to learn of any serious proposals to acquire such funds, which would normally be channeled through the Department of Social Welfare. Apart from our failure to obtain funds from this source in the past, there is the additional fact that legislation now being considered in Washington (H.R.1) would freeze each state to their current level - which in our case would be zero. Since this funding source could provide the greatest amount of funding for our system, our failure to obtain these funds is tragedy that may continue to haunt us.

A third potential source of federal funding in recent years is found in the Juvenile Delinquency Prevention and Control Act of 1968, from which funds for this project originated. The original act expired in 1971 and has been extended via the "continuing resolution" strategy. At the time this final report is being written, no formal legislation has been introduced to extend the act. This legislation was never funded at more than a small fraction of its authorized level, and has never assumed any really practical importance for that reason. Our planning project, the original Wheatlands project, and the family volunteers program of the Wichita court are the only activities supported by funds from this source - and all current projects expire in 1972.

To summarize, of these three widely known funding sources, only one is of substantial benefit to the state (LEAA-GCCA), one has never had significant national funding and has only been of minor benefit to the state (HEW-YDDPA), and Kansas has not organized itself to take advantage of the potentially largest source of funds for delinquency programs (HEW, Title 4 a) and may have seriously damaged its future prospects for funding by this previous lack of action.

However, federal funding is still a potentially important source of financing, and a much broader subject than the preceding paragraphs suggest. We will, therefore, provide a brief survey of the most important of the more than 200 specific federal assistance categories that can be related to the interests of a delinquency prevention and control system. The primary reference work in this field is the Catalog of Federal Programs for Individual and Community Improvement published by the Office of Economic Opportunity. We have also used the document Prevention of Youth Crimes and Juvenile Delinquency published by the Law and Justice Planning Office in Washington as a resource, especially in the assignment of relevance

factors to the various programs. In this latter regard, all programs listed on Chart 29, have an assigned relevance factor representing a judgement about the degree to which these programs can serve the interests of a delinquency system. A rating of 0.1 indicates minor relevance, 1.0 represents 100% relevance, and numbers in between show relative judgements between these extremes.

In Washington, the planning office multiplied the current grants in force by the relevance factor, added the state budget allocations for delinquency prevention and control, and got a figure of over \$100 million! The juvenile population in Washington is only about 40% greater than the Kansas juvenile population (see Chart 9 for exact numbers). We have not conducted a similar exercise for Kansas, largely because the most recent figures are for the fiscal year that ended 2 years ago.

The subject of federal funding requires further examination beyond a survey of what is potentially or theoretically available. It also requires more extensive examination than it is given in this presentation, but we will mention some of the principles that are important within the subject area. The most obvious principle is that there should be an equitable distribution of any funds being used for essential services, which of course is not now the case in many areas of interest. Only those services supported by formula grants and equally applicable throughout the state meet this objective at present. A corollary to this is the fact that project grant funding has proven, historically, to be ineffective, inefficient, and unfair in overall perspective and should be avoided wherever possible and certainly for every basic essential service in the system. This position, incidentally, is hardly unique with us, since it is reflected in the President's "revenue sharing" proposals and forms a part of the justification of H.R.1, that has been under consideration for two years. To carry

the point a step further, project grant federal funding places decision-making authority for activities with an official in the federal office (or in the state capitol). Only rarely are such officials, or committees, in a position to judge the technical merits of the proposal or the community environment in which the project will operate.

Under many circumstances, federal funding contributes to fragmentation of efforts, systemic disequilibriums, and dislocations that are clearly negative and significantly detract from the positive effects of the activities. This "editorial comment," by the way, comes from a person who has administered 125 federal projects from 30 categorical funding sources administered by HEW, OEO, HUD, USDL and USDA.

One further comment about federal funding is also necessary; they are generally not evaluated in any objectively meaningful way, and such evaluation as are made are not made public in the community where activities occur.

Many other comments might be made about federal funding of projects in the human services field, but we should have adequately noted the factors to which our organizational plan should respond. Even though the thrust of the preceding comments was negative, federal funding is viewed as a potentially valuable aspect of the overall financing plan. Assuming the continued existence of this strategy on the national scene, the challenge for us is to devise ways of reducing the negative effects to the lowest possible level.

The first thing that comes to mind is to have the KJSA designated as the recipient of all funds that will be used entirely within the system - on a "block grant" rather than "project grant" basis.

Secondly, the KJSA State Board, and the semi-annual "en banc" meetings of all governance structures should allocate federal funds, along with other avail-

able funds, to general elements of the system, and areas of the state, on the basis of demonstrated need.

Thirdly, specific allocations to agencies and individuals should be made by the Area Boards on the basis of local needs, and by the only group of persons who can be expected to be familiar with practical problems and opportunities where the programs will operate.

Fourthly, no activities should be originated without provision for a widely discussed and officially approved evaluation plan. After initiation of an activity, further financial support should be made dependent on receipt of periodic evaluations, and support should be terminated for activities that do not meet established standards.

Fifthly, separate accounting should not be necessary on every small allocation of funds, but the overall accounting plan should provide sufficient detail to satisfy federal auditors - as do the majority of current state accounting method and procedures.

Sixthly, funds related to the delinquency system, but not wholly within its realm of responsibility should be handled in one of two ways; diversion of an appropriate share to the KJSA, or enactment of a requirement for regular disclosure of information to the KJSA of all activities and accomplishments resulting from the use of these funds.

It is not at all clear whether conditions such as these could be established, even though their desirability and essential rationality is obvious. It is clear that efforts should be made in these directions if this resource is to be utilized efficiently.

As we noted at the outset, this subject deserves a great deal more attention than it is given here.

CHART 29: SOME FEDERAL FUNDING POTENTIALITIES
FOR A DELINQUENCY PREVENTION AND CONTROL SYSTEM*

GENERAL PURPOSE PROGRAM TITLE OR DESCRIPTION	Type of Federal Assistance	Federal Agency	Local funds	Relevance Factor
JUVENILE JUSTICE SYSTEM				
Law Enforcement Assistance Agency grants..	Project	DOJ	40-60%	1.0
YDDPA, Diversion oriented projects.....	Project	HEW	10-25%	1.0
Children in danger of delinquency, IV A ..	Project	HEW	40 %	1.0
INDIVIDUAL IMPROVEMENT AND ASSISTANCE				
Non-school food program.....	Formula	USDA	25 %	.3
Health care of children and youth (spec.)	Project	HEW	25 %	.6
Adult basic education	Formula	HEW	10 %	.4
Upward Bound	Project	HEW	20 %	.7
Head Start	Project	OEO	8 %	.8
Child welfare services	Formula	HEW	none	1.0
Vocational rehabilitation services	Formula	HEW	20 %	.3
Indian; welfare, employment, schools, etc.	Various	DOI	none	.5
EMPLOYMENT TRAINING AND ASSISTANCE				
Employment services	Project	USDL	none	.2
Job Corps	Dr Srvcs	USDL	none	.3
M D T A - institutional	Formula	USDL	10 %	.3
M D T A - On Job Training	Project	USDL	none	.4
Neighborhood Youth Corps	Project	USDL	10 %	.7
Operation Mainstream	Project	USDL	10 %	.1
Work Incentive Program (WIN)	Project	USDL	20 %	.5
New Careers	Project	USDL	10 %	.2
Manpower experiments and demonstrations..	Project	USDL	none	.6
STRENGTHENING THE FAMILY UNIT				
Commodity Distribution	Benefits	USDA	none	.4
Food stamps	Benefits	USDA	none	.4
Maternal and Child Health Services.....	Formula	HEW	100%	.3
Aid to Families with Dependent Children...	Inc. Sup.	HEW	var.	.6
Emergency Welfare Assistance.....	Inc. Sup.	HEW	50%	.6
Medical Assistance, Title XIX.....	Formula	HEW	var.	.2
AFDC - Social Services.....	Formula	HEW	25%	.9
WIN - Child Care.....	Formula	HEW	25%	.6
Housing: Loans, BMIR mortgages, etc.....	Guar.Lns.	HUD	N/A	.2
Maternal and child health training	Project	HEW	none	.5
Migrant Health grants	Project	HEW	various	.5

* AN ADAPTATION of a more extensive analysis of federal assistance programs contained in the Appendix (pp. 7-17), Program Planning Section, of "Prevention of Youth Crimes and Juvenile Delinquency" produced by the Washington State Juvenile Delinquency Planning Project, supported by funds from the Youth Development and Delinquency Prevention Administration, HEW, SRS, Wash., D.C.

GENERAL PURPOSE Program Title or description	Type of Assistance	Federal Agency	Local Funds	Relevance Factor
SCHOOL PROGRAMS AND ACTIVITIES				
Breakfast, lunch, and milk programs	Ben & Sub	USDA	variable	.5
Drop-out prevention	Project	HEW	none	.9
Classroom personnel training	Project	HEW	none	.4
Educational opportunity grants	Project	HEW	100 %	.3
Educationally deprived child, & follow thru	Formula	HEW	none	.9
Guidance, counseling, testing	Formula	HEW	50 %	.8
Personnel Development, state grants	Formula	HEW	none	.8
School library resources	Formula	HEW	none	.3
Equipment to strengthen instruction	Formula	HEW	50 %	.8
State Dept. of Education assistance	Formula	HEW	none	.3
Education centers and services	Formula	HEW	none	.5
Teacher Corps	Project	HEW	10 %	.5
Vocational education	Formula	HEW	50 %	.5
COMMUNITY RESOURCES				
Comprehensive public health services	Formula	HEW	variable	.3
Mental health centers, staffing	Project	HEW	variable	.3
Public library construction	Formula	HEW	variable	.2
School construction, Fed. affected areas.	Project	HEW	n/a	.2
Neighborhood facilities grants	Project	HUD	25-33 %	.3
Open space land program	Project	HUD	50 %	.4
Urban parks	Project	HUD	50 %	.5
Model cities supplementary grants	Project	HUD	20% adm	.2
Urban renewal programs	Project	HUD	25-33 %	.3
Outdoor recreation	Project	HUD	50 %	.3
Community Action operations	Project	OEO	variable	.3
Legal services	Project	OEO	20 %	.4
VISTA	Dir. Ser.	OEO	n/a	.3
MANAGEMENT AND EVALUATION				
General research support	Project	HEW	none	.6
Health services research	Formula	HEW	none	.2
Educational research, general and ERIC ..	Project	HEW	5 %	.2
Handicapped research & demonstration	Project	HEW	variable	.2
Rehabilitation research and projects	Project	HEW	10 %	.3

FEDERAL DEPARTMENT ABBREVIATIONS:

- USDA - Agriculture
- USDL - Labor
- HEW - Health, Education, Welfare
- HUD - Housing and Urban Development
- OEO - Office of Economic Opportunity
- DOJ - Justice
- DOI - Interior

NOTE: The relevance factors on this chart are only occasionally the same as on the chart from which this information was taken.

THE SPECIAL PROBLEM OF PREVENTION PROGRAMS

Financial support of prevention programs presents a special problem that deserves mention. As noted previously, prevention programs which are successful, or even reasonably so, avoid the development of the crisis situation we previously identified as the only way to obtain public interest and support. When prevention programs are working well, the rate of delinquency is relatively low and not likely to receive the attention necessary to obtain, or even maintain, support. Therefore, it will be suggested that a formula be established for funding prevention programs at a speci-

fied ratio to the funding of crisis and rehabilitation programs. A ratio of the 1:1 is suggested from the material presented in previous sections. This means that for every dollar appropriated for crisis and rehabilitation programs, a matching dollar would be appropriated for prevention programs. Other authorities have suggested a rate as high as 1:3 for this purpose, and that level would certainly be appropriate under certain conditions. It is further suggested that this ratio be used as the basis of allocations to areas, counties, and communities, since a considerable need for rehabilitation programs clearly implies a need for a similarly high level of support for prevention programs.

SECTION 5: FINANCIAL CONTROL

Financial control is a necessary aspect of the total subject of financing. Though the majority of activities specified in this system are to be channeled through public agencies with established procedures for financial control, it is believed that the system as described here allows for additional and important considerations in this subject area.

Most public agencies are operated on the basis of what will be called the "auditor's approach" to financial control. In this approach, various safeguards are established in order to insure that illegal and unwarranted expenditures are not made. In addition, purchasing and property control regulations insure that the funds that are made available are used in the most "efficient" manner. Though there are always some difficulties with these kinds of regulations (usually penalizing the employees of the system rather than agencies or the public they represent) the system generally operates rather well. It will further be recognized that control of this sort is absolutely necessary in the handling of public funds.

However, a supplemental approach will also be proposed, and designated as the

"evaluator's approach." When structural vacuums and inconsistencies have been eliminated, and a system has been designed to deal with all predicted problems except the extremely rare and bizarre, then it is possible to begin to think in terms of evaluating the expenditure of money in comparison with other possible alternatives. Once a system is established, cost effectiveness judgments can be made in regard to various optional ways of handling a particular situation. The cost effectiveness judgments can provide a basis for adjusting and reallocating funds being used within the system. It allows a desirable flexibility in the approach to the problem. Cost effectiveness judgments receive scant attention in the human services field generally. Of course, the evaluator's approach to financial control assumes the existence of an evaluation plan which can produce desired information on a dependable basis. This is the subject of Chapter 6 in this volume.

It is proposed that the "auditor's approach" and the "evaluator's approach" be combined in the KJSA system, with due note of the fact that this approach to financial control requires some noticeable financing itself.

The traditional kinds of financial control activities of existing agencies generally reflect the auditor's approach. Though not available in Kansas, there are precedents for the evaluator's approach to be found within the structure of the California Youth Authority. The question of whether the actual evaluation of activities should be counted as part of the financial control, or under some other heading, is really immaterial as long as the evaluation program is supported adequately. However, apart from evaluation activities, additional financing is required for exploration into the cost effectiveness field.

Attention is directed to the widely held assumption that agencies who possess funds - have them in a designated account or in an approved budget - are generally assumed to have full authority to control their expenditure. The fact that this is not always the case is not widely recognized, and is important.

CONTROL THROUGH THE COMPREHENSIVE PLAN

The first principle for financial control is general allocations: to general elements within the system, to areas on the basis of experience with the problem, and to various generally applicable programs.

It is suggested that the state and area boards, adopt a general allocation formula at their "en banc" meetings semi-annually. In the fall meetings, the allocation will be made in regard to the proposed budget for the next fiscal year. In the spring meeting, the allocation will be made on the basis of definite appropriations at the state level, accounting for any appropriations that have been made at the local level.

The allocations to areas will be made on the basis of a formula devised by the state and area boards. It is strongly suggested that the formula be based on actual experience with the problem of delinquency, rather than on a popu-

lation or a juvenile population basis. It is believed to be unwise to make inflexible allocations to areas, just as it is believed to be unwise to make inflexible allocations for other purposes. Actual experience with various kinds of problems should be the basis on which these allocations are made. This would require developing formulae related to the kinds of computations presented in Section 3 in this chapter.

Minimum allocations ought also to be made to various generally applicable programs in order to insure their existence, even when periods of low utilization would seem to bring their existence into question. Allocations of this kind would support maintaining a minimum service to be made available - usually in an area of sparse population - whether it is being used to the most efficient level or not.

Along with these general allocations, categorical standards of services should be developed. The categorical standards are those such as mentioned in the chapters of the preceding two volumes. The standards should insure that minimum qualifications pay and practices are available to all persons who come in contact with any part of the system. In addition to this, it may be possible, after some experience has been gained, to develop effectiveness standards which specify the minimal acceptable results of various kinds of activities. The degree to which this is possible is not at all clear at this time, however. There is reason to believe that, eventually, standardization of cost ranges regarding services and results to be obtained from them can emerge from the operation of this system.

A major point in this regard is that the comprehensive delinquency prevention and control plan for the state should reflect the accumulative wisdom that results from operation of the system. The comprehensive plan is on the permanent agenda for the semi-annual en banc sessions of all fifteen governing boards. The plan should be revised and refined in order to reflect

the experience which develops from operation of the plan in the local areas. The plan should conform closely to the experience that has been gained from adapting the comprehensive plan to each of the fourteen areas.

CONTROL THROUGH ADAPTATION PLANS

Each area board develops an adaptation plan for their particular geographic area in specific detail. The comprehensive state plan is intended to provide flexibility in several areas without any consultation or approval. On the other hand, it is meant to reflect the minimum expectations which a juvenile and his family may have from the prevention and control system. Major changes outside of the flexibility limitations should be made in the form of a proposal from a specific area board to the state board. When all fourteen areas are agreed in the need for a change from the adopted plan, then that change should be made in the overall state plan. The adaptation plan for each area should probably also include some special innovative projects. Such projects might be designed to establish entirely new services or might be aimed toward the better utilization of existing techniques. The adaptation plan also should include incentive funding possibilities outside of the regular allocations to the area on a formula basis. The adaptation plan should, in all cases, also indicate the role defined for volunteers in the overall system.

