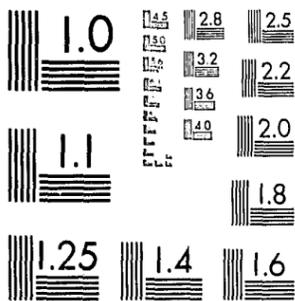


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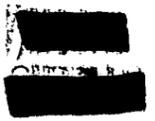
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# STANDARDS AND GOALS FOR THE KANSAS CRIMINAL JUSTICE SYSTEM IMPLEMENTATION HANDBOOK



## JUVENILE JUSTICE

Prepared by the Governor's Committee on Criminal Administration  
and Midwest Research Institute

**STANDARDS AND GOALS FOR THE  
KANSAS CRIMINAL JUSTICE SYSTEM  
IMPLEMENTATION HANDBOOK**



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October 1976

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PREFACE

This implementation handbook is one of a four volume set. The set is composed of one handbook for each of the following criminal justice functional user areas: (1) Law enforcement; (2) Courts; (3) Juvenile Justice; and (4) Corrections.

As an introduction to the goals, objectives and strategies adopted for the Kansas Criminal Justice System, this handbook is designed to offer the reader a broad perspective on the implementation process. The intention is to give examples of a wide range of programs while providing insight into the process of planning through the development of standards and goals.

These handbooks are oriented toward regional and local criminal justice practitioners who may be called upon to participate in the process of implementing strategies whereby objectives and ultimately goals may be reached.

The primary purpose of these handbooks is to identify on-going programs within the state that provide examples for local or regional practitioners who are beginning implementation efforts. A special effort has been made to provide adequate descriptions and the name, address and telephone number of program directors or other knowledgeable persons who can provide further assistance.

The implementation handbooks are organized into four chapters. Chapter I gives a description of the standards and goals process to date, including both the national and State experience. Chapter II summarizes the state-of-the-state as it relates to the functional user area addressed by the handbook. Chapter III provides a listing of goals and their companion objectives. Chapter IV presents, in addition to goals and objectives, possible strategies for meeting the goals and objectives. In addition, summary descriptions of selected programs that have implemented a given goal are included. Appendix A contains a listing of the GCCA's priorities as it pertains to the functional user area.

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## CHAPTER I

### STANDARDS AND GOALS PROCESS TO DATE

#### A. The National Experience

One of the purposes of the Omnibus Crime Control and Safe Streets Act of 1968 was to initiate a comprehensive planning process for state and regional criminal justice systems.

Theoretically, such comprehensive planning should follow a rather exacting procedure:

1. Determination of the system's objectives;
2. Comparison of current practice with these objectives;
3. Development of alternative strategies to achieve objectives not currently being met;
4. Analysis of alternatives to select the most cost-effective approach;
5. Allocation of federal, state and local resources to implement the selected alternatives.

Unfortunately, however, in most states the focus was on the grant process rather than the planning process. Comprehensive plans developed by SPA's and RPU's were often seen more as a means for distribution of federal funds than as a tool for change, evaluation, or system improvement utilizing all available resources.

Although the President's Commission on Law Enforcement and Administration of Justice had made extensive recommendations for improvement of the criminal justice system, and most of the American Bar Association's Standards for Criminal Justice were available as tentative drafts by the end of 1968, few of them were incorporated into the planning process.

As a result, on October 20, 1971 the Administrator of LEAA appointed a National Advisory Commission on Criminal Justice Standards and Goals. On January 23, 1973, the Commission issued five crime-specific goals, some 422 standards and 97 recommendations.

That same year, the Omnibus Crime Control and Safe Streets Act was amended to require that "goals, priorities, and standards must be established in the plan and the plan must address methods, organization, and operation performance;..." (Title I, Part G, Section 601).

Pursuant to this amendment, the Administrator of LEAA on January 14, 1974, notified the states that they should begin the incorporation of standards and goals into their 1974 comprehensive plans, and that by fiscal year 1976, each state "must have a comprehensive set of standards and goals that can serve as a basis for planning and as a guide to funding."

Recognizing that each state differs in organizational structure, funding mechanisms, problems, and level of sophistication, LEAA has allowed the states to formulate their own standards rather than requiring that they adopt those of the National Advisory Commission (NAC). Valuable guides include: the NAC standards, and those of the American Bar Association, the American Correctional Association, the National Council on Crime and Delinquency, the National Advisory Commission on Civil Disorders, the National Commission on Causes and Prevention of Violence, the President's Commission on Campus Unrest, the National Commission on Marijuana and Drug Abuse, the Advisory Committee on Intergovernmental Relations, and other organizations. All must be judged against the problems and experience of the individual states and regions in the development of standards for these unique areas.

Finally, setting standards is a dynamic process, not a static one. Even at the national level, standards are still under development. In the area of juvenile justice, for instance, standards are currently being developed separately by an LEAA advisory committee and also under the auspices of the American Bar Association and the Institute of Judicial Administration.

Each state has been given the latitude to select its own approach as well as the freedom to adopt standards which best meet their needs.

#### B. The Kansas Experience

In August 1974, the State of Kansas embarked on a project to develop standards and goals for the State's criminal justice system. The Governor's Committee on Criminal Administration (GCCA) had overall responsibility for task completion. The GCCA contracted with Midwest Research Institute (MRI) for the provision of staff and general project support.

The standard development process selected utilized a systems approach. That is, the model standards were grouped into 20 functional categories; i.e., Apprehension of Offenders, Intake and Pretrial Detention, Sentencing, Institutional Treatment, etc. The advantage of this approach was that it encouraged those persons with the development of standards to: (1) think of criminal justice as a system and, (2) consider agency interrelationships.

Throughout the development phase of this project over 500 Kansas citizens--representing not only criminal justice practitioners, but also other governmental units and the general public--were surveyed. Inputs from this group, known as the "Governor's Criminal Justice Advisory Panel," were sought regarding their perceptions of how and in what direction the Kansas criminal justice system should move.

During May and June 1975, a representative sample of 78 members of the Governor's Advisory Panel met in Topeka. These persons were responsible for recommending final language for the standards and goals.

The State's standards and goals formulation process culminated in the publication of the volume entitled Standards and Goals for the Kansas Criminal Justice System in September 1975 with subsequent dissemination in November 1975. The standard and goals which constitute the major content of this document are formatted into goal, objective and strategy categories. These categories are defined as follows:

GOAL: A major topic area headed by a general statement of direction and intent.

OBJECTIVE: A measurable activity or aspiration which indicates movement toward goal attainment.

STRATEGY: One of a number of programs or activities which may be used to reach the objective. These do not include all possible strategies, but are included for consideration, critique, and expansion.

This approach permits regional planning units and local units of government to adopt alternative strategies for achievement of the specified objectives, based upon their unique problems and resources. This is especially helpful when rural areas are implementing standards developed primarily for urban areas.

After initial distribution of the Standards and Goals for the Kansas Criminal Justice System, the GCCA staff, in concert with committee members, prioritized a set of long-range goals, objectives and strategies for each GCCA program area. These program areas are Law Enforcement,

Courts, Corrections, and Juvenile Justice.<sup>1/</sup> After the prioritization process, the GCCA met en bloc and formally adopted the goals, objectives and strategies for the State's criminal justice system.

The formal adoption of these goals, objectives and strategies for the State's criminal justice system marked the successful completion of the development phase. The logical next step is implementation whereby regional and local criminal justice agencies take concrete measures to achieve those objectives they deem relevant to the needs of the agencies and people involved.

<sup>1/</sup> See Appendix A for the GCCA's long range goals, objectives and standards for the Juvenile Justice System.

## CHAPTER II

### JUVENILE JUSTICE IN KANSAS

#### A. Overview of Kansas Juvenile Justice System

The Kansas juvenile justice system is maintained on a county level. Although the state does not maintain a uniform juvenile justice system, the Kansas Juvenile Code does govern the local level of activity.

Each county in Kansas has a juvenile court to process all cases of offenders under 18 years of age. The judge presiding over juvenile matters has a dual role; he is by statute both the probate and the juvenile judge. There is an exception: statute requires that counties with populations over 185,000 (Sedgwick, Wyandotte, Johnson, and Shawnee) elect judges with the single responsibility of the juvenile court.

In Kansas, the juvenile judge is not required to have a law degree unless he presides in a county with a population over 24,000. Twenty-one counties (20 percent) in Kansas have populations in excess of 24,000.

Since there is no uniform state system, Kansas has 105 juvenile courts on the county level. Consequently, there is diversity in the way in which juveniles are processed in the system. Sophistication of rehabilitative approaches to probation, detention, and aftercare usually is directly related to population density and the attitude of the judge.

Probation services are assumed by the county. One-third of the 105 counties have full-time juvenile probation counselors. Another one-third of the counties have part-time or volunteer juvenile probation services. Thus, one-third of the counties have no probation services for juveniles. In the counties with no probation services, the judges have relatively no choice but incarceration. Figure 1 shows the location by county and number of juvenile probation officers in the state.

It should be noted that on January 10, 1977 trial court consolidation will become effective and will bring substantive reorganization to the juvenile justice system. Original jurisdiction in juvenile matters will then be given to the district judge who will assign juvenile responsibilities to either a district magistrate judge or an associate district judge. It is anticipated that efforts will be made to make the juvenile probation officers, now hired by the juvenile judge in each county and paid by the county, part of the statewide system established under the consolidated court. Thus, there will be more uniformity and coordination in the treatment and services provided through the juvenile justice system.



Only seven counties in Kansas presently have detention centers in operation. They are Sedgwick County (Wichita and Goddard), Wyandotte County (Kansas City), Johnson County (Olathe), Crawford County (Pittsburg), Shawnee County (Topeka), McPherson County (McPherson), and Lyon County (Emporia). The less populated counties not maintaining detention centers either designate a portion of the county jail for the exclusive detainment of juveniles or contract with one of the seven counties having a detention center for adjudicated juveniles.

The state maintains juvenile rehabilitation centers through the Department of Social and Rehabilitation Services (DSRS). Any Kansas county has access to these facilities. DSRS manages six institutions: Youth Center at Topeka (boys); Youth Center at Beloit (girls); Youth Center at Atchison (boys); Larned Youth Rehabilitation Center (boys); Osawatomie Youth Rehabilitation Center (boys); and Salina Youth Adjustment Center (boys).

The Department of Social and Rehabilitation Services, by statute, is responsible for the implementation of community-based group boarding homes for delinquent, predelinquent, mildly retarded, and physically handicapped youth. DSRS also has the authority to contract services in any community to assist programs in rehabilitating youthful offenders. Kansas juvenile facilities, available services and statistical data are shown in Tables 1 through 4.

#### B. Processing of Juvenile Offenders<sup>1/</sup>

1. Police procedures: A juvenile may be brought to the attention of the police through a citizen complaint or direct observation by a police officer. Police officers may exercise discretion at this point as to whether or not to take the juvenile into custody.

The legal process begins when the juvenile is taken into custody. Intake occurs when the juvenile is taken to the police department, and his/her parents (guardian) are notified. In departments with juvenile units, the juvenile is turned over to a juvenile officer. The juvenile may be: (1) released to parents with an official reprimand; (2) released with official report of field interrogation; (3) released to some other juvenile agency; (4) referred to county juvenile court without detention; or (5) referred to county juvenile court with detention. When a juvenile is referred to a detention facility, a written report of the incident is immediately and automatically submitted to the Juvenile Court.

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<sup>1/</sup> This description is a generalization of juvenile processing. Not all facilities and procedures for juveniles are available in all counties except for the statutory provisions which are mandatory.

