

PERFORMANCE AUDIT REPORT

Reviewing Security and Management Issues At the Youth Center at Topeka

**A Report to the Legislative Post Audit Committee
By the Legislative Division of Post Audit
State of Kansas
December, 1994**

Legislative Post Audit Committee

Legislative Division of Post Audit

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PERFORMANCE AUDIT REPORT

REVIEWING SECURITY AND MANAGEMENT ISSUES AT THE YOUTH CENTER AT TOPEKA

OBTAINING AUDIT INFORMATION

This audit was conducted by Ron Green, Tim Patton, and Trish Pfannenstiel. If you need any additional information about the audit's findings, please contact Mr. Green at the Division's office.

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REVIEWING SECURITY AND MANAGEMENT ISSUES AT THE YOUTH CENTER AT TOPEKA

Summary of Legislative Post Audit's Findings

How have the number of escapes and the number and types of assaults on staff changed since the fence was erected in fiscal year 1990? Escapes from the Youth Center at Topeka campus have been nearly eliminated by the presence of the fence, but escapes from off-campus passes and transitional placements continue to be a problem. The number of attacks on staff has fluctuated without any apparent connection to the existence of the fence, and attacks have not become more severe over the past few years. Overall, the Youth Center still has many security weaknesses that increase the risk of injury to its staff and students.

Do the Youth Center's policies on allowing students outside the Youth Center adequately protect the public from harm? Youth Center policies concerning off-campus passes were made more restrictive in 1993, but those policies still are not adequate to protect the public. If their behavior has been good, youth committed for violent offenses such as murder or rape can be eligible to receive passes for off-campus activities, work programs, and visits with their families. Giving passes to the most violent types of juvenile offenders may not be in line with the expectations of the public and the Legislature.

Have the Department of Social and Rehabilitation Services and Youth Center staff improved the management of the facility since the 1989 audit of the Youth Center? Department and Youth Center officials have made substantial progress in several of the problem areas identified in the 1989 audit, but other areas -- such as criminal record checks on new employees, employee evaluation practices, and recordkeeping -- continue to be problems at the Youth Center. Survey responses indicated that staff still had little confidence in the upper management of the Center.

Is the Youth Center at Topeka properly accounting for and using money it receives from alcohol and drug abuse grants? The Youth Center has not misused federal grant funds, which have been used mainly to pay the salaries of drug and alcohol abuse counselors. But the Department has not actively managed the four-year federal grant, and has not ensured that the grant's stated objectives have been met. In addition, the Youth Center has not spent certain State moneys as intended.

What models have other states found to be successful for the detention and treatment of youth who have committed serious felonies? Researchers have identified a number of critical factors that should increase the chances of success, but inconsistent data cause problems in comparing the success of programs in different states. States we contacted have tried several new programs, such as boot camps, to help rehabilitate juvenile offenders. Most states we surveyed placed serious juvenile offenders in separate facilities from non-violent offenders. National experts recommend the establishment of small, community-based programs for serious juvenile offenders, instead of large training schools.

To improve the security and management of the Youth Center at Topeka, this audit includes several recommendations addressed to the Legislature, the Department, and the Youth Center at Topeka. We would be happy to discuss these recommendations or any other items in the report with any legislative committees, individual legislators, or other State officials.

A handwritten signature in black ink that reads "Barbara J. Hinton". The signature is written in a cursive style with a large initial "B" and "H".

Barbara J. Hinton
Legislative Post Auditor

Reviewing Security and Management Issues at the Youth Center at Topeka

The Youth Center at Topeka is one of four youth centers operated by the Department of Social and Rehabilitation Services for juvenile offenders in Kansas. The other youth centers are located in Atchison, Beloit, and Larned. The Youth Center at Topeka is the largest and most secure facility, housing male juvenile offenders generally in the 16-to-21 age group.

The Youth Center has a history of security problems that have resulted in two previous audits of the facility in 1986 and 1989. The 1986 audit resulted from legislative concerns about assaults on staff and a rash of burglaries at the Center. The 1989 audit detailed weaknesses throughout the facility, including inadequate physical facilities and equipment, staff shortages, and poor management. To address student escapes and other identified problems, the 1989 Legislature appropriated \$810,000 to construct a lighted fence around the perimeter of the facility and \$270,000 to provide the Center with 13 additional staff.

Since that time, additional security concerns have come to light. In March 1993, a Youth Center student placed in a community residential facility participated in the murder of a Topeka man. In September 1993, a Youth Center staff member was murdered in a Topeka neighborhood. A Youth Center student (who had been given a pass and had failed to return to the Youth Center) was later charged with murder, but was acquitted of that charge.

More recently, the Attorney General directed the Kansas Bureau of Investigation to examine a program at the Youth Center that allowed two juvenile offenders (both committed for serious crimes such as murder or rape) to be given a pass, during which they drove unsupervised to Wichita to visit family and friends. The car they drove had been rented by a Youth Center staff member. The Bureau also has investigated the death of a student at the Youth Center in July 1994. That student died after a physical struggle between the student and one or more staff members.

In response to renewed concerns about security and the use of grant moneys at the Center, the Legislative Post Audit Committee directed the Legislative Division of Post Audit to conduct a performance audit addressing the following questions:

- 1. How have the number of escapes and the number and types of assaults on staff changed since the fence was erected in fiscal year 1990?**
- 2. Do the Youth Center's policies on allowing students outside the Youth Center adequately protect the public from harm?**
- 3. Have the Department of Social and Rehabilitation Services and Youth Center staff improved the management of the facility since the 1989 audit of the Youth Center?**

4. **Is the Youth Center at Topeka properly accounting for and using money it receives from alcohol and drug abuse grants?**
5. **What models have other states found to be successful for the detention and treatment of youth who have committed serious felonies?**

To answer these questions, we surveyed all Youth Center staff and interviewed Youth Center officials about the changes that have been made since the 1989 audit, and about their plans for future changes at the Youth Center. We reviewed a variety of records at the Youth Center including security logs, incident reports, and students' files to determine whether Youth Center procedures were consistently followed. We also sampled personnel files to determine whether applicable requirements were followed in hiring, promoting, and disciplining employees. We reviewed grant applications and expenditure records at the Department of Social and Rehabilitation Services to determine whether moneys for drug and alcohol programs were properly accounted for and spent. Finally, we reviewed available literature about juvenile justice programs and surveyed a sample of 10 states.