The adaptation plan should be approved at least annually by the en banc semi-annual meeting. It is not suggested that either the state board or the en banc session of all governing units should impose detailed requirements on a particular area board, unless that area board has not been able to manage its affairs in a proper manner. The area board has definite knowledge of the agencies and local conditions which must be reflected in the adaptation plan, knowledge which neither the state board or the semi-annual en banc session would ever be expected to have.

However, the adaptation plan must be viewed as a financial control device. Financial standards must be attached to all specific programs and activities. It is necessary that the area board be specific about particular activities and services. It is further suggested that the adaptation plan, once filed and accepted, be considered as a controlling device until such time as changes are requested and approved. This seems both logical and necessary. An adaptation plan should not be allowed to have vague generalities and unspecific allocations of resources. It should specify the support of all agencies, offices, and institutions which are to be involved in the system in that area. Once this is adopted, it should not be possible to "rob Peter to pay Paul" without notification and concurrence of the state board or the semi-annual en banc meetings. The adaptation plan is intended to be the basis for the issuance of all contracts and the reimbursement for all services performed.

CONTROL THROUGH CONTRACTS

Area boards will also contract for services through both public and private agencies. These services are to be specified, as mentioned above, in the comprehensive plan adopted for the state and specifically mentioned in the adaptation plan. Some important services within the overall plan are likely to be outside of and beyond the control of that which is under contract. This is recognized and duly noted.

Some contracts will simply insure that services are available at various locations regardless of the load, according to the "retainer principle" previously mentioned. Some contractual services are to be directly related to the load and location, and will usually be based on a reimbursement of actual cost basis. In all cases, contracts are to place a financial limitation on the cost of various services and the maximum amount which might be reimbursed to a particular agency for a particular kind of service.

ADJUSTMENTS

Adjustments can be made, providing flexibility which will certainly be necessary in the initial few years, through contract specifications, through other influences on contractors, through refinement of the adaptation plans for each area, and finally, the refinement and improvement of the comprehensive state-wide plan.

The contract is also to clearly specify the results to be expected from the provision of the service - to be determined by the kind of evaluation program described in Chapter 6.

Finally, strict accounting and periodic auditing of actual expenditures are to be made in every case.

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FINAL
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CHAPTER 5

ESTABLISHING NEW SERVICES

CHAPTER 5

ESTABLISHING NEW SERVICESSection 1: INTRODUCTION

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The vast majority of services described in Volumes II and III either do not exist at all, or are not uniformly available throughout the state. For this reason, a great deal of attention must be directed toward the challenge of establishing new services and modifying existing services to conform to the overall system design. This section provides commentary on the nature and extent of the challenge, and the structure of responsibility within which it occurs.

Section 2: URBAN COUNTIES

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The unique problems and opportunities of the state's four most populous counties are the subject of this section. These counties generally have a variety of agencies presently working with children in trouble, and many other potential resources. The nature of the challenge in these counties is presented individually as well as collectively. Each of these counties has a single county area board.

Section 3: MEDIUM SIZED COUNTIES

Page 163

Twenty five counties of medium size are designated for special attention since most of them will have to also serve as a resource to adjoining counties of dispersed population in the same designated area. All of these counties are in multi-county areas.

Section 4: SMALL POPULATION COUNTIES

Page 167

Seventy six of the state's 105 counties are discussed in this section. Though by no means identical, these counties are roughly similar in that they cannot support efficient selective programs individually, and that they generally do not have formalized agencies operating within this field of interest. All of these counties are under multi-county area boards.

Section 5: PERSONNEL ATTRACTION AND DEVELOPMENT

Page 171

Establishment of new services means that new people must be brought into the system. The programs described in preceding volumes imply relatively large numbers of persons; professionals, para-professionals, volunteers, and others. This section is devoted to an examination of problems and opportunities expected to be important when efforts are made to establish new services.

Section 6: NEW PHYSICAL FACILITIES

Page 177

Some new physical facilities are highly desirable or absolutely required in order to provide a base for new services. This section provides a brief examination of this important subject.

SECTION 1: INTRODUCTION

The expansion of services to delinquents and pre-delinquents is an overriding feature of the system which resulted from our planning process. The kind and nature of services needed for the system are illustrated in the previous two volumes. Here, attention is focused on the practical task of establishing the necessary services. Both the establishment of new services and the modification of existing services to conform with the system design will be described in this chapter.

The basic problem is quantitative; there are simply not enough services to accomplish reasonable objectives for the number of persons being referred to the system. In A Survey of Juvenile Problems in Wyandotte County, Kansas, 1970, the United Community Fund and Council of Wyandotte County concludes:

"For every one hundred Wyandotte County kids with problems, only 49 are getting the help they need." (16)

This is in a county which has a multiplicity of agencies and many specialized services. In counties without a large number of agencies and professional providers of human care services, the situation is usually much worse. Quantitative problems are generally solved by simply increasing the number of service providers or agencies in the community. The problem is therefore generally solved within the existing structure of community attitudes and practices.

There is also a qualitative problem; the effectiveness of existing services leaves much to be desired and the totality of available services in our communities is not of sufficient breadth to meet the needs of juveniles being referred. The quality of services can probably be understood most easily through an examination of the working situation affecting the provider of service. Persons who are reasonably competent and well prepared for the task they perform are unable

to produce reasonable results when overloaded with a working load two or three times greater than normal. The example we used to illustrate this before (I-1) points out that a double overload on an electrical circuit does not cause it to work only half as well - it causes it to stop functioning altogether because the fuse blows. Though the analogy cannot be pushed too far, human beings on whom unreasonable loads are placed may react in any of several self-protective ways that reduce the quality of their work. This means that it is not enough to know whether a particular service exists, some idea of the practical working situation affecting the provider of service is also necessary before conclusions can reasonably be formed.

For example, Wyandotte County, in 1969, reported an average of more than 300 court cases for each probation officer. Obviously, it is not possible to spend much time with each case under such circumstances. This simply means that the quality of service available can deteriorate seriously below acceptable minimum standards, and beyond the point where positive effects overbalance negative effects.

A different kind of qualitative problem exists when the diversity of community services simply do not add up to what is necessary for dealing with expected or previously experienced problems. Only two or three communities in Kansas are large enough to need the total diversity of services necessary to deal with rare or extremely unusual problems (i.e., the need for residential treatment) but every community should be prepared to deal with problems that occur regularly and frequently. Very few communities presently have this diversity of services.

A further consideration under the heading of qualitative problems is the preparation of providers of service for the task that they are to perform. The vast majority of persons now working in the juvenile

justice system have not had the benefit of specifically focused formal preparation for their tasks. Most have learned the techniques of their present jobs by trial and error, often with little or no advice and guidance of others performing a similar function. Bad habits can be learned by this method almost as easily as good habits.

As a partial review of points made previously that illustrate the generalizations presented immediately above, some examples are furnished below:

* PREVENTION PROGRAMS - Prevention programs, as we have previously described them, are few and far between in Kansas. Quite often, such prevention programs as do exist are limited in scope, have a limited enrollment, do not have a sound organizational basis, and are occasionally unknown to other persons in the community who should be aware of them.

* DETENTION - Though state statutes allow and encourage the development of detention facilities reflecting the nonpenal intention of the juvenile code, only five counties in the state have detention facilities that roughly correspond to this ideal. One hundred counties generally use jail facilities intended for adult incarceration - or do not place juveniles in detention when this is properly indicated. In the latter case, juveniles are occasionally returned to the street without any significant influence on their situation.

* PROBATION - Seventy Kansas counties have nothing - or next to nothing - in regard to dependable and effective probation arrangements. The principle of probation has been established as an essential part of an overall juvenile justice system for at least 50 years. In most cases, the counties which have not established such services cite organizational problems as the reason for their failure to do so.

* GROUP HOMES - The group homes in which a sheltered living environment is provided for children in trouble is another example of a glaring omission in a total array of services known to be useful and appropriate for a certain segment of the delinquent population. Private individuals and agencies have initiated a number of new programs in this field within the past two years. However, the need for such facilities still exceeds available resources by a wide margin.

* RESIDENTIAL TREATMENT - The need for additional residential treatment facilities has been recognized by persons involved in the juvenile justice field in Kansas for at least six years, and specific proposals have been made for the increase of this resource. Up to this time, no practical developments have occurred.

A "local responsibility" principle for the establishment of the vast majority of services needed in the proposed juvenile system was adopted at an early date in this planning effort, and has been a dominant influence on the development of the overall system. It should be understood that the concept of "local" is not used in a rigid and technical sense, but, usually, indicates multi-county areas with common or interdependent problems and interests. The specific recommendation adopted at the second conference on this subject is:

"Local agencies will continue to be responsible for the management of all juveniles for whom the state, through the KJSA, does not assume responsibility. This principle does not intend to ignore the problems of communities which do not presently have proper resources or where it is not believed that the establishment of the required concentration of resources is possible or practical."

The obvious meaning of this recommendation is that the establishment of new services, or the modification of existing services,

is a local - rather than a state - responsibility. This recommendation was adopted because our planners believed that there are capable and responsible persons in every community, concerned with more effective prevention and control of delinquency, who believe that they can operate services more effectively than can be done by a monolithic state agency. Those most dedicated to this principle are generally from the larger counties, while persons from smaller counties tended to favor having a state agency take over many, if not most, services. However, the discussions which developed prior to the adoption of this recommendation seemed to convince persons in the smaller population counties that an overall system within the state would provide them with the guidance, support and other assistance they needed in order to assume responsibility for delinquents. Since the adoption of this recommendation, there has been a further growth of support for it.

It must be noted that all efforts to establish new services are not similar. At least four different kinds of efforts will be identified below and used for the purposes of discussion in this chapter:

* IMPROVEMENT - This term will be used to indicate improvements in existing services for which a recognition of need and at least minimal commitment presently exists; a qualitative change. Most efforts of this kind will be correctly viewed as a qualitative change in services. The types of considerations applicable here are changes (usually reductions) in average work loads, very significant new requirements for coordination of services, efforts to articulate services which need to be placed in causal or sequential order, improvement of the skills of those who provide services, and similar matters.

* EXPANSION - This term will be used to indicate a simply linear extension of an existing service to a larger

group of recipients; a quantitative change. The expansion of services will generally involve establishing new units and bases of operation. As in the case of improvement, expansion builds upon a previous recognition of need and the desirability of a service.

* REPLICATION - This term will be used to indicate the establishment of a new program according to a "model" of demonstrated effectiveness in an entirely new location and almost invariably under the sponsorship of a new or different agency. In contrast to improvement or expansion efforts, recognition of the need and usefulness of the service must usually be established before replication will occur.

* INNOVATION - This term will be used to indicate experimental programs which give promise of greater effectiveness than current programs or activities. Such programs may be of potentially great value and wide application, or may be designed to meet a very limited and narrowly defined need. In most cases, innovation should be viewed as progress toward providing the diversity of services necessary for meeting community needs.

The responsibility for establishing new services must be placed at the highest possible level of authority and be supported by an allocation of sufficient resources. The rational development of new services within any given area requires the existence of a comprehensive overall plan. Miscellaneous and isolated ideas about new programs or services are simply not adequate for the challenge being perceived in the juvenile justice field at this time in Kansas.

All services must also be amenable to the exercise of management control. Without such amenability, our current "nonsystem" (clearly identified as unacceptable because of its lack of productivity) will be perpetuated. Coordination and articulation

of the new services with existing services and practices is absolutely necessary. No new services should be established without considerable prior attention and adequate arrangements being made for coordination. Finally, sufficient resources (either personnel or funds) must be allocated to the establishment of new services on a rational and consistent basis which does not detract from the possibility of the success of the new service.

For the reasons enumerated above, the role of the Area Board is a crucial consideration in regard to the establishment of new services, whether that board serves a single or multi-county area. The specific duties of the area board within this area of interest are conceptualized as follows:

- * The first and most primary task is to develop a full understanding of the comprehensive state plan ("system model") for the prevention and control of delinquency.
- * The area board must next develop a reasonably complete understanding of the strength and weaknesses and general characteristics of the total area of their jurisdiction.
- * The area board must then develop an "adaptation plan" of the comprehensive state plan for their area of jurisdiction. This plan must include such modifications, refinements, and elaborations, believed to be necessary to carry out the intentions of the comprehensive plan in their area.
- * The area board must initiate a definitive plan of action sufficient to establish the new services specified in the adaptation plan.
- * The area board must exercise management control over agencies and other providers of service within their area of jurisdiction according to experience of the problem and the measured effectiveness of various activities in the area.

* It is also necessary for the area board to develop a regular, consistent, and useful evaluation program for the system as a whole within their area. This is the subject of the final chapter in this volume.

* The area board is, finally, responsible for informing the public regarding the problems occurring in the juvenile justice field of interest and the success with which these problems are being met.

Simply establishing new services without a comprehensive plan allows no confidence that the objective of meeting the needs of juveniles or protecting the rights of society will be accomplished. It is essential to develop a comprehensive plan clearly indicating the role of each service and its necessary causal and sequential relationships. Far too many services established with very good intentions in the past have been inappropriately used, usually because of poor planning or incomplete authorizations. It is not hard to find services that were originally established with the best of intentions but have been misused to a degree that their original intended purposes have been subverted or neutralized. There is a growing awareness that the infusion of new funds is not the only consideration relevant to the public interest in this field. Effectiveness does not automatically increase with increased funding. Consequently, the challenge of establishing new services is one of design as well as acquiring new resources.

The following presentation in this chapter will classify the counties of the state into three groupings: metropolitan, medium-sized, and small counties. The metropolitan counties are the four very large counties in the state where the establishment of new services will demand the exercise of management influence more than developmental efforts. Twenty-five medium-sized counties, identified in Section 3, require moderate to considerable developmental efforts as well as the development of considerable management capability. The remainder of the counties

of the state, 76 in number, require both development and management efforts but are likely to be considered as part of multi-county groupings rather than to be considered on an individual basis. These classifications are used as the basis for the three following sections of this chapter.

The development of personnel resources which are necessary to carry out newly established services is another area of great importance. There is a clearly identified need for a tremendous increase in the number of "professionals" working in this general field. There is no doubt that the number of persons identified as professionals must be increased several fold in the state as a whole. It is also necessary to develop paraprofessional workers in this field, recognizing the meaningful role such persons can play, and also recognizing the likely shortage of professionals. Finally, attention must be given to the recruitment, preparation, and assignment of large numbers of volunteers for a variety of roles in order to carry out the comprehensive state plan in the most effective possible manner.

It will probably be necessary to attract personnel with specific kinds of skills and experience in the juvenile justice field to Kansas from other states. This need appears most clearly at the state level, where the needs from all parts of the state are summarized. However, metropolitan counties have recognized this as one of their needs for some time. Individual communities will obviously need to attract personnel from other states where

SECTION 2: METROPOLITAN COUNTIES

The four counties with the largest population within the state are referred to the term "metropolitan counties." These counties are typically classified together and are even occasionally made the subject of special state laws applicable only to them. For example, three of them now have a juvenile court separate

they have had an opportunity to gain experience that will be valuable within this state. This consideration implies that the working conditions and salary structures must be reasonably competitive with that available in other locations. In the majority of cases, this will require raising salary standards and general working conditions over those which presently exist.

Finally, this chapter will also make brief mention of the necessity for some new facilities that are required to serve as the basis for selective services.

As a final preface to the material that follows, it will be noted that even though Kansas generally lacks some services within this field, and that we have nothing equivalent to a true "system" in the state, we do have some examples of the best possible handling of delinquents. The project staff has been made aware of several unusually effective and exceptional situations resulting from the ingenuity and responsiveness of some individual or group of individuals in a community. It would be unfair and inaccurate if we did not point out that there are numerous examples of persons performing highly commendable and effective services within the state. The challenge is to insure that such examples become more commonplace and that they be made consistent and predictable in more situations than is the case at present.

from the probate court. Some selected indicators regarding these counties are furnished on the table on the top of the following page.

Those familiar with the situation in these counties will be able to reconcile some of the apparent variances which the

CHART 30: FOUR URBAN COUNTIES

Area No.	County	Population	1970 Juveniles 1-17	1970 Police Arrests	1970 Juv. Ct. Cases	Average BIS Adms.	Average GIS Adms.
11	Sedgwick	350,694	124,932	6,899	901	27.0	14.8
12	Shawnee	155,322	52,882	2,030	1,434	12.2	3.0
13	Wyandotte	186,845	66,423	2,360	2,992	36.2	10.2
14	Johnson	217,662	82,553	1,985	2,427	6.6	3.0

information above suggests. Those not familiar with these counties will be able to gain an appreciation of the differences between these counties in regard to their experience of the problem of juvenile delinquency.

