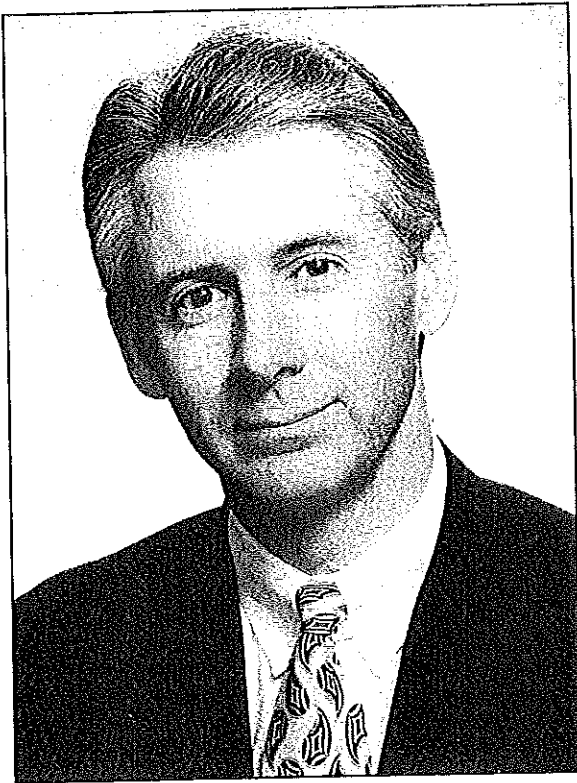


KANSAS JUVENILE
JUSTICE AUTHORITY

1 9 9 9
F I S C A L Y E A R
A N N U A L R E P O R T

*"Building the Foundation
of Justice for the Future"*



To the Citizens of Kansas:

This year, planning and preparation for a new, reformed juvenile justice system was completed by the Juvenile Justice Authority, its local partners in county government and the private sector. Successful partnerships require 100 percent commitment, trust and many levels of continuous communication. These three elements on the part of all partners involved will result in our achieving

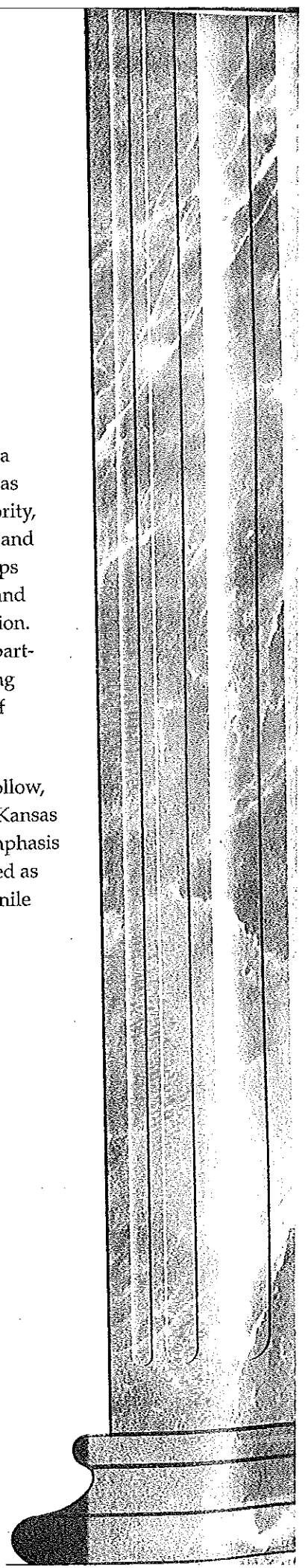
our ultimate goal: to create a safer place and to help rear a healthy, productive generation of young people in the years to come.

Now that planning of the new juvenile justice system is complete, we have a blueprint to follow, a better understanding of all partners involved with the process and a clear focus on what Kansas plans to accomplish with the reform effort. Our new focus on prevention and continued emphasis on early intervention with youth who show signs of delinquent behavior are to be continued as we move forward into the millennium, creating a system that will prevent and reduce juvenile crime.

Sincerely

A handwritten signature in cursive script that reads "Bill Graves". The signature is written in dark ink and is positioned above the printed name.

Bill Graves
Governor
State of Kansas



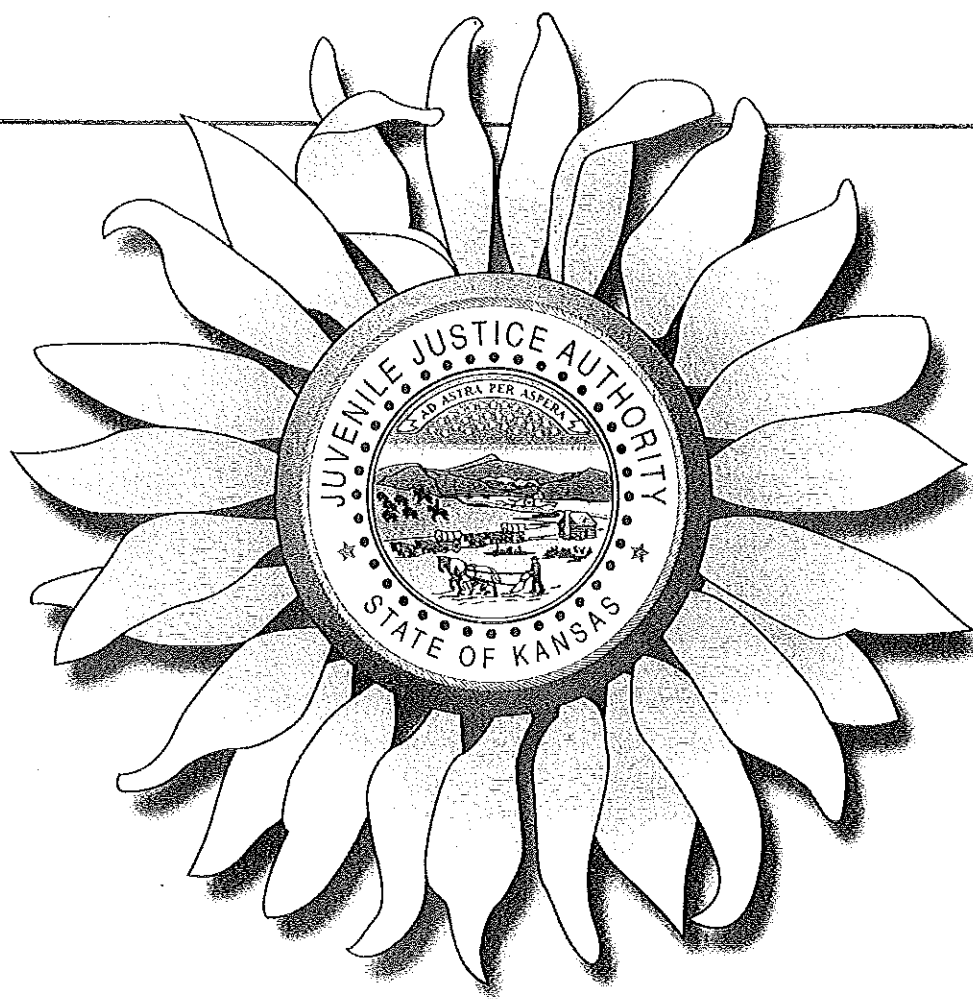


Table of Contents

<i>Letter from the Commissioner</i>	<i>Contracts & Audits Division</i>
2	14
<i>Mission and Vision Statements</i>	<i>Community Based Case Management Systems</i>
3	14
<i>Fiscal Year Highlights</i>	<i>Juvenile Offenders in Custody</i>
4	15
<i>History & Changes in Juvenile Justice Authority</i>	<i>Community Planning</i>
5	16-19
<i>Significant Changes in Laws</i>	<i>Operations</i>
6	20
<i>Frequently Asked Questions</i>	<i>Juvenile Correctional Facilities</i>
7-8	22-32
<i>Executive Staff</i>	<i>Research and Prevention</i>
9	33
<i>Juvenile Justice Flow Chart</i>	<i>Whats Ahead</i>
10	42
<i>Kansas Judicial Districts</i>	<i>Glossary</i>
11	45
<i>Juvenile Intake & Assessment System</i>	
12-13	



To the Citizens of Kansas:

As this calendar year approaches an end, it is important to acknowledge the hard work, commitment and teamwork from the many good staff who make up this agency. The success enjoyed to date is a direct result of carefully chosen staff who provide support from the central office and many dedicated field staff who assure the smooth operation of the four state juvenile facilities from day to day. Certainly included here are the many JJA partners who operate community programs. The state of Kansas is well on its way to becoming a national leader in juvenile justice reform. This is reflected in a number of ways to include national accreditation of all state operated facilities, eight Kansans holding national office in the American Correctional Association (ACA), numerous articles in national publications highlighting the Kansas juvenile reform initiative and many requests from across the nation for public appearances to talk about the Kansas initiative. I claim very little credit for this success, but extend congratulations to JJA staff and the many partners for the accomplishments to date. This certainly includes the state legislature and Governor's office for the vision and the funding support.

It is equally important to mention the tremendous amount of hard work that lies ahead of us before the vision is fully realized. The reform initiative is a work in progress which will among other things require patience, trust, a sufficient funding base, and a continuation of the partnerships which have been so valuable to date. Establishment of the new Children's Cabinet by the Governor's office and the Prevention Council on Substance Abuse will certainly serve as enhancements to the many initiatives underway by this agency. We have an obligation to the victims of juvenile crime and the general public for safe streets and communities. We have both an obligation and opportunity to assure the full and wholesome development of the youth of this great state.

I ask that you join JJA in approaching the first year of the new century with enthusiasm and vigor. System change will become no easier to attain in 2000 without the strong commitment from many change agents. Change agents must master the art of strategic plan development, be willing to take some risks, and have an extremely good sense of timing. Successfully leading change will require a balancing act with the resources, a shared vision, and a unified belief that the end will justify the means.

A handwritten signature in cursive script that reads "Albert Murray". The signature is written in dark ink and is positioned above the printed name and title.

Albert Murray
Commissioner

JJA Mission

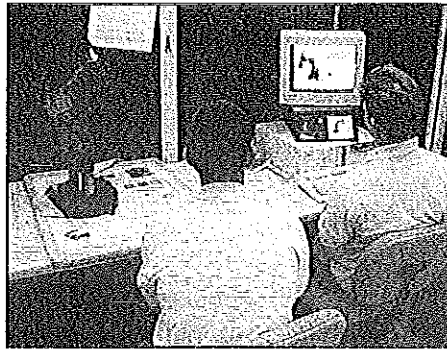
The mission of the Juvenile Justice Authority is to:

- Promote public safety
- Hold juvenile offenders accountable for their behavior
- Improve the ability of youth to live productively and responsibly in their communities.

JJA Vision

To improve the quality of life in Kansas by reducing juvenile crime.

JJA will lead a broad-based state and local partnership among private and public entities in strengthening the state's comprehensive juvenile justice system. Prevention, community based corrective sanctions and juvenile correctional facilities will be continually developed according to research on community needs and the best national research on effective practices with juvenile offenders.



Learning computer skills is one of the keys to success in future employment after juveniles leave the correctional facilities.



Sports and other positive recreational activities are part of the sports program at the four correctional facilities.



Highlights of the Year FY 99 (July 1, 1998–June 30, 1999)

Community programs and services

- Strategic plans completed by end of 1998
- All teams spoke to Oversight Committee, ensuring two-way communication between the legislature and the front line agents of change in communities (1998–99)
- Administrative counties for each judicial district were appointed in February 1999
- Plans made for how plans are to be implemented and juvenile corrections advisory board to be formed

Changing culture at juvenile correctional facilities

- Standardization of training for key staff positions
- Establishing a JJA dress code
- Developing new program performance standards and outcomes
- Reclassification of the youth services specialist positions to juvenile corrections officers with salary and duties that correspond to redesigned work assignments
- Developing a schedule of post assignments and corresponding policies and procedures
- Drug testing of juvenile offenders
- Fingerprinting of juvenile offenders
- Three priorities were identified in a 10-year master plan for correctional facilities:
 1. Maximum security facility with diagnostic and classification center unit
 2. New facility at Larned Juvenile Correctional Facility
 3. Re-opening of Grandview living unit at Beloit Juvenile Correctional Facility

Prevention

- Central office expanded to place heavier focus on prevention with three new federally funded staff positions
- The JJA and the Kansas Advisory Group on Juvenile Justice and Delinquency Prevention co-sponsored four workshops highlighting Blueprints for Violence Prevention programs. Workshops were attended by more than 300 in Topeka (March 15, 1999)
- Midwest Conference on Juvenile Justice issues sponsored by the Kansas Advisory Group on Juvenile Justice and Delinquency Prevention and the Koch Crime Institute (December 2 and 3, 1998)

Expansion of Community based Services

- The number of service providers that entered into agreements with JJA *grew 35 percent*. During FY99, the number increased from 120 providers on the first day of the fiscal year to 162 on the last day (June 30, 1999.)

Growing population of juvenile offenders in community programs

The number of juveniles receiving case management services grew from 2,137 at the beginning of the fiscal year to 2,394 at the end of the year, a *12 percent increase* for the year.

The number of juveniles on intensive supervision programs *increased 17 percent for the year*. At the beginning of the year, 1,372 juvenile offenders were receiving supervision services; on the last day of the year, 1,606 juvenile offenders were receiving services.

A History of Juvenile Justice Reform in Kansas

House Bill 2900 (1996) and House Substitute for Senate Bill 69 (1997)

The Juvenile Justice Reform Act is comprised of two pieces of legislation: House Bill 2900 introduced during the 1995 legislative session and passed in 1996 and House Substitute for Senate Bill 69, passed in 1997. The Act contains very specific language regarding the organization, powers, duties and functions of the Juvenile Justice Authority; how the nomenclature throughout the juvenile justice system is to change to mirror the adult system's terminology in some cases; juvenile intake and assessment; juvenile information systems including court records and judicial proceedings; parental responsibility; juvenile offender sentencing options and other components of the new system.

Changes in the Juvenile Justice System

Under the Juvenile Justice Reform Act

A summary of the major changes of the reform is as follows.

Enhanced Accountability

- Parents of offenders younger than 18 may be assessed the cost of certain services, such as probation and placement services. When a juvenile offender is 18 years old, he or she can be assessed those costs.
- Courts now can order families into counseling.
- Parents' health insurance policies may be accessed to pay for the youth's care while in state custody. The State of Kansas has previously paid for drug treatment and medical care for juveniles, as most insurance policies would not cover those expenses when a juvenile was in state custody.

Improved Public Safety

- Juvenile offender court hearings are now open to the public, unless a judge specifically closes the hearing. Juvenile offenders' court files also will be open. To emphasize greater accountability on the part of the offenders, the courts began using most of the same correctional and legal terms as adult courts. For example, instead of "adjudicated," youth are "sentenced."

- The period of time a juvenile offender can be sentenced to a juvenile correctional facility has been lengthened beyond the age limit of 21 years old. With the new change, authorities can now maintain jurisdiction over a juvenile offender until he or she is 23 years old.
- Prosecutors can waive any juvenile offender to an adult status, subject to court approval.

Improved Ability of Juveniles to Live Responsibly and Productively in the Community

- The most significant change in the system is the development of community programs at the local level. These programs are designed to deal with nonviolent juvenile offenders, offering intervention to them at an early point.
- By dealing with nonviolent juvenile offenders through the use of community-based programs, the state run juvenile correctional facilities are reserved for dealing with violent, serious and chronic offenders. Judges have used a new placement matrix since July 1, 1999, to determine which juveniles may be sent to correctional facilities.
- A greater emphasis is now placed on developing crime prevention and intervention programs for juvenile offenders.