In conducting this audit, we followed all applicable government auditing standards set forth by the U.S. General Accounting Office. During the audit, the Superintendent of the Youth Center at Topeka was transferred to become Superintendent of the Youth Center at Atchison. A new acting Superintendent took over management of the Youth Center at Topeka on October 1, 1994.

In general, it is clear that the Youth Center at Topeka has made numerous changes to attempt to correct deficiencies pointed out in the 1989 audit. Despite these efforts, the Youth Center continues to have significant weaknesses in security. The installation of the fence has virtually eliminated escapes from the campus, but Youth Center students continue to escape while on authorized passes or while in "community reintegration" facilities. On campus, the Youth Center still is not sufficiently staffed to provide the kind of coverage required to minimize the risk of harm to staff and students.

The Youth Center has tightened its policies on student passes, but those policies still allow violent offenders to leave the campus without staff supervision. Also, the Youth Center has no formal policy for determining which youths will be placed in community reintegration facilities. In the area of management, several of the personnel problems noted in our 1989 audit continue to exist. Federal grant money has been used appropriately for substance abuse treatment purposes, but Department officials have not adequately managed and controlled the expenditures of the federal grant funds. And State moneys intended for substance abuse treatment of youth after they leave the Center have been used for other purposes.

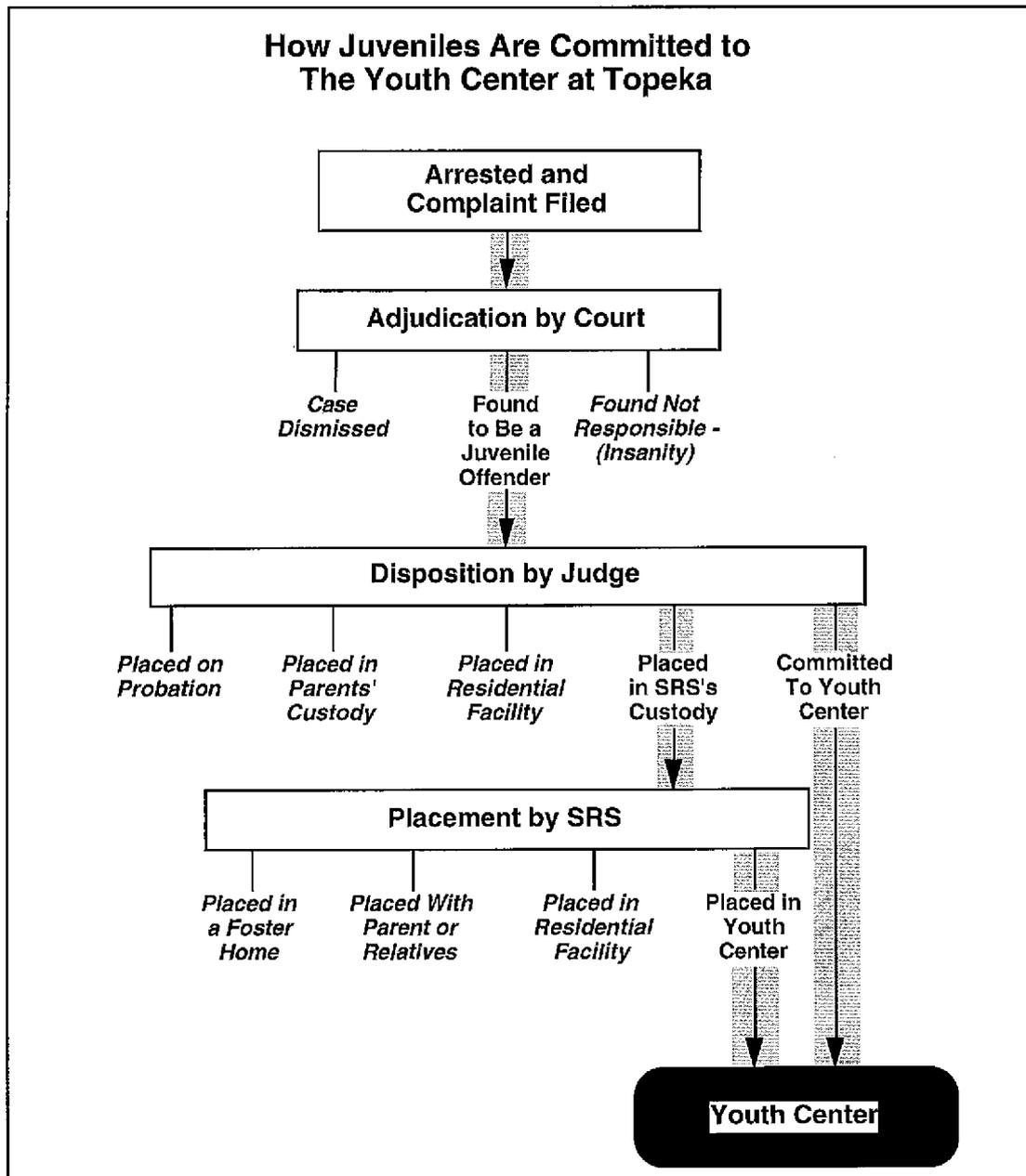
Finally, experts in the field have identified some of the critical components of successful juvenile offender programs. However, little comparable data exist among

the states to determine whether any particular structure or program actually is better. Unlike Kansas, most states we contacted placed serious juvenile offenders in separate facilities from non-violent offenders. In addition, several of the states we contacted had developed innovative programs such as boot camps and more intensive follow-up of juvenile offenders after they leave juvenile correctional facilities.