Sedgwick County reports offer such an unusual picture, and affect the state totals so significantly, that our ordinary policy of refraining from a single county analysis will be partially modified. To begin with, the 1970 police apprehension figure cited above (6,899) is a whopping 2,816 increase over the 1969 figure (4,083); a 70% increase in one year. Furthermore, the 1970 figure is a number equal to 5½% of all juveniles from birth through 17 years of age, and about 10% of those aged 8 through 17. Even after due consideration is given to the fact that police apprehension records represent "cases" and the number of persons involved is considerably less, this single year (annual experience) figure is one of the highest in the nation. The 1970 Sedgwick County apprehensions are considerably above the entire state total for 1963. On the other hand, the cases reported by the juvenile court is well below the national average, which seems to average about 50%. The court reported 901 delinquency cases to the Department of Social Welfare, and 1,521 to the state supreme court in 1970. The first figure represents 13% of the apprehension total,

and the second figure represents 22%. This court tends not to report many of its "unofficial" cases and verbally reports handling "about 2,500" cases per year, which would be 36% of the apprehension figure. The stark contrast between the Sedgwick County records and those of the other three counties in this grouping should not be overlooked since it affects the state total so significantly. (The fact that there are fewer apprehensions than reported court cases in Wyandotte and Johnson Counties results from incomplete police records.)

It should also be noted that the column of juvenile court cases is taken from the records furnished from the state Department of Social Welfare, and includes only those cases listed under delinquency not all cases appearing before the court.

GENERAL CHARACTERISTICS

Even though the principal reason for grouping these counties together is their large size in comparison to the other 101 counties within the state, there are some general similarities that deserve mention. One point of similarity is found in the fact that there are a considerable number of both actual and potential community resources in these four counties.

* All of these counties have school districts of considerable size within their boundaries. All have several

school districts, but each also has a large school district which lends itself well to providing specialized services for a small minority of students - such as those who are the focus of interest in a delinquency system.

- * Each of these counties has a number of private human services agencies performing a broad variety of services to the community. Sedgwick County, for example, has well over 100 private agencies operating within its boundaries, of which approximately 40 provide, or intend to provide, services relevant to a comprehensive delinquency and control system.
- * Each of the counties has a welfare department with a multi-million dollar budget and includes actual or potential specialization of services that is not generally available in smaller agencies.
- * Each of these counties has several law enforcement agencies, and at least one that includes a specifically organized and well staffed juvenile section or department. The same cannot be said for the vast majority of the other counties in the state.
- * Three of these counties now have, or are authorized, juvenile courts that have been separated from the county's probate court.
- * Each of these counties has a significant probation staff, even though none are as large as they should be if maximum case load standards, such as we recommend in Vol. III, were established.
- * Each of these four counties has detention facilities which can be regarded as at least minimally adequate for proper reflection of the nonpenal philosophy of the juvenile code. However, 1972 changes in state statutes now allow these counties to place juveniles in jail (formerly prohibited)

which can only be viewed as a giant step backwards in the developmental history of the juvenile court.

* Each of these counties also has other general community services of a specialized nature which can be considered as part of the juvenile justice system: group homes, half-way houses, etc.

These four counties are also similar in that they have experienced a rapid growth in the number of persons involved in the juvenile justice system in recent years. The Sedgwick County 50 percent increase of police apprehensions of juveniles between 1969 and 1970 is by far the most spectacular single event of this kind ever recorded in this state, but all of the counties have shown a steadily rising rate and an increasing gross number of problems. Taken as a group, these four counties account for more than 50 percent of all reported police apprehensions, more than 50 percent of reported juvenile court cases and nearly 50 percent of the admissions to BIS and GIS, though they have only about 43 percent of the juveniles in the state.

A general lack of coordination between the various agencies that participate in the juvenile justice system is typically a problem in each of these counties. Vacuums and inconsistencies in the structure of our arrangements to deal with delinquency are the major causes of this, which is not unique with these counties, but which tends to appear more serious in them because of the very large number of agencies in each of them.

There are highly significant differences between each of these counties - a point revealed by the various factors noted previously, and one that would be further emphasized by other factors that could be cited.

THE AREA BOARD

The area board which will serve the interests of these counties is, in each case, a single county area board. The

size of the area board for each single county area is 20 members, with twelve members selected by the county commission from a list of candidates furnished by the juvenile judge, and eight categorical or "at large" positions reserved to insure that eight categories of interest are represented, even when not represented in the former group. Generalizations regarding the composition of these boards when appointed seem unwarranted at this point.

The possibility of including persons to represent the municipal governments within these four counties has been proposed. This is a proposal that should receive serious consideration due to the fact that there is a dominant municipality in each of these counties. There is an obvious rationality to the suggestion that the governing body of the dominant municipality should also be allowed to appoint persons to this board.

THE AREA BOARD'S TASK

The practical task of these four area boards in regard to establishing new services can be characterized as predominating in management more than developmental concerns.

Their major challenge is to accurately perceive and understand what actually is happening in the juvenile justice field within the county. The construction of an informed view regarding this challenge is expected to require a considerable investment of time and effort. The magnitude of the problem of delinquency prevention and control in these counties requires the development of new conceptual tools and classifications and reporting procedures. It is categorically asserted that an informed view is not possible until these tools have been developed, applied to the situation, and used for a period of time sufficient to develop "baseline" data.

These counties appear to require only a minimal amount of effort to initiate services not presently in existence. In

each of these counties the qualitative challenge has been basically met, even though quantitative problems of considerable importance still exist.

On the other hand, it is likely that soon after the area board is established, it will be overwhelmed by proposals for the establishment of new services and requests for authorizations to implement them. These requests are likely to be largely quantitative in nature, although a significant number of innovative programs to open up new fields of service or to transform previously established practices are also likely. It is not likely that the area board will be able to fulfill its proper function responsibly in this regard until it has developed the informed view mentioned above.

The role of the Area Board in these counties will largely consist of attempting to make wise decisions reflecting an intelligent approach to more effective delinquency prevention and control, and through which management control over the operations carried out by responsible agencies and private purveyors of service is exercised.

A major task of the area board will be to eliminate what we have previously called the "vacuum" and "direction" problems. As previously noted, a vacuum of leadership responsibility now exists as a result of fragmentation of responsibility and unplanned allocation of resources. The area board is responsible for elimination of the vacuum and direction problems. Its structure creates a body which has a horizontally broad array of interests and a specification of responsibilities intended to eliminate the leadership responsibility vacuum.

There is an absence of clear direction at present about what should be done and what goals should be viewed as reasonable. The comprehensive state plan will provide this general direction. It will set forth procedures, techniques and services believed to be capable of materially reducing the problem of delinquency.

The area board will then develop an "adaptation plan" responding to the particular opportunities and resources of their county - within the framework provided by the comprehensive state plan.

The services provided as part of the system in the county will very likely be located by neighborhood and by municipality (especially in Johnson County). There are fewer independent political jurisdictions to consider in three of these four urban counties that then will be necessitated in the cases of the multi-county area boards. (Johnson

County is an exception to this generalization.) There will obviously be a large number of agencies - many of them private agencies - involved in making the overall system work in these counties. It is not expected that the medium or smaller sized counties will have as many private agencies involved in the system as will be the case in these counties.

To summarize, the challenge of these four boards is largely managerial, with only a minimum of community development work likely to be needed.

SECTION 3: MEDIUM SIZED COUNTIES

The actual and potential community resources available in these 25 medium sized counties shows a mixed pattern. It might be observed that there are wide variances in the size of these counties, especially when Thomas County is included, that raise questions about their inclusion in the same group. All of these counties have more than 15,000 total inhabitants and all have more than 5,000 juveniles (with the exception of Thomas County). Further, all of these counties should be considered as potential candidates to serve as resources for surrounding counties that are categorized in the next group.

* The public schools in these counties vary considerable in size, but the majority of them have specialized departments through which specific programs for delinquents are - or can be - channeled.

* All of these counties have some sort of private human services agencies which may be usefully involved in the delinquency prevention and control system. Several of the communities have United Funds and all have persons familiar with the opportunities and hazards of operating human services agencies.

* All of these counties have welfare de-

partments of medium size, at least large enough to allow the possibility of specialists in community services dealing with delinquency and pre-delinquency.

* A majority of these counties have at least one law enforcement agency which includes a full-time juvenile specialist, though the preparation for this work may have been minimal. Some of these counties have a municipal law enforcement agency with two or more juvenile specialists.

* All of the juvenile courts in these counties are combined with the probate court. In addition, a majority of the probate and juvenile judges also serve as county judges, and there are a few who also serve as municipal judges.

* The majority of these counties have at least one full time employed probation officer. In most cases, these probation officers have a position established some years ago.

* Facilities available for use within a delinquency prevention and control system are found on an uneven basis in this group of counties. Only one of these counties has a detention facility which clearly reflects the non-penal philosophy of the juvenile code - Riley.

CHART 31: TWENTY-FIVE MEDIUM SIZED COUNTIES

AREA NO.	COUNTY	POPULATION	1970 JUVENILES 1-17	1970 POLICE ARRESTS	1970 JUV. COURT CASES	1966-70 AVERAGE BIS ADM.	1966-70 AVERAGE GIS ADM.
1	Leavenworth	53,340	17,805	248	154	4.4	0.8
1	Douglas	57,932	14,775	386	238	3.0	0.8
1	Atchison	19,165	6,169	123	160	1.6	0.6
2	Riley	56,788	13,382	244	147	3.2	1.2
2	Geary	28,111	8,203	798	183	2.6	2.2
3	Saline	46,592	17,087	1,141	369	7.2	4.4
3	Dickinson	19,993	6,289	45	44	2.0	0.8
4	Ellis	24,730	8,024	97	191	2.3	2.0
* 5	Thomas	7,501	2,482	4	4	0.0	0.0
6	Harvey	27,236	8,799	209	64	2.4	0.4
6	McPherson	24,778	7,628	56	106	2.0	0.4
6	Sumner	23,553	7,723	122	82	1.4	0.8
6	Cowley	35,012	10,467	384	66	2.8	0.0
7	Franklin	20,007	6,253	75	105	2.4	1.6
7	Lyon	32,071	8,359	278	59	1.8	0.6
7	Miami	19,254	6,353	133	85	1.4	0.4
8	Crawford	37,850	9,711	171	171	1.4	0.2
8	Montgomery	39,949	11,858	334	373	6.0	0.6
8	Neosho	18,812	5,983	76	22	1.4	0.2
8	Cherokee	21,549	6,683	33	6	0.6	0.0
8	Labette	25,775	8,284	11	38	3.2	0.4
9	Reno	60,765	20,183	497	232	4.2	3.4
9	Barton	30,663	11,046	239	152	2.0	1.4
10	Ford	22,587	7,870	78	124	1.4	0.4
10	Finney	18,947	7,592	330	119	3.0	1.6

* Explanation for the inclusion of Thomas County: central location in Area 5, has both a JuCo and a mental health clinic office.

* There are a number of other community resources which have relevance to delinquency prevention and control found in these counties. Most have formally

organized recreation programs, some have group homes, and others have universities, colleges or JuCo's.

In addition, it might be generalized that the quantitative problems of delinquency control are not generally as serious as in the metropolitan counties. Ten of these 25 counties had fewer than 100 juvenile court cases in 1970. And only ten had more than 150 cases. Chart 31 illustrates that the rate of arrests (apprehensions compared to total juveniles) varies greatly from the highest to the lowest within this group. It will be noticed that Geary County arrested nearly one out of every ten juveniles in the county during the year while Thomas County reported only one arrest for each 600 individuals. No example is possible for Labette or Ford Counties since the police reports in those counties are obviously incomplete. Saline County leads in the number of police arrests and is second in the number of juvenile court cases within this group. Montgomery County has the largest number of juvenile court cases (police reports are also obviously incomplete for this county).

None of these counties have had to deal with several thousand juvenile apprehensions per year or many hundreds of juvenile court cases. This is not to say that the available resources are adequate. It is simply to say that, quantitatively, these problems do not defy solution.

It is interesting to make comparisons of these counties in terms of the ratio of apprehensions to juveniles, the ratio of court cases to apprehensions or juveniles, or the ratio of BIS and GIS admissions to court cases.

Coordination problems exist in many of these counties, but they are not of the same nature as the coordination problems in the metropolitan counties. Here, coordination difficulties are more likely to center on personalities and historical precedents. This contrasts with the sheer magnitude of the number of agencies and persons who require coordination in the metropolitan counties. In other words, when personality differences

and conflicts can be resolved, coordination becomes much easier in this group of counties than it is in the group of metropolitan counties.

THE AREA BOARDS

All of these medium sized counties are within multi-county areas. In only one case, Area 6, will the medium sized counties comprise more than one-half of the total number of counties in the area. This seems to be an important consideration, so we will illustrate it in the chart below.

CHART 32: MEDIUM SIZED COUNTIES IN TEN MULTI-COUNTY AREAS

Area	Total Counties	Medium Sized Counties	C/B
1	9	3	33%
2	7	2	29%
3	9	2	22%
4	11	1	9%
5	9	1	11%
6	6	4	66%
7	10	3	30%
8	11	5	45%
9	12	2	17%
10	18	2	11%

Each of these medium sized counties may view the fact that they will not predominate on the area board of which they are a part as a problem. Only in Area 6 do the medium sized counties predominate. Each county in an area has an equal number of representatives on their area board. It might be predicted that many of the categorical or "at large" positions on each board will come from these medium sized counties. It is therefore reasonable to assume that many of them

will have two or more residents on the area board of which they are a part.

THE AREA BOARD'S TASK

It is expected that these area boards will probably require an almost equal emphasis on development of new services and management concerns. The management challenge for the area board is as described in the preceding section and will undoubtedly be of less magnitude than in the urban counties. The magnitude will be determined by the number of factors which must be brought under management influence and control. The development task may be the predominant initial emphasis and will assume less importance as time progresses, though it is expected to continue to be important. Typically, the medium sized counties have the rudimentary basis for a broad variety and diversity of services, but the agencies or individuals providing such services will not be capable of developing the same kinds of specialization as those in metropolitan areas. It is likely that the area board members will be required to make personal contacts, address organized groups, and provide organizational assistance to agencies and individuals to insure original development and later maintenance of services within their area.

In regard to the "vacuum" and "direction" problems, the area board structure itself deals with the leadership vacuum problem. The vacuum in a multi-county area is somewhat different than in the metropolitan counties, since there is a relatively large number of county units and independent statutory agencies. There are, consequently, a larger number of elected public officials in multi-county areas than in the single county areas. The problems of "direction" are dealt with by the comprehensive state plan, as in the metropolitan areas, but will require at least an equivalent investment of intelligent and thoughtful consideration in developing the adaptation plan for the specific multi-county area.

The multi-county areas in which these medium sized counties exist present considerable problems and challenges. It is inescapable that these medium sized counties will be considered a great potential asset to their area. They will be looked to for leadership and for resources by other counties in their area. This places a further burden of leadership and provision of service on these counties that has no current parallel.

RESOURCE CENTER

Many medium sized counties now have some specialized resources serving other counties. The mental health centers are the clearest example of this, though there are some minor examples to be found in the private agency field. It is logical to project future services in the delinquency system on this basis - using the medium sized counties as a resource center for other less populous adjoining counties.

Some new services should be organized on an area-wide basis centered in one (or two) of the medium sized cities in the area. Of special interest, due to the number of service providers to be involved, are probation services.

Where possible, the organization of new services serving multi-county areas should conform to any other multi-county arrangement that presently exists.

The area board staff will be located in one of these medium sized cities. The selection of the city as the base for this staff and for the board should be chosen so that it is approximately equally accessible to all of the counties in the area. Although other considerations may occasionally be more important than this.

Some of the counties in this group already have established outstanding records of accomplishment within this general field of interest. Some of these accomplishments could be expanded

from the existing base rather than requiring what we have called "replication" previously in this chapter. The Big Brother and Big Sister programs presently operating in Saline County, as well as the informal, but regular, inter-agency conferences held in the county are worthy of note. The group home established in Ellis County as a quasi-public endeavor can surely serve as the example to other counties where the necessary ingredients for successful operation exist. The use of volunteers assisting the court and the involvement of community groups such as the Jaycees in Riley County and Manhattan are additional examples of highly valuable aspects of a

comprehensive delinquency prevention and control system. Finally, the nine county probation services project centered in Finney County ("Wheatlands Juvenile Services Agency") could obviously be expanded to include other counties.

Probably all of these 25 counties should serve as a resource center for the other counties in their area. It should be recognized that this will place additional and generally unfamiliar burdens on these counties, and their principal municipalities. The degree to which this responsibility will or can be expected needs further discussion and exploration.

SECTION 4: SMALL POPULATION COUNTIES

The remainder of the counties of the state, 76 in number, are categorized and described in this section. This group of counties includes more than three-quarters of the counties of the state. Areas 4, 5, 9 and 10 are dominated by this group of small population counties, since small counties constitute more than 80% of these areas. The map chart (on the next page) shows that nearly two-thirds of these counties are located west of Highway 81. Conversely, only six counties west of Highway 81 are not included in this group.