TABLE 1

KANSAS TEMPORARY JUVENILE CARE FACILITIES<sup>a/</sup>

<u>Name and Address of Facility</u>	<u>Auspice<sup>b/</sup></u>	<u>Sex</u>	<u>Capacity</u>	<u>Population Feb. 1, 1975</u>	<u>Staff</u>	<u>Cost Per Day (\$)</u>
Children's Court Center, Pittsburg	L	C	26	28	19	33.00
Friendship Home, Hays	P	C	10	6	8	21.24
Johnson County Juvenile Hall, Olathe	L	C	16	11	13	25.00
Kaw View Juvenile Home, Kansas City	L	C	16	20	6	21.17
Lake Afton Boys Ranch, Goddard	L	M	68	32	14	21.76
Lyon County Youth Center, Emporia	L	C	20	19	13-1/2	20.00
Riley County Juvenile De- tention Facility, Manhattan	L	C	4	1	1/4	--
Shawnee County Youth Center, Topeka	L	C	30	32	42	33.00

a/ Temporary Care Facility is defined as a facility other than a jail--such as a detention center or shelter care facility--providing temporary care for alleged or adjudicated juvenile delinquents. These juveniles may be in custody pending a court hearing or disposition, serving a short juvenile sentence, or awaiting transfer to another institution or jurisdiction. Included are public and private short-term facilities.

b/ Auspice refers to controlling sector, wherein P = private, L = local and S = state.

Source--Department of Social and Rehabilitative Services.

TABLE 2

KANSAS RESIDENTIAL CORRECTIONAL INSTITUTIONS FOR JUVENILES<sup>a/</sup>

<u>Name and Address of Facility</u>	<u>Auspice<sup>b/</sup></u>	<u>Sex</u>	<u>Capacity</u>	<u>Population Feb. 1, 1975</u>	<u>Staff</u>	<u>Cost Per Day (\$)</u>	<u>Comments</u>
Eagle Ridge Village, Topeka	P	C	50	48	20	18.50	Formerly The Villages, Incorporated
Larned Youth Rehabilitation Center, Larned	S	M	30	25	27	32.13	
Life Line Children's Home, Kansas City	P	C	36	22	20	16.00	
Methodist Youthville Boys Ranch, Dodge City	P	M	32	22	17	24.98	
Osawatomie Youth Rehabili- tation Center, Osawatomie	S	M	20	15	20	44.00	
o Youth Center at Atchison, Atchison	S	M	67	45	54	30.82	Formerly Atchison Youth Rehabilita- tion Center
Youth Center at Beloit, Beloit	S	F	97	94	94	31.00	Formerly Girls Industrial School
Youth Center at Topeka, Topeka	S	M	209	174	187	40.72	Formerly Boys Industrial School
Youth Center at Topeka Annex, Atchison	S	M	18	11	6	10.90	Formerly BIS Annex, Cost is staff salaries only, balance from Youth Center at Atchison Budget
United Methodist Youthville, Incorporated, Newton	P	F	34	23	36	24.98	

a/ A Residential Correctional Institution is a juvenile institution with more than 30 residents and at least 50 percent of whose population are delinquent.

b/ Auspice refers to controlling sector wherein P = private, L = local and S = state.

Source--Department of Social and Rehabilitative Services.

TABLE 3

KANSAS JUVENILE RECEPTION OR DIAGNOSTIC CENTERS<sup>a/</sup>

<u>Name and Address of Facility</u>	<u>Auspice<sup>b/</sup></u>	<u>Sex</u>	<u>Capacity</u>	<u>Population Feb. 1, 1975</u>	<u>Staff</u>	<u>Cost Per Day (\$)</u>
Evaluation Unit, Youth Center at Atchison, Atchison <sup>c/</sup>	S	C	32	25	24	30.82
Youth Center of McPherson County, McPherson	L	C	24	13	8	20.00

Source: Department of Social and Rehabilitative Services.

a/ Reception or Diagnostic Center is defined as a separate organizational unit providing a screening, assessment and assignment service for a region of the state or for the entire state. It is not a wing or cottage that serves as a reception unit at a program.

b/ Auspice refers to controlling sector, wherein P = private, L = local and S = state.

c/ By Kansas statute, a child, during the pendency of a hearing and before final order or decree, may be referred to the Youth Center Evaluation Unit at Atchison or to any state institution with the facilities capable of care, treatment or evaluation of children. No child can be committed to such facilities unless the Secretary of DSRS approves the facility for that purpose.

TABLE 4

KANSAS JUVENILE GROUP HOMES, HALFWAY HOUSES AND COMMUNITY RESIDENTIAL FACILITIES<sup>a/</sup>

<u>Name and Address of Facility</u>	<u>Auspice<sup>b/</sup></u>	<u>Sex</u>	<u>Capacity</u>	<u>Population Feb. 1, 1975</u>	<u>Staff</u>	<u>Cost Per Day (\$)</u>	<u>Attend Community Schools</u>	<u>Alternative to Institution</u>
Achievement Place for Boys, Lawrence	P	M	8	6	2	15.00	Yes	Yes
Achievement Place for Girls, Lawrence	P	F	6	5	3	15.00	Yes	Yes
Argentine Youth Services, Inc. Kansas City	P	M	26	25	14	19.46	Yes	Yes
Circle B Boys Ranch, Inc., Iola	P	M	10	8	2	12.40	Yes	Yes
Community Youth Home for Boys, Topeka	P	M	8	6	6	15.00	Yes	Yes
Community Youth Home for Girls, Topeka	P	F	8	8	6	15.00	Yes	Yes
Cookson Hills Christian School Boys Ranch, Inc., Oberlin	P	C	24	24	9	5.00	Yes	Yes
Cookson Hills Christian School Unit #3, Syracuse	P	C	20	20	4	4.83	Yes	Yes
Eisenbarth House for Boys, Topeka	L	M	8	4	6	15.00	Yes	Yes
Faylor Youth Ranch, St. Francis	P	C	6	2	2	8.21	Yes	No
The Farm Inc., Reading	P	C	16	16	4	14.47	Yes	Yes
High Plains Villages, Inc., Garden City	P	M	4	3	2	15.00	Yes	Yes
Hillside Monica House, Wichita	P	F	6	5	3	13.50	Yes	Yes
Holyoke Monica House, Wichita	P	F	7	6	2	15.00	Yes	Yes

TABLE 4 (Continued)

<u>Name and Address of Facility</u>	<u>Auspice<sup>b/</sup></u>	<u>Sex</u>	<u>Capacity</u>	<u>Population Feb. 1, 1975</u>	<u>Staff</u>	<u>Cost Per Day (\$)</u>	<u>Attend Community Schools</u>	<u>Alternative to Institution</u>
Independence Group Home for Boys, Independence	L	M	6	5	2	15.00	Yes	Yes
Manhattan Youth Care, Inc., Manhattan	P	M	10	6	3	15.00	Yes	Yes
Maplewood Girls Home, Hutchison	P	F	8	4	1-1/2	7.70	Yes	Yes
Methodist Youthville Town House, Dodge City	P	M	8	8	2	24.98	Yes	No
Methodist Youthville Boys Home, Fort Scott	P	M	8	10	3	12.46	Yes	Yes
Optimist Boys Home Inc., #1, Overland Park	P	M	8	5	2	15.00	Yes	Yes
Optimist Boys Home #2, Mission	P	M	6	6	2	15.00	Yes	Yes
Pratt County Achievement Place, Pratt	P	M	8	6	2	14.52	Yes	Yes
Rebecca House-Continuing Care, Wichita	P	F	9	7	3	14.81	Yes	Yes
Residential Home for Boys, Wichita	P	M	10	10	5	15.59	Yes	Yes
St. Francis Boys Home, Bavaria	P	M	26	26	13	43.77	Yes	No
St. Francis Boys Home, Ellsworth	P	M	26	26	12	43.77	Yes	No
Salina Youth Care Home Foundation, Salina	P	F	8	6	3	12.32	Yes	Yes
Second Mile (Youth Un- limited), Leavenworth	P	M	6	4	2-1/2	8.21	Yes	Yes

TABLE 4 (concluded)

<u>Name and Address of Facility</u>	<u>Auspice<sup>b/</sup></u>	<u>Sex</u>	<u>Capacity</u>	<u>Population Feb. 1, 1975</u>	<u>Staff</u>	<u>Cost Per Day (\$)</u>	<u>Attend Community Schools</u>	<u>Alternative to Institution</u>
Sharpnack House for Girls, Topeka	L	F	8	6	4	15.00	Yes	Yes
Southwest Youth Center, Liberal	P	F	8	6	2	12.46	Yes	Yes
Twin Oaks Boys Home, Hutchinson	P	M	8	5	2	15.00	Yes	Yes
United Methodist Youthville Home for Boys, Emporia	P	M	8	7	2	12.46	Yes	Yes
United Methodist Youthville Home for Girls, Emporia	P	F	8	6	2	12.46	Yes	Yes
United Methodist Youthville Boys Home, Newton	P	M	8	7	2	24.98	Yes	Yes
United Methodist Youthville Home for Girls, Wichita	P	F	8	6	3	12.46	Yes	Yes
Vistara House, Incorporated, Wichita	P	F	8	8	3	14.24	Yes	Yes
Wyandotte House, Inc., Logan House, Kansas City	P	F	8	--	--	--	Yes	Yes
Wyandotte House, Inc., Wyandotte House, Kansas City	P	M	8	8	2-1/2	15.00	Yes	Yes

a/ Included are small public and private residential facilities in the local community, at least 50 percent of whose residential population are delinquents. (Small = fewer than 30.)

b/ Auspice refers to controlling sector, wherein P = private, L = local and S = state.

A juvenile must be released within 48 hours after being taken into custody unless it is determined in a detention hearing (conducted within the 48-hour period) that further custody is necessary.

2. Court proceedings: Either a recommendation before the court from the police department or a Complainant's Petition is required before a minor appears in the Juvenile Court. Before a minor is placed in a detention facility, he is interviewed by an intake review officer. The intake review officer obtains information regarding the incident, and an outline of personal descriptive data regarding the juvenile and his family. It is within the discretion of the intake counselor to decide whether or not to continue legal proceedings.

When the report is filed with the Juvenile Court, a probation officer is assigned. He does not become involved with the juvenile unless he is detained prior to adjudication. The probation officer prepares a presentence investigation after the adjudication hearing and prior to a dispositional hearing.

If the intake counselor decides further legal proceedings are necessary, he notifies the district or county attorney and a charge sheet is drawn up. This starts the case through its judicial phase. As previously stated, a detention hearing is required to be held within 48 hours of admission to detention. Whenever the need for a detention hearing is determined, the court is required to set the time and place for such hearing immediately and to appoint a guardian ad litem if the child is not represented by counsel. The court is also required to provide written notice to a juvenile's parents (guardian) 24 hours prior to the detention hearing. The juvenile judge, based upon the recommendation of the intake review counselor, determines if there is sufficient probable cause to believe the minor to be delinquent and that the juvenile committed the act of violation. The judge may also keep a juvenile in custody for his/her protection or for the protection of another person's property.

If a minor is not held in custody and a Complainant's Petition has been filed, a summons is issued for court appearance--including the appearance of parents. At this time, Notice of Hearing and a Notification of Requirement for Counsel are filed. The juvenile may enter a General Denial.

Within 2 weeks following the filing of such petition, a hearing date must be set. A juvenile (with counsel) may stipulate to the charge, be released from further legal action by dismissal of charges, or may ask for setting of a trial date or continuance to another date. If the minor stipulates to the charge(s), the next legal procedure is the adjudication hearing (trial). After the adjudication hearing the charges may be dismissed, deferred, or an informal diversionary program set up.