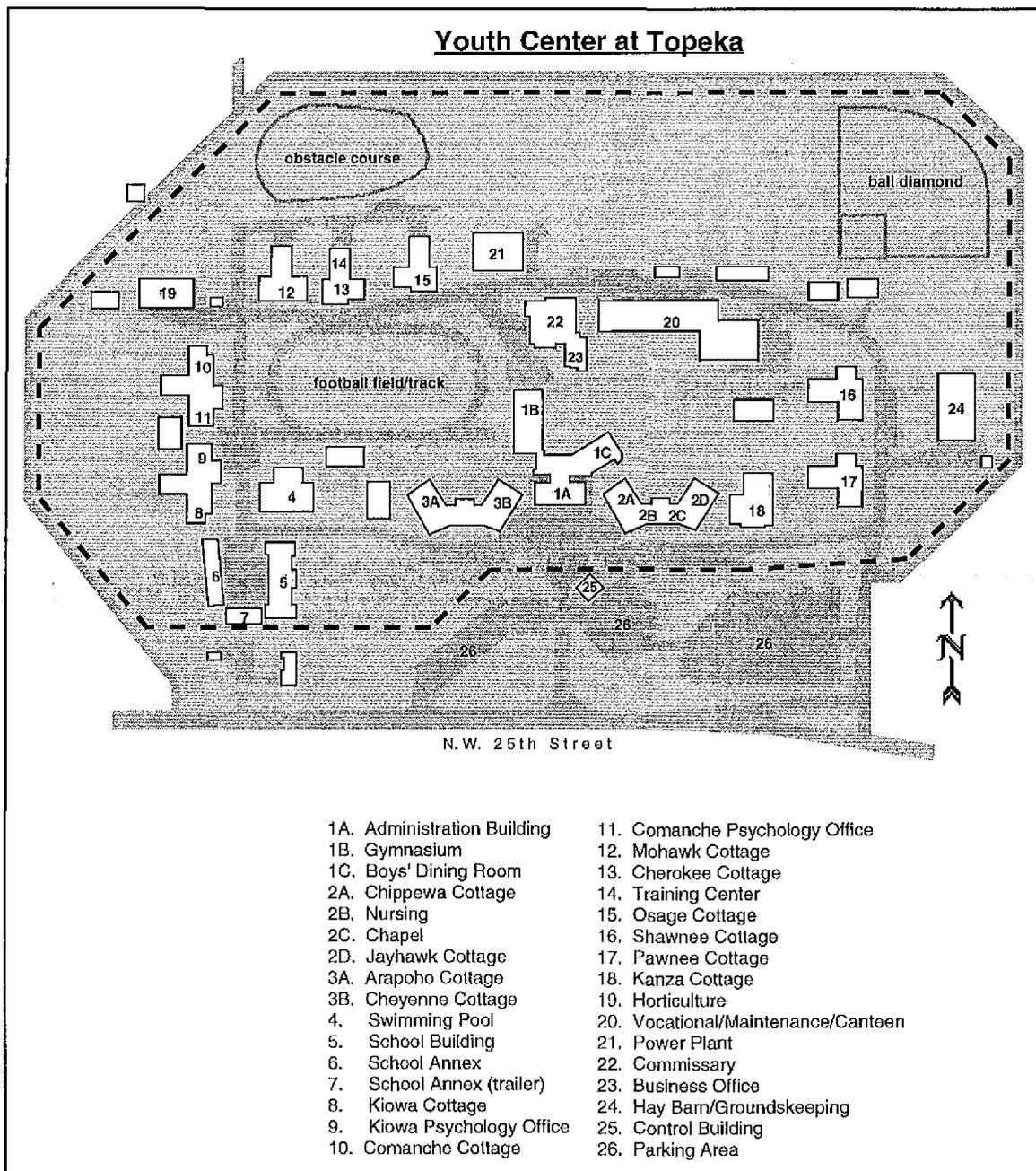
These and related findings are discussed following a brief overview of the Youth Center at Topeka.

Overview of the Youth Center at Topeka

When youths are adjudicated for crimes and committed to the custody of the Department of Social and Rehabilitation Services, the Department can send them to a State-operated youth center. Often, juveniles sent to a youth center have not succeeded in previous placements arranged by the Department. In addition, youths who are adjudicated for certain serious felonies can be committed directly to a youth center by a judge. The accompanying chart shows how youths can be placed in the youth centers.



The Department operates four youth centers for juvenile offenders. The Youth Center at Topeka is the largest of these facilities. Originally established in 1879, the Youth Center is located on 60 acres in the northern part of the City. Among the many buildings on the Youth Center's campus are 11 residential units for housing youths, one high-security unit, a high school building, vocational classrooms, recreational facilities, administrative offices, and a central kitchen and dining room. An 18-foot-high, curvilinear fence was installed around the campus in fiscal year 1990. The figure below illustrates the Youth Center's campus and buildings.



The Youth Center at Topeka houses male juvenile offenders between the ages of 16 and 21. The total capacity of the Youth Center is 219. In recent months, the population has been about 200 while one of the housing units was being renovated. As of mid-November 1994, all the housing units were back in operation.

According to the Department of Social and Rehabilitation Services, the youth centers have a “blended mission” of care, treatment, rehabilitation, and public safety, which assures:

- protection of the safety of youth, staff, and the public
- youth come to understand the predictable connections between behavior and consequences and that they can control what happens to them by controlling their behavior
- realistic treatment and programming for youth and their families
- protection of the legal and civil rights of youth
- spiritual, moral, physical, intellectual, and social needs of youth are met
- constructive training aimed at rehabilitation and reestablishment of youth in society

A student’s length of commitment at the Youth Center is indefinite, regardless of the offense he committed. Students generally are held until they complete their assigned treatment program, but according to State law they cannot be held beyond age 21. All release decisions are made by the Superintendent of the Youth Center. In fiscal year 1994, the average length of stay at the Youth Center was about eight months for non-violent offenders, and 14.4 months for violent offenders.