GENERAL CHARACTERISTICS

All of these 76 counties have, at least, the five "statutory" agencies to which we have referred repeatedly in this planning effort. Typically, these agencies are comparatively small in size, even to the point that the agency consists of only one employee. A rather large number of the agencies considered in this group of counties have only two employees. This usually means that no specialization of services presently exists or is realistically possible for these agencies. Most persons working for such agencies must be multi-talented and have a variety of responsibilities. A number of persons in these agencies also have other duties, occasionally even an additional full-time job.

Some of these counties have other agencies or services available. For example, mental health clinics are located in a few of these. There are also some state institutions which can conceivably be used as a resource for the delinquency prevention and control system. Most of these counties have private agencies of one kind or another, including a few examples of residential treatment facilities. Several also have vocational-technical education institutions which can certainly be utilized in the overall system.

Seventeen of these counties (approximately one-quarter) have had no commitments to BIS during the past ten years. Thirty-seven (or approximately one-half) of these counties have had not commitments to GIS during the past ten years. On the other hand, it will be noted that the highest commitment rate to BIS (stated as a percentage of the population of the county) is included in this group (Lane County).

Fifty-four (or more than two-thirds) of these counties have less than 10,000 inhabitants, but nine of this group may be large enough to justify the development of some specialized services on an individual county basis. It is conceivable that some of these counties might serve as a resource center for other counties adjoining them in the same way as was sug-

answers in regard to the best possible procedure for development of new resources. Some efforts may be directed toward the development of skills and techniques which are useful or necessary within the juvenile justice system by persons already living in these communities, and primarily identified with some persons already living in these communities, and primarily identified with some other line of work. In other cases, efforts may be directed toward the development and guidance of new or existing agencies to expand their services. In all cases, it will be suggested that the use of volunteers should be a major part of all of the activities taking place within this system. The recruitment, selection, training, assignment, and supervision of volunteers should, therefore, receive considerable attention from the area board.

A very significant degree and amount of coordination between counties will be required. In some cases, coordination needs will be on a regular basis, while in other cases the need for coordination will vary with the passage of time and the development of new circumstances. The loads to be expected on various services in these counties are certain to vary greatly from month to month and year to year because of the small numbers of persons involved. It is only in areas with a large population base, i.e., the multi-county area rather than single counties, that the load is expected to be relatively constant.

The area board will also have a considerable interpretive task in helping agency persons in these small population counties, and the general public as well, to understand the way the system is intended to work and how it is intended to utilize all relevant resources. Many of the persons in agencies in these counties are not frequent attenders of state-wide meetings and conferences, and are not generally abreast of new developments and techniques. It is the responsibility of the area board to pro-

mote the correct and sound understanding of how the juvenile justice system is designed to work.

The area board will be responsible for eliminating or minimizing lack of experience of persons who live in small counties by utilizing them in meaningful tasks wherever possible.

THE ROLE OF RESPONSIBLE AND CONCERNED PERSONS IN SMALL COUNTIES

Responsible and concerned persons in small counties have great opportunity to make a meaningful contribution to the state-wide delinquency prevention and control system; perhaps even greater than persons in other communities. This idea originates from the typical social structure in smaller communities - where the possibility of personal contact with a variety of persons still exists. Persons in smaller communities generally know more about what is happening in their community than do residents of larger communities.

It is much more likely that persons interested and concerned about delinquency in small communities will have an opportunity to speak with their Area Board representatives on a personal basis than is likely to be the case in larger communities.

It is also much more likely for persons living in smaller communities to have a comprehensive knowledge of local resources and activities. Typically, such knowledge tends to revolve around personalities more than agency structures - a fact which may promote an even more accurate understanding.

Furthermore, concerned persons in the smaller community can provide elected representatives, or service providing agencies and individuals, with a degree of cooperation and support of their objectives generally unknown or impossible in larger or metropolitan communities. Such cooperation and support can be a tremendous asset to those with service delivery responsibilities.

Finally, smaller communities probably allow a greater recognition of the problem of delinquency - and, consequently, promotion of a common understanding of what is being undertaken and what might be successful, since persons living in smaller communities generally have a more complete understanding of what is happening in and to their community than do persons in larger communities.

AN EXAMPLE

The "Wheatlands Juvenile Services Agency" project centered in Garden City and

servicing a nine county area in western Kansas provides an example of how a medium sized county can serve as a resource for adjoining smaller counties. It also, in its brief history, is demonstrating that persons in small counties are generally receptive to the provision of new resources, and will generally support them as soon as their value has been demonstrated. The project also clearly demonstrates - if this point needed any demonstration - that there are concerned and intelligent persons capable of great contributions to a delinquency prevention and control system residing and working in smaller counties.

SECTION 5: PERSONNEL ATTRACTION AND DEVELOPMENT

The obvious fact that programs require appropriate personnel is the starting point for exploration of this important subject. It is very difficult to separate the quality of the programs being carried out from the quality of the persons who are responsible for them. High quality programs require skilled and (usually) well experienced personnel. It is virtually impossible to develop high quality programs without skilled and experienced personnel. Only high quality programs have been under consideration in the proposed KJSA system. This means that unspecified over-generalized and vaguely described programs are not being given any consideration.

The standard for discussion purposes in this section, as throughout this plan, will be no less than programs staffed by well-qualified, trained, skilled, and experienced persons of demonstrated competence. We have generally used the term "professional" to indicate these desirable qualities. The issue of professionalization needs some further comment and expansion from that which is now commonly understood.

Previously in this planning effort, we have described professionalization as persons within a specifically defined

category who meet minimum standards for initial certification of basic competence. Minimum entrance standards regarding the background of experience and various kinds of specific training should be required for persons to assume various positions within the total system. It is also essential that persons occupying these positions and performing these functions be required to maintain minimum performance standards in order to retain their position. A review of the degree to which these minimum performance standards have been met would be made periodically and used as the basis for recertification.

The specific preparation for a particular professional position will, in almost all cases, include, the completion of some formal education beyond high school, and, in some cases, beyond the B.A. level of college. After initial certification that a person has met the minimum entrance standards, additional specific training (including on-the-job training) orientation to the overall system within which the job occurs, and the development of specified amounts of experience are likely to be required. Then, recertification will be dependent upon at least minimally successful performance in the job.

In a truly comprehensive delinquency prevention and control system as many as 12

discrete "professions" could be identified. This is far greater than those presently identified in the current arrangement in the juvenile justice system.

The issue of professionalization raises the question of providing persons working in the system with reasonable working conditions. Professionals, of any kind, will be attracted and maintained at a high rate when they can see that their efforts do have a positive effect and are not undercut by conditions and situations over which they - or others - have no control.

Application of these principles and standards to the situation we presently face in Kansas means that literally hundreds of additional persons are needed for a variety of roles - in addition to those currently a part of the scene. In other words, the subject area of personnel attraction and development is one of the critical issues in regard to the planning for the system outlined in Volumes II and III.

TWO COURSES OF ACTION

There are two obvious courses of action to acquire the personnel resources necessary for this system. Internal development of personnel from within the state of Kansas is the first of these, and external attraction of persons from other states is the second.

Internal personnel development must give a proper regard to those who are presently working for agencies concerned with delinquency. It is believed to be wise to also consider those who are tangentially related to activities within this field of interest. Four classifications of persons who deserve special consideration are identified below:

1. Incumbents: the major resource for obtaining key persons in the overall system should be those who are presently a part of the activities in this field. Though many incumbents will

not meet specified qualifications, these persons should be given special consideration and their established position protected by some sort of "grandfather clause." Persons presently performing useful services should not be held accountable for lack of formal education or training which may subsequently be required as a minimum standard.

2. Related persons: are defined as those who have a tangential connection to the delinquency field at present. Such persons may be primarily identified with some other agency or field of interest, but possess practical experience and, possibly, some specific training for the delinquency field. Such persons cannot properly be regarded as incumbents, but deserve special consideration and provisions which would facilitate their recruitment and assignment in this field.
3. Persons with transferrable skills: are those whose professional preparation or natural abilities are appropriate to specific tasks within the delinquency prevention and control field. Those who have skills that can be transferred with reasonable ease into programs and activities in this field should be held in high regard and considered as highly desirable candidates. These persons should not be protected as are incumbents, but should also be given special consideration.
4. Volunteers: those who have previously been involved in some aspect of delinquency prevention or control on a volunteer basis are an important resource that should not be overlooked. A special effort should be made to maintain these persons in a volunteer status or to employ them in some aspect of the system. Under no circumstances should volunteers be lost during a time of growth and increased activity. Volunteers are the subject of further specific comments later in this section.

The external attraction of persons from other states to Kansas is expected to be an important consideration, but is expected to involve only a small number of persons. It will be suggested that specific efforts to attract personnel from other states will be limited to a few individuals of specialized abilities for which opportunities for training or experience have not previously existed in the state.

NECESSARY CONSIDERATIONS

Working conditions are generally the most important considerations affecting employee performance. The nature of the task to be performed and the structure in which it exists are the primary employment considerations for the largest number of persons.

In the majority of cases, the nature of the work assignment must be within reasonable limits. It is unlikely that trained and skilled probation officers, able to choose their place of employment, will choose to work in a court where they must carry 100 concurrent cases. It is also unlikely that such persons would agree to work under the supervision of someone who has less than obvious qualifications for the supervisory position. The poor capability of some public agencies and institution to attract and retain highly qualified persons should amply illustrate the validity of this principle.

A significant proportion of those who present themselves as candidates for a particular position will be quite interested in whether there is some opportunity for advancement to positions of greater responsibility and influence. Though a number of persons seek employment in small agencies where such opportunities are obviously limited, the possibility of advancement is an important consideration for a large number of ambitious persons.

There must also be a reasonable degree of job security. The vast majority of

positions existing within the system must be free from the vagaries of politics. It is interesting to note in this regard that one of the first recommendations developed in this planning project was that probation officers should not be made dependent upon the political fortunes of a particular judge. Events in a few counties in Kansas during 1971 amply illustrate the disadvantages of placing skilled specialists within a structure that is wholly dependent upon politics.

Finally, there must be a reasonable opportunity to obtain satisfaction from assigned work. Few people can gain satisfaction when working in a very partial and incomplete structure that contains vacuums and inconsistencies. Most people are greatly chagrined when they repeatedly observe that efforts are vitiated by the absence of some sequential or causally related service, or by other agencies overtly seeking to accomplish contrary objectives for an individual. It is well recognized that the vast majority of persons want to have a sufficient reason to be proud of the individual effort they are making or the overall effort of which they are a part. The development of a delinquency and prevention and control system such as we have outlined gives a much greater degree of promise in this regard than does the current situation.

Salaries are also an important consideration for many persons, occasionally the most important consideration. It is well known that there are a variety of ways of viewing the relative importance of salaries. A salary structure for this system has been outlined in Chapter 3 of this volume. That salary schedule specifies a higher rate of pay for those positions which can be accurately placed, than is commonly provided at present in our state. The basis for establishing this salary schedule has been made on selective comparisons. Only a selective comparison has been made of salaries being paid in different states for similar functions in this field. However,

it does appear that all representative indicators show that Kansas is in a very poor competitive position in regard to salaries. More specifically, the juvenile justice field is in a poor comparative position with other possible fields of employment. In the probation officer survey conducted slightly two years ago, at least one court reported a full-time salaried employee at less than minimum wage!

In summary of these points, it will simply be stated that the overall working conditions, the specific design of jobs, and the salaries being paid for work performed need much greater attention than they have yet received.

RESOURCES FOR PERSONNEL DEVELOPMENT

We suggest that the greatest effort in acquiring the new personnel needed by the system is development of personnel presently within the state. This development should largely consist of providing new educational and training resources for persons desiring to be fully qualified for their present assignment or for future appointments of greater responsibility. There are a wealth of educational opportunities within the state of Kansas, although they are generally not presently of any specific advantage to the juvenile justice field.

When considering the subject of additional formal education, the state universities in Lawrence, Manhattan, and Wichita should be viewed as the primary resource. Especially in Lawrence and Manhattan, all resources believed necessary for the educational programs required for internal personnel development already exist, and WSU is only slightly less prepared for this role. It is believed that specific curriculum leading to both bachelor and masters degrees in various fields of study could be arranged without much difficulty.

The state and private colleges within Kansas are another primary resource to which specific attention should be di-

rected. Of special interest is the simple fact that these colleges offer other geographical locations at which education (up to the bachelors level) can be readily obtained. Basic subjects could readily be added to the curriculum of the state and private colleges and made available to those employed full-time with very little inconvenience to either their family life or job performance.

The junior and community colleges within the state are also an important potential asset. These institutions of higher education expand the availability of formal courses of study to virtually all counties within the state. Though there may be a limited amount of material that may be channeled through these resources, a very significant expansion over that which presently exists is obviously possible.

Finally, the possibilities inherent in extension courses from one or more of the universities can serve as another asset. The extension courses allow a full geographic coverage of the state.

Financing of education for the purpose of personnel development is a subject deserving some comment. It will first be suggested that specific appropriations for this purpose be made a part of the overall KJSA authorization. No firm estimate of how much is required to establish a new course of studies is available. However, there are some indications developing from the probation courses at KSU and KU. It would seem possible that LEAA funds disbursed by GCCA might be used for this purpose. LEAA funds have been used to finance institutes for both judges and probation officers within the past two years. It is also possible to develop programs at state and private colleges and junior or community colleges in order to provide full coverage throughout the state.

Another financing issue is to provide tuition and reimbursement for other expenses involved in training already employed persons. This might be especially valuable to the group of incumbents and

related persons. The principle is, of course, well established generally, and has specific precedents in this field as well.

It must be clearly recognized that a period of several years is the only proper frame of reference for discussion of the full development of personnel resources for the system. There is absolutely no possibility of accomplishing the kind of training and education identified as necessary in a period of less than three to five years.

UTILIZATION OF VOLUNTEERS

The human services which are familiar to us today generally developed from activities begun on a voluntary and experimental basis by citizens who were concerned about their neighbors and their community. Though this is not an appropriate place to try to sketch the historical development of the human services we take for granted today, it is safe to generalize that the majority of services we now have began with voluntary (usually part-time) efforts many decades ago. Volunteers have, historically, been the initiators of new services. They also have usually provided the vast majority of the funds which were necessary for placing such services on a more definite and predictable basis. In the last several decades, volunteers have usually been relegated only to fund raising roles and have usually been prevented from taking an active part in the provision of services. However, in the past decade, a new concept in the use of volunteers in direct services has developed. Volunteers are now playing an important part in the provision of many human services in a wide variety of fields. In most cases, these new volunteer roles have originated from the fresh concepts of the value and potential contribution of the volunteer combined with new awarenesses of the needs of consumers of services.

A dominant principle at the present time is that volunteers can be used as

extensions of professional expertise. The volunteer can be used to extend the capabilities and the range of contacts of the professional dramatically. Volunteers used in this regard must ordinarily be well-trained and must report regularly to the professional who is ultimately responsible for their work. Volunteers used in this manner could be an important contribution to a delinquency prevention and control system. Consequently, the subject of volunteers deserves some examination.

Volunteers can make a unique contribution to an overall service programs. They can often relate to consumers of service in more friendly and less threatening ways than employed professionals. This may have a significant effect on the efficiency and effectiveness of the service, a point of special importance. The fact that volunteers are involved in activities without being paid is a point often viewed very positively by a consumer of service. Often, this perception creates an entirely different and more receptive consumer attitude. He realizes that the volunteer must genuinely be interested or he would simply quit. There are reports that a consumer of service may explore lines of thinking or projected actions with the volunteer more easily than with a professional. In such cases, the volunteer serves as a "sounding board" for the consumer of services.

Volunteers must be recruited, selected, trained, supervised, terminated and replaced. They do not ordinarily materialize out of thin air as soon as someone wishes they were available. As anyone who has administered volunteer programs will attest, one must be just as serious about initiating and managing a volunteer program as one is about a program using paid employees.

The auspices under which recruitment of volunteers is conducted may be crucial. Potential volunteers respond specifically to specific kinds of appeals. Different types of people volunteer to join the

sheriff's mounted posse, coach little league baseball, visit patients in a mental hospital, serve as gray ladies in a general hospital, wrap Red Cross bandages, and work as a volunteer probation officer. Consequently, the recruitment of volunteers for delinquency prevention and control activities should be a very deliberately designed activity in which the demands of the voluntary tasks are clearly stated and the recruiting agent is appropriate to the task which needs to be done.

The selection of individuals from the larger group that has responded to a call for volunteers is often a very difficult problem that requires intelligent handling. Not every person who will offer his or her services will be found to be useful. Most volunteer programs have to be aware that some persons volunteer in order to solve their own unresolved problems. Though a distinct minority, such persons can be quite troublesome and can be easily hurt. Careful attention needs to be paid to the selection process.