If a juvenile is adjudged to have committed the criminal offense, a dispositional hearing is held. Thirty days must elapse between the adjudication and dispositional hearings (usually within 90 days). A probation officer prepares a presentence investigation report prior to the dispositional hearing.

3. Institutional custody: Sentenced juveniles are assigned to DSRS for placement. DSRS may assign a juvenile to: (1) any of the eight detention centers operating in seven counties; (2) any of six rehabilitation centers maintained by the state; or (3) privately-operated group homes, halfway houses and community residential facilities with which DSRS has statutory authority to contract for rehabilitative services.

4. Aftercare and final discharge: This function is performed by DSRS through its 17 district offices operating within the state.

CHAPTER III

GOALS AND OBJECTIVES

This chapter lists goals and objectives for Juvenile Justice. It is designed to provide the reader with an overview of the subjects and areas included.

I. GOAL: DEVELOP AND IMPLEMENT CRITERIA AND PROCEDURES FOR DIVERSION (4.2)

I.A Objective: By 1976, each local jurisdiction, in cooperation with related state agencies, should develop and implement formally organized programs of diversion that can be applied in the criminal justice process from the time an illegal act occurs to adjudication.

- Responsible authorities at each step in the criminal justice process where diversion may occur should develop policies, priorities, procedures, lines of responsibilities, and establish mechanisms for periodic review and evaluation of policies, decisions and practices.
- Criminal justice agencies must have the cooperation and resources of other community agencies to which persons can be diverted for services relating to their problems and needs. (4.2.1)

II. GOAL: IMPROVE COMMUNITY SERVICES TO YOUTH (5)

II.A Objective: By 1977, establish community-based youth services bureaus throughout the state (to focus on the special problems of youth).

Such bureaus should have programs for:

- Diversion of juveniles from the justice system.
- Provision of a wide range of services to youth through advocacy, purchase of services, and referrals.
- Crisis intervention when needed.
- Youth development. (5.1)

II.B Objective: By 1978, youth services bureaus should employ sufficient full-time staff to meet the needs of youth. (5.2)

II.C Objective: By 1978, all law enforcement and court intake personnel should, immediately through policy changes and ultimately through legal changes, make full use of the youth services bureau in lieu of court processing for those juveniles who:

- Are referred to the courts for committing an act which, if committed by an adult, would not be a crime.
- Are not an immediate threat to public safety.
- Voluntarily accept the referral to the youth services bureau. (5.3)

II.D Objective: By 1982, each youth services bureau should be objectively evaluated in terms of its effectiveness. (5.4)

MAJOR GOAL: REDUCE ALCOHOL AND DRUG ABUSE

III. GOAL: DEVELOP DIVERSION TREATMENT PROGRAMS (6.1)

III.A Objective: By 1978, persons in need of treatment for alcoholism or drug addiction should be diverted to an appropriate treatment program from the Criminal Justice System. (6.1.1)

IV. GOAL: MINIMIZE THE EXTENT OF INVOLVEMENT OF JUVENILE OFFENDERS WITH THE JUVENILE JUSTICE SYSTEM (11.1)

IV.A Objective: By 1976, legislation should be enacted defining delinquency as an act that, if committed by an adult would be a felony and miscreancy should be defined as an act that, if committed by an adult, would be a misdemeanor. (11.1.2)

IV.B Objective: By 1976, establish policies to insure uniform and appropriate action to divert juveniles from the Juvenile Justice System. (11.1.2)

V. GOAL: INSURE APPROPRIATE AND EFFECTIVE PROCESSING OF FAMILY AND JUVENILE CASES (11.2)

V.A Objective: By 1978, establish effective mechanisms for processing juvenile cases including:

- Determination of most effective disposition.
- Formal adjudication (11.2.1)

VI. GOAL: IMPROVE THE CONDITIONS OF JUVENILE CONFINEMENT (13.4)

VI.A Objective: By 1978, enact necessary legislation and procedures to assure certain minimum requirements are adhered to in all juvenile institutions and programs. These requirements should assure:

- . Adequacy of facilities.
- . Adequacy of services (medical, nutritional, and legal).
- . Adequacy of security.
- . Adequacy of regulations and procedures. (13.4.1)

VI.B Objective: By 1978, establish a procedure to evaluate and enforce minimum standards regarding all juvenile institutions and programs. (13.4.2)

VI.C Objective: By 1978, each agency operating juvenile institutions should:

- . Provide organizational structure that permits open communication.
- . Allow for maximum input in the decisionmaking process.
- . Make explicit its rehabilitation goals and programs thrust.
- . Adopt policies and procedures that will preserve the individual identity of the resident.
- . Normalize institutional settings. (13.4.3)

VI.D Objective: By 1978, the state should enact legislation, which would provide major juvenile institutions with flexible policies for handling residents. (13.4.4)

VII. GOAL: IMPROVE JUVENILE PROGRAMS THROUGH EMPHASIS ON REHABILITATION AND AFTERCARE (13.5)

VII.A Objective: By 1978, each institution for juveniles should re-examine education and vocational training programs to ensure that they provide programs to individualize education and training. (13.5.1)

VII.B Objective: By 1978, recreational programs should be implemented in state institutions to assist in changing the behavior patterns of juvenile offenders. (13.5.2)

VII.C Objective: By 1976, each major juvenile institution should plan and organize ongoing counseling programs. (13.5.3)

VII.D Objective: By 1978, each major juvenile institution should adopt policies and practices to insure a full range of religious programs. (13.5.4)

VIII. GOAL: DEVELOP PROGRAMS FOR UNIQUE AND SPECIALIZED NEEDS (13.6)

VIII.A Objective: By 1978, the State Juvenile Authority should implement policies and procedures to improve treatment for problem offenders. (13.6.1)

VIII.B Objective: By 1978, the State Juvenile Authority should develop program provisions for unique problems with emphasis on minority offenders. (13.6.2)

IX. GOAL: MAINTAIN HIGH ETHICAL STANDARDS IN THE CRIMINAL JUSTICE SYSTEM (14.2)

IX.A Objective: Recognizing that deviations in conduct of those persons within the criminal justice system may occur that, while not criminal, seriously affect the quality of justice and the proper implementation of the minimum standards and goals formulate and enforce as appropriate to each type of agency standards of ethical conduct. (14.2.1)

IX.B Objective: Provide methods by which improper external influences on the administration of justice may be dealt with. (14.2.2)

X. GOAL: STREAMLINE THE ADMINISTRATIVE STRUCTURE OF THE JUVENILE JUSTICE SYSTEMS (15)

X.A Objective: By 1978, all juvenile facilities and programs, state, regional and local, should be unified under a State Juvenile Authority except that where they meet state standards, regional and local programs and facilities may be continued. Juvenile probation services should be maintained as autonomous program units. (15.7)

- X.B Objective: By 1978, the probation system should develop goal-oriented service delivery systems. (15.8)
- X.C Objective: By 1978, the aftercare supervision section within the juvenile system should develop goal-oriented service delivery systems. (15.10)
- X.D Objective: By 1976, develop a comprehensive statewide vehicle for the delivery of Child Protective Services. (15.11)
- X.E Objective: By 1976, establish policies to insure uniform and appropriate action on child protection and abuse and neglect circumstances to juveniles. (15.12)
- XI. GOAL: DEVELOP PLANNING CAPABILITIES IN ALL PARTS OF THE CRIMINAL JUSTICE SYSTEM AT ALL LEVELS OF GOVERNMENT (16.1)
- XI.A Objective: By 1978, establish a network of planning agencies serving all components and levels of the criminal justice system. (16.1.1)
- XI.B Objective: By 1978, all levels of government should establish a coordinating council and a planning agency supervisory board for the criminal justice system that include community participation. (16.1.2)
- XI.C Objective: By 1978, state, regional and local governments shall utilize long-term forecasts of problems and needs for the purposes of budgeting for their respective agencies. (16.1.4)
- XII. GOAL: IMPROVE INTERACTION BETWEEN CRIMINAL JUSTICE AGENCIES AND THE PUBLIC (16.2)
- XII.A Objective: By 1980, establish effective working relationships between components of the criminal justice system. (16.2.1)
- XII.B Objective: By 1977, establish specific programs to inform the public of the problems, needs and activities of the criminal justice system and its component parts. (16.2.2)
- XII.C Objective: By 1978, the state corrections system should analyze its needs, resources, and service gaps and develop a systematic plan for implementation of a range of alternatives to institutionalization. Minimum alternatives to be included in the plan include:

- . Diversion prior to trial and sentence;
- . Nonresidential supervision programs in addition to probation and parole;
- . Residential alternatives to incarceration;
- . Community resources open to confined populations;
- . Institutional resources available to the entire community;
- . Prerelease programs; and
- . Community facilities for released offenders in the re-entry phase with provisions for short-term return as needed. (16.2.4)

MAJOR GOAL: IMPROVE CRIMINAL JUSTICE EQUIPMENT AND FACILITIES (19)

- XIII. GOAL: IMPROVE CORRECTIONAL FACILITIES (19.3)
- XIII.A Objective: By 1976, guidelines should be developed for planning the construction or renovation of juvenile centers. (19.3.3)
- XIII.B Objective: By 1977, plans for construction or renovation of juvenile facilities should be implemented. (19.3.4)
- MAJOR GOAL: UPGRADE PERSONNEL WORKING IN THE KANSAS CRIMINAL JUSTICE SYSTEM (20)
- XIV. GOAL: IMPROVE QUALITY AND ADEQUACY OF STAFF (20.1)
- XIV.A Objective: By 1978, adopt administrative structures and procedures that will optimize personnel performance. (20.1.1)
- XIV.B Objective: By 1978, establish uniform procedures governing employee organizations, collective bargaining, and interpersonal relations. (20.1.2)
- XIV.C Objective: Provide adequate professional support to all criminal justice agencies. (20.1.5)

XV. GOAL: UPGRADE THE RECRUITMENT AND SELECTION OF PERSONNEL (20.2)

XV.A Objective: By 1977, set systemwide standards for the recruitment and selection of personnel. (20.2.1)

XV.B Objective: By 1976, eliminate discrimination in the employment of the criminal justice personnel. (20.2.2)

XV.C Objective: By 1978, legislation should be enacted to entrust operation of correctional programs to professional trained individuals and to protect the positions from political pressure. Such legislation should include:

- . A statement of qualifications for each position.
- . A procedure for removal from office for cause. (20.2.4)

XVI. GOAL: UPGRADE THE TRAINING, EDUCATION AND CAREER DEVELOPMENT OF PERSONNEL (20.3)

XVI.A Objective: By 1980, set systemwide standards for the training and education of personnel. (20.3.1)

XVI.B Objective: By 1976, set standards for training and education of corrections personnel. (20.3.2)

XVI.C Objective: By 1976, establish formal in-service training programs for criminal justice personnel. (20.3.4)

XVI.D Objective: By 1980, provide advanced training in specialized areas. (20.3.5)

XVI.E Objective: By 1980, establish formal career development programs for all criminal justice agencies. (20.3.7)

XVII. GOAL: ESTABLISH FAIR AND COMPETITIVE SALARIES AND BENEFITS FOR ALL CRIMINAL JUSTICE PERSONNEL (20.4)

XVII.A Objective: By 1978, establish a formal salary structure based on systematic classification of all criminal justice positions.

XVII.A Objective: By 1978, establish a uniform system of benefits for criminal justice personnel. (20.4.2)

#### CHAPTER IV

#### GOALS, OBJECTIVES AND STRATEGIES WITH SELECTED IMPLEMENTED PROGRAMS

This chapter contains the goals, objectives and strategies for juvenile justice. Local programs which have implemented the goal appear at the end of each goal, objective and strategy section. The programs are briefly described with a notation following which indicates who may be contacted if additional information is desired. It is hoped that the program listings will benefit those persons who are interested in implementing similar projects. It should be noted that this is not an all inclusive list. Programs were identified through review of information resident in the files of the Governor's Committee on Criminal Administration and the regional planning unit.