In fiscal year 1994, about three-fourths of all Youth Center commitments were made directly by the court system. The average age of the students at the time of admission was about 16.5 years. The following table shows the types of offenses committed by students admitted during fiscal year 1994.

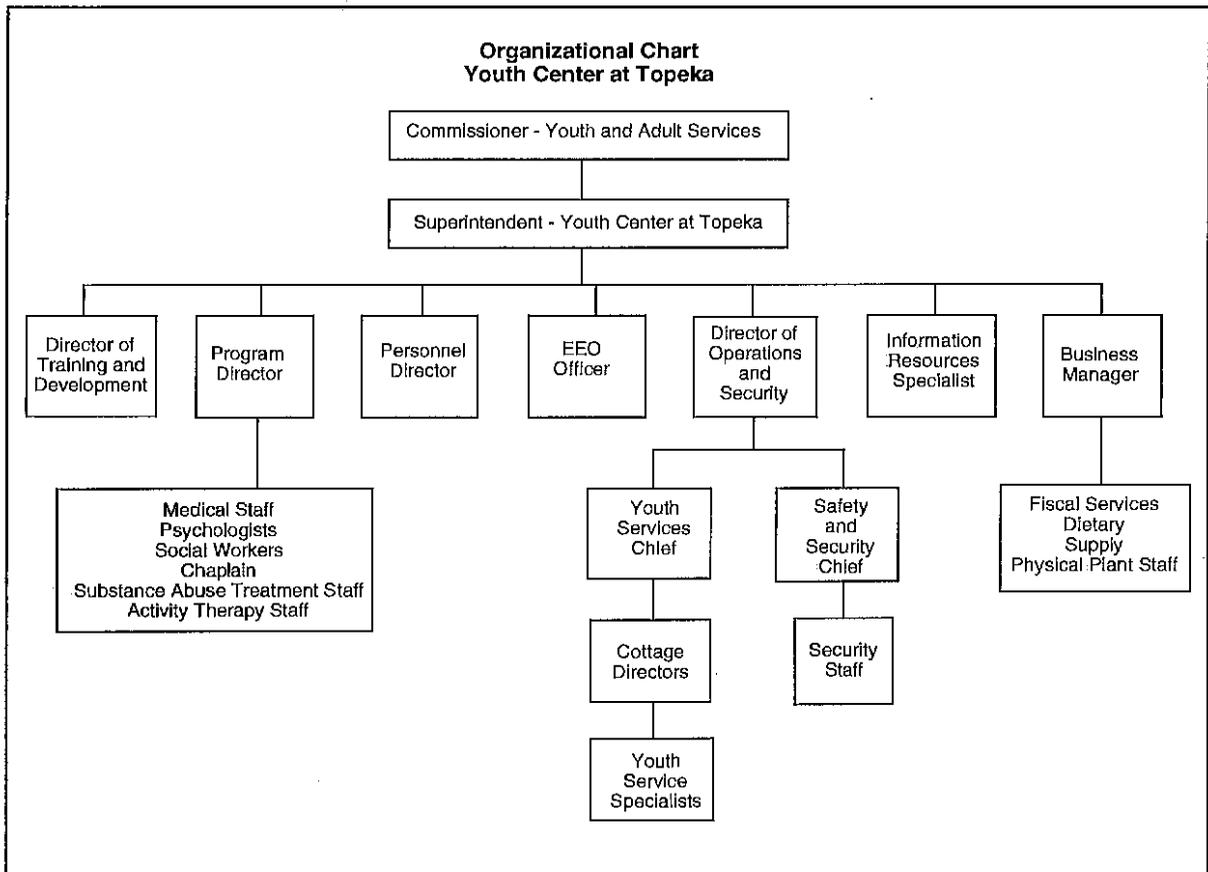
**Types of Offenses Committed by Students
Admitted to the Youth Center at Topeka in Fiscal Year 1994**

	<u>Number Admitted</u>	<u>Percentage of All Admissions</u>
Person felonies — violent	66	23.4%
Person felonies — non-violent	45	16.0%
Non-person felonies	110	39.0%
Misdemeanors	<u>61</u>	<u>21.6%</u>
	282	100.0%

In fiscal year 1994, 70% of all offenders committed to the Youth Center came from five counties: Wyandotte, Sedgwick, Johnson, Shawnee, and Geary.

To carry out its responsibilities in fiscal year 1994, the Youth Center had 218 full-time employees and spent more than \$9.7 million. Another 47 persons (mostly teachers) work at the high school on the campus, under a contract with a school district.

Daily operations of the Youth Center are managed by the Superintendent, who reports directly to the Department of Social and Rehabilitation Services' Commissioner of Youth and Adult Services. Youth Center personnel include a wide variety of employees who provide direct and support services to the youth. The chart below shows the organizational structure of the Youth Center.



How Have the Number of Escapes And the Number and Types of Assaults on Staff Changed Since the Fence Was Erected in Fiscal Year 1990?

The number of escapes from the Youth Center campus has dropped sharply since the fence was completed in February 1990. No student has escaped by climbing over the fence since a wire mesh was installed along the top of the fence in mid-1993. However, problems continue to exist with youth walking away from facilities designed to house them while they are being reintegrated back into the community. Over the past five years, the annual number of attacks on staff has fluctuated between 12 and 26, but has not shown a trend in any direction. Although the fence has resulted in an overall reduction in the number of escapes, many security weaknesses remain that could pose a risk of injury to staff or students.

These and other findings are discussed in the following sections.