The training of persons who will be used as volunteers is another important consideration. A large percentage of persons who are selected to serve as volunteers are inadequately trained for at least some of the work that they will be expected to do. Inadequately trained volunteers can have a bad influence on the program as a whole, the consumer of services, and the volunteer himself. It will simply be said at this point that training should always be a major part of a volunteer program.

Supervision needs for volunteers may vary according to the amount of training they have received, the known effectiveness of the selection procedures that have been used, and the intent of the service in which they are engaged. In some cases, it may be possible for a single full-time person to supervise the work of as many as 100 volunteers. In other cases, a person may not be able to supervise the work of more than 8 to

12 volunteers. The principle that some supervision is necessary, and that it should be designed for the specific work being undertaken in the volunteer program must not be ignored.

Though there are volunteers who will agree to serve in a variety of tasks for a number of years, the more successful volunteer programs have clearly stated the expectations in terms of length of service. In the majority of cases, this period of time does not exceed one year. The volunteer is not necessarily terminated from the entire program at this time, but is given an opportunity to withdraw at the end of this stated time without any suggestion that he has terminated his service before the task was done. Those that wish to continue to serve as volunteers should be encouraged to apply for another assignment, but they should be allowed to make this decision themselves.

The manner in which the volunteer is terminated and rewarded for his service is also important. It will be suggested that volunteers performing services within the juvenile justice system should be rewarded and provided with recognition of no less stature than are those who serve in other voluntary capacities within the community.

Volunteers generally affect the paid professional staff of an agency in a positive and constructive manner. Though it may take time for some employed staff to become used to volunteers and an even longer time to perceive how to use them most effectively, the end result is that most professional staff members are enthusiastic about the contribution that volunteers can make.

We will suggest that there is a useful role for volunteers in virtually all prevention and control programs. The extent of responsibility to be delegated to the volunteer, the frequency of the service to be performed or provided, and the importance of the volunteers' contribution within the context of the

agencies' service will vary considerably from one situation to another. However, there are very few activities which will not benefit from the utilization of volunteers.

It is expected that the use of volunteers within the system will not only save some money but will also add an essential ingredient to the overall system which cannot be added in any other way.

The recruitment and utilization of volunteers is entirely a community re-

sponsibility. In most cases, some agency within the community will be given the responsibility for general recruitment. In medium sized and smaller communities, the agency which will utilize the volunteer will probably have to be responsible for recruitment efforts. It will further be suggested that when the agencies in a community do not choose to recruit volunteers, or do not think that they are capable of doing this, this should automatically revert to the responsibility of the area board. The utilization of volunteers is believed to be so important that it cannot be left to chance.

SECTION 6: PHYSICAL FACILITIES

Physical facilities are used to some extent in all services described as a part of the delinquency prevention and control plan. The availability of physical facilities may affect the provision of service in some cases.

For some services, the necessary facilities are: unique, essential, and expensive (defined as requiring considerable capital investment). For other services, facilities are essential, but not necessarily either unique or expensive. The majority of these will not require considerable capital investments. For still other kinds of services, the facilities needed consist primarily of the space needed to form a base of operation for the staff, implying that rental of facilities is usually appropriate.

The most obvious example of "unique-essential-expensive" facilities are those to be used for detention and residential rehabilitation purposes. Residential rehabilitation facilities, whether publicly or privately owned are generally not convertible to some other purpose, and not convertible from some other original purpose. The detention of juveniles in a facility reflecting the nonpenal intention of the juvenile code is likely to lead some to believe that any type of facility

could be used for this purpose in contrast to the typical jail. This is not true.

Also within our field of interest is the court and judicial offices facilities for law enforcement agencies, and occasionally facilities for other public agencies. No further consideration will be given to courts and law enforcement agencies in this presentation. There may also be other kinds of facilities which have all three of these characteristics, but only those that require an unusual design of the facility and is not otherwise available in the community.

There are some other physical facilities which are essential, but not necessarily unique or expensive. Facilities to be used for group homes and foster homes can clearly be placed in this category. Educational and recreational facilities can also be placed here, with the idea that such facilities are generally created for a much larger and more broadly defined group than pre-delinquents or delinquents. There are other facilities which might be deemed necessary for the operation of some kinds of programs.

Finally, there are rather traditional kinds of facilities that are used as the operational base for an agency staff. Reference is made here to those facilities

which serve as office and clerical areas from which a staff operates, almost all of which are available on the rental market in most communities.

INVESTMENT IN FACILITIES

It is suggested that consideration be given to investing funds made available to the delinquency prevention and control system only for those facilities which are placed in the "unique-essential-expensive" category. The obvious reason for this is that when such facilities are needed, they are not likely to be found to be available from any other source. It will be suggested that rare examples of convertible facilities originally designed for some other purpose may be found - but the likelihood of this is not great.

The large number of abandoned schools in the state, repeatedly suggested as proper places for regional rehabilitation facilities or detention homes, deserve special mention. Most persons seem not to grasp the idea that when a physical structure is designed for a specific specialized purpose, it is usually not appropriate for use for some other purpose, and may not be easily converted. Furthermore, its location may not be appropriate - and that may be the reason it is no longer in use.

Investment in those facilities which are "essential" but not necessarily unique or expensive should not be made if any reasonable arrangements can be worked out to share the use of existing facilities or to rent them. Though it is often difficult to fit a program into a previously designed facility, it is generally possible. In regard to recreational and educational facilities, there is almost no need to develop additional facilities of these kind for the juvenile justice system since such facilities are found in every community of the state.

Finally, no investment should be considered for facilities used as the

operational bases for the staff unless such facilities need to be very extensive and might be built more cheaply than they can be rented.

ESSENTIAL CONSIDERATIONS

The unit size of facilities must be tailored to the expected need, with due consideration given to keeping all units as small as efficiency considerations will allow. Coupled to this is the spatial or geographic location of facilities which will allow them to be conveniently used by persons in areas of dispersed population. Closely related to these two considerations is the consideration of the efficiency of the unit as contrasted with its practical availability to those who will use it. In most cases, "model" facility designs will be found to be too large for the dispersed population in western Kansas.

There are five possibilities which seem worthy of consideration in regard to the ownership and financing of facilities: municipal, county, multi-county, state, and private.

The use or conversion of existing structures to activities that are a part of this system should always be a first consideration. An NCCD publication carries the title of "Think Twice Before You Build..." clearly expressing a principle of high relevance prior to the commitment of funds appropriated for, or available to, delinquency prevention and control system. In a time of expanding services, thoughts naturally turn to building new structures or facilities required by the system we have outlined in the previous two volumes is very small.

CONTINUED

2 OF 3

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CHAPTER 6
EVALUATING PERFORMANCE

CHAPTER 6

EVALUATING PERFORMANCESection 1: INTRODUCTION

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A strong commitment to evaluation of the performance of individual programs within the system, and the overall performance of the system was established at an early date in this planning effort. The logic of this position is obvious, but its practical implications are by no means universally accepted. This section surveys the range of considerations that must be addressed under this heading.

Section 2: SEVEN LEVELS OF EVALUATION QUALITY

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Not all efforts to which the label of "evaluation" is attached are equal in value. This section presents an adaptation of an evaluation quality scale for human services programs developed independently of this planning effort by the project manager in order to provide background for intelligent discussion of the subject of evaluation.

Section 3: THE FOCUS OF EVALUATION INTEREST

Page 192

The various factors which might be evaluated usefully are enumerated in this section. There is a possibility of evaluating the careers of individual juveniles with similar characteristics, as well as the specific programs, individual providers of service, agencies, communities, areas, and the effectiveness of the system in the state as a whole.

Section 4: EVALUATION RESPONSIBILITY

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The ultimate responsibility for initiating and maintaining an evaluation program is fixed at the state level. On the other hand, Area Boards are expected to be the principal beneficiaries. It seems unlikely that consistent evaluation quality will be maintained unless each agency participating in the system is absolutely required to furnish the information required for evaluative purposes.

Section 5: PERFORMANCE CONTRACTING

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A sound evaluation plan allows "performance contracting" for services within the overall system. This principle has wide application for both prevention and control services and can provide a sound basis for the exercise of authority by the Area Board, even though it is not relevant to some agencies and offices participating in the system.

Section 6: UNRESOLVED ISSUES

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Brief mention of some unresolved issues that bear heavily on the adequacy and usefulness of an evaluation program, presented as the basis for further discussion and exploration.

SECTION I: INTRODUCTION

A strong commitment to evaluation of any and all activities to be included within the juvenile justice system in Kansas was established first at the second conference. The recommendation, as printed in our publication Basic Organizational Decisions, is as follows:

"A very strong commitment to a rigorous evaluation of all the various elements within the juvenile justice system is perceived as essential, both for the improvement of the programmatic elements of the system and for the benefit of the individuals who become a part of the system."

The language of this recommendation expresses clearly the strength of feeling regarding this issue as viewed by the several hundreds of persons who had been a part of the planning process up to that time. A companion recommendation concerning records and an information system was also enacted at the second conference:

"The absolute necessity for a comprehensive information and record system was clearly perceived as the basis for many of the other desirable goals within the total juvenile justice system."

After these recommendations had been established and the project publication containing them distributed, further discussion commenced during the winter, spring, and summer of 1971. It is fair to say that this is a point on which those who have been involved in our planning process are almost unanimously agreed. The principle has been expressed and has arisen in a variety of contexts throughout the duration of this planning effort.

Though the commitment is strongly expressed and unanimously embraced, it was generally simplistic and unexamined. The project staff felt the necessity of developing a relatively detailed description of what this commitment implied, and to subject it to the same

sort of review process that was being used for all other major points in the system. Consequently, a separate chapter on this subject was made a part of the overall plan, and was used as the basis for area meetings in the fall of 1971, and the winter and spring of 1972, the sole subject of a workshop at Conference IV, and part of the Vol. IV workshop at Conference V.

It was suspected that the subject of evaluation might prove to be controversial since virtually no public or private agency carries on a comprehensive evaluation program as an ordinary part of their activities. For this reason, most people are unfamiliar with the necessary investment, amount of effort, and the quality of information required for a good evaluation system. The suspicion proved to be erroneous, and only minor improvements have been made in this text since its first exposure in project publication #41 in July of 1971. The fact that a sound and comprehensive evaluation system costs money which might have been made available for direct services was recognized and accepted in this review process. Furthermore, a wider appreciation of how evaluations might be conducted clearly emerged through this review process. The remaining text of the chapter presents a very general and unspecific structure for an evaluation program that has been found to be acceptable to the majority of our faculty, advisors, and others who attended area meetings during the final year of the planning process.

TWO GENERAL FIELDS OF EVALUATION INTEREST

Individual program performance within the system, and the performance of the system as a whole within the state and its contexts of community life constitute the two general fields of evaluation interest. They are the starting point for any evaluation program.

The first of these general fields of interest is concerned with the degree to

which individual programs achieve their desired results in specific communities. It is obviously necessary to specify what the desired results are for the various individual programs, and then select measurement criteria by which the rate of success may be judged. It will also be of interest to determine how similar programs operating in different communities perform in contrast to each other. Of special interest here will be determinations about what makes one program appear successful while another program appears less successful. Individual program performance also includes judgements regarding how individuals with similar characteristics respond to various kinds of programs. Here, contrasts between the success of various programs with persons with similar characteristics may also prove to be useful and valuable for future planning.

The performance of the system as a whole is concerned with the formulation of informed judgements about how the sum of all programs affects the sum of all persons enrolled over an extended period of time. Evaluating the overall effectiveness of the system also includes judgements of how well the system relates to the larger social conditions existing in the state and its various communities. It is also possible to reach some informed conclusions regarding the degree to which the indirect supportive services - largely the responsibility of the KJSA - either help or detract from the effectiveness of direct services. Whereas there is some current information regarding the performance of individual programs (by no means adequate), there is virtually no reliable information regarding how the existing juvenile justice system performs in the state.

THE LOGIC OF THE POSITION IS BEYOND QUESTION

Everyone wants to know what the results of various kinds of service actually are. The individuals who are providing the services in question obviously

want to know if they are doing a good job or a poor job. The supervisors of those who provide services also need to have very definite information to make judgements regarding the effectiveness of those they supervise. Policy-makers of various sorts in each community are continually asking simplistic but intelligent questions to which they generally receive wholly inadequate or even deliberately misleading answers. Finally, the general public wants to know once they become aware that there is an entity such as a juvenile justice system. Pre-delinquents and delinquents also have a very direct interest in knowing the results of programs in which they are being enrolled. Not surprisingly, a rather large number of delinquents view existing programs as either meaningless or ineffective. Unfortunately, in a number of cases, either or both of these judgements may be accurate. Whether they are accurate or not, holding such beliefs is sure to affect conscious decisions made by individual juveniles.

The vast majority of human beings have an "evaluative view" of the world. This simply means that most people draw conclusions from what they see and hear, and these conclusions become beliefs and principles which are used to interpret further inputs of facts and experience. Literally hundreds of people in Kansas are drawing conclusions about the relative success or failure of programs in this field of interest every day. Quite often, these conclusions also contain thoughts about "the younger generation" and the relative condition of community life.

No one in the state currently has comprehensive and consistently good information about the full range of concerns legitimately placed within this field of interest. Most people who possess a limited number of facts and have very limited opportunities for experiencing this field do not recognize the poor quality and potentially misleading nature of their information. Almost no one has a broad or longitudinal scope of informa-

tion except within a single county. The absence of this broad or longitudinal scope of information results at least in a lack of perspective and, more probably, a very serious distortion of understanding. This, however, has not deterred a wide variety of people from making evaluative judgements about this field of interest.

Failure to evaluate will be characterized as an example of irresponsibility. We must evaluate those facts and experiences with which we are confronted to deserve the respect of those we serve directly or indirectly. Even when we clearly recognize that what we know or have experienced is partial and subject to some distortion and many qualifications, we still must form some value judgement that will help us cope with life and our responsibilities as citizens.

The public deserves an accounting of the success to which public funds have been employed in dealing with problems such as juvenile delinquency. Such accounting should be made on the basis of the best possible information at any particular point in time. The information should be definite, relevant, and cover an extended period of months or even years. In every case in the juvenile justice field, the accounting should be made in a way that crosses agency jurisdictions. For example, it is useless to cite facts on unemployment, school dropouts, arrests, or court cases without attempting to relate these factors to each other. Single agencies presenting their information to the public only from their perspective cannot possibly present a meaningful picture of any part of society except their own agency. The public also deserves to be protected from the "alarums and excursions" of those who use partially correct information to enhance their own position or the position of their agency. The planning project staff has encountered literally dozens of examples of "special pleading" from various kinds of agencies or offices in regard to the delinquency problem.

The public is not now protected from these cases of special pleading.

UNCOMFORTABLE PRACTICAL IMPLICATIONS

There are some uncomfortable practical implications to developing a commitment to rigorous evaluation. The implications are uncomfortable simply because they imply the necessity for doing things in a manner different than that which has become habitual. For example, many agencies are committed to what we have called a "process" rather than a "result" orientation to their activities. This means that the agency or private practitioner has adopted a particular kind of response and technique for the problems referred and simply applies that technique to all persons contacted. Most of the processes used in this manner have been tested elsewhere, and appear to have been effective. The agency or person which is "process" oriented then assumes that the process has a guaranteed value. In most cases, the value is not guaranteed due to a variety of factors. However, those who embrace the process orientation to their tasks spend little, if any, effort trying to find out if they are duplicating the assumed success rate for the process or not, which they quite often are not.

In our field of interest, one may assume that every agency that does not follow with the careers of their clients after they leave the agency's jurisdiction is basically "process" oriented rather than "result" oriented. With some notable exceptions, most agencies fit into this classification. In fairness, it should be noted that the majority of agencies are not given sufficient resources to follow their clients after they leave the agency's jurisdiction. In most cases, it is considered to be a "frill" of a human service system and is not financially supported even when specifically requested. However, the vast majority of agencies never make requests of this sort. Human services agencies are unfamiliar with the idea of constant

measurement of the immediate and long-term effects of their actions on those they are serving. Since this is an unfamiliar subject area, it is generally uncomfortable for agency personnel.