I. GOAL: DEVELOP AND IMPLEMENT CRITERIA AND PROCEDURES FOR DIVERSION (4.2)

I.A Objective: By 1976 each local jurisdiction, in cooperation with related state agencies, should develop and implement formally organized programs of diversion that can be applied in the criminal justice process from the time an illegal act occurs to adjudication.

- . Responsible authorities at each step in the criminal justice process where diversion may occur should develop policies, priorities, procedures, lines of responsibility, and establish mechanisms for periodic review and evaluation of policies, decisions and practices.
- . Criminal justice agencies must have the cooperation and resources of other community agencies to which persons can be diverted for services relating to their problems and needs. (4.2.1)

Possible Strategies

I.A.1 Provide a wide range of community services to deal with any major needs of the participants. (4.2.1,3)

II. GOAL: IMPROVE COMMUNITY SERVICES TO YOUTH (5)

\*II.A Objective: By 1977, establish community-based youth services bureaus throughout the state (to focus on the special problems of youth).

Such bureaus should include programs for:

- . Diversion of juveniles from the justice system.
- . Provision of a wide range of services to youth through advocacy, purchase of services, and referrals.
- . Crisis intervention when needed.
- . Youth development. (5.1)

Possible Strategies

- II.A.1 Youth services bureaus should be organized as independent, locally operated agencies. (5.1,1)
- II.A.2 Youth services bureaus should not be under the control of the justice system or any of its components. (5.1,2)
- II.A.3 Public funds should be appropriated on an ongoing basis to be available for continuing support for effective youth services bureaus. (5.1,3)
- II.A.4 Private funding should be encouraged. (5.1,4)
- II.A.5 A bureau should be operated with the advice and consent of the community it serves, particularly the recipients of its services. (5.1,5)
- II.A.6 A coalition, including young people, indigenous adults, and representatives of agencies and organizations operating in the community, should advise the decisionmaking structure. (5.1,6)
- II.A.7 Youth services bureaus should develop procedures for effective use of existing community services whenever possible. (5.1,7)

\* Designated a "Priority Long-Range Program Objective" by the GCCA.

- II.A.8 Bureaus should only develop services which are unavailable to the youth or which are inappropriately delivered. (5.1,8)
- II.A.9 Youth services bureaus should make needed services available to all young people in the community. (5.1,9)
- II.A.10 Bureaus should make a particular effort to attract diversionary referrals from the juvenile justice system. (5.1,10)
- \*II.A.11 Services should be appealing and accessible by locality, hours of service and style of delivery. (5.1,11)
- \*II.A.12 Programs should have a minimum of intake requirements and form-filling. (5.1,12)
- II.A.13 Hotlines, outreach programs, and street workers should be used wherever appropriate. (5.1,13)
- \*II.A.14 Delivery of services should not require parental permission. (5.1,14)

II.B Objective: By 1978, youth services bureaus should employ sufficient full-time staff to meet the needs of youth. (5.2)

Possible Strategies

- \*II.B.1 Local workers and young people--paid or volunteer--should be used as staff. (5.2,1)
- II.B.2 Staffing qualifications should be based on ability to function within a youth services bureau. Evaluation considerations should include:
  - a. Ability to relate to youth;
  - b. Sensitivity to young people's needs;
  - c. Sensitivity to feelings and pressures in the community;
  - d. Capability of maintaining numerous and varied personal relationships; and
  - e. Knowledge of community agencies, groups and government. (5.2,2)

\* Designated a "Priority Long-Range Program Objective" by the GCCA.

- \*II.B.3 Specialized professionals should be included on the staff. (5.2,3)
- II.B.4 The youth services bureau should have funds to use for purchase of services that are not otherwise available. (5.2,4)
- \*II.B.5 Volunteers should be encouraged to become involved in the youth services bureau and should be screened and required to complete formalized training. (5.2,5)
- II.B.6 Staff should expedite services to youth by:
  - a. Appointments;
  - b. Orienting youth to the service;
  - c. Providing transportation; and
  - d. Follow-ups to ensure needed services are provided. (5.2,6)
- II.B.7 Staff should have an up-to-date list of community services to which youth can be referred. (5.2,7)

\*II.C Objective: By 1978, all law enforcement and court intake personnel should, immediately through policy changes and ultimately through legal changes, make full use of the youth services bureau in lieu of court processing for those juveniles who:

- . Are referred to the courts for committing an act which, if committed by an adult, would not be a crime.
- . Are not an immediate threat to public safety.
- . Voluntarily accept the referral to the youth services bureau. (5.3)

Possible Strategies

- II.C.1 Specific criteria for diversionary referrals should be jointly developed and specified in writing by law enforcement agencies, courts, and youth services bureau personnel. (5.3,1)

\* Designated a "Priority Long-Range Program Objective" by the GCCA.

- II.C.2 Diversionary referrals should be encouraged by continual communication between law enforcement, court, and youth services bureau personnel. (5.3,2)
- II.C.3 Referrals to the youth services bureau should be completed only if voluntarily accepted by the youth. (5.3,3)
- II.C.4 Cases referred by law enforcement agencies or courts should be closed by the referring agency when the youth agrees to accept youth services bureau service. (5.3,4)
- II.C.5 Referring agencies should be entitled to feedback on services provided but not reports on any youth's behavior. (5.3,5)
- II.C.6 Youth services bureaus should not refer youths to court except in cases of child neglect or abuse. (5.3,6)
- II.C.7 Case records should be minimal and confidential. (5.3,7)

II.D Objective: By 1982, each youth services bureau should be objectively evaluated in terms of its effectiveness. (5.4)

Possible Strategies

- II.D.1 Trends in arrest, court referral, and adjudication rates should be analyzed for each youth services bureau placing a high priority on diversion. (5.4,1)
- II.D.2 Evaluation objectives and methods should be developed concurrently with the development of the proposed youth services bureau and should be directly related to the bureau's highest priority objectives. (5.4,2)
- II.D.3 Priorities among goals (as well as selection of functions) should be based on a careful analysis of the community, including an inventory of existing services and a systematic study of youth problems in the individual community. (5.4,3)
- II.D.4 The most appropriate local mix for decisionmaking should be determined by the priorities set among the goals. (5.4,4)
- II.D.5 Priorities among goals should be locally set. (5.4,5)
- II.D.6 Objectives should be measurable, and progress toward them should be scrutinized by evaluative research. (5.4,6)

- II.D.7 Personnel, clients and program content and results should be documented. (5.4,7)
- II.D.8 The evaluation should focus on changes in institutions' response to youth problems as well as changes in behavior of individual youth. (5.4,8)
- II.D.9 Wherever possible, an evaluation to compare the effectiveness of several youth services bureaus should be implemented in order to increase knowledge of the impact of the bureaus. (5.4,9)

MAJOR GOAL: REDUCE ALCOHOL AND DRUG ABUSE

III. GOAL: DEVELOP DIVERSION TREATMENT PROGRAM (6.1)

III.A Objective: By 1978 persons in need of treatment for alcoholism or drug addiction should be diverted to an appropriate treatment program from the Criminal Justice System. (6.1.1)

Possible Strategies

III.A.1 Legislation should be enacted providing authority to divert persons in need of treatment of alcoholism or drug addiction from the Criminal Justice System and provide funding for treatment centers where such persons can receive both detoxification and follow-up care. (6.1.1,1)

IV. GOAL: MINIMIZE THE EXTENT OF INVOLVEMENT OF JUVENILE OFFENDERS WITH THE JUVENILE JUSTICE SYSTEM (11.1)

IV.A Objective: By 1976, legislation should be enacted defining delinquency as an act that, if committed by an adult, would be a felony and miscreancy should be defined as an act that, if committed by an adult, would be a misdemeanor. (11.1.2)

IV.B Objective: By 1976, establish policies to insure uniform and appropriate action to divert juveniles from the Juvenile Justice System. (11.1.2)

Possible Strategies

IV.B.1 Law enforcement agencies should operate under written policy governing agency action in juvenile matters, including detection, deterrence, and prevention of juvenile offenses. (11.1.2,1)

IV.B.2 Establish juvenile units within each law enforcement agency. (11.1.2,2)

IV.B.3 Provide officers assigned to the juvenile unit with specific training in preventing juvenile offenses. (11.1.2,3)

IV.B.4 Police agencies in conjunction with the juvenile court should establish written policies and guidelines to support police discretionary authority to divert juveniles outside the justice system. (11.1.2,4)

IV.B.4 Police officers should be separated from the detention decision in dealing with juveniles. (11.1.2,5)

IV.B.5 When police take a juvenile into custody, they should in the following order:

a. Warn him of his right to counsel and to remain silent; and

b. Notify parents. (11.1.2,6 a-b)

- IV.B.7 Unless specifically authorized by the juvenile court judge, juveniles should not be:
- a. Fingerprinted;
  - b. Photographed; or
  - c. Routed through adult booking procedures. (11.1.2,7 a-c)
- IV.B.8 Juvenile records should be maintained physically separate from adult case records. (11.1.2,8)
- IV.B.9 Take all possible action to provide juvenile detention facilities and prohibit detention of juveniles, where possible, in facilities housing adults accused or convicted of a crime. (11.1.2,9)
- IV.B.10 Use detention only when:
- a. The child is dangerous to himself or others;
  - b. The child is not likely to appear at a hearing for adjudication on any petition; or
  - c. The health or welfare of the child may be endangered without further care. (11.1.2,10 a-c)

PROGRAMS WHICH HAVE IMPLEMENTED GOAL IV:

1. Youth Centers

Several counties operate facilities that provide secure detention for juveniles outside their county jail.

Name: Johnson County Detention House  
 Site: Johnson County  
 Contact: The Honorable William Haynes  
 Juvenile Judge  
 Courthouse, P.O. Box 787  
 Olathe  
 (913) 782-5000

Name: Kaw View Detention  
 Site: Wyandotte County  
 Contact: The Honorable Dean Smith  
 Juvenile Judge  
 516 North 6th Street  
 Kansas City  
 (913) 573-2951

Name: Sedgwick Referral  
 Site: Sedgwick County  
 Contact: The Honorable Michael Corrigan  
 Juvenile Judge  
 Courthouse  
 Wichita  
 (316) 268-7241

Name: Shawnee County Youth Center  
 Site: Shawnee County  
 Contact: Elmer Whitmore  
 2600 East 23rd Street  
 Topeka  
 (913) 233-6459

2. Noninstitutional Rehabilitation

Three Kansas counties provide short-term care facilities for juveniles who do not need institutionalization. The programs include diagnosis, evaluation and counseling components.

