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Terri Williams, Acting Commissioner

Juvenile Justice Authority

Sam Brownback, Governor

DATE: November 29, 2012

TO: Joint Committee on Corrections and Juvenile Justice

FROM: Terri Williams, Acting Commissioner  
Juvenile Justice Authority *TW*

RE: Written Testimony, Performance Audit  
Juvenile Justice Authority: Evaluating the Kansas Juvenile Correctional Complex, Part 2  
and Follow-up to Questions from 11/9/12 Hearing

My name is Terri Williams and I am the Acting Commissioner of the Juvenile Justice Authority (JJA). I am here to provide testimony on the findings of the Legislative Post Audit (LPA) entitled: *Juvenile Justice Authority: Evaluating Safety and Program Issues at the Kansas Juvenile Correctional Complex, Part 2*. This administration is committed to public safety initiatives, of which effective programs is part.

JJA has committed to implement all of the LPA's recommendations, and has made some progress towards that end that I will report on today. It should be noted that our implementation planning process is including not only the programs of KJCC, but also for the Larned Juvenile Correctional Facility (LJCF). We are working towards a more systemic agency-wide approach to the issues highlighted in the LPA report and not just limit the efforts to KJCC programs.

Many of these achievements were reported to the Legislative Post Audit Committee on 7/14/12, but I will also report on some additional progress over the last two weeks.

Recommendations for Educational Programs at KJCC

**Technical Education and Job Study**

JJA acknowledges that there has been a long-standing issue with the lack of a comprehensive, formal plan regarding technical education and work study programs at KJCC. JJA will develop and implement a plan regarding technical education and work study as outlined in the LPA recommendations.

Recent efforts have been made to expand the technical education opportunities for juvenile offenders. Specifically:

- JJA, KJCC and Lawrence Gardner High School have entered into a partnership with Fort Scott Community College to offer a Water Technologies curriculum on the campus of the KJCC. The partnership will:
  - Offer Water Technologies training to 24 KJCC students every six months over 2 year period
  - Be offered to both male and female residents and is free of charge

- Be a blend of technical water training and water conservation learning projects, designed to encourage participants to further their education and become water operators throughout the state of Kansas
- Provide an opportunity to earn college credit hours

Currently, Fort Scott and JJA staff members are conducting interviews for the Fort Scott program staff and making arrangements for the required training for these individuals. It is projected that the staff will be on-site 1/7/13 and the first class is slated to begin on 1/14/13. During the month of December, presentations will be made to the youth (both male and female) about the program and the criteria for program placement. This will allow for the youth to learn about the program, ask questions, and learn about how to apply for the opportunity.

The grant application for this program included some collection of data on recidivism impact and staff will be working with Fort Scott on how best to collect and report that data.

In addition to that partnership, Lawrence Gardner High School has:

- Established a project with Westar Energy to grow milkweed plants,
- Established a project with a battery company in western Kansas to cut and package particle board, and
- Coordinated a career day in May 2012 with Westar Energy at KJCC which included some experiential learning opportunities.

As part of the initial development of a more formalized, agency comprehensive plan:

- ✓ We have established an LPA Implementation Team (part 2) who will be responsible for drafting the initial plan to submit to the Acting JJA Commissioner.
- ✓ KJCC officials have held a preliminary meeting with Lawrence Gardner High School (LGHS) officials regarding recommendations on how improve the technical education and work study programs.
- ✓ Examples of the portfolio that is provided to the youth at release (outlining all the coursework completed by the youth as well as WorkKeys Skill reports, certificates of completion and resumes) are being evaluated as part of the planning process.
- ✓ JJA officials have reached out to officials from the Department of Commerce to discuss the development of a list of high-demand jobs in Kansas that do not exclude the juvenile offender population from consideration.
- ✓ JJA officials have received information from the Department of Commerce on some of the vocational certification programs in place in other correctional settings across the state to consider as part of the comprehensive plan development/recommendations.
- ✓ The Acting JJA Commissioner solicited feedback from her counterparts in the Council of Juvenile Correctional Administrators' Midwestern region on the types of programs they offer in their state correctional facilities' educational and vocational programs.

The information gleaned from these exchanges (and others like them) will be considered during the JJA plan development.

In addition, Department of Commerce staff members met with KJCC and LGHS staff to discuss strategic planning for building relationships, training of staff and providing transitional services for youth (both male and female) leaving KJCC. As a result, the Department of Commerce is scheduled to conduct training with JJA and LGHS at KJCC on December 18<sup>th</sup> and 19<sup>th</sup> on the workforce centers, bonding, and how to best connect youth with those resources upon release.

The Department of Commerce will be coming to the facility on a quarterly basis to meet with youth scheduled to be released in the upcoming quarter to help further educate the youth on the available resources.