A further uncomfortable practical implication is to be found in the idea that individual providers of service should be regularly evaluated in terms of what has happened to consumers of service as a result of their actions. Human services providers are rarely evaluated individually. Though immediate supervisors often make attempts in this direction, such evaluations are generally subjective and possibly prejudicial and rarely related to any "hard" information. Customarily, an agency director is not routinely furnished information that could be used to evaluate the work of an individual provider of service without interpretation by the supervisor. Yet, the most important part of the human services system to a recipient of service is the provider of service. Through contact with this person, the best, and the worst, things that can happen actually occur. The good and bad things that happen as a result of the provision of service can often be reflected in relatively routine data collection procedures. The fact that this is not a consideration in most information systems clearly illustrates the point that there is resistance to this type of evaluation. In conclusion, it will be stated that evaluating the

SECTION 2: SEVEN LEVELS OF EVALUATION QUALITY

The concept of evaluation as applied to the human services field is neither simply described nor simply understood. The term evaluation is greatly overworked, and is used to indicate a broad variety of considered judgements and unconsidered conclusions. Persons who "jump to conclusions" and those who spend their full energies for a period of months or even years to develop their conclusions may both regard their con-

effectiveness of a provider of service in regard to the effects on those consumers for which he is responsible is an unfamiliar and uncomfortable idea to a large percentage of providers.

The practical implications of a comprehensive evaluation system will not be automatically accepted. As a matter of fact, many who express a theoretical commitment to evaluation do not understand and may not accept these implications at all. Many agencies will object to being evaluated in terms of their performance. Many individual providers of performance will object to being evaluated in terms of their performance. It may further be expected that agencies and individuals will point to deficiencies of parental control, environment, and character development as the reason for their lack of success in dealing with particular individuals, as is currently the case in far too many instances.

It must be recognized that only when evaluation has been carried out comprehensively and consistently over a period of years will there be a sufficient background of information to develop norms regarding probable success or lack of success with programs and personnel. Until the time that norms have been established within a comprehensive framework and have become familiar to persons working in the field, many will continue to feel uncomfortable or threatened.

clusions as evaluation. The use of the term here in this system must, therefore, be defined and illustrated in some detail in order to insure an accurate understanding of its intended meaning.

A seven level evaluation quality scale is presented in this section to assure a common point of reference for exploration of the general subject. It was originally devised as part of the "Four Dimension-

FOUR ESSENTIAL CONCERNS

There are four essential concerns about every sort of evaluative activity: the magnitude of effort invested, the quality of information available, the quality of tools used for measurements, and the depth of inquiry. Recognizing that each of these concerns rests on a value judgement base, it is still possible to develop the simplistic conceptions and to make useful comparative distinctions about each of them. After making such distinctions, it is possible to arrange these concerns into a format from which seven levels of evaluation quality emerge. The seven levels of evaluation quality are displayed on Chart 34. Explanatory comment about the four essential concerns and the seven resulting levels are provided below.

INVESTMENT OF EFFORT - The effort invested in evaluative studies may range from a minimum of casual or occasional consideration of a subject not based on any particular preparation for understanding it (minimal - levels 1 & 2), through specific and deliberate preparation to understand the subject and regular review of material regarding it (significant - levels 3 & 4), to extensive preparation and concerted study of the subject (considerable - levels 5 & 6), to the maximum of covering lines of considerable investments by both individuals and groups (very considerable - level 7). Though the amount of effort invested in evaluation is not a guarantee of quality, it is relatively safe to say that high quality evaluations almost invariably require very considerable investment of effort.

QUALITY OF INFORMATION - All evaluations must be based on some sort of recorded information. The quality of information may range from a minimum of vague and substantiated facts or generalizations (cursory or poor - level 1); through definite information on general efficiency levels or other unsubstantiated but reasonable information (fair - levels 2 & 3); to definite, precise and substantiated information on general efficiency

al Planning Theory" developed by the Chief Planner independently from this particular planning effort. It was originally designed as a framework for evaluating the performance of all human services being provided in a community. It has been adapted for this system to illustrate a way of evaluating a well-defined category of interest within a large number of communities on a state-wide basis.

Human services in general are necessarily based on value judgements that are often quite subtle and subjective in origin. Though a number of factors of importance within the human services field are obvious and lend themselves to objective measurement, the majority of inputs are not. Knowledge of facts regarding a person's behavior or conditions in the environment affecting an individual usually influence the formation of these value judgements. That is to say, objective factors have a place in the formation of many of these value judgements. However, once formed, the value judgements begin to assume the stature of facts themselves, a potentially serious pitfall that must be recognized and for which allowance must be made. Value judgements are necessary, and can be very valuable, but they have limitations and their dangers must be understood.

The ideas regarding evaluations as used in this context are suggested by the following principles. The first consideration is the degree to which a temporary or relatively lasting improvement has been made on a person's ability to avoid unlawful behavior patterns. Secondly, evaluation means a conscious and deliberate effort to determine whether an improvement has occurred and, if so, with what frequency and relative permanence of effect on specific kinds of individuals. The more disciplined, systematic, and comprehensive an evaluation is, the greater the degree of confidence that can be placed in the result. Good evaluations reduce the importance of intuitive and subject judgements to the lowest possible level.

CHART 34: SEVEN LEVELS OF EVALUATION QUALITY

LEVEL AND TITLE	INVESTMENT OF EFFORT	QUALITY OF INFORMATION	TOOLS FOR MEASUREMENT	DEPTH OF INQUIRY	APPLICABILITY OR UTILITY
1. CASUAL CONCLUSIONS	usually minimal	cursorly or poor	personal values	superficial	usually useless in isolation
2. MONITORING	minimal	fair, but simple	rudimentary	restricted to given factors	produces measure of general efficiency
3. REVIEW	significant	fair, but more detailed	basic	elements of given factors	understanding of involved process & relationships
4. STUDY	significant	good detail and quantity	designed for this purpose	beyond the given factors	how services fit into total needs of consumers
5. AGENCY EVALUATION	considerable	very good or excellent	designed for this purpose	overt level of agency activities	basis for understanding agency
6. RESEARCH IN LIMITED FIELD	considerable	excellent	validated measurement tools	to limits of understanding in field	definitive knowledge of viability of services
7. COMPREHENSIVE EVALUATION	cumulatively always very considerable	excellent and comprehensive	variety of validated tools	to limits of understanding	the basis for inclusive dimension planning

and more discrete subject areas (good - levels 4 & 5); to information produced through a regular, dependable, definitive structure designed for this purpose (excellent - level 6); up to the maximum where there are converging lines of excellent quality information (comprehensively excellent - level 7). All evaluations in which confidence is placed or which are used as the basis for significant changes in the community should be based on information of at least excellent quality.

MEASUREMENT TOOLS - Every evaluative judgment proceeds from some standard of measurement. The measurement tools identified here range from a minimum of unsystematic individual reactions (personal value systems - level 1); through consciously developed guides for describing measuring and systematizing gross facts (rudimentary - level 2); to analytic frameworks for measuring elements of gross facts (basic - level 3); on to tools designed to record and analyze gross facts and their elements systematically

(designed for this purpose - levels 4 & 5); to validated measurement tools such as the MMPI, Iowa Test of Basic Skills, college entrance examinations, etc. (widely validated measurement tools - level 6); up to the maximum where the results from a variety of validated measurement tools converge in a comprehensive evaluation structure (variety of validated tools - level 7). Only the tools identified from level 4 upward have any real significance for evaluation of activities in the human service field.

DEPTH OF INQUIRY - It is important to identify the intended depth of inquiry into the subject being evaluated. The depth of inquiry may range from the minimum of reading newspaper stories or being given a "walk-through" inspection of facilities (superficial - level 1); through asking questions to obtain general efficiency type information (restricted to given factors - level 2); on to studying the basic components of which the gross facts or given factors are composed (elements of given factors - level 3); through following a line of inquiry that attempts to analyze the elements in greater detail (beyond given factors - level 4); to the broadened scope of interest represented by the full range of an agency's activities (overt level of agency activities - level 5); to investigations carrying the line of inquiry beyond overt actions and observable behavior or appearances to discern motivations and covert reasons for the overt (limits of human understanding in field - level 6); to the maximum where the limits of understanding in various fields of interest converge (limits of understanding - level 7). The depth of inquiry has both vertical and horizontal dimensions, the former being reached in level 6 and the latter in level 7.

Arrangement of these concerns into natural or logical groupings according to roughly equivalent quality allows construction of a seven level format of

evaluation quality. Though other arrangements of these ideas are possible, this arrangement conforms closely to the requirements of Four Dimensional Planning.

LEVEL 1: CASUAL CONCLUSIONS - Each of us forms casual conclusions about a variety of matters every day. It is a common form of human mental exercise. The first level of evaluation quality is composed of the minimums of each of the four concerns, and is therefore labeled useless for purposes of this discussion.

LEVEL 2: MONITORING - This term has been used repeatedly in the preceding text. Its more precise meaning and comparative value is illustrated by its placement in this format of evaluation quality. It is the lowest of the serious levels of evaluation. It requires only a minimal investment of effort, simply conceived information categories, rudimentary measurement tools, and is concerned only with given factors. As a result of this, monitoring produces only a measure of general efficiency, but serves to establish or reflect the parameters of a particular human services system.

LEVEL 3: REVIEW - The third level in the format is given the title of "review" and is composed of a significant investment of effort, at least a fair quality of information, some basic measurement tools, and focuses on the elements of the given factors used for monitoring. Review produces an understanding and appreciation of a subject area that neither monitoring nor casual conclusions imparts. It should produce an understanding of involved processes and relationships existing in virtually every human service system.

LEVEL 4: STUDY - This is the median level of evaluation quality, and is only rarely attained on a consistent basis in the human services field. It is the level at which evaluative efforts involve extensive work, disciplined preparation, and high

standards of quality. This level of evaluation quality is not reached without extensive preparation, a disciplined work program, and other extensive preparations. Study involves a significant investment of effort, information of good detail and quantity, developed from measurement tools designed for this purpose, and which focus attention on matters deeper than overt and observable behavior. The result of study, as defined here, is an understanding of how needs and services fit into the more broadly conceived needs of consumers.

LEVEL 5 - EVALUATION OF AGENCY ACTIVITIES - This is the first of the three levels of significant evaluation quality. Whereas the lower levels just mentioned progressively deepened understanding on a vertical axis, this level broadens understanding on a horizontal axis to include all of the official and related interests of an agency. It is a difficult level for the voluntary leadership of an agency to attain, but it is possible when they are serious about their responsibilities, have a continuity to their membership, and are provided with a high quality of staff support. Though the focus of interest at this level is primarily on services being provided, it also encompasses supervision and administrative support within the agency.

LEVEL 6 - RESEARCH IN LIMITED FIELD - This level of evaluation quality will be used to indicate both intensive research on narrowly defined subjects and research on systems as previously defined. In the former case, reference is made to both basic and applied research into processes and techniques used by any part of the human services system. In the latter case, the emphasis will be on the degree of success being achieved by any of the functional sub-systems. In either case, this research must involve a considerable investment of effort, utilize an excellent quality of information developed from validated measurement tools, and pursue a line of inquiry at least to the

present limits of understanding in the field. It is intended that level 6 efforts focused on narrowly defined subject areas be made a part of an overall plan to evaluate each of the functional systems.

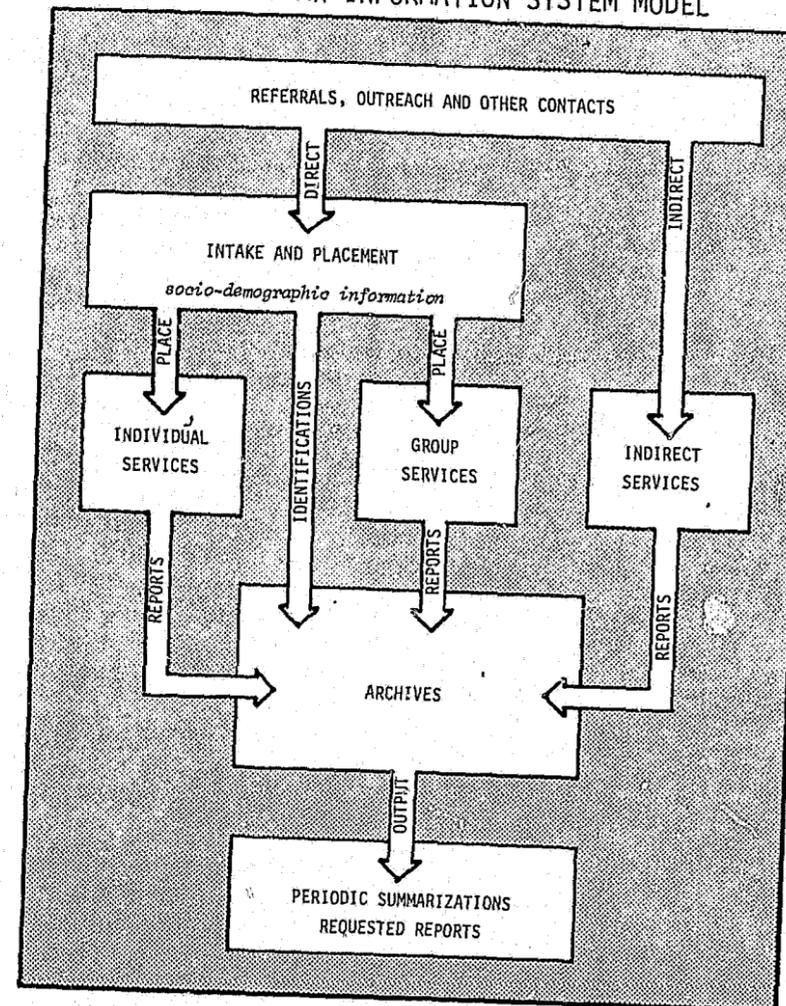
LEVEL 7 - COMPREHENSIVE COMMUNITY RESEARCH - This is the highest, or maximum, level of evaluation quality. It is concerned with collating and interpreting the highest available levels of evaluation from every service, agency, and system in the community. It is intended that it would only be concerned with level 6 evaluations in regard to services, and level 5 evaluations regarding matters of agency organization. Though it would be difficult to achieve this in less than three to five years from the date of inauguration, this objective should be kept clearly in mind. Level 7 must be allowed a very considerable investment of effort, with the understanding that much of this would be directed toward level 6 (on which level 7 is dependent). The quality of information used must be both excellent and comprehensive and be derived from a variety of validated tools. The depth of inquiry must be described as an effort to reach the present limits of understanding.

AN INFORMATION SYSTEM MODEL

The evaluation system described in this section requires an information system that can handle thousands of transactions each month. The information system must be able to match the sophistication and degree of detail utilized by the evaluation system, which, as described in the foregoing text, is considerable.

A rudimentary design for an information system is displayed as Chart 35. Those familiar with information systems will recognize the considerable additional details that are necessary to make a judgement about the potential usefulness of the design. It does show that there should be two basic inputs, direct and indirect, to accomplish the purposes

CHART 35: AN INFORMATION SYSTEM MODEL



we have specified. The direct inputs are the result of referrals to either prevention or control programs, and are subject to intake and placement actions from which accurate and extensive socio-demographic information can be derived. Indirect inputs concern those persons with whom the system makes contact, but does not directly serve - i.e., persons in a particular program serving system recipients who are not system recipients themselves.

Accumulated socio-demographic information, plus any text results or other personal history available at intake (or as a result of intake activity) is forwarded to the archives for storage, along with a notation of the placement of the individual in either an individual or group program. Subsequent information on the individual is forwarded to the archives from the operational programs to which referrals have been

made, including termination data. The indirect services also forward information to the archives. The archives, therefore, contain specific information on individuals within the system, some information on related persons, and periodic or historical events subsequent to the initial intake or contact.

Services provided, at least to the referral group, are to be coded in several ways: general element, programmatic element, specific service, area, agency, and accountable provider of service. Notation must also be made of the dates involved, referring or identifying authority, and all previous, concurrent or sequential referrals that involve accountability.

As described, this information system model provides for periodic summarizations of activity within the system as a whole, area performance, agency and provider performance, movement from one system element to another, and other factors necessary for the exercise of management at either the area or state level. Furthermore, it would allow person accounting (even on a daily basis if that were viewed as desirable) and a capability of sorting for a multitude of factors. Longitudinal career histories on all recipients would be immediately available, and could be individually retrieved by name (case) or in groups by any of several possible sorting factors. Comprehensive printouts on overall system performance would probably not be necessary more often than monthly - and a quarterly interval might be eventually sufficient.

Note must be made of the fact that an information system is not an evaluation system. The information system simply provides a reservoir of data that is either unevaluated, or pre-evaluated - it does not perform an evaluation function itself. On the other hand, it is an extremely useful tool for evaluators. It can guide evaluators to programs and

services which seem to be especially effective or apparently ineffective. It can help identify, statistically, problem areas or successes that deserve evaluative inquiry more accurately than would be possible for individuals, and can produce this information much sooner after a recorded event.