Name: The Children's Court Center  
 Site: Crawford County  
 Contact: The Honorable Richard Loffswold  
 Courthouse  
 Girard  
 (316) 724-8210

Name: Lyon County Detention and Youth Center  
Site: Lyon County  
Contact: The Honorable Darrel Meyer  
Courthouse  
Emporia  
(316) 342-5622

Name: Youth Center of McPherson County  
Site: McPherson County  
Contact: The Honorable H. Dean Gotton  
Courthouse  
McPherson  
(316) 241-3396

V. GOAL: INSURE APPROPRIATE AND EFFECTIVE PROCESSING OF FAMILY AND JUVENILE CASES (11.2)

V.A Objective: By 1978, establish effective mechanisms for processing juvenile cases including:

- . Determination of most effective disposition.
- . Formal adjudication. (11.2.1)

Possible Strategies

- V.A.1 Specialized training should be provided all persons participating in the processing of juvenile court cases. (11.2.1,1)
- V.A.2 The juvenile court should be authorized to commit a juvenile to a juvenile facility only upon:
  - a. Determination of delinquency or miscreancy; and
  - b. Finding that no alternative disposition would accomplish the desired result. (11.2.1,2)
- V.A.3 A prosecuting attorney representing the state should present the evidence supporting the allegations in juvenile hearings. (11.2.1,3)
- V.A.4 Guardian ad litem should:
  - a. Function as the advocate for the juvenile's best interest.
  - b. Not be affected by the parents' wishes if they differ from those of the juvenile. (11.2.1,4)
- V.A.5 The adjudicatory hearing to determine whether or not a juvenile is a delinquent should be separate and distinct from the disposition hearing--assuming a finding of delinquency. (11.2.1,5)
- V.A.6 Create an intake unit of the juvenile court. (11.2.1,6)
- V.A.7 The functions of the intake unit of the juvenile court should include:
  - a. The initial decision concerning detention or shelter care.

- b. The decision whether or not to offer diversion programs.
- c. The decision (in consultation with the prosecutor) whether or not to file a petition alleging juvenile code violations. (11.2.1,7)

V.A.8 The intake unit should formulate recommendations for juvenile placement pending detention hearing. (11.2.1,8)

V.A.9 Intake personnel should have the authority to divert or seek informal service dispositions for as many cases as possible. (11.2.1,9)

V.A.10 Informal service dispositions should have the following characteristics:

- a. Juveniles and parents should be advised of right to counsel and to formal adjudication (and advised that informal disposition can be terminated);
- b. Participation by all should be voluntary;
- c. A reasonable time limit (1 to 2 months) should be adhered to between the date of the complaint and the date of the agreement; and
- d. Restraint on the juvenile's freedom should be minimal.(11.2.1,10)

V.A.11 Permit the child to remain with parents (or others) subject to such conditions as the court may prescribe. (11.2.1,11)

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PROGRAMS WHICH HAVE IMPLEMENTED GOAL V:

1. Responsive Interventive and Preventive Services

This project provides responsive services to juveniles and their families on a 24 hour basis. A primary function of the program is effective response to runaway problems along with immediate and proper response to all offenders at the time of apprehension.

Site: Shawnee County  
 Contact: Lloyd Zook  
 Unified Court Services  
 Courthouse  
 Topeka  
 (913) 357-1241

VI. GOAL: IMPROVE THE CONDITIONS OF JUVENILE CONFINEMENT (13.4)

VI.A Objective: By 1978, enact necessary legislation and procedures to assure certain minimum requirements are adhered to in all juvenile institutions and programs. These requirements should assure:

- . Adequacy of facilities.
- . Adequacy of services (medical, nutritional, and legal).
- . Adequacy of security.
- . Adequacy of regulations and procedures. (13.4.1)

Possible Strategies

- VI.A.1 A system of classification should be established to form a basis for residential assignment and program planning for individuals. (13.4.1,1)
- VI.A.2 In local facilities segregation of diverse categories of committed youth, as well as identification of special supervision and treatment requirements, should be observed. (13.4.1,2)
- VI.A.3 The mentally ill should not be housed in a detention facility. (13.4.1,3)
- VI.A.4 Adequate services should be available for addicts and alcoholics within the state juvenile authority. (13.4.1,4)
- VI.A.5 Separate housing and close supervision should be provided for offenders who suffer from various disabilities. (13.4.1,5)
- VI.A.6 Serious and multiple offenders should be kept separate from those whose detention or commitment is for a first or minor offense. (13.4.1,6)
- VI.A.7 Detention rules and regulations should be provided each new admission and posted in each separate area of the facility. (13.4.1,7)
- VI.A.8 Each youth should have a physical examination within 75 hours after admission. (13.4.1,8)
- VI.A.9 Formal sick call procedures should be instituted. (13.4.1,9)

- VI.A.10 Personal medical records should be kept for each youth. (13.4.1,10)
- VI.A.11 The institution's medical program should obtain assistance from external medical and health resources. (13.4.1,11)
- VI.A.12 A dentist and other special services should be provided. (13.4.1,12)
- VI.A.13 Juvenile personnel should be trained to administer first aid. (13.4.1,13)
- VI.A.14 Three nutritionally balanced meals should be provided per day (13.4.1,14)
- VI.A.15 Sanitation and safety procedures should be implemented. (13.4.1,15)
- VI.A.16 Institutions should apply only the minimum amount of security measures necessary for the protection of the public, the staff and youths. (13.4.1,16)
- VI.A.17 Youths should be assigned to the least restrictive custodial level possible and only those mechanical devices absolutely necessary for security purposes should be used. (13.4.1,17)
- VI.A.18 Reasonable disciplinary procedures should be adopted. (13.4.1,18)
- VI.A.19 Disciplinary measures should emphasize rewards for good behavior rather than the threat of punishment for misbehavior. (13.4.1,19)
- VI.A.20 Policies should be geared to support social integration. (13.4.1,20)
- VI.A.21 Addicts should be diverted to narcotic treatment centers. (13.1.1,4)
- VI.A.22 Alcoholics should be diverted to detoxification centers. (13.1.1,5)

VI.B Objective: By 1978, establish a procedure to evaluate and enforce minimum standards regarding all juvenile institutions and programs. (13.4.2)

VI.C Objective: By 1978, each agency operating juvenile institutions should:

- . Provide organizational structure that permits open communication.
- . Allow for maximum input in the decisionmaking process.
- . Make explicit its rehabilitation goals and program thrust.
- . Adopt policies and procedures that will preserve the individual identity of the youth.
- . Normalize institutional settings. (13.4.3)

Possible Strategies

- VI.C.1 A policy of staff participative management should be adopted. (13.4.3,1)
- VI.C.2 Youths should be allowed input, but decisions regarding institutional operations should be the responsibility of the administration. (13.4.3,2)
- VI.C.3 Resident newspapers and magazines should be supported. (13.4.3,3)
- VI.C.4 Meetings with the administrator or appropriate staff of the institution should be available to all individuals and groups. (13.4.3,4)
- VI.C.5 Policies and practices that will preserve individual identity should include:
  - a. Youth involvement in program decisions affecting him.
  - b. Liberalization of rules governing hair length and wearing of mustaches and beards.
  - c. Institutional visitation in an environment conducive to healthy relationships between youths and their families and friends.

d. Home furloughs.

e. Telephone privileges.

f. Abolition of limitation on the amount of mail youths may receive or send. (13.4.3,5)

VI.C.6 Weekend visits and home furloughs should be planned regularly for eligible youths. (13.4.3,6)

VI.D Objective: By 1978, the state should enact legislation, which would provide major juvenile institutions with flexible policies for handling youths. (13.4.4)

Possible Strategies

- VI.D.1 Juveniles should be committed to the custody of the chief executive officer of the State Juvenile Authority rather than to any specific institution. (13.4.4,1)
- VI.D.2 Sufficient information should be developed about an individual youth to make intelligent decisions relating to facility assignments and programs affecting the youth. (13.4.4,2)
- VI.D.3 Assignment or transfer of juveniles to facilities or programs administered by the State Juvenile Authority, local subdivisions of government, the federal government, other states, or private organizations or individuals should be authorized by statute. (13.4.4,3)
- VI.D.4 Assignment and transfer of juveniles to adult institutions or assignment of nondelinquent juveniles to delinquent institutions should be prohibited. (13.4.4,4)
- VI.D.5 Transfer of juveniles in need of specialized treatment to institutions that can provide it should be authorized by the State Juvenile Authority. (13.4.4,5)
- VI.D.6 Decisions to assign a juvenile to a particular facility or program should not in and of themselves affect the youth's eligibility for parole or his length of commitment. (13.4.4,6)

- VI.D.7 The State Juvenile Authority should develop rules and regulations, including criteria for the assignment of juveniles and procedures for allowing the youth to participate in and seek administrative review of decisions affecting his assignment or transfer. (13.4.4,7)
- VI.D.8 The chief executive officer of the State Juvenile Authority should be authorized to extend the limits of confinement for a juvenile so he/she can participate in a wide variety of community-based programs. Provisions for authorization should include:
- a. Foster homes and group homes for juvenile and youthful offenders.
  - b. Prerelease guidance centers.
  - c. Halfway houses.
  - d. Community/based vocational training programs.
  - e. Resident participation in academic programs in the community.
  - f. Furloughs of short duration to contact prospective employers.
  - g. Furloughs to visit relatives should be of variable length depending on the situation.
  - h. Furloughs of short duration for other reasons consistent with the public interest.
  - i. Authorization for the development of community-based residential centers.
  - j. Authorization to cooperate with and contract for a wide range of community resources.
  - k. A requirement that juvenile agencies promulgate rules and regulations specifying conduct that will result in revocation of community-based privileges. (13.4.4,8)

PROGRAMS WHICH HAVE IMPLEMENTED GOAL VI:

Group foster care homes have been established in 20 Kansas counties. These homes provide foster care services for 6 to 10 youths and are available to the juvenile courts as alternatives to incarceration. There are homes for both boys and girls. In the larger counties of Shawnee, Johnson, Sedgwick and Wyandotte more than one home is operated by a nonprofit corporation while in most smaller communities there is only one home.

Name: Independence Group Home for Boys  
 Site: City of Independence  
 Contact: Jack Newkirk  
 P.O. Box 335  
 Independence  
 (316) 331-0460

Name: Second Mile House  
 Site: Leavenworth County  
 Contact: The Honorable John White  
 Juvenile Judge  
 Courthouse  
 Leavenworth  
 (913) 682-1942

Name: Pratt County Achievement Place  
 Site: Pratt County  
 Contact: The Honorable Walter McClousky  
 Juvenile Judge  
 Courthouse  
 Pratt  
 (316) 672-2741

Name: Salina Youth Care Home  
 Site: Saline County  
 Contact: The Honorable John Weckel  
 Juvenile Judge  
 City-County Building  
 Salina  
 (316) 823-3646

Site: Sedgwick County  
 Contact: The Honorable Michael Corrigan  
 Juvenile Judge  
 Courthouse  
 Wichita  
 (316) 268-7241

Site: Wyandotte County  
Contact: The Honorable Dean Smith  
Juvenile Judge  
516 North 6th Street  
Kansas City  
(913) 573-2951

VII. GOAL: IMPROVE JUVENILE PROGRAMS THROUGH EMPHASIS ON REHABILITATION AND AFTERCARE (13.5)

VII.A Objective: By 1978, each institution for juveniles should reexamine education and vocational training programs to ensure that they provide programs to individualize education and training. (13.5.1)

Possible Strategies

VII.A.1 Each institution should have a comprehensive, continuous educational program for youths. (13.5.1,1)

VII.A.2 Educational programs should be available to all youths with particular emphasis on self-paced learning programs, packaged instructional materials and utilization of volunteers and paraprofessionals as instructors. (13.5.1,2)

VII.A.3 Educational or study release should be available to all youths who do not present a serious threat to others. (13.5.1,3)

VII.A.4 Vocational programs should be provided by the appropriate state agencies. (13.5.1,4)

VII.A.5 Emphasis should be placed on programmed instruction; a variety of instructional materials should be used and selected youths should participate in instructional roles. (13.5.1,6)

VII.A.6 Work should form part of a designed training program. (13.5.1,7)

VII.B Objective: By 1978, recreational programs should be implemented in state institutions to assist in changing the behavior patterns of juvenile offenders. (13.5.2)

Possible Strategies

VII.B.1 A range of activities to provide physical exercise should be available. (13.5.2,1)