Significant changes in Kansas laws affecting Juvenile Justice 1999 Legislative Session

✓ Strengthening of the Sentencing Matrix for juvenile offenders

K.S.A. 38-16,129

This amendment mandates the use of the matrix for *committing juveniles to the juvenile correctional facilities*. The change also allows for departure when the District Court determines that there are compelling reasons based on evidence of aggravating circumstances

✓ Battery on Law Enforcement officer merits prison sentence

K.S.A. 21-3413

The severity level of this crime is raised from a level 6 to a level 5. This amendment ensures that a perpetrator convicted of battery on a juvenile correctional officer if convicted as an adult is given a prison sentence. Formerly, the law allowed for juvenile offenders to commit a battery on a juvenile correctional officer and receive probation if convicted as an adult.

✓ Escape from a Juvenile Correctional Facility

K.S.A. 21-3810

This amendment ensures that an individual convicted for escaping from a juvenile correctional facility if convicted as an adult will serve a prison sentence.

Unlawful Sexual Relationship between juveniles and correctional staff

K.S.A. 21-3520

This amendment includes staff employed by juvenile correctional facilities as well as those supervising offenders on conditional release, community supervision or in detention or jail. This is to ensure that staff employed by the Juvenile Justice Authority or those contracting with this agency face a severe penalty for having sexual intercourse with the juvenile offenders under their supervision.

✓ Changes in Juvenile Justice Reform Act to Comply with Adoption and Safe Families Act

K.S.A. 38-1604 (d)

Permanency hearings are required at 12 months for juvenile offenders who are in out-of-home placements to determine whether reintegration with the family is a viable option. For those children in out-of-home placement 15 of the last 22 months and where the court has not found that reintegration is a viable option, a prosecutor *must file* a case for termination of parental rights.

Frequently asked Questions about Juvenile Justice

1. What does being "in the custody" of the Commissioner of JJA mean?

ANSWER: Some juvenile offenders are placed in the Commissioner's custody, rather than their parents' custody, meaning that the Commissioner (and JJA) has jurisdiction over the juvenile offender and in most cases determines where the juvenile offender is placed in the juvenile justice system. In other words, the Commissioner may determine which out of home placement or correctional facility the juvenile is placed or which local jurisdiction will be responsible for providing residential services in a community setting.

2. Are all juvenile offenders in the custody of the Commissioner?

ANSWER: No. Last year, more than 1,600 juvenile offenders received intensive supervision services through JJA but were not in direct custody of the Commissioner. JJA paid for these services, but the juvenile offenders—in most cases—were in the custody of their parents. There are also juvenile offenders supervised through the court system (court services) for which JJA has no custody responsibility.

3. Does JJA operate detention centers?

ANSWER: No. Detention is a function of county government and juvenile detention centers are owned and operated by counties, much like jails are. Detention centers are holding facilities where suspected juvenile offenders who are considered to be at risk of running away or at a crisis point where they may be a danger to the public or themselves, are detained during and after the court process.

4. What is the difference between a detention center and a juvenile correctional facility?

ANSWER: Juvenile correctional facilities are operated by JJA and are correctional facilities to which juvenile offenders are sentenced for their crime and undergo correctional programs geared toward changing their behavior.

5. Does JJA operate all the juvenile correctional facilities in Kansas?

ANSWER: Yes. Juvenile correctional facility staff are JJA employees, except for those who work for private companies that contract with the facilities for particular services, such as food service employees. Kansas has juvenile correctional facilities in Atchison, Beloit, Larned and Topeka. The Beloit facility serves females and the others serve male juvenile offenders.

6. Are there separate JJA offices all over Kansas?

ANSWER: No. Each judicial district has a juvenile offender services or community corrections office that is operated at the county level and staffed by county employees. These offices supervise juvenile offenders throughout Kansas, and see that supervision, counseling, therapy and other needed services are provided for them and/or their families. The community corrections offices have contracts with JJA to provide services for juvenile offenders in the legal custody of the Commissioner.

7. Are the juvenile correctional facilities the greatest budget expense of JJA?

ANSWER: No. The facilities use approximately 35 percent of JJA's budget. The majority—about 57 percent—of the budget goes to community programs and services.

8. How do I apply for grants through JJA?

ANSWER: Check our website frequently for the latest news on grants. There are several types of federal grants that pass through the JJA, and they are available at different times of the year. You can also subscribe to our free quarterly newsletter, which has the latest news on grants, and grant recipients. Just write or e-mail JJA to subscribe. The address is: JJA, 714 SW Jackson, Suite 300, Topeka, Kansas 66603 or e-mail: jja@jjaco.wpo.state.ks.us.

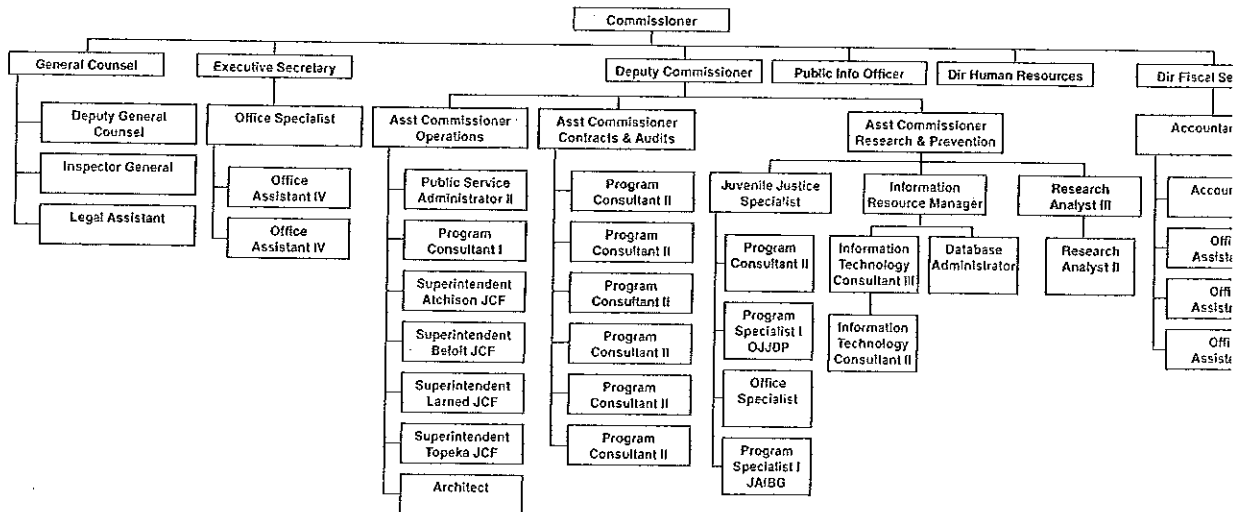
9. Who makes decisions about juvenile justice grants?

ANSWER: In most cases, the Kansas Advisory Group on Juvenile Justice and Delinquency Prevention makes the grant award recommendations and the JJA writes the grant check from state or federal funds. The Kansas Advisory Group on Juvenile Justice and Delinquency Prevention is a 23-member board, appointed by the Governor, that adheres to state and federal guidelines with regard to the dissemination of grant money. Most of the grant money comes from the federal level.

10. How are juvenile offenders handled differently in a juvenile justice system than an adult correctional system?

ANSWER: The laws that govern juvenile offenders are in the Kansas Juvenile Offender Code (K.S.A. 38-1600's). This is separate and distinct from the criminal code for adult offenders. Juvenile offenders must be held accountable for their actions, both in terms of being penalized for breaking the law and in making restitution, in some manner, to their victims. The basis for a sound juvenile justice system lies in getting to the root causes of delinquent and law-breaking behavior. Therefore, there is much greater emphasis in the juvenile system treatment programs, education and preparing juveniles to re-enter the environment from which they came with a greater capacity to be law-abiding citizens.

Kansas Juvenile Justice Authority Central Office





Senior staff at JJA are, from left to right, front row: Barbara Turner, Executive Secretary; Scott Alisoglu, Director of Fiscal Services; Albert Murray, Commissioner; Richard Kline, Assistant Commissioner of Contracts & Audits; Denise Musser, Public Information Officer and James Frazier, Assistant Commissioner of Operations. Second Row: Jeff Montague, Director of Human Resources; J. Kenneth Hales, Deputy Commissioner; Robert Hedberg, Assistant Commissioner of Research & Prevention; Michael George, General Counsel; and Helen Pedigo, Deputy Legal Counsel & Legislative Liaison.

Operations works with court personnel, district attorneys, public defenders, state officers, and others regarding incarcerated juvenile offenders and their related issues. Also oversees the state's four correctional facilities for juvenile offenders.

Contracts and Audits provides technical assistance/support, consultation, oversight, resources and training to juvenile corrections advisory boards, local officials, private and public service providers, community based correctional agencies and others at the community level to ensure that juvenile offenders living in Kansas communities receive supervision and community support services as needed. Also oversees the state's intake and assessment centers.

Research and Prevention manages the development of the juvenile justice information system, conducts research, reviews research in effective programs, and handles grants to promote prevention and system improvement.

Legal Services handles all legal services for the agency including litigation, coordination of legislation, special investigations, and audit work

for all JJA financial operations, including community programs, juvenile correctional facilities and the central office.

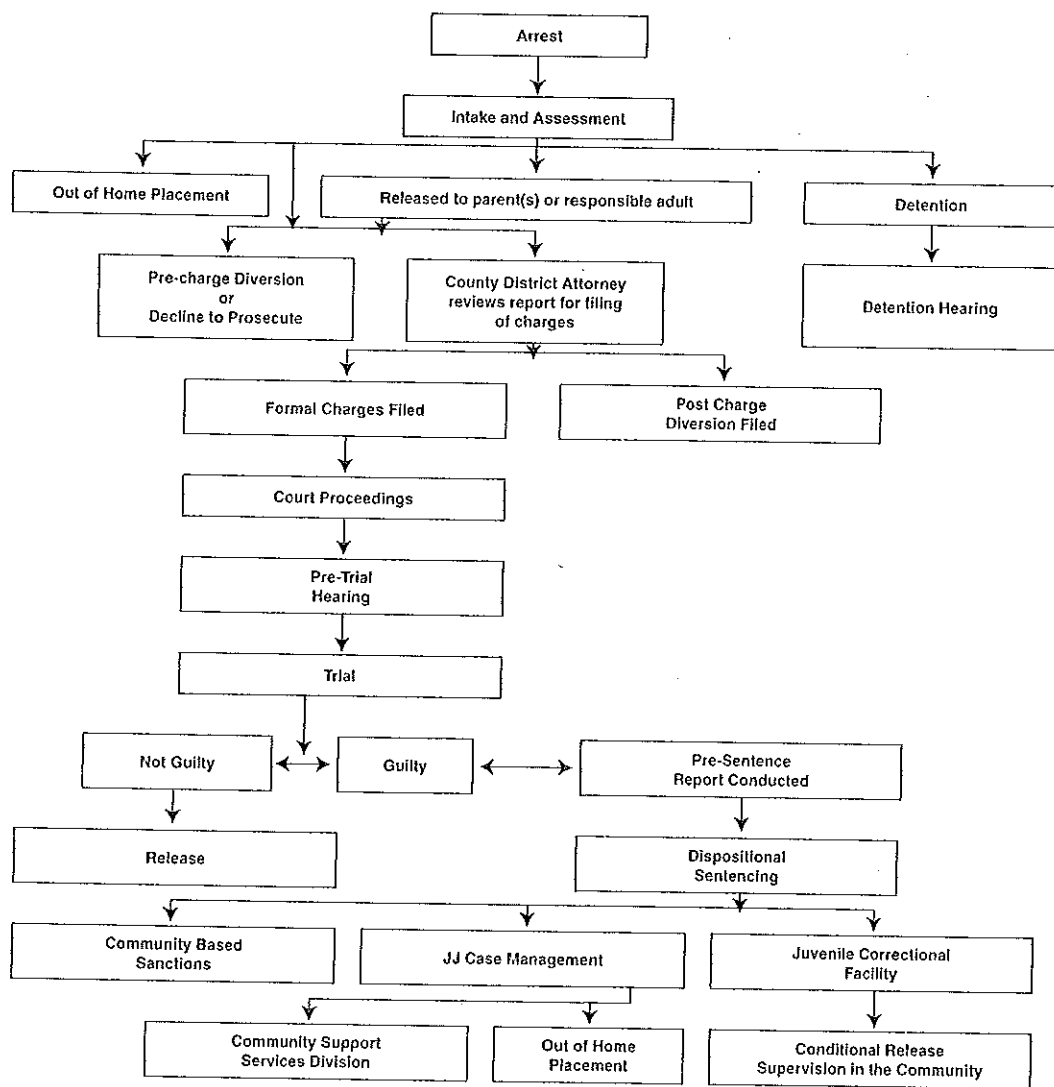
Public Information handles all media relations and oversees the dissemination of public information about juvenile offenders and the agency. It uses the JJA web site, quarterly newsletter, annual report, brochures and other print publications to provide current information to the public about the agency and its business.

Fiscal Services is responsible for financial oversight and administration of the JJA budget, including payments to vendors, grants administration, and capital improvements.

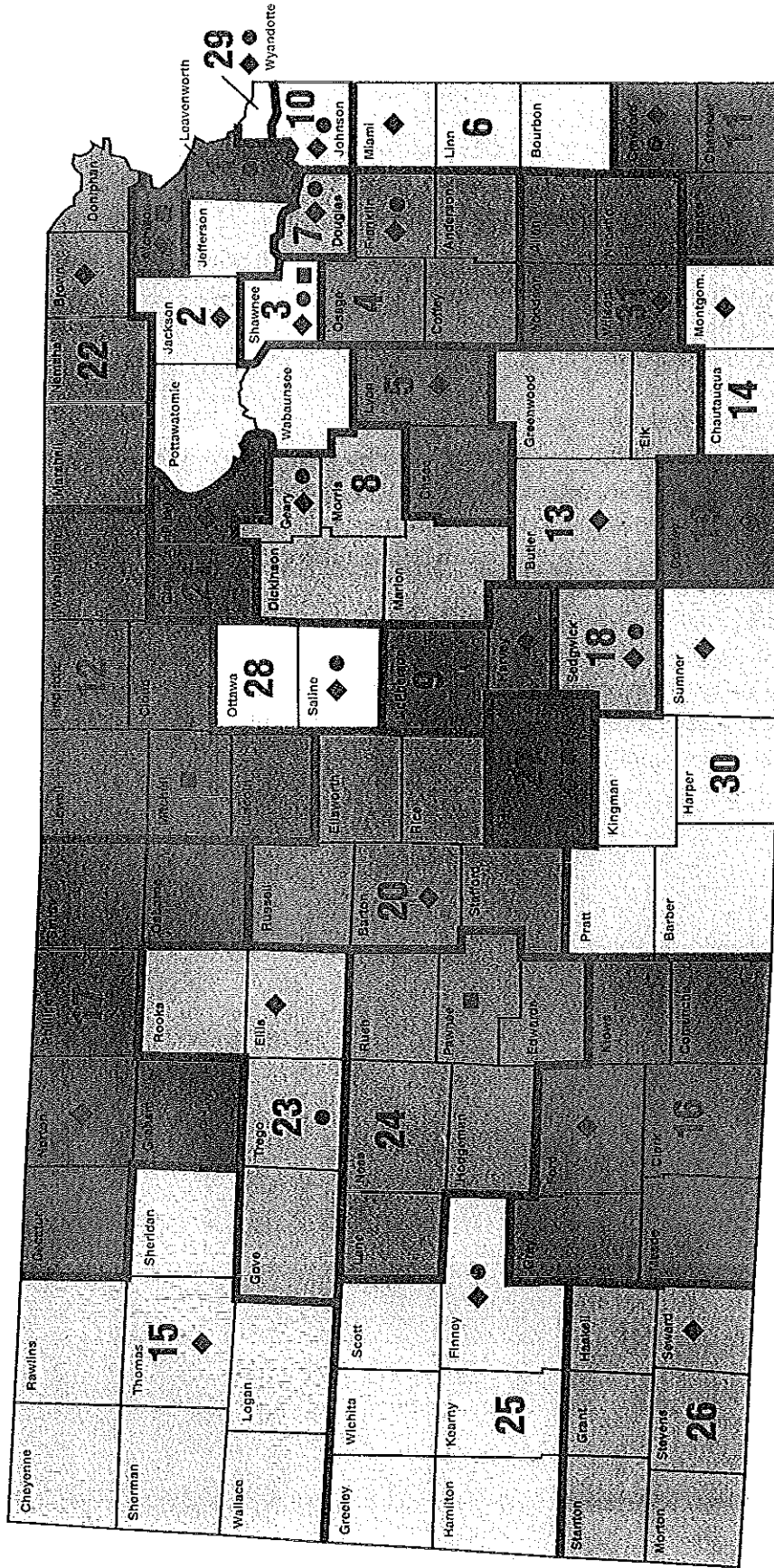
Human Resources is responsible for overseeing human resources issues including recruitment, hiring, discipline, equal employment opportunity issues, grievances, staff benefits, payroll and assisting with training.