The Number of Escapes from the Youth Center's Campus Has Dropped Sharply Since the Fence Was Completed, But Escapes from Community Placements Remain a Problem

A youth can be missing from the Youth Center in a number of ways. He could escape from the campus by climbing the fence or exiting through unlocked gates or doors. He could break free from Youth Center staff and run away while being escorted to an off-campus activity or appointment. He could fail to return from an unsupervised day or weekend pass, or from a pass to attend school or to work at a job off campus. Also, he could walk away from a placement designed to give him an opportunity to live in the community before he is released from the Youth Center's custody. Under any of these circumstances if a youth's whereabouts are unknown, the youth is considered to have escaped from the Youth Center.

For the purposes of this audit, we grouped escapes into the following three categories:

- **escapes from the custody and direct supervision of Youth Center staff** (either directly from campus or while being supervised at off-campus activities)
- **escapes from unsupervised, short-term, off-campus passes**
- **escapes from long-term, extended passes** (primarily while living in a community group home)

The table on the next page shows the total number of escapes and the percentage of each type of escape reported by the Youth Center from fiscal year 1989 (the year before the fence was completed) to fiscal year 1994.

**Reported Escapes from the Youth Center at Topeka
By Type of Escape
FY 1989 - 1994**

<u>Fiscal Year</u>	<u>Escapes from Custody of Center Staff</u>	<u>Escapes from Off-Campus Passes</u>	<u>Escapes from Community Group Homes</u>	<u>Total Number of Escapes</u>
1989	51 (65%)	9 (11%)	19 (24%)	79
1990 (a)	12 (37%)	13 (41%)	7 (22%)	32
1991	9 (30%)	11 (37%)	10 (33%)	30
1992	7 (18%)	27 (67%)	6 (15%)	40
1993 (b)	4 (12%)	13 (41%)	15 (47%)	32
1994	2 (9%)	5 (23%)	15 (68%) (c)	22

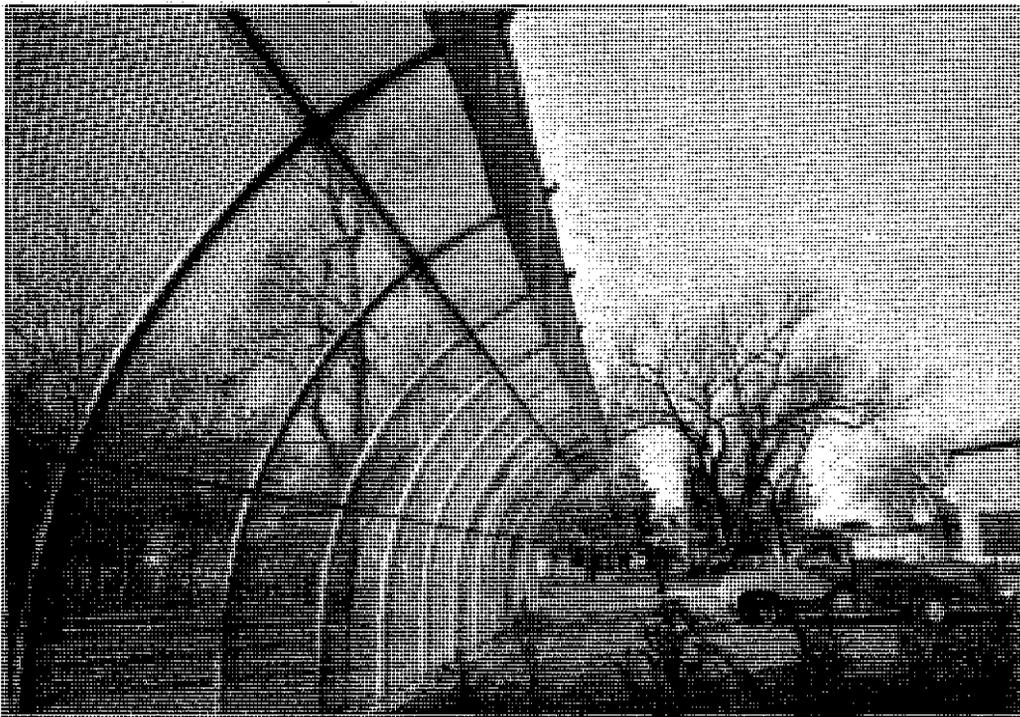
- (a) The fence around the Youth Center was completed in February 1990.
 (b) A wire mesh was installed along the top of the fence in mid-1993.
 (c) Our review showed 21 escapes from community group homes in fiscal year 1994.

As the table shows, the number of total reported escapes declined from 79 in fiscal year 1989 to 22 during fiscal year 1994, a 72% decrease. The most marked decline was in the category of escapes from the custody of Youth Center employees. During fiscal year 1989, about 65% of all reported escapes were in this category. By fiscal year 1994, only about 9% of the reported escapes were from this category. The fence erected around the campus during fiscal year 1990 accounted for much of this decrease, because it essentially stopped the youth from walking away from the campus. Although several students were able to climb the fence as it was originally installed, no student has escaped by climbing over the fence since a wire mesh was installed in mid-1993. (See the photo on the following page.)

Most of the escapes reported by the Youth Center in fiscal year 1994 involved youth walking away from community placements. Some youth at the Center who are near their release dates are moved to group homes to help them with the transition from living at the Youth Center to living in the community. These youth are granted an extended pass from the Youth Center and are directly supervised by the staff at the group home. As shown in the previous table, escapes from group homes accounted for about 24% of reported escapes in fiscal year 1989. In fiscal year 1994, escapes from group homes accounted for about 68% of all escapes. This type of escape makes up a larger portion of the total in fiscal year 1994 primarily because there has been a significant decrease in other types of escapes, and a much smaller decline in the number of escapes in this category. The issue of escapes from placements in group facilities will be discussed in later sections of this report dealing with the Youth Center's pass policies.