VII.B.2 Each institution should have a full-time, trained and qualified recreation director. (13.5.2,2)

VII.B.3 Recreation program planning should be for every youth. (13.5.2,3)

VII.B.4 Provide ongoing interaction with the community. (13.5.2,4)

VII.C Objective: By 1976, each major juvenile institution should plan and organize ongoing counseling programs. (13.5.3)

Possible Strategies

VII.C.1 Counseling within institutions should be given high priority in resources and time. (13.5.3,1)

VII.C.2 Three levels of programs should be provided:

a. Individual;

b. Small group; and

c. Large group. (13.5.3,2)

VII.C.3 Institutional organization should support counseling programs by coordinating:

a. Group living;

b. Education;

c. Vocational; and

d. Recreational programs. (13.5.3,3)

VII.D Objective: By 1978, each major juvenile institution should adopt policies and practices to insure a full range of religious programs. (13.5.4)

Possible Strategies

VII.D.1 Opportunities for youths to pursue the religious faith of their choice should be maximized. (13.5.4,1)

VII.D.2 Chaplains should play an integral part in the institutional program. (13.5.4,2)

VII.D.3 Community representatives of all faiths should be encouraged to participate in religious services and other institutional activities. (13.5.4,3)

VII.D.4 The chaplain should locate religious resources in the community for offenders who desire assistance on release. (13.5.4,4)

VIII. GOAL: DEVELOP PROGRAMS FOR UNIQUE AND SPECIALIZED NEEDS (13.6)

VIII.A. Objective: By 1978, the State Juvenile Authority should implement policies and procedures to improve treatment for problem offenders. (13.6.1)

Possible Strategies

- VIII.A.1 The commitment of addicts to juvenile institutions should be discouraged. (13.6.1,1)
- VIII.A.2 When addicts are committed to juvenile institutions, policies should provide for:
  - a. Specially trained and qualified staff to design and supervise drug offender programs;
  - b. Former drug offenders recruited and trained as change agents and identification of the motivations for change; and
  - c. Realistic goals for the reintegration of the youth with a drug problem through the classification process. (13.6.1,2)
- VIII.A.3 Major institutions should make special provisions in addition to segregation, for youths who have serious behavior problems. (13.6.1,3)
- VIII.A.4 Juvenile agencies should provide for psychiatric treatment of emotionally disturbed youths. (13.6.1,4)
- VIII.A.5 Psychotic juveniles should be transferred to mental health facilities. (13.6.1,5)
- VIII.A.6 Juvenile institution treatment of the emotionally disturbed should be under the supervision and direction of psychiatrists. (13.6.1,6)
- VIII.A.7 Program policies and procedures should be clearly defined. (13.6.1,7)
- VIII.A.8 A diagnostic report should be developed, along with a program plan for each youth. (13.6.1,8)

VIII.A.9 All psychiatric programs should have access to a qualified neurologist and essential radiological and laboratory services. (13.6.1,9)

VIII.A.10 Psychiatric programs should provide for education, occupational therapy, recreation and social services. (13.6.1,10)

VIII.B. Objective: By 1978, the State Juvenile Authority should develop program provisions for unique problems with emphasis on minority offenders. (13.6.2)

Possible Strategies

- VIII.B.1 Institutions should make provisions for youths with unique problems and actively develop the maximum possible interaction between community and institution. Maximum possible interaction between the community and the institution should include:
  - a. Institutionally based study release programs.
  - b. Joint programming between the institution and the community.
  - c. Participation of youths in educational programs in the community.
  - d. Involvement of police officers in acquainting youths with pertinent sections of the law.
  - e. Opportunities for youths to travel to and participate in worship services of local churches.
  - f. Arrangements for representatives of government agencies to render services to youths.
  - g. Participation of business and labor in intramural and extramural programs and activities.
  - h. Participation of volunteers in institutional programs and activities. (13.6.2,1)

IX. GOAL: MAINTAIN HIGH ETHICAL STANDARDS IN THE JUVENILE JUSTICE SYSTEM (14.2)

IX.A Objective: Recognizing that deviations in conduct of those persons within the juvenile justice system may occur that seriously affect the quality of justice and the proper implementation of the minimum standards and goals, formulate and enforce as appropriate to each type of agency standards of ethical conduct. (14.2.1)

Possible Strategies

IX.A.1 Professional organizations representing officials and employees within the juvenile justice system should adopt uniform procedures for guidance of their members in matters affecting the exercise of authority and the appearance of propriety. (14.2.1,3)

IX.B Objective: Provide methods by which improper external influences on the administration of justice may be dealt with. (14.2.2)

Possible Strategies

IX.B.1 To encourage the flow of information concerning attempts to influence by bribery, threat or coercion, each agency should develop a reporting procedure designed to protect the juvenile justice person who is the target of the attempt. (14.2.2,1)

IX.B.2 Develop a centralized review of this information. Develop a means to secure such information from misuse. (14.2.2,2)

X. GOAL: STREAMLINE THE ADMINISTRATIVE STRUCTURE OF THE JUVENILE JUSTICE SYSTEMS (15)

X.A Objective: By 1978, all juvenile facilities and programs, state, regional and local, should be unified under a State Juvenile Authority except that where they meet state standards, regional and local programs and facilities may be continued. Juvenile probation services should be maintained as autonomous program units. (15.7)

Possible Strategies

X.A.1 The state Juvenile Authority should be placed organizationally under the judicial branch of the state government. (15.7,1)

X.A.2 Parole decisions for release from juvenile institutions should be administratively part of the State Juvenile Authority. (15.7,2)

X.A.3 Institutional and parole field services for juveniles should be consolidated in the State Juvenile Authority. (15.7,3)

X.A.4 There should be interchange between field and institutional personnel. (15.7,4)

X.A.5 Legislation should be enacted authorizing the formulation of state standards for juvenile detention facilities and operating procedures. (15.7,5)

X.A.6 The unified juvenile system should be responsible for:

- a. Services for juveniles awaiting hearings.
- b. Probation supervision.
- c. Institutional confinement.
- d. Community-based programs.
- e. Parole and other aftercare programs. (15.7,6)

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IX.B Objective: Provide methods by which improper external influences on the administration of justice may be dealt with. (14.2.2)

Possible Strategies

IX.B.1 To encourage the flow of information concerning attempts to influence by bribery, threat or coercion, each agency should develop a reporting procedure designed to protect the juvenile justice person who is the target of the attempt. (14.2.2,1)

IX.B.2 Develop a centralized review of this information. Develop a means to secure such information from misuse. (14.2.2,2)

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a. Services for juveniles awaiting hearings.

b. Probation supervision.

c. Institutional confinement.

d. Community-based programs.

e. Parole and other aftercare programs. (15.7,6)

X.A.7 Legislation should authorize:

- a. Planning of diverse community and state programs and facilities for juveniles.
- b. Development and implementation of entrance standards and training programs for juvenile personnel.
- c. Development and implementation of an information-gathering and research system.
- d. Evaluation and assessment of the effectiveness of its functions.
- e. Periodic reporting to governmental officials.
- f. Development and implementation of correctional programs.
- g. Contracts for the use of nonauthority and private resources in correctional planning. (15.7,7)

X.B Objective: By 1978, the probation system should develop goal-oriented service delivery systems. (15.8)

Possible Strategies

- X.B.1 The State Juvenile Authority should be given the responsibilities for:
- a. Establishing statewide goals, policies and priorities for probation.
  - b. Program planning and development of innovative probation service strategies.
  - c. Staff development and training.
  - d. Planning for manpower needs and recruitment.
  - e. Collecting statistics, evaluation and research.
  - f. Consultation service to courts, legislative bodies and local executives.

- g. Coordinating the activities of separate systems for delivery of services to the courts and to probationers until separate staffs to perform services to the courts are established within the court system.
- h. Developing a goal-oriented service delivery system that seeks to remove or reduce barriers confronting probationers. The staff delivery services to probationers in urban areas should be separate and distinct from the staff delivery services to the courts. A wide range of services should be offered probationers and the primary function of the probation office should be that of community resource manager for probationers. (15.8,1)

X.C Objective: By 1978, the aftercare supervision section within the juvenile justice system should develop goal-oriented service delivery systems. (15.10)

Possible Strategies

- X.C.1 The aftercare section should have jurisdiction and be responsible for:
- a. Articulating and fixing policy.
  - b. Acting on appeals. (15.10,1)
- X.C.2 The section should establish clearly defined procedures for policy development, reviews and appeals. (15.10,2)
- X.C.3 Institution superintendents should recommend in each case the specific aftercare conditions appropriate for the individual youth being released. (15.10,3)
- X.C.4 Aftercare rules should be reduced to the absolute minimum, retaining only those essential to the specific case. (15.10,4)
- X.C.5 Aftercare personnel should develop close liaison with police agencies so that any formal apprehensions may be made by the police. (15.10,5)
- X.C.6 The aftercare jurisdiction should develop and implement a system of revocation procedures to:

- a. Permit prompt confinement of juveniles exhibiting behavior that poses a serious threat to others.
- b. Protect the civil rights of the juvenile. (15.10,6)

X.C.7 Involuntary return to the institution should be used as a last resort. (15.10,7)

X.C.8 Aftercare personnel should begin work with a juvenile and his family at the time of admission to an institution so as to be thoroughly familiar with the case when the youth is ready for release. This should facilitate earlier release and easier transition and adjustment. (15.10,8)

X.D Objective: By 1976, develop a comprehensive statewide vehicle for the delivery of Child Protective Services. (15.11)

Possible Strategies

X.D.1 Every district office of the Department of Social and Rehabilitation Services should have an adequate number of trained personnel in the area of Child Protective Services to investigate, counsel and work with families with abused or neglected children. The number of assigned personnel should be determined by population and/or need based on referrals. (15.11,1)

X.D.2 In every district office requiring at least four Child Protective Service workers, there shall be a Child Protective Services unit supervisor. (15.11,2)

X.D.3 Educational programs to accomplish the goals mandated by the Legislature in the area of child protection should be provided to those personnel employed by state, county and city governments who frequently come in contact with suspected child abuse or neglect. (15.11,3)

X.E Objective: By 1976, establish policies to insure uniform and appropriate action on child protection and abuse and neglect circumstances to juveniles. (15.12)

Possible Strategies

X.E.1 All professional persons providing direct services to children should operate under a written policy governing

agency action in abuse and neglect to juveniles, including detection, deterrents, and prevention of suspected abuse and neglect. (15.12,1)

X.E.2 Educational programs should be developed in agencies of direct service to children and families to provide personnel in those agencies with the ability to understand and identify suspected child abuse and neglect. (15.12,2)

X.E.3 Law enforcement agencies, in conjunction with Child Protective Service, should develop policies and procedures for removing a child from his home when removal is necessary for the child's immediate physical protection. (15.12,3)

X.E.4 Plans for alternate supervision and emergency foster care (temporary placement) shall be developed by district offices of the Department of Social and Rehabilitation Services for children under emergency removal from their homes. Detention facilities shall not be used as a placement resource. (15.12,4)

PROGRAMS WHICH HAVE IMPLEMENTED GOAL X

1. Juvenile Diversion Programs

These diversion programs, which function through the assistance of their juvenile courts and intake and counseling departments, have experienced success in diverting a majority of the juveniles who come to the intake officers. These programs which follow the guidelines as set out in Model Rules for Juvenile Courts by the National Council on Crime and Delinquency, including counseling, supervision, therapy and referral to other services and agencies:

Site: Cherokee County  
Contact: The Honorable B. J. LaTurner  
Juvenile Judge  
Courthouse  
Columbus  
(316) 429-3885

Site: Greenwood County  
Contact: The Honorable Harriet Shumard  
Juvenile Judge  
Courthouse  
Eureka  
(316) 583-6112

Site: Miami County  
Contact: The Honorable Brooks Hinkle  
Juvenile Judge  
Courthouse  
Paola  
(913) 294-4374

Site: Saline County  
Contact: The Honorable John Weckel  
Juvenile Judge  
City-County Building  
Salina  
(316) 823-3646

2. Outreach Probation

Probation programs have been provided for counties of all sizes. In two metropolitan areas programs have been established to decentralize probation services out of the courthouse and into "store front" facilities located in the areas of greatest need. This provides for decreased transportation and travel costs as well as providing counseling services in the neighborhoods. In addition, Butler County is providing "outreach" probation services to the city of Augusta.