Executive Secretary supervises three support staff who function as a clerical pool for the office and also provides direct support services to the Commissioner's office and the Deputy Commissioner.

The Juvenile Justice Process



Kansas Judicial Districts



- ◆ = Juvenile Intake and Assessment Centers
- = Juvenile Detention Centers
- = Juvenile Correctional Facilities

Juvenile Intake and Assessment System

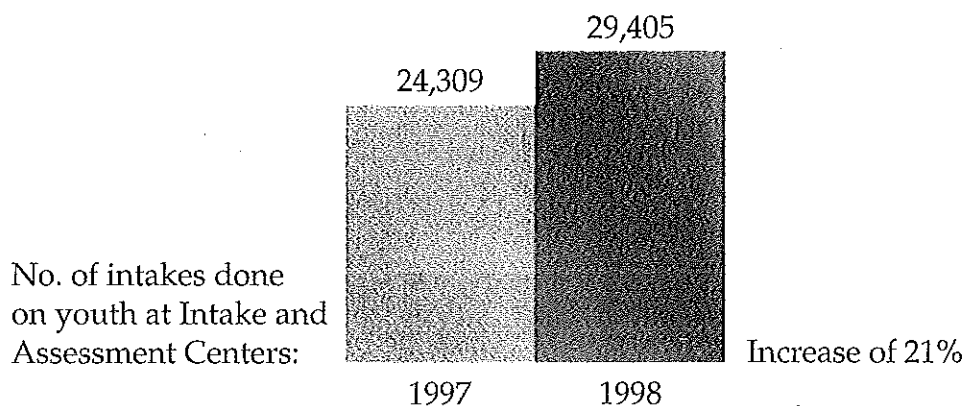
The JJA oversees and coordinates the juvenile intake and assessment service centers across the state. Currently, this is accomplished, in most cases, by contracting with the administrative county in each judicial district.

There are currently intake and assessment programs in all of Kansas' 31 judicial districts. These centers are the first point of contact when youth are taken into custody. They provide a comprehensive self-reported assessment of the youth's background and needs. Kansas law requires that all children taken into custody by law enforcement-whether they are suspected to be juvenile offenders or children in need of care-complete the intake and assessment process in accordance with established procedures.

The mission of intake and assessment is to:

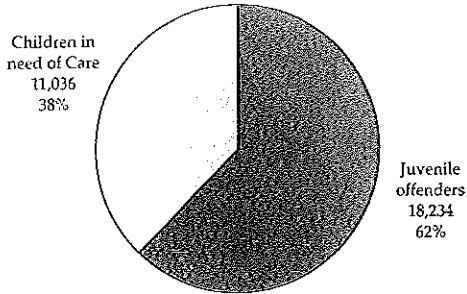
- Assist law enforcement with placement of juveniles taken into custody
- Administer the Juvenile Intake and Assessment Questionnaire and the Problem Oriented Screening Instrument for Teens to those young people
- Assist the juveniles and their families with crisis situations occurring at the time of intake.

All juvenile intake staff personnel are trained in the proper administration of the Juvenile Intake and Assessment Questionnaire and the Problem Oriented Screening Instrument for Teens as well as how to interpret the results. This information helps to determine the needs of all youth who undergo the intake process in an effort to facilitate interventions and remedies, directly and through referral to community resources.

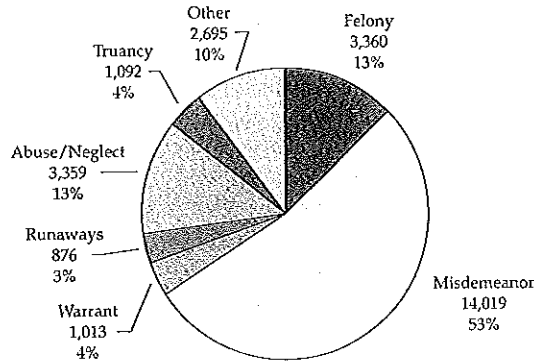


Juvenile Intake and Assessment System Calendar Year 1998 Statewide Demographics

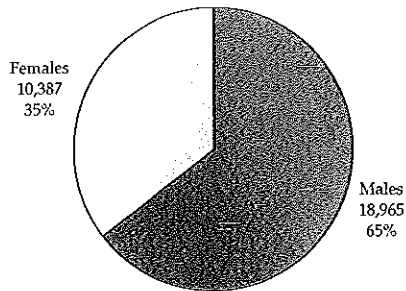
Total Intakes



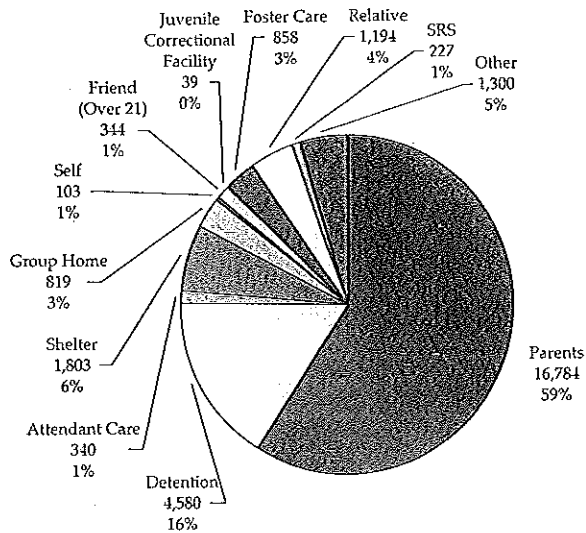
Referral



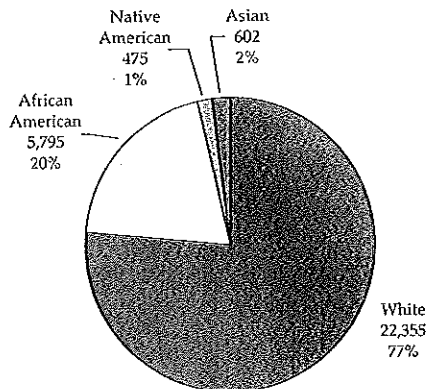
Gender



Placement



Race



Contracts and Audits Division

Two major initiatives of the division consist of:

1. Assisting communities in the identification and implementation of community based juvenile services that promote public safety and provide juveniles the ability to live productively and responsibly in the community. This initiative has been pursued through the community planning process, begun in 1997 and completed in December 1998.
2. In partnership with community based providers of service, ensure juvenile justice programs are operating in a manner that provides appropriate level of supervision and services to juveniles being managed at the community level. Juvenile Intake and Assessment, Juvenile Intensive Supervision and Community Case Management are mandated programs provided by the community and funded through JJA.

The six program consultants within the Division provide technical support to district, county and private agencies to assist them in the providing community based juvenile justice services.



JJA Program consultants are from left to right: Terry Reiling, Debbie Alvey, Michael Fitzgerald, Lititia Cameron-Williams, Patricia Schremmer and Randy Bowman.

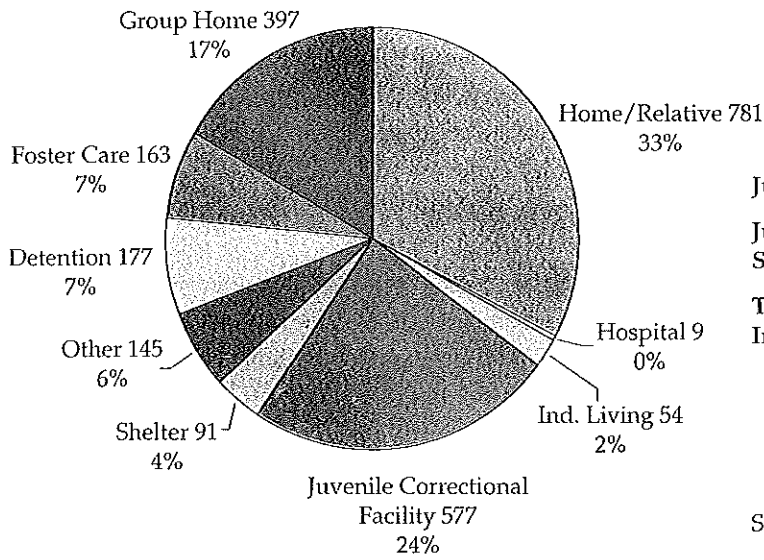
Community based case management services

Case managers of juvenile offenders provide supervision and residential and non-residential services to juvenile offenders in the custody of- or at risk for entering into the custody of- the JJA. Such services include: out-of-home placements, conditional release supervision, aftercare services and sanctions for probation violator.

- Each administrative county, with funding from JJA, provides these services in accordance with Kansas law and standards established by the JJA through local agreements with community based agencies including community corrections agencies, mental health centers or other community based agencies. Collectively, these agencies are referred to as "Community Case Management Agencies."

An essential component of the system is the ability of case management staff to access community non-residential and residential services for the juvenile offenders they supervise. The JJA has entered into more than 160 provider agreements for the provision of community support counseling and residential services described in the JJA Handbook of Services.

Juvenile Offenders in Custody June 30, 1999



Juveniles in custody	2,394
Juvenile Intensive Supervision Program	1,563
Total Juvenile Involvement	3,957

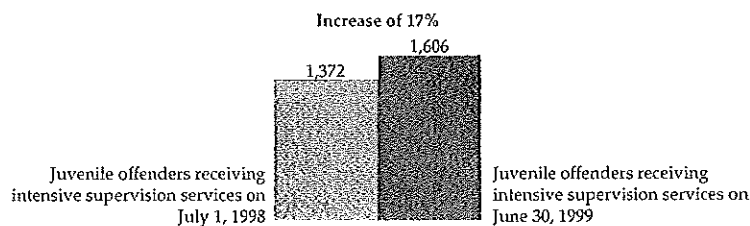
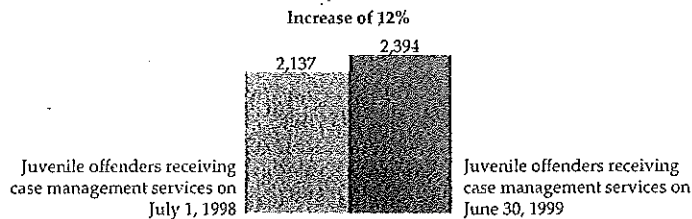
Source: JJA Case Management Monthly Reports

Juvenile Community Corrections

There are currently 28 locally operated community corrections programs in Kansas. The JJA issues annual grants to these agencies to provide community based juvenile correctional services.

Juvenile community corrections programs are administered on the premise that offenders can be effectively supervised in the community without presenting an increased risk to the public. Juvenile offenders granted a conditional release from a juvenile correctional facility are subject to supervision via the Juvenile Intensive Supervision Program (JISP), which provides the highest level of community supervision in the system.

Community corrections provides control of felony offenders through frequent face to face contacts, employment visits, substance abuse testing, individualized case plans, high levels of surveillance, and rehabilitative interventions. Other services may include community service work, electronic monitoring, restitution monitoring, employment and education support services.



Community Planning

With the passage of the Juvenile Justice Reform Act, JJA initiated a statewide process to give communities the opportunity to be active participants in identifying the needs of youth in their communities and the types of programs to best meet those needs. Throughout FY99 each of the 29 community planning teams worked through a planning process, which led to the submission of a comprehensive strategic plan. The Communities that Care planning model was used in assisting the teams in understanding the comprehensive strategic plan legislation, organization of the local planning process, identification of needed data, assessment of risk/protective factors that affect juvenile crime, program resources to address risk and problem behavior needs. A series of 34 regional training events held during the year provided teams with the resources, data, and methods to use in compiling the necessary documentation needed in the plans. Technical assistance by JJA staff, Developmental Research and Programs Inc., and the National Council on Crime and Delinquency was provided throughout the planning process.

With the leadership of the 29 conveners, facilitators and more than 1,000 community members the comprehensive strategic plans were completed by December 1998. The following is a listing of those who served as conveners and facilitators on behalf of the counties in their respective districts



Celebrating the completion of the 7th Judicial District Community Strategic Plan are left to right Rod Bremby, Asst. City Manager of Lawrence and Convener of the Community Planning Team; Pam Weigand, Director of Douglas County Youth Services, Trudy Rice, Facilitator of the team, and Director of K-State's extension service in Douglas County, Commissioner Albert Murray, Judy Culley, Director of the Temporary Lodging for Children and Youth, and Christy Khatib, Juvenile Intensive Supervision Officer.