The Department of Commerce is also working in conjunction with JJA to schedule meeting with our community partners on how to extend the strategic planning process for continuation of services and training for community staff. This will further enhance communication among all agencies and to help ensure that the youth are provided with consistent information throughout the system.

Lastly, JJA staff has met with Kansas Department of Corrections staff regarding the Offender Workforce Development Specialist (OWDS) Training. We currently have only 1 staff member at KJCC and 2 at LJCF who are OWDS trained. We have been advised that they will have another training class in the Spring of 2013 and we will be allowed to send staff to that so they can become certified.

#### **Post-Secondary Programs**

JJA acknowledges that postsecondary programs have been offered at KJCC only sporadically since the fall of 2008. We recognize the need for, and will develop a plan to, address the issues of postsecondary programs, including input from officials with other juvenile correctional institutions and relevant state agencies.

KJCC officials have held preliminary meetings with Lawrence Gardner High School officials regarding recommendations on how to improve the availability of postsecondary programs at KJCC and we will continue these discussions to help finalize our agency plan. This will include investigating grants or funding sources available that may exist to help offenders with tuition costs, including funds via SB155.

In late August 2012, representatives from the Kansas Board of Regents and the Kansas Department of Education gave a presentation on SB155 (Career and Technical Education Bill) at KJCC. JJA will continue dialogue with both agencies on how to access funds to help with tuition costs.

The LGHS has met with Washburn Technical Institute on providing Certified Production Technology classes, which are slated to include: Safety in Manufacturing Production, Quality Practices and Measurement, Manufacturing Processes and Productions and Maintenance Training. Additional meetings will be held (and include KJCC/JJA staff) to coordinate logistics for adding these opportunities (for both male and female youth) as well as the possibility of other coursework offerings.

Lawrence Gardner High School staff members met with a representative of Washburn Technical Institute on November 9, 2012 to discuss the provision of an OSHA 10-hour certification training for KJCC youth (male and female) at no cost to the facility. Youth who complete this training will receive one hour of college credit.

#### **Education Programs for Female Offenders**

JJA will development a plan to bring the quality and availability of education programs for female offenders in line with what is provided to male offenders, the plan will include language specific to gender equity to be included in our educational contract.

As noted previously, JJA, KJCC and Lawrence Gardner High School have finalized an MOU outlining our partnership with Fort Scott Community College to offer a Water Technologies curriculum on the campus of the KJCC. The program will be offered to both male and female residents. We see this as a positive step in our plan to improve quality programming available to our female offenders.

The offerings of Washburn Technical Institute described earlier will also be made available to both male and female offenders.

JJA and KJCC officials are evaluating the physical plant and perimeter fencing options to allow for the use of the west gym for the female offender population. We believe we've come up with a plan that will increase the recreation abilities for the female residents as well as reduce the facility's perimeter. We are in the process of evaluating the plan and the associated costs.

I and facility leadership met with a group of the female residents several days ago to provide information on some of the plans for increased educational and program opportunities and this was very positively received.

### **Educational Outcome Evaluation**

JJA will develop a more formalized and comprehensive plan for monitoring, evaluating and modifying educational programs based on outcomes.

As earlier noted, feedback was solicited from the Council of Juvenile Correctional Administrators' (CJCA) Midwestern region on their state correctional facilities' educational and vocational programs. As part of that request, they were asked for information on outcome measures (both goals and actuals). The outcomes received to date have been shared with members of the LPA Implementation team for consideration during the drafting of the agency's plan.

We have also obtained copies of the Kansas Department of Corrections' (KDOC) contract with Greenbush and distributed to the LPA Implementation team. This contract includes much of the information recommended for the evaluation of JJA educational programs (e.g., goals, measurable outcomes, responsibilities of each party, data outcome reporting requirements, requirement for use of cognitive interventions to increase motivation, and evaluation methods). This contract will be used as a starting template for JJA's use.

The information gleaned from CJCA and the KDOC will be considered during the JJA plan development. The plan will include a process for incorporating outcome measures in the existing contracts (both at KJCC and LJCF) for educational services and a mechanism for program evaluation.

### **Plan Completion Date**

JJA will provide the aforementioned plans to the Legislative Post Audit Committee and the Joint Committee on Corrections and Juvenile Justice Oversight by June 1, 2013.

## **Recommendations for Substance Abuse Programs at KJCC**

### **Development of a Substance Abuse Continuum**

As noted in the LPA report, JJA significantly changed the way substance abuse services were provided at KJCC in 2008 with little evaluation of the program's effectiveness since that time. The current program can (and should) certainly be enhanced.

The JJA administration is committed to developing and implementing a plan for improving substance abuse services that reflects best practices, is individualized, and includes an evaluation component.