Site: Sedgwick County  
Contact: The Honorable Michael Corrigan  
Juvenile Judge  
Courthouse  
Wichita  
(316) 268-7241

Site: Wyandotte County  
Contact: The Honorable Dean Smith  
Juvenile Judge  
516 North 6th Street  
Kansas City  
(913) 573-2951

Site: Butler County  
Contact: The Honorable John Jaworsky  
Juvenile Judge  
Courthouse  
El Dorado  
(316) 321-1540

XI. GOAL: DEVELOP PLANNING CAPABILITIES IN ALL PARTS OF THE JUVENILE JUSTICE SYSTEM AT ALL LEVELS OF GOVERNMENT (16.1)

XI.A Objective: By 1978, establish a network of planning agencies serving all components and levels of the juvenile justice system (16.1.1)

Possible Strategies

- XI.A.1 Establish consolidated juvenile justice planning operations in metropolitan cities and counties. (16.1.1,2)
- XI.A.2 Establish separate planning sections reporting to the chief executive or his deputy in all large and medium sized operating agencies of law enforcement and criminal justice. In smaller agencies, planning should be performed by the senior executive or by staff on a part-time basis. (16.1.1,3)
- XI.A.3 Each juvenile agency should develop an operational, integrated process of long, intermediate and short-range planning for administrative and operational functions. (16.1.1,8)

XI.B Objective: By 1978, all levels of government should establish a coordinating council and a planning agency supervisory board for the juvenile justice system that include community participation. (16.1.2)

Possible Strategies

- XI.B.1 Membership on such criminal justice coordinating councils should include the chief executives of police agencies, prosecutor's offices, defenders' offices, probation and parole, correctional agencies, and where they exist, youth authorities. Representatives of general government and the presiding or chief judge of the appellate or trial court should also be members. Finally, at least one-third of the members should be from noncriminal justice agencies and private citizens. Meetings of the boards should be publicized and open to the public. There should be full communication between council or board, the criminal justice agencies and the community. (16.1.2,1)

XI.B.2 A single council should perform comprehensive criminal justice planning, coordination of police, courts and correctional planning with other agencies. (16.1.2,2)

XI.C Objective: By 1978, state, regional, and local governments shall utilize long-term forecasts of problems and needs for the purposes of budgeting for their respective agencies. (16.1.4)

Possible Strategies

- XI.C.1 Planning at both state and local levels should take into account all funds available for the criminal justice system no matter what their source. (16.1.4,1)
- XI.C.2 Projects for which funds are granted by GCCA should reflect an effort to achieve standards and goals adopted by GCCA after consultation with the Standards and Goals Task Forces. (16.1.4,2)
- XI.C.3 Each corrections agency should have an operating cost-accounting system by 1975 which records costs of agency programs. (16.1.4,8)

XII. GOAL: IMPROVE INTERACTION BETWEEN CRIMINAL JUSTICE AGENCIES AND THE PUBLIC (16.2)

XII.A Objective: By 1980, establish effective working relationships between components of the criminal justice system. (16.2.1)

Possible Strategies

XII.A.1 Correctional agencies should meet with the police and courts to determine where better cooperation and coordination is needed. (16.2.1,5)

XII.B Objective: By 1977, establish specific programs to inform the public of the problems, needs and activities of the criminal justice system and its component parts. (16.2.2)

XII.C Objective: By 1978, the state corrections system should analyze its needs, resources, and service gaps and develop a systematic plan for implementation of a range of alternatives to institutionalization. Minimum alternatives to be included in the plan include:

- a. Diversion prior to trial or sentence;
- b. Nonresidential supervision programs in addition to probation and parole;
- c. Residential alternatives to incarceration;
- d. Community resources open to confined populations;
- e. Institutional resources available to the entire community;
- f. Prerelease programs; and
- g. Community facilities for released offenders in the reentry phase with provisions for short-term return as needed. (16.2.4)

Possible Strategies

XII.C.1 State and local correctional systems and planning agencies should plan for corrections based on a total system concept that encompasses the full range of offenders' needs and the overall goal of crime reduction. The planning process should include:

a. A problem definition phase;

b. Data survey (to obtain information on population trends and demography, judicial practices, offender profiles, service area resources; geographic and physical characteristics and political and government composition);

c. Analysis (to assess service area needs and capabilities, to determine priorities, and to define and describe correctional delivery systems, facilities and nonfacility program requirements). (16.2.4,2)

MAJOR GOAL: IMPROVE CRIMINAL JUSTICE EQUIPMENT  
AND FACILITIES (19)

XIII. GOAL: IMPROVE CORRECTIONAL FACILITIES (19.3)

XIII.A Objective: By 1976, guidelines should be developed for planning the construction or renovation of juvenile centers. (19.3.3)

XIII.B Objective: By 1977, plans for construction or renovation of juvenile facilities should be implemented. (19.3.4)

Possible Strategies

XIII.B.1 When total system planning indicates a need for renovation of existing juvenile facilities or construction of new ones, the following principles should be considered:

- a. Location in a residential area of the community near court and community resources;
- b. Adequate ratio of personnel to juveniles;
- c. Provisions for individual occupancy in home-like rooms;
- d. Security considerations based on a combination of staffing patterns, technological devices and physical design;
- e. Renovation of existing residential facilities in preference to new construction if practical;
- f. In-house facility programming based on investigation and use of existing community resources whenever possible;
- g. New construction and renovation based on functional interrelationships between program activities and participants;
- h. Coeducational facilities;

- i. Access to supportive programs (education, libraries, outdoor recreation areas, etc.);
- j. Establishment of a citizen advisory board to develop alternatives to detention;
- k. Compliance in planning with state and federal regulations and the Environmental Policy Act of 1969; and
- l. Compliance with the Juvenile Justice and Delinquency Prevention Act of 1974. (19.3.4,1)

MAJOR GOAL: UPGRADE PERSONNEL WORKING IN THE  
KANSAS JUVENILE JUSTICE SYSTEM (20)

XIV. GOAL: IMPROVE QUALITY AND ADEQUACY OF STAFF (20.1)

XIV.A Objective: By 1978, adopt administrative structures and procedures that will optimize personnel performance. (20.1.1)

Possible Strategies

- XIV.A.1 Provide managerial attitudes and administrative procedures permitting each employee to have more say about what he does. (20.1.1,1)
- XIV.A.2 Develop a management philosophy encouraging delegation of work-related authority to the employee level and acceptance of employee decisions. (20.1.1,2)
- XIV.A.3 Provide administrative flexibility to organize employees into teams or groups (individuals involved in small working units become concerned with helping their teammates and achieving goals). (20.1.1,3)
- XIV.A.4 Promote functional as against hierarchial distinctions; shift organizational emphasis from authority or status orientation to a goal orientation. (20.1.1,4)
- XIV.A.5 Adopt a program of participatory management in which managers, staff and in the case of correctional agencies, offenders share in identifying problems, finding mutually agreeable solutions, setting goals and objectives, defining new roles for participants and evaluation. The program should include the following:
  - a. Training and development sessions for new roles in organizational development;
  - b. An ongoing evaluation process;
  - c. A procedure for the participation of other elements of the Criminal Justice System in planning for each component part of the system; and

d. A change of manpower utilization in keeping with new management and professional concepts. (20.1.1,5)

XIV.A.6 Each state should have minimum staffing for analysis and interpretation of information. Such capability should range from full-time professional information managers in larger organizations to part-time assignments in smaller units. (20.1.1,8)

XIV.A.7 State information system managers should train and provide assistance to agencies. (20.1.1,9)

XIV.B Objective: By 1978, establish uniform procedures governing employee organizations, collective bargaining, and interpersonal relations. (20.1.2)

Possible Strategies

- XIV.B.1 All juvenile justice management should receive training in:
- a. Strategy and tactics of union organization.
  - b. Managerial strategies.
  - c. Responding to such organizational efforts.
  - d. Labor law and legislation.
  - e. Collective bargaining process. (20.1.2,12)

XIV.C Objective: Provide adequate professional support to all juvenile justice agencies. (20.1.5)

XV. GOAL: UPGRADE THE RECRUITMENT AND SELECTION OF PERSONNEL (20.2)

XV.A Objective: By 1977, set systemwide standards for the recruitment and selection of personnel. (20.2.1)

Possible Strategies

XV.A.1 Criminal justice agencies and education agencies should:

- a. Identify specific and detailed roles, tasks, and performance objectives of each Criminal Justice System position and compare each with actual practice, establishing an acceptable level of expected behavior.
- b. Establish knowledge and skill requirements for all positions at the operations, support, and management levels and develop educational curricula and training programs on that basis. Recruitment and selection criteria should be developed that incorporate these requirements. Further, all Criminal Justice System personnel should be required to possess the requisite knowledge and skills prior to being authorized to function independently. Those already employed must obtain them within a specified period of time as a condition of employment. (20.2.1,1)

XV.A.2 Preemployment screening for applicants in information systems should include investigation of their character, habits, previous employment, and other matters necessary to establish their good moral character, reputation, and honesty. Giving false information of a substantial nature should disqualify an applicant from employment. The background investigation should be designed to develop sufficient information to enable appropriate officials to determine employability and fitness of persons entering critical/sensitive positions. (20.2.1,2)

XV.B Objective: By 1976, eliminate discrimination in the employment of criminal justice personnel. (20.2.2)

Possible Strategies

XV.B.1 All cultural bias and non-job-related elements shall be eliminated from examinations for positions in criminal justice agencies. (20.2.2,1)

XV.B.2 Special training programs, more intensive and comprehensive than standard programs should be designed to supplement educational and previous experience requirements. (20.2.2,6)

XV.C Objective: By 1978, legislation should be enacted to entrust operation of correctional programs to professional trained individuals and to protect the positions from political pressure. Such legislation should include:

- a. A statement of qualifications for each position.
- b. A procedure for removal from office for cause. (20.24)

Possible Strategies

XV.C.1 Juvenile intake and detention personnel planning should include:

- a. Intake and detention under one administrative head.
- b. No employment discrimination.
- c. Merit system without political influence.
- d. Selection based on ability to relate to youth and other agencies.
- e. Employment of ex-offenders, new careerists, para-professionals and volunteers. (20.2.4,8)

XVI. GOAL: UPGRADE THE TRAINING, EDUCATION, AND CAREER DEVELOPMENT OF PERSONNEL (20.3)

XVI.A Objective: By 1980, set systemwide standards for the training and education of personnel. (20.3.1)

Possible Strategies

XVI.A.1 Criminal justice agencies and education agencies should:

- a. Identify specific and detailed roles, tasks and performance objectives for each criminal justice position.
- b. Establish skill requirements for all criminal justice positions at the operational support and management levels.
- c. Develop implementation plans that recognize priorities and constraints and use the most effective learning techniques for these education and training programs.
- d. Develop techniques and plans for evaluation of education and training programs as they relate to on-the-job performance.
- e. Develop techniques for continual assessment of education and training needs. (20.3.1,1)

XVI.A.2 Every criminal justice agency should support training programs that promote understanding and cooperation through the development of unified interdisciplinary training for all elements of the Criminal Justice System. These programs:

- a. Should provide for the instruction of agency personnel in the functions of all criminal justice agencies in order to place the agency role in proper perspective;
- b. Should encourage, where appropriate, the participation of other criminal justice agencies in agency training; and

XVII. GOAL: ESTABLISH FAIR AND COMPETITIVE SALARIES AND BENEFITS FOR ALL CRIMINAL JUSTICE PERSONNEL (20.4)

XVII.A Objective: By 1978, establish a formal salary structure based on systematic classification of all criminal justice positions. (20.4.1)

Possible Strategies

XVII.A.1 Salaries for juvenile intake and detention personnel should be commensurate with their educational training and experience and comparable to other government positions which have similar qualifications. (20.4.1,12)

XVII.A.2 Parole Board members should be compensated at a rate equal to that of a judge of a trial court of general jurisdiction. (20.4.1,13)

XVII.B Objective: By 1978, establish a uniform system of benefits for criminal justice personnel. (20.4.2)

Possible Strategies

XVII.B.1 Every criminal justice system agency should establish an employee services unit to assist all employees in obtaining the various employment benefits to which they are entitled. (20.4.2,1)

XVII.B.2 Every criminal justice system agency should assign at least one full-time employee to the employee services unit if the agency employs 150 or more personnel. (Those with fewer personnel should join with other local agencies to appoint a regional coordinator for employee services.) (20.4.2,2)

XVII.B.3 Every criminal justice system agency should establish a health care program that provides for the particular health care needs of its employees and their immediate families. The program should provide:

- a. Surgery and related services.
- b. Diagnostic services.