Judicial District #	Administrative County	Convener	Facilitator
1	Leavenworth	Judge David King	Jeff Wolf
2	Jackson	Judge Tracy Klinginsmith	Barbara Kroening
3	Shawnee	Judge Daniel Mitchell	Herb Callison
4	Franklin	Louis Atherton	Kenneth Woods
5	Lyon	Judge Merlin Wheeler	Erin Engelken
6	Miami	Judge Stephen Hill	Crystal Coffman
7	Douglas	Rod Bremby	Trudy Rice
8	Geary	Judge Michael Powers	Susan Mulryan
9	McPherson	Judge Richard Walker	Wilson "Dick" Beasley
10	Johnson	Annabeth Surbaugh	Karen Wulfkuhle
11	Crawford	Judge Donald Noland	Dana Cook
12	Cloud	Judge Kathryn Carter	Patricia Huffman
13	Butler	Mike Ward	Ann Carpenter
14	Montgomery	Judge Russell Canaday	Ron Denney
15/17/23	Norton	Karen Griffiths	Peggy Pratt
16	Ford	Judge Jay Reynolds	Linette Schaller
18	Sedgwick	Commissioner Tom Winters	L. Keith Williamson
19	Cowley	Judge Michael Smith	Glenda Martens
20	Barton	Judge Hannelore Kitts	Bradley Kirmer
21	Riley	Judge Meryl Wilson	Shelly Williams
22	Brown	Judge Elizabeth Carleen	Bobbi Korpi
24	Pawnee	Jerry Larson	Renita Graves
25	Finney	Judge Tom Richardson	Judge Pamela Fuller
26	Seward	Don Scott	Melissa Johnson
27	Reno	Judge Patricia Mackie-Dick	Carolyn Patterson
28	Saline	Judge Jerome Helmer	Donna Rohr
29	Wyandotte	Mayor Carol Marinovich	Irene Caudillo
30	Sumner	Judge Thomas Graber	Greg Olson
31	Allen	Nanette Kemmerly-Weber	Cynthia Audis

The following are highlights of significant findings and recommendations compiled in the comprehensive strategic plans:

Priority Risk Factors

These are the top five risk factors as identified by the community planning teams:

- Family Management Problems (23 of the 29 teams)
- Early and Persistent Anti-Social Behavior (18 of the 29 teams)
- Community Plans and Norms (18 of the 29 teams)
- Availability of Drugs (14 of the 29 teams)
- Lack of Commitment to Schools (13 of the 29 teams)

Barriers/Gaps in Services and Resources

Systems Barriers: These are items that the planning teams identified which create difficulties in the management and delivery of services at the local level. Some of the top issues mentioned as needing addressed include:

- Development of a statewide Management Information System
- Coordination and collaboration of service agencies
- A structured decision making tool for courts and community service providers to use in making assessments
- Under utilization of Juvenile Intake and Assessment Services
- Transportation or access (especially in rural areas)

Gaps in Resources: These issues relate to the program needs as identified by the community planning teams. The top program concerns noted include:

Prevention Level Services

- Mentoring
- After-School Recreation
- Parenting Education

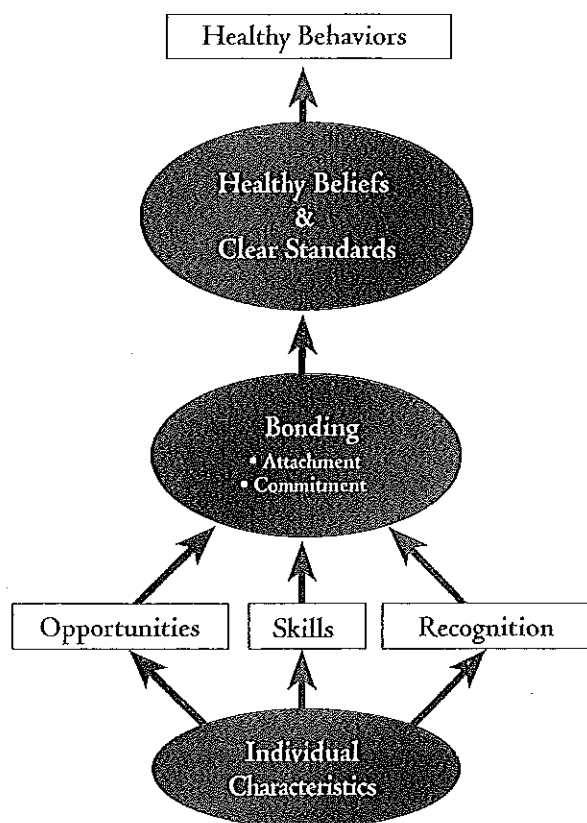
Intervention Level Services

- Increase use of Intake and Assessment
- Attendant Care

Graduated Sanctions

- Out-of-Home Placement needs (Foster Care and Residential Group Homes)
- Sanctions house
- Alcohol and Drug Services (This was identified as a need at all 3 levels of services)

Social Development Strategy



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This chart illustrates the process and factors that contribute to the creation of a healthy belief system and behaviors in adolescents. Also, part of the Communities That Care model, this strategy was used by community planning teams to help identify protective factors—practices, programs and opportunities—that help youth bond in a healthy way to their communities.

Adolescent Problem Behaviors

Risk Factors

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	Substance Abuse	Delinquency	Teen Pregnancy	School Drop-Out	Violence
Community					
Availability of Drugs	✓				
Availability of Firearms		✓			✓
Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime	✓	✓			✓
Media Portrayals of Violence					✓
Transitions and Mobility	✓	✓		✓	
Low Neighborhood Attachment and Community Disorganization	✓	✓			✓
Extreme Economic Deprivation	✓	✓	✓	✓	✓
Family					
Family History of the Problem Behavior	✓	✓	✓	✓	
Family Management Problems	✓	✓	✓	✓	✓
Family Conflict	✓	✓	✓	✓	✓
Favorable Parental Attitudes and Involvement in the Problem Behavior	✓	✓			✓
School					
Early and Persistent Antisocial Behavior	✓	✓	✓	✓	✓
Academic Failure Beginning in Late Elementary School	✓	✓	✓	✓	✓
Lack of Commitment to School	✓	✓	✓	✓	
Individual/Peer					
Alienation and Rebelliousness	✓	✓		✓	
Friends Who Engage in the Problem Behavior	✓	✓	✓	✓	✓
Favorable Attitudes Toward the Problem Behavior	✓	✓	✓	✓	
Early Initiation of the Problem Behavior	✓	✓	✓	✓	✓
Constitutional Factors	✓	✓			✓

This chart shows the risk factors that have been proven to contribute to problem behaviors in adolescents. Part of the Communities That Care prevention model, this matrix is based on research done by Dr. David Hawkins and Dr. Richard Catalano at the University of Washington at Seattle. The model was used by all JJA community planning teams.

Operations Division

The Division of Operations primarily provides direction, supervision, and support for the juvenile correctional facilities. The division processes juvenile offenders into the facilities when they are incarcerated. To this end, staff review case material from the courts for completeness, legal compliance, and appropriateness of commitment to ensure the JJA is in compliance with the law.

The division is also responsible for the capital improvements for facility repair and rehabilitation. In addition to short term upkeep and repair at the facilities, during FY99 the JJA engaged a team of Kaplan McLaughlin Diaz (KMD), Daniel C. Smith and Associates (DSA), and Kitchell CEM to develop a ten- (10) year statewide juvenile correctional facilities master plan. The primary issues to be addressed by the consultant team in the realization of the master plan were:

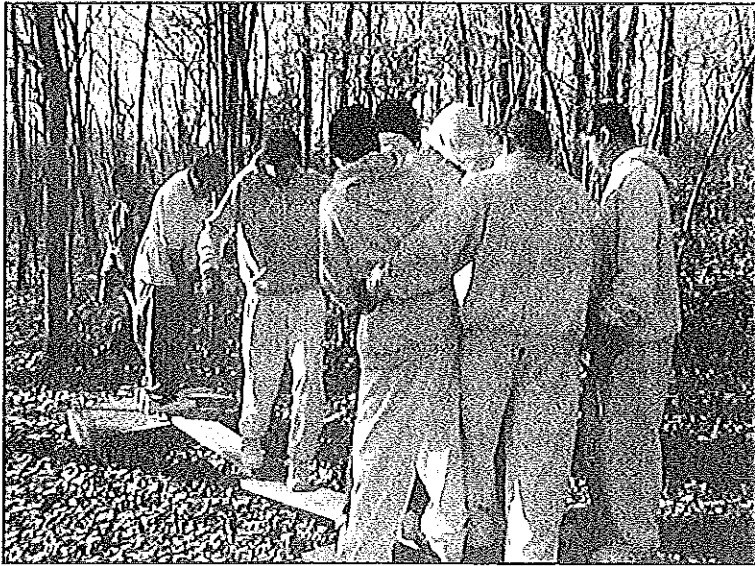
- (1)—best use of current facilities and any recommended changes,
- (2)—need, if any, for expansion of the state's existing JCF's, now or in the future,
- (3)—possibility that specific programs serving selected juvenile offender populations might be better served in the community rather than the state level,
- (4)—estimated cost of the recommended plan,
- (5)—identification of possible alternative revenue sources to support the findings of the plan, and
- (6)—challenges and opportunities entailed in the potential privatization of existing and/or any future state facilities.

The 10-year plan was completed in FY99 and made several recommendations to the agency. The JJA determined that immediate priorities were build two new facilities—a maximum security/diagnostic and classification center and replacement buildings at the Larned Juvenile Correctional Facility. Another priority identified by the JJA was an expansion plan at the Beloit facility, which involved re-opening a living unit that had been closed for four years.

All four of the agencies juvenile correctional facilities have maintained ACA accreditation for a number of years; all must pass a total of 27 mandatory standards and 392 nonmandatory standards in program, safety, sanitation, hygiene, food service, health care, building, and safety codes, fiscal administration, management, personnel, records, information systems, citizen involvement, volunteers, physical plant, housing for juveniles, environmental conditions, security, and others.

Interstate Compact on Juveniles

The JJA is the administrator of the state's participation in the Interstate Compact on Juveniles. The compact provides for interstate agreements with regard to juvenile offenders in need of court supervision who are placed out of their home states. It also helps to return runaway youth who run to another state a safe return to their original jurisdictions.



Ropes courses are used in several communities across the state to give youth an opportunity to learn and practice teambuilding, risk taking and trust. Here, juvenile offenders work the course at the Atchison Juvenile Correctional Facility, which is operated by St. Francis Academy.



Admissions to Juvenile Correctional Facilities by County

	AJCF	BJCF	LJCF	TJCF	Total
Sedgwick	43	57	162	92	354
Wyandotte	56	17	21	154	248
Johnson	20	14	12	42	88
Shawnee	5	18	6	46	75
Reno	3	10	29	7	49
Ford	7	6	19	10	42
Finney	3	2	21	7	33
Riley	5	6	6	15	32
Buller	5	2	20	3	30
Lyon	10	3	7	10	30
Montgomery	7	5	4	14	30
Saline	9	2	14	2	27
Cowley	5	4	8	8	25
Douglas	6	2	0	16	24
Geary	4	4	3	13	24
Barton	5	2	11	0	18
Leavenworth	0	1	1	15	17
Seward	6	0	9	2	17
Harvey	1	3	7	2	13
Sumner	2	1	9	1	13
Dickinson	1	3	0	7	11
Atchison	2	0	1	7	10
Jackson	0	0	4	5	9
Miami	0	2	0	6	8
Pottawatomie	1	1	1	5	8
Franklin	0	2	0	5	7
Sherman	1	0	6	0	7
Labette	0	0	2	4	6
Scott	0	4	2	0	6
Kingman	0	2	2	1	5
Neosho	0	0	1	4	5
Wabaunsee	1	0	0	4	5
Allen	0	0	2	2	4
Crawford	0	1	1	2	4
McPherson	0	0	4	0	4
Rice	0	0	3	1	4
Russell	1	0	2	1	4
Bourbon	1	0	0	2	3
Chase	0	0	2	1	3
Ellis	0	1	2	0	3
Pratt	2	0	1	0	3
Chautauqua	1	0	1	0	2
Greenwood	0	0	1	1	2
Harper	0	0	2	0	2
Ottawa	0	0	1	1	2
Stevens	1	0	1	0	2
Cherokee	0	0	1	0	1
Clay	0	0	1	0	1
Comanche	0	0	0	1	1
Elk	1	0	0	0	1
Graham	0	0	1	0	1
Grant	0	0	1	0	1
Jefferson	0	1	0	0	1
Kearny	1	0	0	0	1
Marion	0	0	0	1	1
Meade	0	0	0	1	1
Mitchell	0	0	1	0	1
Morton	0	0	1	0	1
Nemaha	1	0	0	0	1
Osage	0	0	0	1	1
Pawnee	0	0	1	0	1
Stafford	0	0	1	0	1
Thomas	0	1	0	0	1
Washington	1	0	0	0	1
TOTALS	218	177	419	522	1336

Juvenile Commitment by Crime of Youth in Correctional Facilities FY '99

Crimes Against Persons

Felony	437
Misdemeanor	149

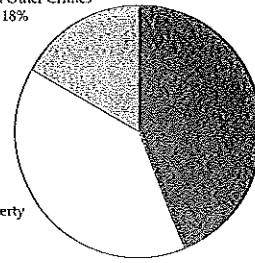
Crimes Against Property

Felony	361
Misdemeanor	165

Crimes Against Public Order and Other Crimes

Felony	99
Misdemeanor	125

Crimes Against Public Order and Other Crimes 18%



Crimes Against Persons 44%

Crimes Against Property 39%

- Crimes Against Persons**
 Murder/Homicide
 Kidnapping
 Aggravated Criminal Sodomy
 Aggravated Indecent Liberties w/a Child
 Indecent Liberties w/a Child
 Other Sex Offenses
 Aggravated Robbery
 Robbery
 Aggravated Battery
 Battery of a Law Enforcement Officer
 Misdemeanor Battery
 Aggravated Assault
 Misdemeanor Assault
 Aggravated Arson
 Criminal Threat
 Rape

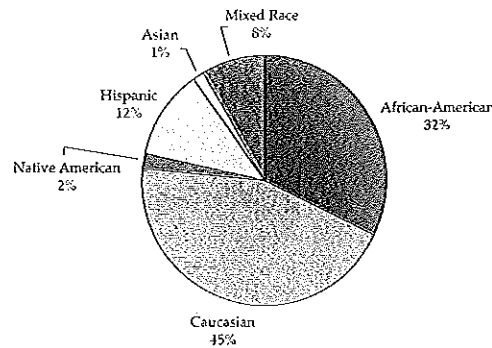
- Crimes Against Property**
 Burglary
 Forgery
 Larceny
 Misdemeanor Larceny
 Arson
 Vandalism
 Misdemeanor Vandalism
 Motor Vehicle Theft
 Stolen Property
 Counterfeiting

- Crimes Against Public Order & Other Crimes**
 Violation of Weapons Laws
 Misdemeanor Violation of Weapons Laws
 Misdemeanor Liquor Law Violation
 Disorderly Conduct—Felony & Misdemeanor
 Misdemeanor Criminal Trespassing
 Misdemeanor Contributing to a Child's Misconduct
 Aiding Escape
 Falsely Reporting a Crime
 Sale and Possession of Narcotics, Marijuana, etc.

Ethnic Profile of Youth and Age at Admission in Juvenile Correctional Facilities

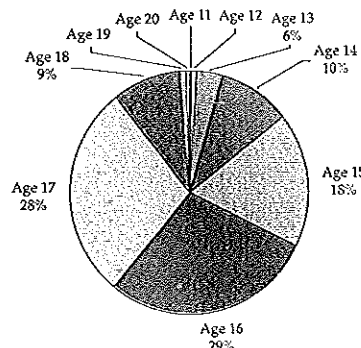
Ethnic Profile of Youth

White	593
African-American	430
Hispanic	156
Native American	25
Asian	20
Mixed Race	112



Age at Admission

11	4
12	8
13	47
14	132
15	240
16	384
17	379
18	123
19	13
20	6



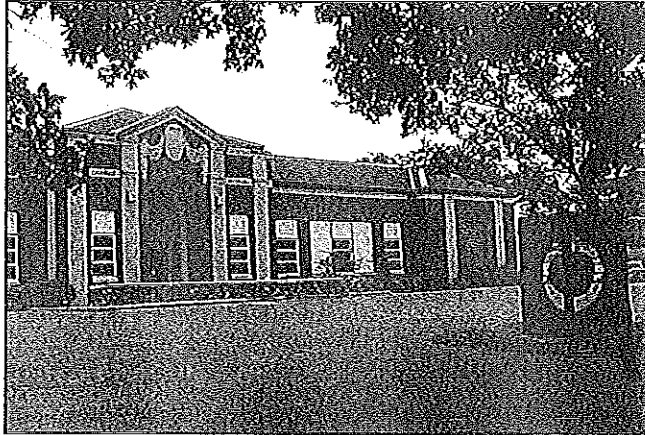


Harry Allen
Superintendent

Atchison Juvenile Correctional Facility

The Atchison Juvenile Correctional Facility (AJCF) is a minimum security facility with bedspace for 100 male juvenile offenders ages 10 to 16. Juveniles come to the facility after a Kansas District Court Judge, Juvenile Division, sentences them as juvenile offenders. The Facility's staff consists of 120 allocated positions, working within 14 divisions. These divisions, together, create a positive juvenile justice committed to public safety, accountability, custody, education, and reintegration of juvenile offenders. In addition to the full-time staff, the resources from the community of Atchison assist in

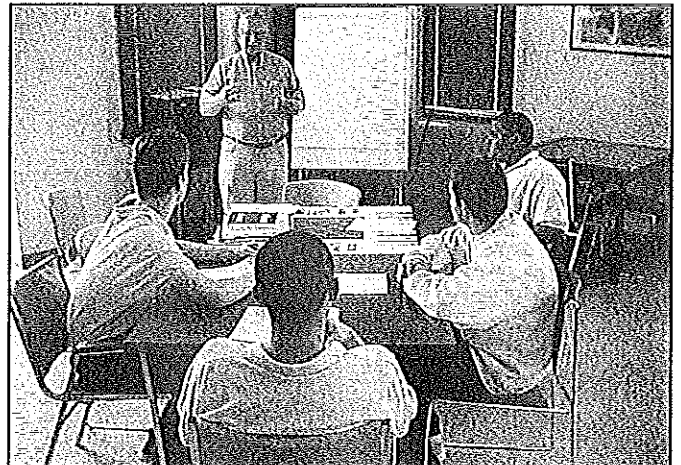
many volunteer projects such as mentoring projects provided by students from Benedictine College/Highland Community College, a grandparents' group, and members from the local alcohol and drug programs.