An information such as this is more than likely to cost hundreds of thousands of dollars per year, if applied to the maximum dimensions of the prevention and control fields (84,200 individuals at any given time), irrespective of "hardware" investments. An expense item of this magnitude in the

human services field is totally unfamiliar to Kansans, and will, therefore, inevitably be assailed as an "unnecessary" expense by most of those who are unfamiliar with our plan, and even some of those who are familiar with it. The briefest possible justification for the investment is simply that we are committed to a uniform and consistent state-wide juvenile justice system, and that implies the exercise of management influence which is only responsible if its decisions are based on a large quantity and high quality of recent information. The information system described above would furnish this, and, without it, the management of the system would necessarily be capricious and probably inappropriate.

SECTION 3: THE FOCUS OF EVALUATION INTEREST

This section explores the subjects which should be evaluated on a regular and consistent basis within the juvenile justice system. The primary interest is to identify those evaluation subjects that would be useful to the management of the system. It is also the purpose of this section to set forth some guidelines regarding the inevitable compromises which will be made when authorizations for evaluation efforts do not coincide with requests.

SIX EVALUATION AREAS

RECIPIENTS - The primary consideration regarding individual juveniles is a longitudinal study of the careers of those who have had contact with control programs. This primary interest will be called delinquent careers, and must necessarily involve knowledge of subsequent adult behavior, beyond the upper limit of the juvenile age. This is the most important of the areas of interest in the system, and is to be kept on every individual in contact with control programs.

Information on pre-delinquent careers is nearly as important. It consists of a similar longitudinal study of the

careers of those enrolled in prevention programs, classified and sorted by the reasons for initial enrollment in such programs. It is inevitable that some delinquents will have been enrolled (unsuccessfully) in programs for pre-delinquents. The greater longitudinal career history that is available from the pre-delinquent career history is of considerable value both to the individual and to those responsible for operating programs.

Recipient career information is the key evaluation area on which all others depend. However, even though it is the key element, it is expected to be controversial. There are additional comments on the issues which have or are likely to develop about this subject in Section 6 which follows.

It is obvious that useful - in contrast to traditional - concepts and categorizations for recording this information must be developed. Existing concepts and categories are not believed to be adequate for an intelligent understanding. It goes without saying that updated information must be periodically sought and recorded and the retrieval of all recorded information must be placed on a routine basis. The point

be emphasized that retrieval of information regarding individual juveniles must not require authorizations for "research", as is currently the case.

PROVIDERS - The second of the six evaluation areas concerns the development of information on all persons making decisions about recipients. Certain kinds of information regarding the performance of providers must be monitored and evaluated. The state of Washington presently does this type of evaluation on the person serving as chairman of their placement committee in their diagnostic center. It will be suggested that all providers of service, i.e., probation counselors, therapists, residential treatment personnel, should also be evaluated according to specified selective criteria.

When information is routinely gathered on the providers of service, this information can be subsequently co-related to the recipients affected by these decision makers and providers. This is accomplished by interfacing the records of delinquent careers and the actions of providers. This subject area is also likely to be highly controversial and is also discussed at greater length in Section 6.

PROGRAMS - All specific programs within the system shall be evaluated according to the criteria established specifically for each program. The evaluation criteria are to be established in advance of the initial operation of the program, collected on that basis, and eventually refined on the basis of retrospective analysis. It is expected that there will be large areas of similarity between areas. It is also expected that there will be areas of dissimilarity between superficially similar programs. All activities, including the simple processing of individuals, are to be summarized as "programs" for purposes of this analysis. This means that records are to be kept on law enforcement agency handling of juveniles, intake, detention, shelter, case pre-

paration, and evaluation programmatic elements as well as the judicial programmatic element and the three rehabilitation elements.

AGENCIES - All agencies, statutory offices, institutions and private practitioners are included in this category, likely to involve more than 1,000 separate entities not including private practitioners. Each agency or practitioner is to be judged in regard to the programs for which it is statutorily or contractually responsible. Each agency can also be evaluated on the "indirect" supportive costs of providing their services. The "cost center" type of evaluation of agencies will be applied to each agency or private practitioner involved in the system.

The agency evaluation includes interfacing pre-delinquent and delinquent careers with information collected on providers and programs. Each agency will have one or more programs for which it may be responsible, will employ or utilize one or more providers of service related directly to a specified number of recipients. The agency evaluation will be concerned with an analysis of how the individual careers and the programs (within which the providers operate) actually measure up to expected standards.

AREAS - A further analysis is possible on the basis of the 14 part geographical division of the state. Each of the 14 areas will be subjected to a longitudinal evaluation for comparative analysis. The gross load being experienced in an area, the range and variety of programs, the relationship of programs to the longitudinal careers of delinquents, the agencies which are involved, the cost centers and cost of indirect services, and perhaps other information will be routinely gathered in each area. When gathered, it allows sorting and manipulation to provide area evaluations. Recognizing that areas may not be directly comparable, there will still be many areas of roughly direct comparison. Of more interest to area boards and persons working within an area will be longitudinal comparisons

of the area's historical performance record with its current performance record.

THE STATE SYSTEM - An evaluation of the state system consists of a composite of area evaluations, to which the programmatic element of residential treatment is added. The state system evaluation will deal with the longitudinal record of dealing with delinquency prevention and control in terms of the individuals who have been affected. This evaluation will also consist of periodic sorting according to providers, programs, and agencies across area lines. It will include following the careers of various individuals who cross area lines also.

This evaluation will serve as a basis for review of the adequacy of the state plan and the development of allocations for specific purposes. The high and low quartiles for each kind of evaluation will constitute a "permanent agenda" for further evaluation interests, especially those identified in the previous section as level 6.

THE USEFULNESS OF THIS KIND OF EVALUATION

Evaluations with these six areas will provide an historical understanding of what has happened. How individuals in contact with the system have fared, how programs have dealt with particular

kinds of needs, how providers have affected the lives of particular individuals, and how agencies have performed.

This kind of information allows the exercise of management control on the system and its various parts. The management control will concern itself with how present resources should be allocated to changing conditions. The more quickly the information can be developed and summarized, the more quickly management can respond to changing conditions by adjusting allocations of resources.

An evaluation program like this will also provide a rational basis for future projections. It will be possible, if all six of these evaluation areas are implemented, to predict increases and decreases in programming on a relatively secure basis.

An evaluation including these factors allows the development of an informed view of delinquency and efforts being made to remediate the problem, knowledge essential to the intelligent investment of efforts and funds in the system. It will also provide a way of judging the effectiveness of various persons, programs, and agencies who have a role to play in the overall system. Finally, it provides a basis for determining whether a juvenile justice system is able to perform according to reasonable expectations and indicates where weaknesses and failure are occurring.

SECTION 4: EVALUATION RESPONSIBILITY

The nature of the evaluation task described in the previous section transcends by a wide margin the responsibilities and reasonable interests of: providers, programs, and agencies. It also transcends area responsibilities, as previously described, by a similarly wide margin. Therefore, it is a task only appropriately undertaken by the state agency. This is not to say that the results of the evaluation will not be useful and valuable to the more limited interests

mentioned above. It is to say that none of these interests are defined as broad enough to encompass the extent of evaluation we have suggested as necessary.

Basic information used in the evaluation system must be uniform and consistent. Standardized concepts and a consistent method of judging how personal characteristics fit into these concepts is essential. Persons responsible for generating information in Elkhart must use the same

concepts and apply the same judgments as those whose responsibilities lie in Kansas City.

It is also necessary to have the capability of following an individual when his or her geographic location changes. This is especially important when the change involves crossing area lines within the state or across the state line. The ability to follow a person is absolutely essential for a longitudinal understanding of delinquent or pre-delinquent careers.

It is also necessary to have the ability to locate persons with similar characteristics being served by different agencies and residing in different areas for purposes of comparison. This is necessary for making comparative judgments about the effectiveness of various kinds of programs on persons with similar characteristics.

It is also necessary to be able to make inter-area comparisons of points of difference or similarity. This is necessary in order to place service or the performance of particular kinds of agencies within a broader framework in order to understand either exceptionally good or exceptionally poor performance.

This presentation assumes that the KJSA should be responsible for initiating and maintaining the evaluation system. This responsibility is believed to require statutory authorization as well as appropriation of funds. The statutory authorization should specify a requirement that all agencies, offices, and institutions generate information scheduled for inclusion in the evaluation. It might be wise to also reflect in the statutes that the information will be generally confidential and release only to those agencies with a demonstrated need for it. This point raises some rather fundamental issues which are given further exploration in the following section. However, it will be noted at this point that the system presented here requires participation from a very large number of agencies, whose coopera-

tion cannot be allowed to be voluntary. It might be assumed that penalties or other sanctions may be needed in order to assure the cooperation of various agencies in furnishing this information.

INFORMATION GENERATION

The basic data to be used in the evaluation system will be generated by independent contractors and statutory agencies, offices, and institutions. At the very minimum, this information shall consist of the following.

1. External characteristics which will serve to identify this particular person from all other human beings.
2. For those in the control programs, the social history and individual diagnosis which are described as part of the evaluation element in the crisis programs.
3. The record of handling of the individual by the court, including disposition of the case.
4. A record of the original treatment plan for the individual. The treatment plan may be designed within the prevention field of interest or within the rehabilitation field of interest.
5. Periodic progress reports and situational changes as they occur.
6. Information regarding the status and condition of the individuals at the time of termination from a program, whether this is the completion of a treatment plan or the plan has been aborted for some other reason.
7. If the individual comes to the attention of the overall system at some later date. A re-examination of the person should be conducted in light of the records already developed.
8. Periodic re-examination of the status and situation of the individual even when he or she seems to have

made a successful adjustment requiring no further attention from the system.

The generation of this sort of information requires that a large number of persons be familiar with the evaluation system. An evaluation system with the broad horizontal and vertical dimensions such as specified here requires written records of considerable accuracy which can easily be understood by others without extensive interpretation. In some cases, the information will be reviewed by persons who are removed from the recorded information in dimensions of both time and space. Therefore, there must be a great deal of consistency in the way that the information is recorded.

The providers of service will be responsible for the vast majority of the records that are kept. Some persons who have considered this idea feel that this allows persons to evaluate their own actions. Self-evaluations are not generally noted for their accuracy or integrity. Though this is a point for legitimate concern, it is not believed to be a crucial matter since the longitudinal history of the careers of individual juveniles will introduce a perspective ordinarily lacking in self-evaluations. The likelihood of the same individual being able to furnish all of the information used in a longitudinal evaluation is believed to be slight, significantly reducing the tendency to distortion. It does not seem appropriate to have a KJSA employee responsible for initiating information.

AREA BOARD RESPONSIBILITY

The area board is the point to which all basic information is forwarded on a regular basis. All agencies, institutions, offices, and independent providers of service are to forward the information they generate to the office of the area board. The interval suggested as the minimum for this is a week. An even more frequent forwarding interval would be better, such as at the end of each working day.

The area board staff will be responsible for making a preliminary summarization of this information as received. The area board staff will be responsible for processing all incoming information to produce a complete picture of clients and activity. They will also quickly note the absence or omission of scheduled reports. The preliminary summarization of incoming information can be compared with projections for the current operational period and note may be made of variances between actual and projected performance. It will be suggested that preliminary summarizations be made no less often than monthly, and that these summarizations be duplicated for distribution to participating agencies as well as to members of the area board.

A quarterly summarization of the information being generated within the area will serve as the major tool for the evaluation programs. The quarterly summarization will include a summary of client characteristics for the quarter, giving the characteristics on every individual who has been involved during the period. It will be useful to compare this information with previously recorded information.

Quarterly summarizations will also include information regarding providers of service. The number of providers in the various classifications, their current work loads, the movement of recipients in and out of accounting categories (client accounting) and other information regarding providers will be made a part of this quarterly summarization. Client accounting is appropriate here, as is information regarding the duration and intensity of various services. Finally, the quarterly summarization will include information on statutorily or contractually responsible agencies. This information will attempt to indicate how these agencies have performed their required or contracted role with appropriate historical comparisons.

More intensive evaluations will be originated for providers, programs, and agencies whose record of performance falls in either the upper or lower quartile

(25%). This evaluation has previously been identified as the responsibility of the area director to either arrange or conduct personally. The reasoning behind this effort is that more should be known about providers, programs, and agencies who seem to have exceptionally good or exceptionally poor records. As resources allow, persons employed by the KJSA state unit will investigate these matters in greater detail, and competent independent evaluators will be used for the rest.

DIRECT BENEFITS WITHIN THE AREA

The area board will be the chief beneficiary of this evaluation system. They will be enabled to make management decisions regarding the improvement of their adaptation plan. Evaluations will help them determine who should do what, where, and when and under what circumstances. Management decisions may include making adjustments in allocations for various kinds of programs or agencies. Resources are presumed to be less than adequate, requiring a very intelligent choice between available options. The area board can exercise a management influence on the system within their area by responding to changing conditions and client characteristics. In some cases, changes may occur rather abruptly and without warning. In other instances, the changes will simply be a matter of degree and occur within a period of many months or a few years. This evaluation system furnishes the area board with a comprehensive understanding of what is actually happening within their area an understanding which forms the only rational basis for conducting business.

However, agencies will also be benefited by the evaluation plan. They will be provided with definite knowledge regarding related services, client characteristics, and problems that may affect their operations. This information will be placed on a secure and definite conceptual base allowing the agency to place confidence in the information re-

corded. They will also be provided with the evaluations of their own efforts on a routine basis, in regard to matters that occur outside of their area of responsibility or beyond the time during which they are responsible for an individual juvenile. This is especially important in understanding what happens to juveniles who have legally become adults after an agency has dealt with them. For example, the young men who are committed to the industrial reformatory at Hutchinson in the two or three year period after they have been served by a particular agency is not ordinarily known to the agency at present.

It is certain that many conscientious providers of service will also be benefited by the knowledge contained in these evaluation reports. Those persons who are conscientious about the performance of their duties want very much to know what eventually happens to those for which they have no further responsibility. Whether this information indicates good or bad results, the dedicated professional wants to know what it is.

STATE LEVEL RESPONSIBILITY

The KJSA, at the state level, is to be held responsible for providing leadership in establishing and maintaining an evaluation system. The state board should be held responsible for acquiring the authorization to establish an evaluation system and the resources necessary to operate it from the legislature and other relevant sources. The KJSA at the state level should also be held responsible for developing the overall evaluation plan - the factors, the forms, the measurement tools, and the (inevitable) manual of instruction.

The KJSA must also be given authority to enforce the authorization in order to insure that all designated activities are actually the subject of periodic information generation. The state unit must also be responsible for providing the training and other assistance which

other agencies will need in order to make the evaluation system truly comprehensive.

The state staff unit will be responsible for making periodic state-wide summarizations. The primary summarization will be a quarterly document in which the composite of the 14-area board quarterly reports is contained. This quarterly summarization is designed to serve as the basic evaluation instrument, and should contain notations of variances from previously established historical experience and advance projections for the period of the report. This information should be routinely produced sufficiently in advance of the meeting of the state board so that the members of that body may study it carefully prior to the state board meeting. The quarterly summary should also be distributed to all members of the 14-area boards and other selected agencies and individuals.

Occasional summarizations of more narrowly-defined factors should also be produced. This would include the manipulation of recorded data on a regular basis to determine significant problems that may not be obvious in small areas or with small groups. The data should be manipulated on a regression principle applied to client characteristics, programs, or agencies. Similarly, periodic reports on program successes or failures related to client characteristics, providers of service, and responsible agencies should be made. Further summarizations according to cost considerations should also be made. Finally, summaries of the characteristics of providers - their background, training, experience in the position and other factors of this nature should be summarized.

The state level responsibility should also include the capability of manipulating data on request from agencies or area boards. It is likely that agencies and area boards will have insights regarding potentially fruitful areas for exploration. They may want the past experience of the system to be analyzed in ways not previously done.

They may wish to have a small number of factors manipulated for predictive purposes. The state unit staff should have sufficient capability for responding to such requests.

Longitudinal studies are also noted as a responsibility of the state unit staff. Information on the subsequent careers of those who have been in contact with the system must be kept if a correct and comprehensive picture is to emerge. This is especially important when the subsequent contact is with some non-juvenile authority or when it occurs in some other state. Information should be available on those who have moved to other states, and periodic updates should be undertaken by the state unit staff. Longitudinal studies are, of course, also important within the state, since many of those who originally made contact with the juvenile justice system in one locality may make contact with the adult criminal justice system in some other locality. Longitudinal studies are, of course, also important from outside the state, since many of those who originally made contact with the juvenile justice system in Kansas may make contact with the juvenile and/or adult criminal justice system in some other state. Longitudinal studies might also lend themselves to manipulation according to the client characteristics, programs, agencies, and areas of jurisdiction.

OTHER CONSIDERATIONS

The generation of information must be made mandatory if an evaluation program is to have any chance of success. Statutory agencies must be required by state statute to generate information on those with whom they are dealing. In view of currently experienced problems in getting statutory agencies to report a penalty

that has found to be extremely successful in Minnesota will be suggested. The salary check of the chief officer of a statutory agency required to report is, in Minnesota, held until the disbursing officer has been notified that the required report has been received by the relevant authority. This policy brought about an instantaneous change in reporting practices as soon as it was instituted. An adaptation of this in the contractual field is to require the receipt of reports before any further payment is made under the contract. Institution of these procedures would affect all agencies contributing to the system except private agencies donating services.