- c. Emergency care.
  - d. Continuing medical care for pulmonary tuberculosis, mental disorders, drug addiction, alcoholism and childbirth.
  - e. Radiation, inhalation and physical therapy.
  - f. Nursing care.
  - g. Prescribed medication and medical appliances.
  - h. Complete dental and vision care.
  - i. Hospital room.
  - j. Income protection. (20.4.2,3)
- XVII.B.4 Every criminal justice system agency should insure that an officer or his beneficiaries are allowed to continue as members of the health care program after the officer's retirement and that benefit and cost changes under these circumstances are reasonable. (20.4.2,4)
- XVII.B.5 The state should provide an actuarially sound statewide criminal justice system retirement system for all sworn personnel within the state designed to facilitate lateral entry. (20.4.2,5)

- c. Should encourage, where appropriate, agency participation in training given to members of other criminal justice agencies. (20.3.1,3)

\*XVI.B Objective: By 1976, set standards for training and education of corrections personnel. (20.3.2)

Possible Strategies

- XVI.B.1 Provide new correctional staff members with 160 hours of orientation training during their first year on the job and 80 additional hours per year thereafter. (20.3.2,6)

\*XVI.C Objective: By 1976, establish formal in-service training programs for criminal justice personnel. (20.3.4)

Possible Strategies

- XVI.C.1 Each corrections agency should train a management staff that can provide:
  - a. Managerial attitudes and administrative procedures that permit employees to participate in goal setting;
  - b. A management philosophy that encourages delegation of work-related authority to the employee level and acceptance of employee decisions;
  - c. Administrative flexibility; and
  - d. The capacity to eliminate visible distinctions between employee categories. (20.3.4,9)

XVI.C.2 Correctional top and middle managers should receive 40 hours a year of executive development training including operations of police, courts, prosecution and defense attorneys. (20.3.4,10)

XVI.C.3 After the first year of employment, all correctional staff should have 80 hours of additional training each year pertaining to the changing nature of their work and current issues affecting corrections. (20.3.4,11)

\* Designated a "Priority Long-Range Program Objective" by the GCCA.

XVI.C.4 Correctional personnel should be granted sabbatical leaves to teach or attend courses in colleges and universities. (20.3.4,12)

XVI.D Objective: By 1980, provide advanced training in specialized areas. (20.3.5)

Possible Strategies

XVI.D.1 All persons involved in the direct operation of a criminal justice information system should be required to attend approved courses of instruction concerning the system's proper use and control. Instruction may be offered by any agency or facility, provided that curriculum, materials, and instructors' qualifications have been reviewed and approved by the Security and Privacy Council. (20.3.5,6)

XVI.E Objective: By 1980, establish formal career development programs in all criminal justice agencies. (20.3.7)

Possible Strategies

XVI.E.1 Correctional agencies should plan, support and implement internship and work-study programs to attract students to corrections, including:

- a. Recruitment efforts concentrating on minority groups, women and socially concerned students.
- b. Careful linking between the academic components, work assignments, and practical experiences for the students.
- c. Collaborative planning for program objectives and execution.
- d. Program evaluation.
- e. Realistic pay for students.
- f. Follow-up with participating students to encourage entrance into correctional work. (20.3.6,7)

XVI.E.2 The state should establish a state plan for coordinating criminal justice education to assure a sound academic continuum from an associate of arts through graduate studies in criminal justice, to allocate education resources to sections of the state with defined needs, and to work toward proper placement of persons completing these programs. (20.3.6,6)

XVI.E.3 Correctional agencies should plan and implement a staff development program that prepares and sustains all staff members. Training should:

- a. Be developed and directed by qualified trainers;
- b. Be the responsibility of management;
- c. Provide staff with skills and knowledge to fulfill organizational goals and objectives;
- d. Be conducted at the organizational site in community settings. (20.3.7,17)

XVI.E.4 Correctional agencies should develop policies to provide opportunities for staff advancement within the system. The system should be opened to provide opportunities for lateral entry and promotional mobility within jurisdictions and across jurisdictional lines. (20.3.7,18)

XVI.E.5 Each corrections agency should develop the capability to accomplish promotion within the system through a carefully designed and properly implemented career development program. (20.3.7,19)

XVI.E.6 Career ladders should be developed for corrections personnel that offer opportunities for advancement to persons with less than college degrees. (20.3.7,20)

XVI.E.7 Probation personnel advancement should be along two tracks: service delivery and administration. (20.3.7,21)

PROGRAMS WHICH HAVE IMPLEMENTED GOAL XVI:

1. Training of Volunteers

Two counties operate programs to train volunteers who work with juveniles. These volunteers provide support to professional probation officers. The use of trained volunteers permits the professional officers to spend more time working with recidivist or hard core juvenile delinquents.

Site: Douglas County  
Contact: Susan Kelso Zuther  
Project Director  
Courthouse  
Lawrence  
(913) 843-6914

Site: Johnson County  
Contact: The Honorable William Haynes  
Juvenile Judge  
Courthouse  
P.O. Box 787  
Olathe  
(913) 782-5000

2. Professional Supervision of Volunteers

This program provides for professional staff to supervise the volunteers working with juveniles.

Site: Sedgwick County  
Contact: The Honorable Michael Corrigan  
Juvenile Judge  
Courthouse  
Wichita  
(316) 268-7241

APPENDIX A

GOVERNOR'S COMMITTEE ON CRIMINAL ADMINISTRATION

LONG-RANGE  
GOALS, OBJECTIVES AND STANDARDS

As Adopted by The Full Committee  
Friday, April 23, 1976

Component: Juvenile Justice

- Program Area: 4-A Noninstitutional Rehabilitation  
(Juvenile)  
4-B Upgrading Juvenile Justice  
Personnel  
4-C Juvenile Institutions  
4-D Juvenile Delinquency Prevention  
and Diversion

4-A NONINSTITUTIONAL REHABILITATION (JUVENILE)

Major Goal: Establish policies to provide uniform treatment for all juveniles in each jurisdiction including alternatives to incarceration, rehabilitation, probation and other programs designed to minimize penetration into the juvenile justice system.

Long-Range Program Objectives

1. Establish minimum probational services in each juvenile jurisdiction.
2. Support programs utilizing para-professionals and volunteers in assisting court personnel.
3. Establish intake services, out-of-courthouse probation office, specialized service delivery units such as crisis intervention in larger jurisdictions where caseloads are sufficient to support them.
4. Support existing group foster care homes and assist in establishing new facilities where needed to provide alternatives for the court.
5. Support programs that provide through court personnel or through purchase of services, efforts to assist youths with specialized problems such as alcohol and drugs.
6. Support evaluation, diagnostic and short-term treatment facilities for up to 30 juveniles in larger jurisdictions.

4-B UPGRADING JUVENILE JUSTICE PERSONNEL

Major Goal: To improve the quality and adequacy of juvenile justice personnel.

Long-Range Program Objectives

1. To support on-going in-service training programs through seminars and specialized training conferences, and programs for juvenile justice personnel to participate in specialized training conferences to improve training and rehabilitative techniques.
2. To support programs to develop system-wide standards for training and educating juvenile justice personnel.
3. To support programs to develop systemwide standards for to recruitment and selection of juvenile justice personnel.

Program Standard: The state should provide all new juvenile justice system personnel with a minimum of 160 hours of orientation training during their first year on the job and a minimum additional hours per year thereafter for upgrading (p. 416).

**CONTINUED**

**1 OF 2**

#### 4-C JUVENILE INSTITUTIONS

Major Goal: To improve conditions of juvenile confinement by developing and implementing programs that set standards and requirements for all levels of juvenile institutions.

##### Long-Range Objectives

1. To implement and support aftercare programs for youth released from juvenile institutions.
2. To development and implement programs that establish procedures to assure minimum requirements are adhered to in all juvenile institutions. These procedures should assure: (1) adequacy of facilities; (2) adequacy of services; (3) adequacy of security; and (4) adequacy of regulations and procedures.
3. To implement and develop programs to ensure that education and vocational training programs will provide appropriate and needed skills and training.
4. To develop and implement programs to establish procedures for evaluation and enforcement of minimum standards regarding all juvenile institutions.

#### 4-D JUVENILE DELINQUENCY PREVENTION AND DIVERSION

Major Goal: Minimize the extent of involvement of juveniles with the juvenile justice system through delinquency prevention and diversion programs.

##### Long-Range Program Objectives

1. Support and implement programs in education, athletics, and personal services to assist in preventing juvenile delinquency.
2. Expand intake staff and services to assist in diversion of youths from the system, and support and implement crisis intervention units to work with youths and families to aid in diverting youth.
3. Support and implement programs within the court system to divert youths out of the system.

Program Standard: There should be a definition of the responsibility of schools in the area of delinquency prevention, diversion and the handling of truancy. This responsibility of the schools should be reviewed especially in the age brackets 6 to 16 when statutes mandate that the child attend school.

## JUVENILE JUSTICE SYSTEM

### PRIORITY LONG-RANGE PROGRAM OBJECTIVES

1. Establish minimum probational services in each juvenile jurisdiction.
2. To support on-going in-service training programs through seminars and specialized conferences, and support programs for juvenile justice personnel to participate in specialized training conferences to improve training and rehabilitative techniques.
3. To implement and support aftercare programs for youth released from juvenile institutions.
4. Support programs utilizing paraprofessionals and volunteers in assisting court personnel.
5. Support and implement programs in education, athletics, and personal services to assist in preventing juvenile delinquency.
6. To support programs to develop systemwide standards for training and educating juvenile justice personnel.
7. Expend intake staff and services to assist in diversion of youth from the system, and implement crisis intervention units to work with youths and families to aid in diverting youth.
8. To implement and develop programs to ensure that education and vocational training programs will provide appropriate and needed skills and training.
9. Establish intake services, out-of-courthouse probation offices, specialized service delivery units such as crisis intervention in larger jurisdictions where caseloads are sufficient to support them.
10. Support existing group foster care homes and assist in establishing new facilities where needed to provide alternatives for the court.