The Atchison Juvenile Correctional Facility has enjoyed a very successful FY 99. The performance measures that were established by the facility's strategic plan were accomplished. A major success came in December 1998,

with reaccreditation by the American Correctional Association (ACA). The facility received an overall score of 98.5 percent for compliance with ACA standards which assess all areas of operations such as fiscal management, personnel operations, training and staff development, record keeping, program services, food service, health care, education, citizen involvement, security, and physical plant operations.

AJCF has been accredited since 1989 and has experienced three successful reaccreditation audits. The facility's academic performance measures continue to meet high standards set by the state and its safety and security performance measures dealing with escape and assault on staff/other juvenile offenders remain low. The physical plant and central services performance measures are within the standard established.



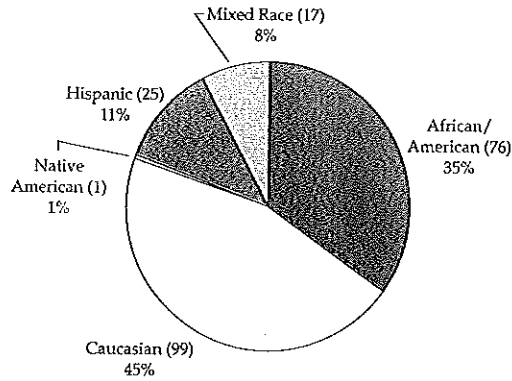
This group of boys studies poetry in English class during their incarceration at the Atchison Juvenile Correctional Facility.

Atchison Juvenile Correctional Facility

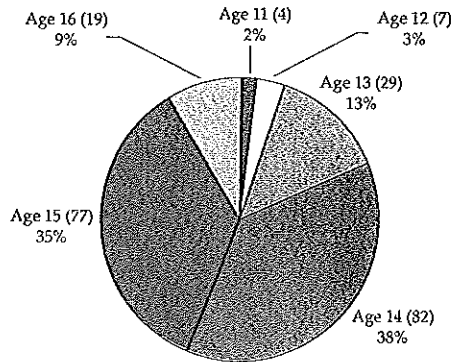
Admissions for FY 99 by County

County	Total
Wyandotte	56
Sedgwick	43
Johnson	20
Lyon	10
Saline	9
Montgomery	7
Ford	7
Seward	6
Douglas	6
Riley	5
Shawnee	5
Butler	5
Barton	5
Cowley	5
Geary	4
Reno	3
Finney	3
Atchison	2
Pratt	2
Sumner	2
Bourbon	1
Chautauqua	1
Dickinson	1
Elk	1
Harvey	1
Kearny	1
Nemaha	1
Pottawatomie	1
Russell	1
Sherman	1
Stevens	1
Wabaunsee	1
Washington	1
TOTALS	218

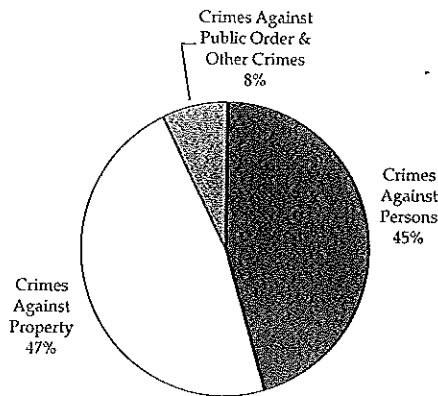
Ethnicity of Juveniles Admitted



Age at Admission



Commitment by Crime



Crimes Against Persons

Felony 66 Misdemeanor 33

Crimes Against Property

Felony 68 Misdemeanor 35

Crimes Against Public Order & Other Crimes

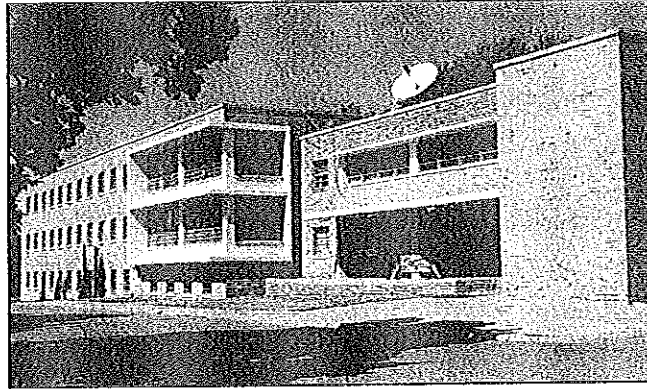
Felony 7 Misdemeanor 9



*Denis Shumate
Superintendent*

Beloit Juvenile Correctional Facility

The Beloit Juvenile Correctional Facility provides evaluative, program planning and rehabilitation services within an environment designed to assure the highest possible level of physical safety and psychological well-being for the juvenile offenders, staff and community in which the agency is located, juvenile offender accountability and a rehabilitation experience designed to reintegrate juvenile offenders into the community as law-abiding, productive citizens.



Administrative services provide direction and support for the Juvenile Correctional Facility. This component of the facility includes: administration, personnel, budgeting, accounting, maintenance, power plant, grounds care, janitorial, dietary, supply, capital improvements staff, inservice education and research.

Clinical services provide clinical direction and guidance for evaluation, program planning and monitoring, and

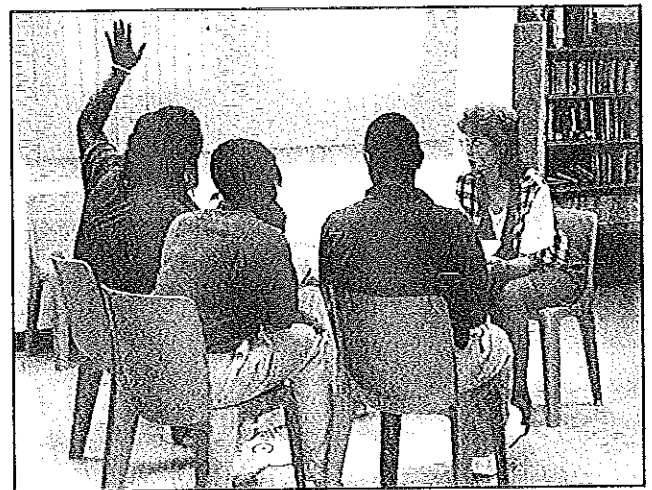
professional services. Professional services include psychological, social work, religious, medical, pharmacology, therapeutic recreation, and drug and alcohol services.

The education program provides direction and guidance for the educational component involving academics, vocational education, career exploration, GED, special education and life skills development. Educational services are contracted from the local USD #273.

The Juvenile Correctional Service program is carried out within the framework of the five living units located on the campus of the facility. As part of the rehabilitation process, the Juvenile Corrections Officers and Juvenile Corrections Specialists are trained to work with juvenile offenders within the framework of a highly structured and therapeutic context involving basic counseling skills and structuring techniques insuring a safe and healthy environment.

The juvenile offenders function within a behavior management system to guide and direct the rehabilitation process that provides constant feedback, allowing them to continuously make adjustments in their attitudes and behavior, leading to self-control and maturity. Major emphasis is placed on anger control, life skills development, correcting criminal thinking errors and developing moral reasoning skills.

Special programs are provided for drug and alcohol addiction problems, sexual abuse victims and violent offenders.



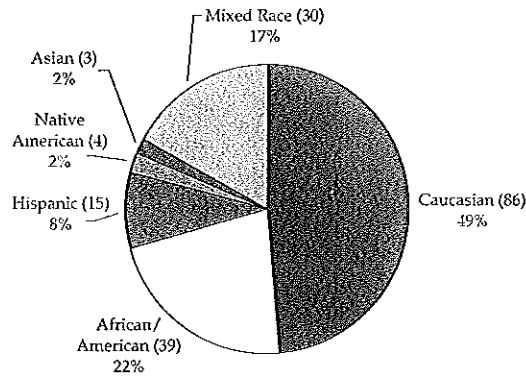
Katrina Pollet, Program Supervisor & Social Worker, conducts a group discussion with girls at the Beloit Juvenile Correctional Facility.

Beloit Juvenile Correctional Facility

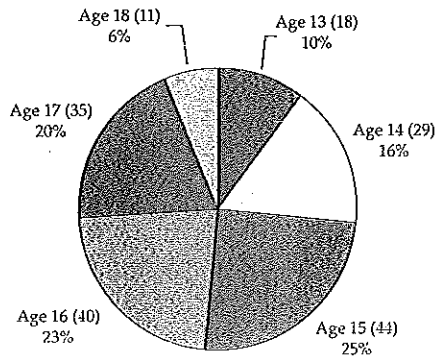
Admissions for FY 99 by County

County	Total
Sedgwick	57
Shawnee	18
Wyandotte	17
Johnson	14
Riley	6
Montgomery	5
Cowley	4
Dickinson	3
Ford	6
Geary	4
Harvey	3
Reno	10
Barton	2
Butler	2
Franklin	2
Kingman	2
Lyon	3
Miami	2
Saline	2
Seward	4
Crawford	1
Douglas	2
Ellis	1
Finney	2
Jefferson	1
Leavenworth	1
Pottawatomie	1
Sumner	1
Wilson	1
TOTALS	177

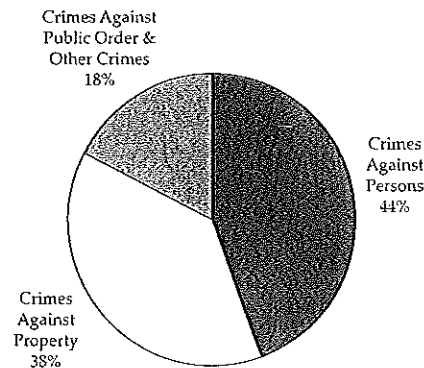
Ethnicity of Juveniles Admitted



Age at Admission



Commitment by Crime



Crimes Against Persons

Felony 31 Misdemeanor 25

Crimes Against Property

Felony 20 Misdemeanor 28

Crimes Against Public Order & Other Crimes

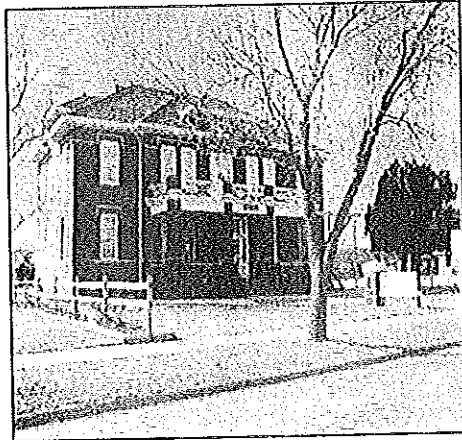
Felony 2 Misdemeanor 20



Leo Herrman
Superintendent

Larned Juvenile Correctional Facility

The Larned Juvenile Correctional Facility is unique in that it shares space along with two other state agencies located three miles west of Larned, Kansas. The facility shares grounds with Larned State Hospital (LSH), a Social & Rehabilitation Services institution, as well as the Larned Correctional Mental Health Facility, which is a Department of Corrections agency. The three state agencies join together, sharing many services and buildings, which provide for a more cost-efficient delivery of services. Interspersed within the Larned State Hospital grounds, the Larned Juvenile Correctional Facility occupies three buildings: Sellers, Allen, and Meyer.

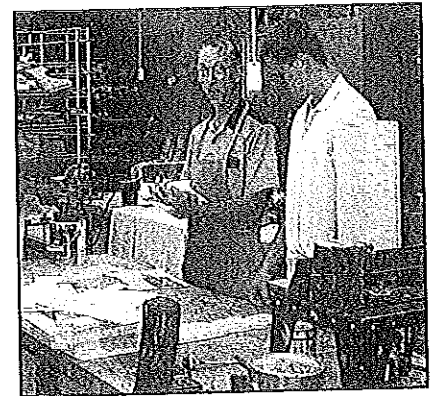


The faculty contains a special behavior unit for offenders committed for violent offenses or who constitute a danger to themselves or others.

Another specialized program is the Residential Substance Abuse Treatment (RSAT) where offenders with a serious offense and chronic substance abuse are treated. Youth are referred from all the other male Juvenile Correctional Facilities for this federally funded program.

The program is designed to accommodate 20 juveniles in a residential setting. Minimum length of stay is 6 months to a maximum of 12 months. The RSAT program functions as a therapeutic community using the EQUIP strategy of Mutual Help groups, Anger Control, Skill Streaming, Moral Reasoning, and Cognitive Behaviors techniques. Mutual Help groups function with the chemical dependency counselor present with his group, from the point at which school starts in the morning to the juveniles bedtime at night.

Another very successful and popular program is Vocational Industries. This is a paid work program, in which offenders can gain work experience while earning a wage for their work. Juveniles work on the Larned State Hospital campus and the program is funded by the hospital's work program, as well as Larned JCF. Monies earned by offenders are used to pay court-ordered restitution, provide for personal needs, and build savings for expenses when the offenders leave the facility. A very important segment of the Vocational Industries program is Productions Unlimited. This is an LJCF-operated company consisting of a workshop, which constructs decorative wood items for the wholesale/retail market. The workshop works in conjunction with the Westside High School on a trainer/trainee program, 95 offenders worked approximately 3,189 hours and produced products valued at \$20,250. The Productions Unlimited program continues to be affiliated with four retail establishments for merchandise outlets. A "Bargain Store" was recently established on the Larned State Hospital grounds to sell merchandise. The craft items usually focus on special events and holidays.

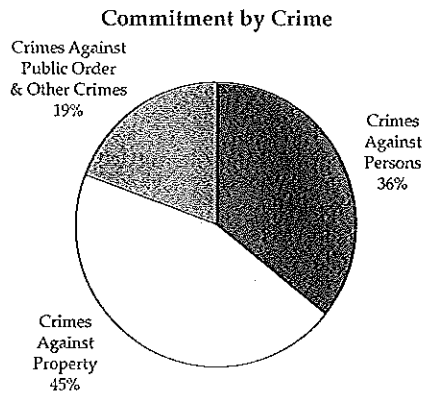
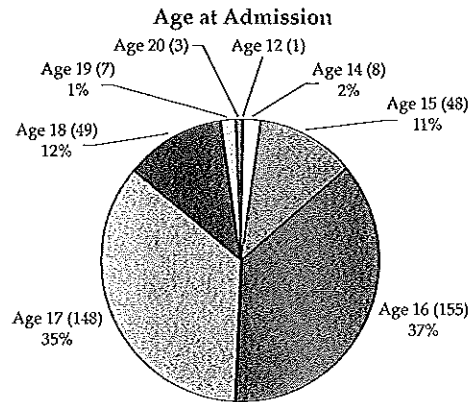
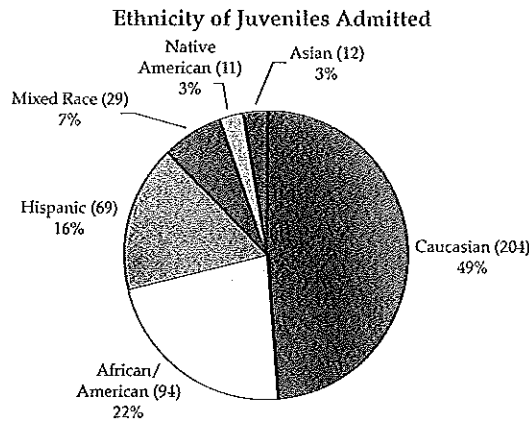


Gaylen Pankratz, vocational instructor, not only teaches juveniles the craft of woodworking, but also models and encourages them to have a good work ethic.