Substance abuse services are an integral part of an effective program continuum of services for the juvenile offender population nation-wide. Kansas is no exception. As of October 1, 2012, a University of Kansas Physicians, Incorporated (UKPI) review of the KJCC population revealed that 68% of the offenders have a diagnosis of substance abuse. JJA, KJCC, LJCF and UKPI officials are all committed to fully developing, implementing and monitoring an appropriate substance abuse program provided by qualified, licensed staff.

JJA, KJCC, LJCF and UKPI officials are currently working together on the initial substance abuse services plan components. We have submitted a formal request for technical assistance to the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to assist us with program development to include an evaluation component. I am excited to share with you that we were notified last week that we have been awarded a technical assistance grant. One of our staff has a phone conference today with our contact to discuss next steps in the process.

We are also researching other states with model programs for juvenile offenders in a custodial setting. Other states' Juvenile Justice Commissioners have been polled about the current screening and assessment tools they use in their custodial programs. While a number of them use the SASSI for screening purposes, we are also looking at the need to add a valid assessment and getting information on what states are using for that. In addition, we will examine evidence-based curricula to determine which will best meet the agency's needs.

While the review of staffing will be part of the plan consideration, we have identified resources to add a Chemical Dependency Counselor position to KJCC. This position is currently posted.

Until the plan is finalized, we are augmenting our current substance abuse services with mental health staff as a stop-gap measure until we have sufficient licensed substance abuse staff on board and the full complement of services.

As previously mentioned, the state's female juvenile offenders have been housed at KJCC since 2009. As part of a continuum of services, it is imperative that gender responsive services are offered. Much research exists on best practices for gender responsive services curricula and JJA is committed to ensuring those are incorporated at the facility. We have taken the initial steps for the inclusion of a well-researched substance abuse treatment model. This model also addresses issues of trauma, which is especially prevalent in the female offender population.

In addition to the gender-responsive substance abuse curricula that we plan to include, we are also taking steps to further augment services available to our female population.

- ✓ Staff will be getting training on Girls' Circle curricula in February 2013 and implementing groups shortly thereafter.
- ✓ We have also made contact with Dr. Marilyn Van Dieten about the possible inclusion of Girls...Moving On, a program designed to assist girls between the ages of 12-21 who have entered the criminal justice system. We are in the preliminary stages of reviewing the feasibility of adding this program to our menu of services.

#### Licensure

JJA officials voluntarily stopped licensing substance abuse programs at its juvenile correctional facilities in 2009.

While current Kansas statutes allows the JJA (and other state agencies) to provide substance abuse programs without being licensed, JJA administration is open to and will reconsider whether the juvenile correctional facilities should be licensed.

**LPA Updates**

JJA will provide an update on the status and changes to the substance abuse programs to the Legislative Post Audit Committee and the Joint Committee on Corrections and Juvenile Justice Oversight by June 1, 2013.

**Conclusion**

JJA is committed to operating a better, safer, more transparent and a more accountable state agency. This Legislative Post Audit process has helped us focus on areas that need improvement to assist in that endeavor. Though we concur with the LPA that the findings in Part I of this audit are of a more "urgent" nature, it is our goal to offer services to our offender population which are well researched, evidence-based, that reduce recidivism and help successfully reintegrate our offenders safely back into the community.

**Follow-up on questions from the Joint Committee on Corrections and Juvenile Justice hearing on 11/9/12**

- 1) At KJCC, what is the number of personnel, number of hours of overtime, and the number of staff needed to minimize overtime?**

At KJCC, we have 290.5 authorized FTE positions, 137 of which are Juvenile Corrections Officer I positions.

Our overtime hours for July-November of 2012 is 14,574.75 hours, which is 1,465.25 more from the same time period in 2011.

The optimal staffing to minimize overtime would be 144 FTE's, which would include being fully staffed and also hiring to cover positions which are on extended leave (e.g., workers' comp, military leave or FMLA). We have the position numbers available that we could administratively activate for use and the funding for the positions would likely be funded by the corresponding reduction in overtime costs.

- 2) How much is the amount spent on diversion funding in the current and previous year and the amount needed in the next year?**

The agency has seen a reduction in total prevention dollars over the last several years as noted below:

FY 10: \$ 5,579,530  
FY 11: \$ 3,785,718  
FY 12: \$ 1,061,049  
FY 13: \$ 1,761,049

In my budget request for FY14, JJA requested level funding for prevention dollars, which included a budget enhancement of \$700,000 to retain the \$700,000 additional dollars allocated last fiscal year by the legislature.

Our challenge at JJA (and for the state) is that we currently lack empirical data which clearly demonstrates the impact of the prevention investment.