The Youth Center lacks adequate procedures to ensure that all escapes from group homes are recorded and reported. During the audit, we reviewed security logs, correspondence files, and students' master files at the Youth Center to determine whether the number of escapes reported for fiscal year 1994 was accurate. During our review, we found that the number of escapes from campus and from

The Security Fence at the Youth Center at Topeka Is a Deterrent to Escapes



This photograph shows a portion of the fence that surrounds the Youth Center at Topeka. The fence curves inward, and a mesh drape hangs along the top. These features make it more difficult for anyone to escape by climbing over the fence.

short-term passes was reasonably accurate, but we found six escapes from group homes that were not included in the totals the Youth Center reported that year. The reason these escapes are not being counted appears to be the lack of an adequate procedure to ensure that group homes follow the Youth Center's standard for reporting escapes. For example, a student walked away from a group home in Wichita and returned voluntarily two weeks later. The student's actions definitely meet the Youth Center's definition of an escape from pass. However, this was one of the six escapes we found that were not recorded or reported by the Youth Center in fiscal year 1994.

Attempted escapes from the Youth Center have remained fairly constant, averaging about eight per year. Over the past six fiscal years, there have been a total of 48 attempted (unsuccessful) escapes reported by Youth Center officials. The number of attempted escapes has varied from a low of three in fiscal year 1990 to a high of 12 in fiscal year 1991. In fiscal year 1994, Youth Center officials reported seven attempted escapes.

The Number of Reported Attacks on Staff Has Fluctuated In Recent Years, Without Any Clear Pattern or Reason

Over the past six years, the number of reported attacks on Youth Center staff has fluctuated between a high of 26 and a low of 12. The table below shows the number of reported attacks in each of those years.

**Reported Number of Attacks on Youth Center Staff
Fiscal Years 1989-1994**

<u>Fiscal Year</u>	<u>Number of Attacks On Staff</u>
1989	13
1990(a)	12
1991	26
1992	18
1993(b)	12
1994	24

- (a) The fence around the Youth Center was completed in February 1990.
(b) A wire mesh was installed along the top of the fence in mid-1993.

We found no clear relationship between the installation of the fence and the number of attacks on staff. As the table shows, the attacks on staff were at a high in fiscal year 1991 (the year after the fence was erected) and fiscal year 1994 (the year after the wire mesh was installed along the top of the fence). We reviewed the attacks on staff during fiscal year 1990 (the year the fence was completed) to see what effect the fence had on staff attacks. Of the twelve attacks on staff that year, only four occurred after the fence was completed. We concluded that the existence of the fence probably has not caused an increase in the number of attacks on staff. Based on our review of the reports about attacks, it appears that most attacks were spontaneous outbursts. In some years, a single student was responsible for multiple attacks. Therefore, the commitment or release of a youth who is particularly combative can have a significant affect on the number of attacks in any given year.

The Youth Center does not have adequate procedures for ensuring that all attacks on staff are reported and recorded. While reviewing records at the Youth Center, we came across an attack on staff that was not counted in fiscal year 1994. A student attacked a staff member and was moved to the high-security cottage, but no incident report was completed. Upon review of the incident, the Director of Operations and Security requested that a report be completed. The report was never filed and the attack was never reported or recorded. In this case, the problem appeared to be a lack of follow-through by the employee.

A more significant problem we found is that there is no clear definition contained in the Youth Center's policies and procedures of what constitutes an attack on staff. Without a clear definition, each staff member uses his or her own definition, and may not report incidents that should be reported.

We did not see a significant change in the severity of the attacks since the fence was erected. Based on survey responses from employees who had worked at the Youth Center since before the fence was installed, the staff was fairly evenly divided on the violence of attacks since the fence was installed. The percentage of those who thought attacks had become more violent and those who thought attacks were less violent or unchanged since the fence went up was about the same.

Our review of attacks since the fence was completed showed that the severity of attacks has not changed significantly. For example, in July 1989, before the fence was erected, a student beat a staff member with a table leg, causing severe injuries that left the staff member in critical condition at a Topeka hospital. In fiscal year 1994, the most serious attack involved a student who tried to choke a staff member with a towel. The staff member summoned help and was able to get the towel off his throat. He was not hospitalized. See Appendix A for more information related to attacks on staff.

We also looked at the number of attacks that resulted in workers' compensation claims. That number has been decreasing over the years from a high of eight claims in fiscal year 1990 to just two claims during fiscal year 1994.

Recent legislation made an attack on Youth Center staff a felony. When a staff member is attacked by a student, the Center contacts the Topeka Police Department. The police investigate the situation and may turn the case over to the District Attorney for prosecution. In fiscal year 1994, Youth Center officials turned about a dozen attacks on staff over to the District Attorney for further action. At the time of this audit, the Center had not received any feedback from the District Attorney's office regarding further action on these cases.

The District Attorney may be reluctant to prosecute student attacks on Youth Center staff because prosecuting such matters could result in the student being set free. If a student at the Youth Center who is there for a felony offense attacks a staff member, the attack would be his second felony. This could make him eligible to be tried as an adult. Under the sentencing guidelines passed by the 1992 Legislature, if he were tried as an adult and convicted of a battery on a Youth Center staff member, the youth would receive probation.

Although the Fence Has Helped Keep the Youth in the Facility, Other Security Weaknesses Remain That Create a Risk of Injury to Staff or Youth

Our previous audit of the Youth Center in 1989 detailed a number of security weaknesses throughout the Youth Center. Examples of those weaknesses included a limited number of secured bed spaces, a lack of basic surveillance equipment, communication equipment that often didn't work, no procedures for accounting for students, and poor lighting on the campus.

The Youth Center has made efforts to address some of the weaknesses noted in our earlier report. For example, better procedures have been developed to account for students' whereabouts, to ensure that buildings are secured, and to account for tools. In addition, a lighted perimeter fence was added to the facility along with a new interior lighting system on campus grounds.