Larned Juvenile Correctional Facility

Admissions for FY 99 by County

County	Total
Sedgwick	162
Reno	29
Finney	21
Wyandotte	21
Butler	20
Ford	19
Saline	14
Johnson	12
Barton	11
Seward	9
Sumner	9
Cowley	8
Harvey	7
Lyon	7
Riley	6
Shawnee	6
Sherman	6
Jackson	4
McPherson	4
Montgomery	4
Geary	3
Rice	3
Allen	2
Chase	2
Ellis	2
Harper	2
Kingman	2
Labette	2
Russell	2
Scott	2
Atchison	1
Chautauqua	1
Cherokee	1
Clay	1
Douglas	1
Graham	1
Grant	1
Greenwood	1
Leavenworth	1
Mitchell	1
Morton	1
Neosho	1
Ottawa	1
Pawnee	1
Pottawatomie	1
Pratt	1
Stafford	1
Stevens	1
TOTALS	419



Crimes Against Persons

Felony	118	Misdemeanor	32
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Crimes Against Property

Felony	137	Misdemeanor	51
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Crimes Against Public Order and Other Crimes

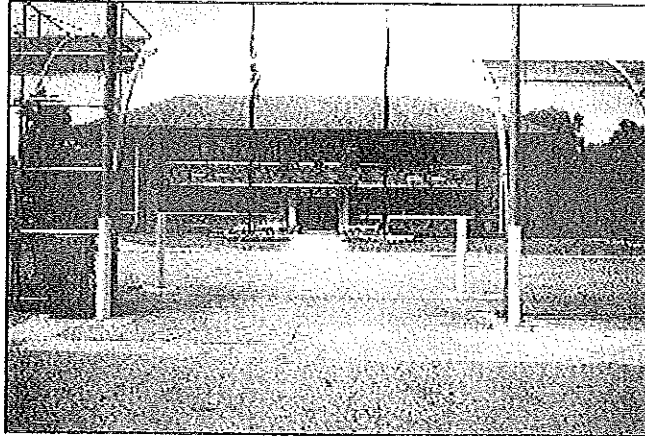
Felony	39	Misdemeanor	42
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James Trast
Superintendent

Topeka Juvenile Correctional Facility

The first institution for juvenile rehabilitation in Kansas, the Topeka Juvenile Correctional Facility was established in 1897 as the State Reform School. The Topeka Juvenile Correctional Facility serves Juvenile Offenders from 15–22.5 years of age. Because of its medium security status and secure perimeter fence the most serious, violent, and disruptive offenders are generally assigned. The facility has a normal capacity of 219 beds and is temporarily operating as a 276-bed facility. Staff and dollars are appropriated to support the 57 new temporary beds. Programming is based on the concept that



carefully maintaining custody of Juvenile Offenders in the facility provides short-term public safety and that long-term public safety requires programming to develop skills, knowledge, and behavior that enable the offender to return to his community prepared to be a productive citizen. During the year 522 admissions were received with an average daily census of 244.

TJCF has successfully established a strong treatment program and enjoys

improved confidence with the Topeka community, JJA, and other partners. There is much yet to accomplish as we strive to build and restructure our work in ways that emphasize the potential of the Juvenile Justice Reform. The concepts of Restorative Justice are broadening justice concerns to include victims and communities as well as continuing to address the offender. Seeking out partners in agencies and communities is essential to making these ideals real as offenders are returned to their communities with the expectation that they be productive citizens. TJCF is taking an active role in the reform of juvenile justice system.

The Juvenile Justice Reform Act of 1996 requires massive change in the operation of TJCF and in the way staff see their role. TJCF is committed to both its short-term and long-term responsibility to the safety of the community, staff, and offenders as the priority responsibility. The change of the relative role of security and program left the programming areas with a need for renewed definition. The next set of internal challenges is to operationalize treatment/rehabilitation within the new public safety environment.

Behavior management, sex offender treatment, drug and alcohol assessments, and education continue as the major program areas. New program developments include the Mental Health Program identifying and addressing the needs of Seriously Emotionally Disturbed offenders, a



Juvenile offenders are expected to complete either a GED or high school credits during their time at a correctional facility.

Random Drug Testing Program to identify offenders that need treatment, and a Community Transition Pilot Program to effectively transition Seriously Emotionally Disturbed offenders back to their community with services. These initiatives reflect an emphasis on assuring programs are based on research and can be monitored for long term outcomes.

TJCF Offenders with Serious Emotional Disturbance (current estimates =100-150) have been identified as offenders needing specialized mental health treatment and transition services when they return to their community. TJCF in partnership with SRS's Forensic Mental Health Service have designed the requirements for the program to provide these services. This is an exciting opportunity to treat at the facility and pilot effective transition of these offenders which TJCF is working hard to make a reality.

New and different partnerships with community agencies are critical to success. Communities represent the future for their offenders. Historical patterns of Topeka Juvenile Correctional Facility taking the lead in and directing aftercare planning are being examined to explore the idea of encouraging and enabling communities to assume the leadership role in aftercare planning with our support. The pilot project on transition of seriously emotionally disturbed offenders with Bert Nash Center in Douglas County to screen their admissions for Serious Emotional Disturbance, provide mental health services, and community transitioning offenders into their Multi Systemic Therapies program represents one initiative to improve transitioning.

The efficient utilization of operations staff to assure essential coverage levels is a challenge that TJCF is addressing through organizational restructuring and by implementing a post assignment schedule which give management more effective control of these critical resources. Better utilization of resources has focused staff resources to priority roles and tasks. Taken together, these two strategies have placed a

high level manager at the facility at all times and has assured specified levels of coverage on the units. This will not solve all coverage issues but it should address many of them and more clearly define others.

Adding 57 temporary beds to the capacity was a challenge. Primary issues generated by high populations have been maintenance of the program structure to provide for orderly and safe operation, program resources, admission assessment, program spaces, schedules, and the pressure of so many people in all of the spaces. The new resources have allowed adequate staffing of units and post coverage of necessary activities. Additions to program services begin in FY 2000.

The number of admissions to TJCF has roughly been increasing by nearly 100 a year for the last few years. Admissions for FY 99 were 522. This admission increase has consumed nearly all of the focus of the clinical staff assuring proper assessment and case planning. Process changes to streamline assessments have been implemented. The facility eagerly anticipates the new Management Information System as further streamlining of the process

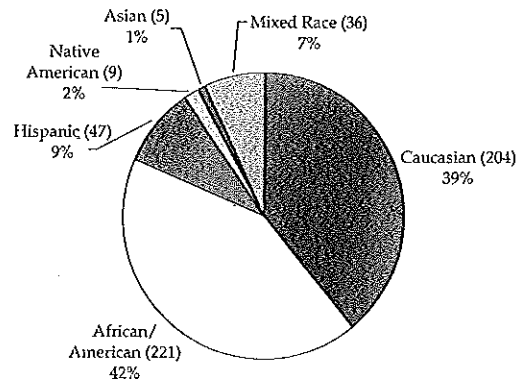
The planned renovation that will construct true medium security beds, a visitor center, and multipurpose program spaces will add greatly to the ability to serve the assigned population. Maintaining facilities while they function in a way for which they were not designed is a daily challenge. The razing of existing out-of-date facilities will also improve the overall ability of TJCF to serve the assigned offenders.

Topeka Juvenile Correctional Facility

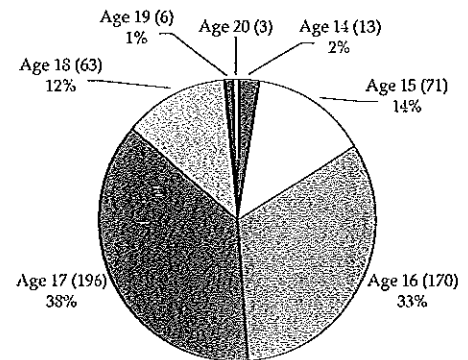
Admissions for FY 99 by County

County	Total
Wyandotte	154
Sedgwick	92
Shawnee	46
Johnson	42
Douglas	16
Leavenworth	15
Riley	15
Montgomery	14
Geary	13
Ford	10
Lyon	10
Cowley	8
Atchison	7
Dickinson	7
Finney	7
Reno	7
Miami	6
Franklin	5
Jackson	5
Pottawatomie	5
Labette	4
Neosho	4
Wabaunsee	4
Butler	3
Allen	2
Bourbon	2
Crawford	2
Harvey	2
Saline	2
Seward	2
Chase	1
Comanche	1
Greenwood	1
Kingman	1
Marion	1
Meade	1
Osage	1
Ottawa	1
Rice	1
Russell	1
Sumner	1
TOTALS	522

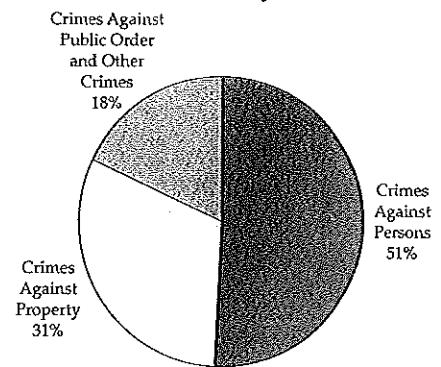
Ethnicity of Juveniles Admitted



Age at Admission



Commitment by Crime



Crimes Against Persons	
Felony	214
Misdemeanor	51
Crimes Against Property	
Felony	121
Misdemeanor	42
Crimes Against Public Order and Other Crimes	
Felony	50
Misdemeanor	44

Research and Prevention Division

Office of Juvenile Justice and Delinquency Prevention (OJJDP) Unit

The OJJDP unit is responsible for all aspects and functions of the Juvenile Justice and Delinquency Prevention Act including the administration of Formula Grant, Prevention Grant and Challenge Grant funds. The unit staffs the Kansas Advisory Group on Juvenile Justice and Delinquency Prevention (KAG) which administers most federal grant programs for juvenile offenders.

Federal Grants

Funding is available to promote projects that provide prevention, and intervention services for diversion, and intervention services for youth that are at high risk of entering the juvenile system, as well as youth that are already in the system.

To receive federal funding available from OJJDP, states must submit an application. The State of Kansas applies for funding through Title II Formula, Title II Formula Supplemental, Title II Formula Challenge Activities, Title V Formula, and the Juvenile Accountability Incentive Block Grant (JAIBG). Formula grants allocations depend upon the appropriation by the U.S. Congress.

The purpose of the Title II Formula grant program is to promote improvements in the juvenile justice system and community based strategies for the reduction of juvenile delinquency and related problems. Priorities for programs and services during the funding cycle fall under four categories:

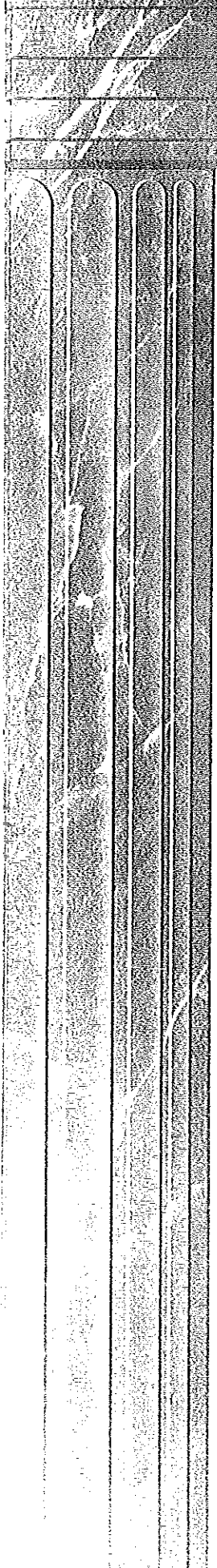
- Disproportionate Minority Confinement
- Alternatives to Incarceration/Detention
- Delinquency Prevention
- System Improvement

The Title II—Part E State Challenge program provides incentives to develop, adopt, and improve policies and programs in one or more of the ten specified challenge activities. The KAG selected the challenge activities of Deinstitutionalization of Status Offenders and Alternatives to Incarceration. In FY 1999 \$107,105 was awarded to 14 grant recipients.

Title II—Native American Pass Through—Congress requires that a portion of each state's formula grant fund programs of Indian tribes performing law enforcement functions. The KAG allocated approximately \$9,650 above the mandatory pass-through to assist Indian tribes to respond to and prevent delinquency on the state's reservations.

Title V grants were created to focus on reducing risks and enhancing protective factors to prevent youth from entering the juvenile justice system. Funds are intended for local governments to support the state's three-year community plan to address prevention and delinquency. In FY 1999 the KAG awarded \$186,000 to seven entities.

The Kansas Advisory Group (KAG), as the gubernatorially appointed entity that distributes OJJDP funds and advises the governor on juvenile justice issues, has played an active role in juvenile justice in Kansas. The KAG helps maintain Kansas' compliance with the core requirements of the OJJDP in order to ensure Kansas' continued receipt of OJJDP funds and technical assistance. The active support of the KAG in state juvenile justice initiatives has assured the distribution of funds to programs and efforts that support and enhance Juvenile Justice Reform. The activities of the KAG have created a partnership between state and federal initiatives that helps maximize the support and resources available to Kansas through its participation in the OJJDP.



Highlights: During FY 1999,
The Kansas Advisory Group:

- Awarded more than \$568,738.25 in federal formula grant dollars to programs throughout the state, which provided services to approximately 6,004 youth.
- Partnered with the governor's office, JJA and other state agencies to bring Robin Karr-Morse, the author of *Ghosts from the Nursery*, to Kansas to discuss prevention in early childhood.
- Developed a Compliance Committee to research and develop a state plan to meet the requirements of Disproportionate Minority Confinement.
- Co-sponsored with the Koch Crime Institute a conference on Focus on the Prevention of Youth Violence, Gangs, and Cults.
- Provided training on Deinstitutionalization of Status Offenders.
- Co-sponsored the Promising Approaches Workshop with the JJA. The conference focused on the success of the community planning teams and highlighted Blueprints for Violence Prevention programs from the Center for the Study and Prevention of Violence.
- Visited the Washington offices of the State's U.S. Congressmen and Senators to discuss the impending legislation that relates to juvenile justice issues.

The Juvenile Accountability Incentive Block Grant (JAIBG) program was designed to assist states and communities to respond to the effects of juvenile crime committed by serious, violent and chronic juvenile offenders. By formula, 75 percent, or \$2.1 million, of the annual grant went to local cities and counties. The remainder, \$700,000, was used to fund two school resource counselors, three intake/assessment case managers, the first annual Governor's Conference on Juvenile Justice to be held in May 2000, and to complete a comprehensive revision of the training curriculum for the state's four juvenile correctional facilities.

State Grants

State funding is available through the Juvenile Detention Facility Fund and the Juvenile Delinquency Prevention Trust Fund (formerly the Kansas Endowment for Youth Trust Fund). Money in these funds is a combination of funds appropriated by the legislature, district court clerk fees, and the State Gaming Revenues Fund.