The question of accuracy and promptness in records must also apparently be faced. Some of the agencies presently involved in the juvenile justice system in the state are not known for the accuracy and

the promptness of their reporting.

The goal of this evaluation system is to reduce the number of unknown factors to an absolute minimum. This demands records of a much greater detail and extensiveness than currently practiced by most agencies, and will be, admittedly, an extra burden for them. However, both these agencies and the system as a whole will benefit from this additional effort.

Hopefully, the operation of an extensive evaluation system will eventually reveal principles on which the evaluation criteria can be simplified and refined. Statistical regression principles may allow the simplification of the factors used in the evaluation system after considerable experience has been gained from an extensive record-keeping system.

SECTION 5: PERFORMANCE CONTRACTING

Performance contracting is a very unfamiliar concept within the human service field generally. It is much more familiar within the private profit-making field. However, it is currently being discussed as a possibility for some types of activities within the human services field. Accordingly, it will be given some attention in this section.

The basic concept of performance contracting is to focus attention on the results achieved by a particular service. As we have previously noted, most human services are "process oriented" rather than being "result oriented." Typically, no provision is made for determining whether a given process works at a particular location at a specific point in time when operated by certain individuals. Most human services do not include any authorization for even a rudimentary evaluation of results. This is true even when there are predictions by the providers of service that they will be able to achieve very fine results.

On the other hand, results are usually the foremost consideration in the minds of the public and those concerned about the welfare of juveniles. It is believed to be absolutely necessary to be able to make simple, declarative statements about the beneficial results which actually occurred as the result of providing a service, and to back up the simple declarative statements with facts.

Statutory provisions for human services are usually silent about the results to be achieved through the activities they authorize, or mention results in simplistic language not very well understood by anyone. Project applications for new activities usually indicate, in great detail, the process which will be used, but rarely mention definite and quantified results expected from this service and how these results will compare with results obtained elsewhere. Most project applications say that an evaluation will be conducted even though the application includes no specific provisions for this purpose.

Performance contracting turns this emphasis around. It views a process as a way to achieve a desired effect - not an end in itself. It establishes criteria for the objective measurement of results that can be used to make definite decisions regarding effectiveness. Specific authorization of funds or personnel to enable a definite evaluation of results are necessary in performance contracting. This is a factor generally absent from "process oriented" applications or designs. In addition, the cost of achieving a particular result for a particular kind of individual is estimated and clearly stated. The concept of performance contracting is simply that an agency or private practitioner will get paid for results actually achieved rather than being given a blanket authorization to spend a particular amount of money - irrespective of results achieved - which is the ordinary practice in the human services field.

PRACTICAL POSSIBILITIES

A sound and comprehensive evaluation plan such as "level 7" in Section 2 - can provide the basis for performance contracting of a large number of services within this system. In many cases, a specific improvement in characteristics, conditions, or situations may serve as the basis for contracting. In some other cases, the provision of a "unit of service" may have to serve as the contract basis. In a few cases, simply assuring that a service or facility is available for use when and if needed have to be the basis for a contract.

A significant percentage of the services described within this system lend themselves to the performance contracting approach. The goal toward which efforts are directed should be to identify the kinds of specific improvements and characteristics, conditions, or situations which can serve as the basis for a contract. In some areas of interest, this is already a practical goal. For example, if one of the goals chosen is to be able to graduate a former dropout

from high school, it is possible to develop a contract with this specification to which a cost can be attached for a particular individual. Likewise, a GED certification for a different individual can similarly be estimated on an individual basis. Comprehensive testing and development of a social history including a standardized amount of information is easily subject to the contracting approach. Provision of probation services, when defined in terms of the amount of supervision expected, are also easily placed within this framework.

Experimental or innovative programs can be placed on a "unit of service" contractual basis until such time as sufficient experience is gained to allow judgement regarding the usefulness of the service. The objective toward which efforts should be directed is to determine the most productive circumstances for the unit of service. The unit of service principle sharply contrasts with the ordinary method of budgeting personnel and finances.

Statutory offices, public agencies, and selected other services should have their existence assured apart from specific objectives or units of service. The overall design for such offices, agencies, and services should be related to historical experience of need and projections for the future. In other words, these offices, agencies, and services should not simply be created without reference to whether there has been sufficient need for them in the past, or whether there are any predictions for their need in the future. However, even with these agencies it is possible to use a performance contracting approach through providing a basic support that will assure their existence and then reimbursing these agencies for actual expenses above this minimum level on an actual cost basis. Discussions regarding detention facilities serving multi-county areas in the state have generally seemed to favor this approach.

ADVANTAGES OF PERFORMANCE CONTRACTING

The principal advantage of performance contracting is that it allows the exercise of management control. It allows budgeting through contracts according to units of service required by current conditions. In other words, it promotes flexibility and a specific adaptation to current experience. It is common to find some agencies greatly overloaded while others are operating well below their optimum level. The performance contracting approach avoids commitments in excess of need. It allows responsible rather than capricious exercise of authority in making changes and adjustments. The area boards and the state board are those who would be responsible for this exercise of authority. Finally, performance contracting introduces accountability into the juvenile justice field.

SECTION 6: UNRESOLVED ISSUES

Perhaps the most basic problem regarding evaluation arises from the fact that evaluation requires the attachment of a value judgement to a fact, a set of facts, or a subjective impression. Since evaluation must have a longitudinal basis, a written record of the value judgement is necessary. It is noted that there is no tradition of keeping extensive records in the juvenile justice field. Records on juveniles appearing before the court are regularly purged in most counties and are often not made available even to other agencies with a legitimate interest in the juvenile.

The juvenile justice system generally operates behind a veil of public secrecy. The veil of secrecy originates in both a specific philosophy and a tradition of long standing in this state - and in most other states. Therefore, the needs of a comprehensive evaluation system go against the grain of both philosophy and tradition. In addition to this, there is no consistent carryover of interest about what happens to delinquents when they become adults. Though occasion-

There are various channels of thinking in this general area. One presently under discussion and being subjected to further exploration is found in Los Angeles, California. The probation and parole department for that county has addressed itself to developing a "financial responsibility" program for probation and parole services. Parents or other responsible persons are to be charged for the cost of probation and parole services ordered for their children. It is not known whether they will be able to develop a practical plan (or whether the plan will be adopted). However, this does illustrate that new and unusual channels of thought with relevance to a juvenile justice system are developing.

al information of this nature reaches the attention of those who were concerned with the individual when he or she was a juvenile, there is no dependable channel of such information for purposes of evaluation.

Evaluation requires the storage and subsequent retrieval of information. When this requirement has been met, hazards of unauthorized access or acquisition of this information must be recognized. If the general intention stated in our juvenile code is to be preserved, then any information stored and subsequently retrieved must be adequately safeguarded. This is not likely to be accomplished easily.

Hazards of poor interpretations and unwarranted conclusions should also be recognized. The attachment of value judgements to facts, sets of facts, or impressions is a hazardous undertaking that can easily be counterproductive when some other person at a later date does not interpret these value judgements correctly and draws unwarranted conclusions from them.

THE ISSUES

ANONYMITY OF DELINQUENTS - The provisions of our juvenile code require that no "criminal record" be developed as a result of delinquency or miscreancy. It is correctly and accurately believed that a criminal record would place the individual in a very difficult position. It also would not give sufficient weight to the intention of the juvenile code that rehabilitative procedures be applied to all who are delinquent or miscreant.

The assumption behind this is simply that juveniles are still amenable to constructive redirection of their habits and increasing control over their specific actions. The value of this philosophy seems to have been well established in the past.

Public anonymity of delinquents is, in our state, a matter left to the discretion of the juvenile judge. Until very recent times, almost all juvenile judges have interpreted the code to mean that the names of juveniles should not be released publicly. Very significant changes have occurred in this traditional practice within the past two years, even though the majority of delinquents and miscreants still are not identified publicly in Kansas. The anonymity principle regarding juveniles has been interpreted by many judges and others to mean that no real records should be kept. Consequently, a number of police departments and courts either do not keep records or regularly purge their juvenile records. It is difficult to determine the statutory basis for this, but the practice does not seem to be questioned where it exists. It is probably too early to evaluate the effect of the changing practices of several Kansas courts in regard to releasing names of juveniles to the public media. In most cases, only the names of those who have been found guilty of certain kinds of offenses are publicly identified.

Consideration of the subject of anonymity must include the understanding that records can be safeguarded, and their interpretation subjected to controls which would prevent abuse. Records can be kept and used by those who have a need to know various facts without any suggestion of public identification as a delinquent or miscreant. In fact, perhaps half of the communities in Kansas exchange information from one agency to another in regard to delinquents with no known ill effects. A comprehensive evaluation system implies nothing more hazardous than this. Though an evaluation system will surely contain information which could be used improperly and which could damage the intent of the juvenile code, such information usually can be found in the files of various community agencies now - and is not now being misused or creating this effect.

Finally, the question of anonymity of juveniles is not always discussed on a sensible basis. Anonymity is not automatically an advantage to the juvenile or to society. As many judges have recently concluded, society may have a right to know the names of juveniles who are dealing in drugs, and that juvenile may have forfeited his right to anonymity through that or some other kind of activity. In such cases, both the society and the juvenile may profit from public disclosure of his or her name.

IDENTIFICATION OF PRE-DELINQUENTS - The identification of pre-delinquents is another matter entirely. Here, the question is not one of public disclosure, but rather of identifying a person who may learn of the identification and be adversely viewed by others who become aware of this identification. It is necessary to identify specific individuals for the operation of prevention programs. Some identification has to be made of particular individuals before they can be enrolled in prevention programs. Even though the number of persons who might be aware of this identification is small, it remains an important issue. Here, the

potential hazard is chiefly one of poor interpretation of meaning derived from the gross fact that an individual is enrolled in a prevention program. It is necessary to know who the individuals being considered for enrollment are in order to develop the program and requests for resources necessary to operate it. Some programs may reach public awareness as programs for pre-delinquents despite efforts to disguise that identification or to focus identification on more basic issues. The hazards in this are great and potentially disastrous for some individuals. Sufficient safeguards must be developed to avoid the public identification of an individual in a program for pre-delinquents in order to protect the individual's basic right to privacy and unwarranted negative identification.

LONGITUDINAL STUDIES - The issue under this heading revolves around following the career of an individual for a number of years into adult life for purposes of evaluation. At present, this is ordinarily not done by any agency with responsibilities in the juvenile field. However, those responsible for activities in the adult field quite often do research into the previous history of the individual - and usually are able to determine at least the basic features of the juvenile record. Here it is believed that no proper evaluation of any delinquency prevention or control programs can be made unless the careers of those who have been identified in this category are followed for several years through and beyond the juvenile age. It is believed necessary to follow the careers of those who are "successfully" rehabilitated or redirected as well as those who seem to indicate failure. Knowledge of apparent successes is just as important - possibly even more important - than knowledge of failures. Following the career of an individual who was categorized as pre-delinquent or delinquent may not be of any particular benefit to that individual. On the other hand, steps should be taken to

insure it is of no disadvantage to the individual either. The primary benefit, however, is for the benefit of others who will follow in similar programs, and for society in general.

Even for delinquents in whom society can claim a definite and genuine interest, periodic checking on their current situation and conditions can be burdensome. It will be even more burdensome for those who were never more than pre-delinquents. Even though no comprehensive evaluation system is possible without such information, reluctance and considerable caution are certainly appropriate regarding this matter. What is being recommended and suggested here is that juvenile authorities begin to keep track of the subsequent careers of those for whom they have provided services for a number of years beyond the maximum juvenile age.

EVALUATING PROVIDERS - The development of various standards of professionalization is the only sound basis from which an evaluation of the effectiveness of providers can proceed. The previous characterization of "professionalism" and the position previously adopted in this planning effort should be referred to at this point (consult index). Professionalism was basically described as dependent upon the existence of minimum qualification standards and subsequent minimum performance standards. There is only a very limited direct applicability to evaluation of tasks assigned to para-professionals.

Evaluation of providers should focus first on the results which have been achieved through providing the service; a judgment made by comparing the longitudinal history of individual clients to original characteristics exhibited and the kind of service provided. It must also include attention to the norms established for the provision of the service.

If all persons with responsibilities in the juvenile justice field were to be evaluated, special problems would immed-

ately be recognized in regard to sheriffs and judges who must run for office on their record. Perhaps persons occupying these positions should be exempted from evaluation within this system, since an evaluation is provided every two years in regard to their performance of duties through the elective process. An evaluation of providers should be able to affect their employment, pay, and promotion prospects - factors not applicable to the situation of sheriffs and judges. However, the majority of persons within the system do not fall into these categories, and should therefore be evaluated.

As mentioned previously, this is an unfamiliar and uncomfortable subject for the vast majority of providers of service. It will certainly be a controversial subject since inadequacies of present preventive and rehabilitative efforts are typically blamed on poor parental guidance, deficiencies of human nature and intransigence or incompetence of other agencies.

EVALUATING AGENCIES - All agencies operating within the system should be evaluated on their ability to actually provide a service on a previously agreed-upon schedule and within cost limits. Problems are expected from some agencies in regard to evaluating their effectiveness. Private agencies as well as public agencies are likely to be less than enthusiastic about efforts to evaluate what they have accomplished. On the other hand, programs will be almost invariably carried out under the auspices of some agencies. Agencies, like individuals, have varying capacities and competences. These variances should be subjected to evaluative judgments in order that appropriate assignments can be made and reasonable expectations can be met.

INVESTMENT IN EVALUATION - Further discussion of whether full-scale (100%) or random selection procedures in evaluation is necessary. The full-scale evaluation is obviously the more preferable procedure, but the projected number of individuals involved in the system allows

a viable random selection methodology. In addition, the frequency of updates on evaluation results is not specified, and would greatly affect the required investment. There will undoubtedly be some hardware requirements in the information and research department. The software requirements may be the same for full-scale as well as random selection procedures. A further investment in refining the evaluation plan itself is believed to be absolutely necessary in order to refine, simplify, and improve the evaluation plan itself.

A significant portion of the investment in evaluation will be "hidden" in the sense that a majority of the information that will be used will be generated by providers and agencies, and summarized in the area KJSA office. These essential basic functions are not counted as part of the evaluation system since they are of practical benefit to the operational necessities of the system. The investment that is to be counted is that which requires additional manpower and purchases above the area level.

In Chapter 3, one of the "principal staff members" of the KJSA (level 2) was the person designated Program Accountability Coordinator (PAC). (See page 103) The responsibilities of this position were described as overall supervision of the research and personnel departments, and direct accountability to the KJSA Director. This specification places a person of the highest subsidiary rank in the KJSA administrative staff in charge of the evaluation system, and the qualifications for the position emphasize research.

The research department is responsible for three kinds of inter-related activities: information system, evaluation, and planning. The department has a level 3 director whose qualifications are stated in terms of research capability.

The evaluation function in the research department is dependent on the information system production, and the planning

function is dependent on the research results. It is, therefore, unwise to rigidly separate costs for these functions, since all contribute to program accountability. However, some of the principles believed to be important to the evaluation function will be brought forward here.

A minimal number (probably no more than 6) of persons will be employed to conduct evaluations of the upper and lower quartiles of performance. Only one or two would be level 4 personnel, and the remainder would be levels 5 and 6. The remainder of the manpower necessary to carry out evaluation activities will consist of persons not related to the system hired to perform specific evaluative tasks on a contractual basis. Such persons may be hired on a part-time basis not to exceed two years, or for short, intensive (full-time) periods. Persons residing in or near the state are most appropriate for the former contracts, and persons from some distance away are more appropriate for the latter contracts.

Considerable emphasis is placed on insuring that evaluators do not have any "stake" in the outcome of the evaluations in which they are involved, or their role

as an evaluator. An independent point of view is believed essential. To insure this, we further suggest that most part-time evaluation contracts be for a period of a year or less, and that there be a mandatory interval of a year before a new contract can be offered to the same individual - to avoid the possibility of having the researcher conform his work to institutional expectations in order to secure further work.

The necessary continuity in the evaluation system is adequately provided by the KJSA employees, and the necessary diversity of interests and skills is provided by the contracted evaluators. Skillful direction by the research department director can bring these interests together into a valuable evaluation product.

The personnel costs for the evaluation function alone should be no lower than \$250,000 per year.

A FINAL NOTE - Preparations and authorizations for evaluation on this scale obviously demand that the results be used in planning for the continuation or termination of programs, and allocations to areas and agencies.

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"A COMPREHENSIVE PLAN FOR THE PREVENTION
 AND CONTROL OF DELINQUENCY IN KANSAS"

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