Although the Youth Center has made improvements, some of the security weaknesses we pointed out in our earlier report still remain, and a couple of new weaknesses were noted during this audit. The box on the following page summarizes some of the main findings of the earlier audit and shows the actions the Youth Center has taken to correct those problems.

The following sections address the issues that still need improvement.

The Youth Center installed a new radio system for the staff to use, and a new intercom system in one of the closed cottages, but there are still problems with the equipment not working properly. During our review of security logs, we noted several entries concerning problems with the radios' batteries. And, during our visit around campus, we were told that the intercom system in the closed cottage did not always work.

The main control center has been equipped with a walk-through and hand-held metal detectors, but they are not used on a regular basis. Center officials told us that because of insufficient staffing in the control center to operate the equipment properly, the Center does not use the detectors on a daily basis. However, the detectors sometimes are used on weekends when the Center has a large number of visitors, if enough staff are available to operate the detectors.

Locking interior doors were added to the second floor of the two-story living units, but staff members still may have problems supervising students. The wire doors have helped to control students' movements in the cottages. But, with the restrooms located on the second story, staff either have to allow students to leave their sight to use the restroom, or escort the student to the restroom and leave the other students downstairs to be supervised by only one staff member (providing double coverage was available at the time).

The Youth Center still lacks enough staff to adequately supervise students on all shifts. We compared the staffing levels of the Youth Center at Topeka with the other three youth centers in Kansas and with similar facilities in surrounding states. The table on page 15 shows staffing levels per 100 students housed at each facility.

Security Problems at the Youth Center of Topeka Identified in the 1989 Audit

Security Problems in 1989 Audit

Corrective Action by Youth Center

Substantially improved:

The Youth Center had no procedures to account for students' whereabouts.

Youth Center officials implemented procedures that require head counts on all shifts, searches for missing students, and designated walk routes to control students' movement on campus.

The Youth Center had no procedures or checking physical security to ensure that buildings on campus were secure.

New policies require staff radio checks, regular and random checks of all buildings on all shifts, and procedures for staff emergency assistance.

The Youth Center had no procedures for accounting for tools or other objects which could be used as weapons.

The Youth Center implemented new policies for inventorying tools and other items that could be used as weapons.

The campus was poorly lit and lacked a perimeter fence.

The Youth Center installed a new interior lighting system on campus grounds and a lighted perimeter fence.

The Youth Center did not investigate escapes or attempted escapes.

The Youth Center conducts investigations on all escapes and attempted escapes from campus.

Continue to need improvement:

Communication equipment — phones, radios, intercoms, and the like — were not working.

The Center installed a new radio system with an alarm button, added a new intercom system in one closed cottage, and made personal alarms available to staff.

The Center lacked basic surveillance equipment, alarms, and the like to help during escape attempts and attacks on staff.

The Youth Center implemented use of metal detectors and requested sensor and video surveillance systems in the FY 1996 budget (similar requests made in FY 1990-95).

The layout of the two-story cottages prevented staff from being able to supervise students properly.

The Youth Center added interior mesh doors on second floor to control movement and developed security procedures providing night shift staff with backup when student movement is necessary.

The Youth Center had inadequate staff levels to provide double coverage in all cottages on all shifts.

Youth Center officials requested additional staff in FY 1996 budget (similar requests made in FY 1990-95).

There was no consideration of a student's past escape history when making housing assignments.

Youth Center officials reported using a classification system in FY 90, but it proved ineffective. Officials now use treatment teams in making a student's housing decision.

The Youth Center had a limited number of secure bed spaces.

No additional beds have been added. Officials implemented policies requiring the use of secure beds for offenders with the highest security risk and for immediate/emergency placement for those in need of high security.

The Youth Center was operating at or near full capacity.

Youth Center officials implemented a management team to analyze population trends, and to make release decisions to keep within capacity limits.

**Staffing Information for Youth Centers
In Kansas and Surrounding States
Fiscal Year 1995**

<u>Kansas Youth Centers</u>		<u>Other States</u>	
<u>Location of Youth Center</u>	<u>Youth Service Staff per 100 Students</u>	<u>Location of Youth Center</u>	<u>Youth Service Staff per 100 students</u>
Larned	103	Oklahoma (a)	72
Atchison	76	Iowa	60
Topeka (a)	56	Topeka (a)	56
Beloit	51	Colorado (a)	42
		Nebraska	20 (b)

(a) These youth centers have a perimeter fence.

(b) Nebraska has a low-security facility with large living units.

As shown in the table, the Youth Center at Topeka has significantly fewer staff for the number of students supervised than either the Youth Center at Larned or the Youth Center at Atchison. Because the Youth Center at Topeka houses an older and more violent population, it would be expected to have a higher staffing level.

Compared to youth centers in bordering states, the Youth Center at Topeka ranks right in the middle. (Missouri was not included in the comparison because its youth center for violent juveniles houses both male and female students and is a very small, high-security facility.)

With current staffing levels, the Youth Center at Topeka does not have enough people to assign two employees to each living unit on every shift. It is important to have at least two staff members on duty in each living unit on all shifts. In case one staff member is overpowered by students, the other is free to summon help. Also, the presence of two staff members should help minimize violent attacks or fights among the students.

The Youth Center operates three shifts: day (7:00 a.m. to 3:00 p.m.), evening (3:00 p.m. to 11:00 p.m.), and night (11:00 p.m. to 7:00 a.m.). Because the Youth Center has not had enough staff to assign two people in each living unit on all shifts, Center officials have established a policy allowing only one staff member on duty in the open cottages on the night shift. During most of the night shift, the students are asleep. (The students get up early--about 5 a.m.--for physical exercises before breakfast.)