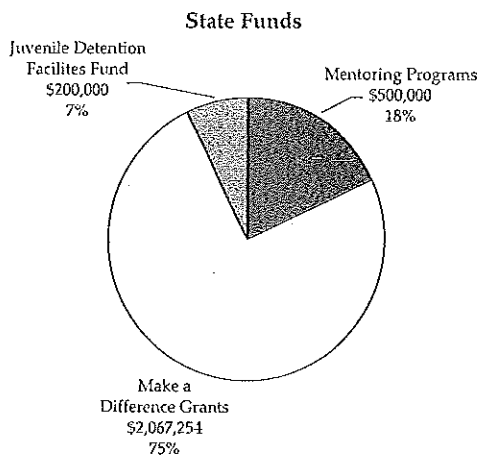
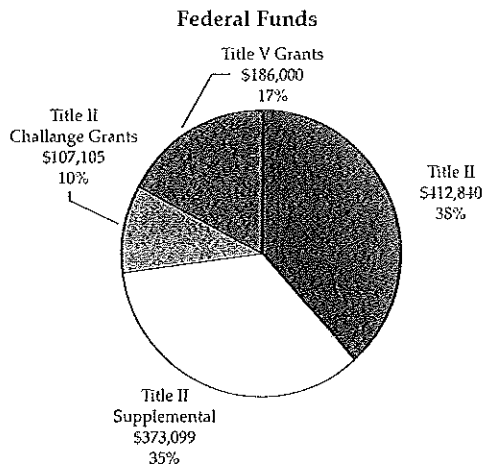
The Juvenile Detention Facility Fund (JDFF) pays debt service on regional detention center construction bonds, per diem payments to detention centers, and discretionary grants to detention centers. The JJA administers the discretionary portion of this fund, with the advice of the KAG. Grants were sent to all juvenile detention centers for operations and programming.

The Kansas Endowment for Youth (KEY) is administered by the Kansas Youth Authority (KYA) for the purpose of encouraging communities to implement innovative prevention and early intervention programs. During FY 1999 the KYA utilized the KEY fund for the "Make a Difference" grant program, development of a prevention "tool kit" (a resource kit that communities can utilize to quickly implement prevention programs), and initiation of a mentoring program through Big Brothers/Big Sisters of Wichita and YouthFriends. The legislature sunsetted the KYA on June 30, 1999; its duties will be assumed by the KAG.

Grants Awarded July 1, 1998–June 30, 1999

More than four million dollars in grants were awarded to local entities between July 1, 1998 and June 30, 1999 (FY99).

A breakdown is as follows:



Juvenile Accountability Incentive Block Grant \$234,867

Kansas Youth Authority Grants

The Kansas Youth Authority awarded \$250,000 grants each from the Kansas Endowment for Youth funds for mentoring initiatives in a cooperative request from the Big Brothers/Big Sisters of Wichita, the Southeast Educational Cooperative at Greenbush and YouthFriends.

The Kansas Youth Authority also awarded \$1.8 million in Kansas Endowment for Youth grants to 11 recipients of the Make A Difference Grant awards.

The Kansas Youth Authority approved funds to purchase 34 sets of the Blueprint for Violence Prevention for each community planning team and program consultant.

Title V Prevention Grants

In January 1999, the JJA announced the award of Title V Prevention grants. The following awards were made:

- Southeast Kansas Educational Foundation-Communities That Care Prevention Project Awarded \$41,530
- Unified Government of Wyandotte County-HECHO Awarded \$30,000
- City of Lawrence-Suspension Intervention Project Awarded \$40,899
- Atchison County Attorney's Office Awarded \$13,590
- Douglas County Citizen Review Board-JOCR (Juvenile Offender Citizen Review Board) Awarded \$10,460
- Unified Government of Wyandotte County-Associated Youth Services-Real video Peer Productions Awarded \$20,102
- Unified Government of Wyandotte County-The Right Track, Awarded \$29,419

Innovative Local Law Enforcement Community Policing Grants

ILLECP are for youth-focused, neighborhood-based, innovative local law enforcement and community policing programs, he explained. Community policing is a practice that fosters positive relationships between the police and citizens by involving the community in better crime control and prevention. It invites citizens to assume greater responsibility, contributing individually and collectively to public safety. The following grants were made in March 1998:

- Geary County Board of Commissioners-Better Living Project *Awarded \$73,066*
- Cherokee County-Community-wide Resource Officer *Awarded \$63,535*
- Shawnee County Council of Camp Fire, Inc.—Count on Me Kids *Awarded \$21,208*
- Garden City Police Department-Middle School Resource Officer *Awarded \$76,290*
- Lane Recreation Club-Lane Juvenile Improvement Project, Franklin County *Awarded \$25,000*
- Kaw Valley Center-Juvenile Intake and Assessment Community Policing Project *Awarded \$30,000*
- Butler County District Court-Volunteers in Probation *Awarded \$30,700*
- Phillips County Concerned Youth Program-Court Compliance Program *Awarded \$37,400*
- Bel Aire Police Department-Bel Aire Police Department Youth Athletic Program *Awarded \$15,900*

Juvenile Detention Facilities Fund

The Juvenile Justice Authority announced the award of \$200,000 from the Juvenile Detention Facilities Fund in February 1998. State law requires that the fund be spent by detention centers on construction, renovation, remodeling, or operations costs. Each juvenile detention facility received an allocation that was equal to its percentage of the state's licensed detention facility beds. Awards were as follows:

- Johnson County Juvenile Hall, Olathe, *\$39,886*
- Wyandotte County Juvenile Detention Center, Kansas City, *\$27,350*
- Saline County Juvenile Center, Salina, *\$5,698*
- Shawnee County Juvenile Detention Center, Topeka, *\$43,305*
- Sedgwick County Juvenile Detention Facility, Wichita, *\$18,803*
- Reno County Juvenile Detention Center, Hutchinson, *\$6,838*
- Greater Western Kansas Regional Juvenile Detention Center, Wakeeney, *\$7,407*
- North Central Kansas Regional Juvenile Detention Center, Junction City, *\$9,117*
- Southeast Kansas Regional Juvenile Detention Center, Girard, *\$9,117*
- Southwest Regional Juvenile Detention Center, Garden City, *\$15,954*
- Northeast Kansas Regional Juvenile Detention Center, Lawrence, *\$9,117*
- Leavenworth County Juvenile Detention Center, Leavenworth, *\$3,418*
- Franklin County Juvenile Detention Center, Ottawa, *\$3,989*

Juvenile Accountability Incentive Block Grant

These awards were made in March 1999:

- City of Atchison Juvenile Accountability/Responsibility Program \$10,381
- Juvenile Intake & Assessment Conditional Release Accountability Program \$35,203
- 2nd Judicial District Clerk of the District Court—Jackson County \$20,763
- 3rd Judicial District Juvenile Crime Enforcement Coalition Topeka/Shawnee Co. Juvenile Accountability Project \$238,228
- 4th Judicial District Community Service Program \$26,830
- 5th Judicial District Night Light Program \$26,116
- 6th Judicial District Bourbon/Linn/Miami Community Corrections \$22,677
- 7th Judicial District The Shelter, Inc.—First Offender Program \$57,850
- 8th Judicial District Community Service Work Program \$24,527
- City of Junction City \$22,404
- 9th Judicial District—Harvey/McPherson Co. Community Corrections Management Information System \$26,870
- Johnson Co. Regional Crime Enforcement Coalition Johnson Co./Olathe/Lenexa/Mission/Leawood/Overland Park/Shawnee/Merriam/Prairie Village \$325,991
- 11th Judicial District Cherokee/Crawford/Labette Counties \$41,865
- 12th Judicial District Community Planning Team Juvenile Accountability Project \$15,996
- 13th Judicial District Community Planning Team Juvenile Detention Facility Needs Assessment \$28,067
- 14th Judicial District—Prosecutorial Integration Plan Family & Children Service Center \$29,450
- 15th/17th/23rd Judicial District \$44,691
- Community Planning Program 16th Judicial District—Gray County \$35,437
- 18th Judicial District—Sedgwick County Commissioners Juvenile Information Sharing System \$462,919
- 19th Judicial District Community Planning Team Juvenile Corrections Program \$13,894
- 20th Judicial District Teen Court \$35,192
- 21st Judicial District—Riley Co. Community Corrections Weekend Surveillance Project \$23,179
- 22nd Judicial District—Brown Co. Clerk's Office Juvenile Accountability Project (JAP) \$17,216
- 24th Judicial District Community Planning Team \$11,401
- 25th Judicial District Juvenile Intake & Assessment \$43,848
- 26th Judicial District \$18,347
- Liberal Juvenile Crime Enforcement Coalition \$11,341
- 27th Judicial District Community Planning Team Reduce Juvenile Delinquency \$59,482
- 28th Judicial District Saline County Administration Office \$32,637
- 29th Judicial District—Unified Gov. of Wyandotte Co. Kansas City Kansas Gang Analysis & Sanction Program \$294,869
- Bonner Springs Police Department Active Round Up \$5,081
- 30th Juvenile District Services \$29,270
- 31st Judicial District, Allen County Treasury—Testing Project \$21,776

Information Technology Unit

The task of the Information Technology Unit is to develop and implement the Juvenile Justice Information System (JJIS), as required by the Juvenile Justice Reform Act to collect and provide complete, accurate, and timely information on the juvenile justice system.

Data are to be collected in support of the effective decision making about and treatment of juvenile offenders in order to reduce recidivism and improve public safety.

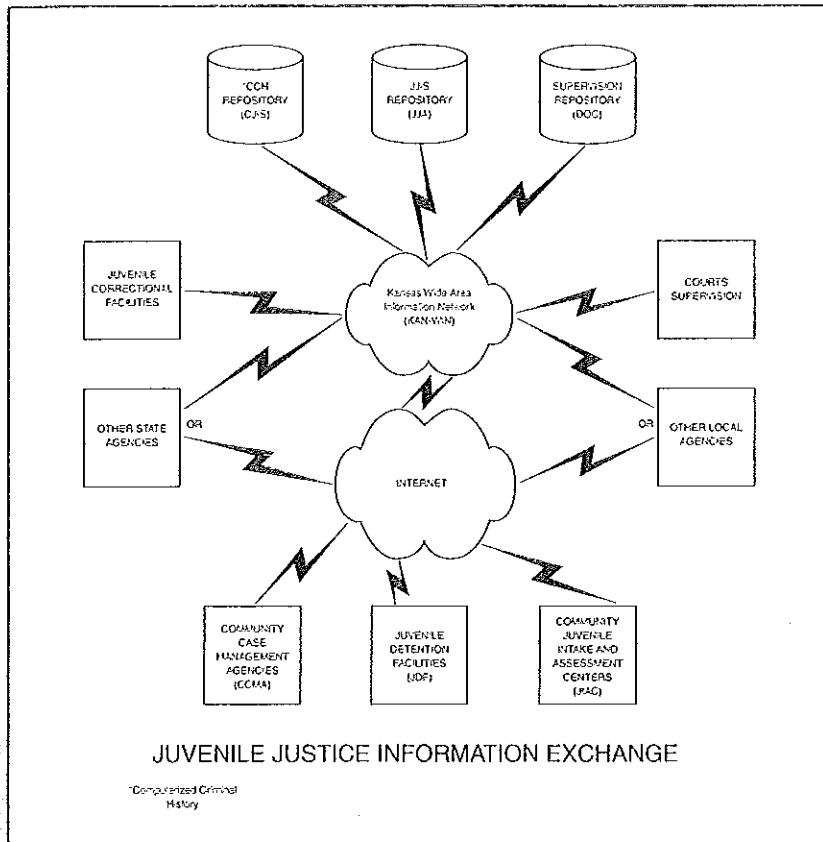
The goal for the JJIS is to create the information system which will provide juvenile information collected through regional intake and assessment centers, community case management agencies, juvenile correctional facilities, and correctional and program events of other pertinent state and local agencies. The JJIS will serve as a central source for most juvenile justice information within the state.

The JJIS project made the following progress during FY 1999:

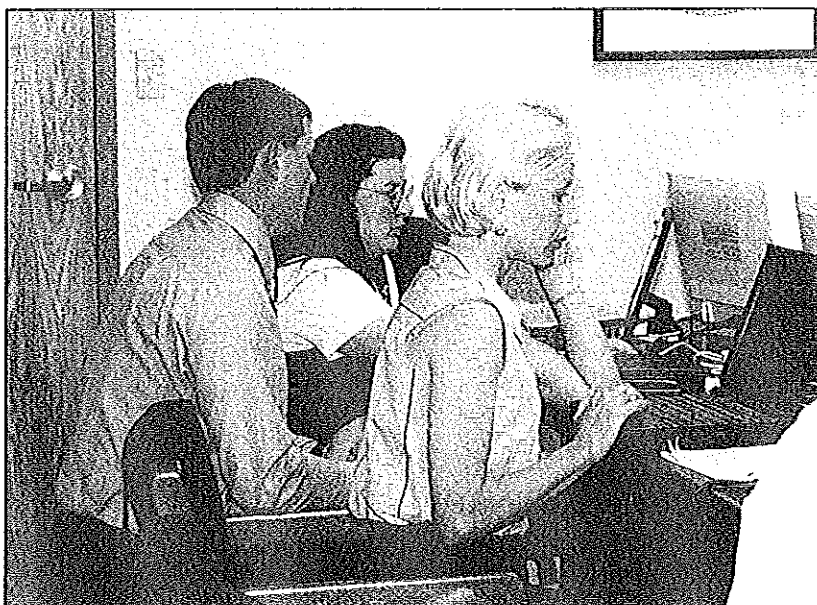
- July 8, 1998. Bids for the development of the JJIS software closed.
- July 1998. The request for proposal (RFP) for business process reengineering, performance measures and quality assurance was issued.
- September, 1998. The state selected Business Software and Equipment, Inc. (BSE) of Overland Park, Kansas, as the vendor to develop the JJIS software components.
- September 1998. MTG Management Consultants (MTG) was selected as the vendor to perform the business process reengineering, performance measures, and quality assurance on the JJIS project.
- October 1998. Contract with BSE signed. BSE initiated the analysis phase of the JJIS development.
- October 1998. A management team was created to direct the development of the system. The team meets monthly to review progress and discuss direction for the next month.
- October 1998. MTG Management Consultants initiated the business process reengineering and performance measurement segment of the JJIS development.
- February 1999. Technology grant announcements were issued to juvenile detention centers and community case management agencies, soliciting applications for grants to install or upgrade equipment to connect to the JJIS repository.
- February 1999. Initial analysis was completed. Five major software applications will be developed under the JJIS software umbrella:
 - the JJIS central repository and juvenile information folder,
 - juvenile correctional facility software,
 - juvenile intake and assessment management system,
 - community case management system, and
 - juvenile detention facilities software.
- February 1999. A design team was created for the development of the Juvenile Correctional Facility software.
- March 1999. Prototype development of the JJIS repository was initiated. A software design team was created to provide direction to the development of the JJIS repository components.
- April 1999. The initial version of the juvenile intake and assessment software was deployed.
- April 1999. MTG issued its quarterly Quality Assurance report.
- June 1999. BSE delivered the prototype repository juvenile information folder (JIF) software. (The beta version of the repository is scheduled to be delivered in August 1999.)

- June 1999. JJA issued twenty grants to local agencies. JJA also funded computer purchases for juvenile intake and assessment centers in all judicial districts in the State.
- June 1999. MTG completed the workflow analysis and performance measures analysis and delivered final documents.

The diagram below presents the conceptual scheme of the Juvenile Justice Information System.



JJIS users will access the repository through either the state's KanWin telecommunications network, or through the internet. Users will have to pass strict security provisions, which are compliant with the standards of the Criminal Justice Information System in order to gain access. The system will provide for interfaces with other systems with whom information is to be shared.



Peggy Pratt, Juvenile Services Director for Northwest Kansas Juvenile Services tries out a prototype of software for tracking juvenile offenders in communities.

Research Unit

The research unit of the Research and Prevention Division works to collect data and perform analysis as a support function to all areas of the agency. The unit works to identify research-based programs across the country that are proven to work on delinquency and then share these programs with agencies seeking to improve effectiveness of their programming. In addition, research is conducted on programs implemented in Kansas for the purpose of investigating their success on a scientific basis.

The research unit of the division is working to accomplish the following objectives:

- Survey literature and conduct research on existing programs to evaluate effectiveness in reducing delinquency and recidivism.
- Encourage agencies at the state and local levels to operate programs that are research-based.
- Utilize available training and technology opportunities to maintain research staff expertise.
- Gather data from the juvenile correctional facilities for reporting, to project needs, and improve the system.

Research is conducted and identified for the purpose of identifying correctional and prevention programs that work. In FY 1999 the research unit formed a collaboration with the Hugo Wall School of Criminal Justice at Wichita State University and was awarded a \$40,920 grant through the Kansas Statistical Analysis Center to study detention practices in the state.

The initial study is expected to be completed in FY 2000 year with the possibility of follow-up studies in coming years. Such collaborations strengthen the research capability of the Juvenile Justice Authority. The agency also maintains working relationships with Kansas State University, the University of Kansas, and Washburn University.



Music therapy provides a positive form of expression for juvenile offenders who are learning healthy behavior in their correctional program.

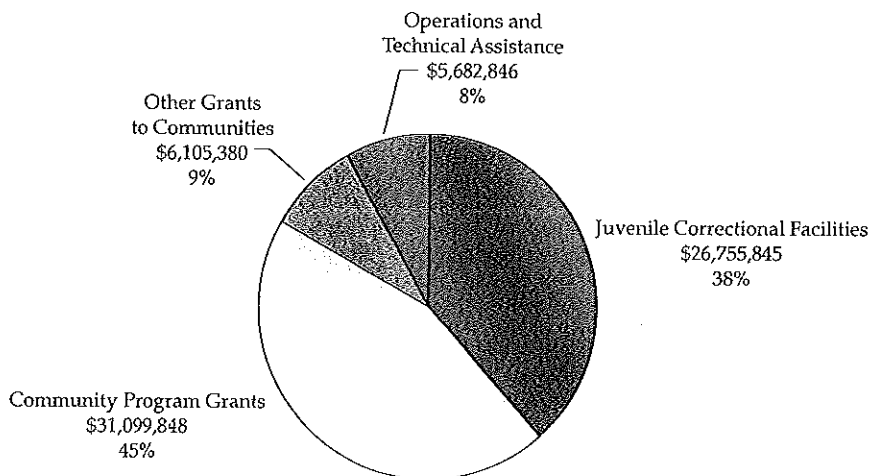
Annual Report FY 1999 Budget Summary

In FY 1999, the Juvenile Justice Authority spent a systemwide total of \$69,643,919 which includes \$54,659,033 from the State General Fund. The total includes central office programs and the juvenile correctional facilities at Atchison, Beloit, Larned and Topeka. The combined expenditures of the four facilities totaled \$26,755,845 including \$24,578,374 from the State General Fund. While most of the funding for the facilities financed staffing costs, a total of \$1,167,698 from the State Institutions Building Fund was spent for rehabilitation and repair of the physical plant of the facilities. Financing for 598 full time equivalent (FTE) positions and 14 unclassified temporary positions were included, or a total of 612 positions. The vast majority of these positions are included in the juvenile correctional facility budgets.

Central office program expenditures totaled \$42,888,074 from all funding sources, including \$30,080,659 from the State General Fund. Eighty-six percent of these expenditures, or \$37,205,228 were for aid to local units of government. This included \$27,086,440 from the State General Fund. Other grant funding sources included federal Juvenile Justice and Delin-

quency Prevention grants; Kansas Endowment for Youth; federal Title IV-E foster care funds; Juvenile Detention Facilities Fund (JDFF) monies; and Juvenile Accountability Incentive Block grant funds. An additional \$644,432 from the JDFF was spent on annual payments to retire the debt issued by the state to build regional detention centers. The remaining central office program expenditures included juvenile justice information system project costs; technical assistance costs; community planning and facilities master plan expenditures; and general operating costs, including salaries and wages.

The largest component of these local grant expenditures included funding to finance community corrections and intermediate sanctions programs designed to deal with the segment of the juvenile offender population that were not placed in a juvenile correctional facility. This includes expenditures for intake and assessment services (\$4.7 million), juvenile intensive supervision (\$4.2 million), community case management (\$4.6 million), and the purchase of residential placement and treatment services for in-home and out-of-home offenders (\$15.7 million).



Building for the future: What's ahead for JJA

In addition to the building of the management information system that will link together community entities and JJA, the agency will continue to expand community based placement options for juvenile offenders. These two projects will be at the forefront of the agency's business for the next several years.

In addition to these important projects, one of the top priorities for the JJA is moving forward with the construction of a proposed 225-bed combined maximum-security/ classification and diagnostic center/infirmiry. The center will include 150 maximum-security level beds for males, 60 maximum-security level classification and diagnostic beds for male and female offenders and 15 infirmiry beds. The classification and diagnostic center will receive all juvenile offenders who have been committed by the courts to be placed in the appropriate juvenile correctional facility. Offenders will be held in the center for 14 to 21 days and will receive a security level designation based upon an established set of criteria.

In addition, juvenile offenders will receive a social assessment and evaluation to determine program and treatment needs. The maximum-security facility will receive offenders from the classification center and the four other facilities who are classified as "violent" based upon an established set of criteria. The infirmiry will be used to provide appropriate medical treatment to offenders who have medical problems that require close observation and specialized treatment including pregnant females who are in their third trimester of pregnancy. The total construction cost for this facility is estimated to be \$38.3 million.

Another of the agency's top priorities is to build a replacement 120-bed medium-security facility for males at Larned. This will replace existing buildings now used by JJA that are a part of

the Larned State Hospital property. Ninety (90) beds will be designated for alcohol and substance abuse treatment and 30 beds will be designated for mental health treatment. The total construction cost for this facility is estimated to be \$27.1 million.

Planned renovation at the Topeka Juvenile Correctional Facility includes replacing the four older living units located near the front of the facility. Included are Arapaho, Cheyenne, Chippewa and Jayhawk living units, located in two separate buildings. The two buildings will be demolished and replaced by two new 30-bed living pods that will contain two 15-bed living units each for a total of 60 beds. In addition, this construction project will include the replacement of visitation and program space that is currently located on the top floors of the two buildings that will be demolished. The total construction cost for this renovation project is estimated to be \$7.5 million.

The planned renovation at the Beloit Juvenile Correctional Facility includes "hardening" 18 rooms in the Morningview living unit to maximum-security level. The rooms will be used to program female offenders who have been classified as "violent" based upon an established set of criteria. The total cost for this renovation project is estimated to be \$580,000.

Placement Matrix

A new placement matrix for sentencing juvenile offenders went into effect July 1, 1999 and is expected to make a marked difference in the population within the juvenile correctional facilities. The placement matrix will be used by judges to determine terms of incarceration and aftercare for juvenile offenders sentenced to a juvenile correctional facility. The placement matrix applies only to juveniles whose crimes were committed on or after July 1, 1999.

Placement Matrix for Juvenile Offenders

<i>Offender Type</i>	<i>Offense Level</i>	<i>Length of Stay</i>	<i>The aftercare Term</i>
<i>Violent I</i>	Off-grid	60 mo.-22 1/2 years of age	6 mo.-23 years of age
<i>Violent II</i>	1-3 Person felony	24 mo.-22 1/2 years of age	6 mo.-23 years of age
<i>Serious I</i>	4-6 Person OR 1-2 Drug felony	18-36 mo.	6-24 mo.
<i>Serious II</i>	7-10 person felony + 1 prior felony conviction	9-18 mo.	6-24 mo.
<i>Chronic I Chronic Felon</i>	present non-person felony or level 3 drug felony + 2 prior felony convictions	6-18 mo.	6-12 mo.
<i>Chronic II— Escalating Felon</i>	present felony OR level 3 drug + 2 prior misde- meanor convic- tions OR level 4 drub convictions	6-18 mo.	6-12 mo.
<i>Chronic III— Escalating Misdemeanant</i>	present misde- meanor OR level 4 drug felony + 2 prior misde- meanor or level 4 drug convictions + 2 placement fail- ures + exhaustion of community placements finding	3-6 mo.	3-6 mo.
<i>Conditional Release Violator</i>	All	3-6 mo.	2-6 mo.

As part of enhanced accountability under the Juvenile Justice Reform Act, the sentencing matrix calls for juveniles who commit violent acts to be incarcerated—regardless of whether they have prior records. Some examples of types of offenses include (but are not limited to):

Violent I: examples = first degree murder

Violent II: examples = second degree murder, rape, aggravated kidnapping, voluntary manslaughter, aggravated indecent liberties, aggravated sodomy

Serious I: examples = manufacturing drugs, possession of drugs within 1,000 feet of a school, robbery, crimes showing great bodily harm, aggravated assault on a law enforcement officer

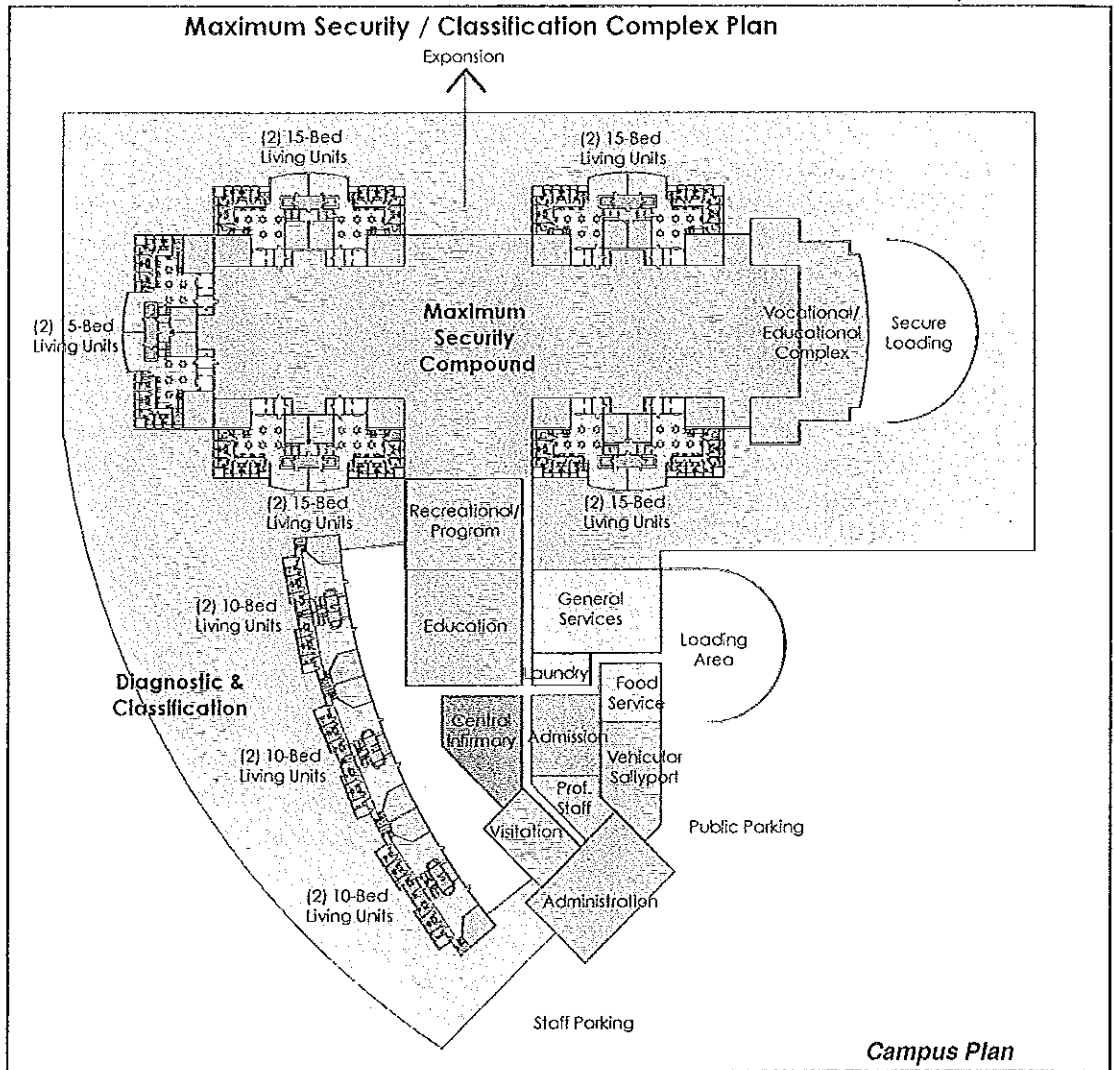
The following classifications require some type of specific prior record:

Serious II: examples = residential burglary

Chronic I (Chronic Felon): example = nonresidential burglary

Chronic II (Escalating Felon): example = sale of cocaine

Chronic III (Escalating Misdemeanor): example = sale of marijuana, possession of cocaine, or a misdemeanor battery



A draft plan of the proposed maximum security/diagnostic and classification center, which will be built in Topeka.

Glossary

Adjudicated juvenile offender: a juvenile with respect to whom the juvenile court/judge has determined that such juvenile has committed a criminal-type or status offense.

Adult jail: a locked facility, administered by state, county, of local law enforcement and correctional agencies, the purpose of which is to detain adults charged with violating criminal law, pending trial. Also those facilities used to hold convicted adult criminal offenders sentenced for less than one year.

Aftercare: a cohesive set of support services designed to provide assistance to the youth returning to their community and/or to a new living situation following their release or completion from a secure or nonsecure program, residential placement or treatment program. Services are designed to assist the youth in making a successful transition.

Case Management: a system of services that include steps such as referral, assessment, intervention, problem solving, evaluation and follow-up.

Community-based: a facility, program, or service located near the juvenile's home or family usually a group home or other suitable place. Also programs of community supervision and service that maintain community and consumer participation in the planning operation, and evaluation of their programs.

Compliance: rules regarding Office of Juvenile Justice and Delinquency Prevention mandates.

Custody: juvenile is ordered to stay on the scene, in the car, or in the department facility pending further processing, questioning, or pickup; the juvenile is not free to leave.

Diversion: program or activity designed to intervene before the juvenile has been formally adjudicated to deter them from having to be formally adjudicated.

Facility: a place, institution, building or part thereof, set or buildings or an area that is used

for the lawful custody and treatment of juveniles and may be owned and/or operated by public and private agencies.

Formula Grants: grant awards by Office of Juvenile Justice and Delinquency Prevention to states to meet Office of Juvenile Justice and Delinquency Prevention mandates and improve juvenile justice systems.

Juvenile Delinquency Program: any program or activity related to juvenile delinquency prevention, control, diversion, treatment, rehabilitation, planning, education, training, and research.

Juvenile Offender: an individual subject to exercise of juvenile court jurisdiction for purposes of adjudication and treatment based on age and offense limitations by defined as state law.

Private Agency: a non-profit agency or organization that provides services to juvenile offenders within an identifiable unit or a combination of units of general local government.

Public Agency: any state, unit of local government, combination of such states or units, or any department, agency, or instrumentality of any of the foregoing.

Secure correctional facility: any public or private residential facility that (A) includes construction fixtures designed to physically restrict the movements and activities of juveniles or other individuals held in lawful custody in such facility; and (B) is used for the placement, after adjudication and disposition, of any juvenile who has been adjudicated as having committed an offense, any non offender, or any other individual convicted of a criminal offense.

Treatment: Includes, but is not limited to, medical, educational, special education, social, psychological, and vocational services, corrective and preventive guidance and training, and other rehabilitative services designed to protect the public.