In our 1989 audit, we recommended that the Legislature authorize enough additional youth service specialists to provide double staff coverage in all cottages on

all shifts. Based on current staffing levels, the Youth Center would need an additional 13 youth service specialists to allow double coverage on all shifts. Youth Center officials have asked for additional youth service specialists in the Center's budget for the past six fiscal years and continue to request additional staffing. Since the 1989 audit, the Legislature has authorized eight new youth service specialist positions.

During second shift, students are in the cottages taking part in various activities such as watching television, playing cards, or playing pool. Students also are escorted to and from the dining room for supper and often to the gymnasium for physical activity. Also, the majority of the attacks on staff and other incidents occur during the evening shift. The superintendents at the Kansas youth centers have recommended three staff on duty in each living unit on the evening shift. To provide double coverage on the first and third shifts and triple coverage on the second shift in all cottages, the Youth Center would need an additional 37 youth service specialists.

The Youth Center still has no system for assessing a student's risk of violence or escape when making housing assignments. In the previous audit, we noted that the Youth Center did not take a student's history of violence or previous escapes into account when deciding whether to house the student in an open or closed cottage.

Youth Center officials reported using a classification system developed by the American Correctional Association in fiscal year 1990, but it proved to be ineffective. To date, the Center has not been able to identify or develop a classification system that successfully rates the risk of students attempting an escape or attacking staff or other students. (When a student is initially admitted, the Youth Center does have a procedure for identifying students who may be prone to attacking others, attempting to commit suicide, or attempting to escape.) Therefore, all types of students — violent and non-violent — are housed together in the same living units. The Program Director cited the following reasons why this occurs:

- No one has a good risk assessment tool to identify those students more apt to be violent.
- Incidents related to violent behavior by the students are not always reported and documented consistently.
- The Youth Center facilities and programming used for rehabilitation do not allow for separation.

There are still only 48 secured bedspaces in the closed cottages, which are not enough to handle the increasing number of violent offenders and other students who need tight security. Students who have been committed to the Youth Center for violent offenses and students with behavioral problems or psychological disturbances may be placed in a secure (closed) cottage. The number of beds in closed cottages has not changed since the audit in 1989. There are 48 beds in the three closed cottages. In addition, there are another nine spaces in the crisis-intervention cottage, designated as a temporary, short-term detention facility. As of

August 31, 1994, 69 of the 190 students housed at the Youth Center, or more than 36%, were committed for a violent offense.

The Youth Center continues to operate at or near full capacity. As mentioned in the overview, students are placed in the Youth Center by the Department of Social and Rehabilitation Services or through direct placement by the courts. The table below shows the average population at the Center for the past six fiscal years.

**Average Population at the Youth Center
Fiscal Years 1989-1994**

<u>Fiscal Year</u>	<u>Average Daily Population</u>	<u>Capacity at Youth Center</u>
1989	210	219
1990	224	219
1991	219	219
1992	205	219
1993	212	219
1994(a)	195	219(a)

(a) A cottage was closed during most of the year for renovation. The capacity of the Youth Center during the renovation was decreased from 219 bedspaces to 195.

As the table shows, the Youth Center's population has been near capacity every year and it exceeded capacity in 1990. Admissions to the youth centers have increased over the years. In fiscal year 1994, 216 youth or about three-fourths of the total admitted that year were committed to the Youth Center by the courts. As the number of admissions increases, the Superintendent has no choice but to increase the number of students he releases. This means that the average length of stay at the Center is becoming shorter, making it less likely that Youth Center programs will have the desired affect on the students.

Current procedures are not sufficient to prevent contraband from being brought into the facility. Although Youth Center officials are reviewing the issues surrounding visitors and contraband, visitors continue to enter the facility without being searched. Visitors and staff members pass through the main entrance without any check of their briefcases, gym bags, purses, and the like. Also, visitors and family members are allowed to bring food items on campus for the students, and parcels mailed to students are not checked before being given to the students. We found reports of visitors and staff providing the students with cigarettes and alcohol. In one incident, a family member brought a birthday cake and several sharp knives onto the campus. The Youth Center has a walk-through metal detector, but it has not been used on a regular basis because of a shortage of security staff to properly operate the equipment.

The Center has not established adequate procedures for searching vehicles that enter and leave the secure perimeter of the Center. Security officers do not search vehicles as they enter the Center, although delivery trucks are usually searched on their way out. Law enforcement vehicles enter the campus with weapons in the trunks of the vehicles. If a youth were to steal the law enforcement vehicle, he would have a weapon readily available in the trunk.

Currently, visitation at the Center is not centralized. When a student has an authorized visitor, the visitor goes to the cottage where the student is housed. This causes problems with security because of the lack of staff to supervise the students and visitors. In addition, there is no limit on the number of visitors a student may have. Authorized visitors usually include immediate family, grandparents, aunts and uncles, and cousins. The Program Director stated that limiting the number of visitors is not in line with the family agenda program the Center follows under the Department of Social and Rehabilitation's policy.

The lack of monitoring equipment would make it relatively easy for someone from outside the Youth Center to help a student escape. The fence currently has no motion detector and no electronic surveillance. The security staff at the Center conduct random perimeter checks at least once per shift. A student could go over or through the fence in only a few minutes in a planned escape, if someone cut through the fence, threw a rope over it, or provided a ladder. In its fiscal year 1996 budget, the Youth Center requested a motion sensor system for the fence, at a cost of about \$70,000. In addition, the Center requested a visual surveillance system that would include four video cameras for viewing the perimeter of the fence, at a cost of about \$28,000. Center officials stated that this video system would not take the place of the perimeter checks now conducted by security staff on each shift.

Some employees at the Youth Center appear to have a lax attitude about security. Our review of the security logs for the past fiscal year showed that unlocked and unsecured buildings were a continuous problem at the Center. Other things reported included:

- mechanical and garden tools left out instead of secured in a locked building
- buildings under renovation left unlocked with tools, knives, ladders and the like located inside
- knives, scissors, and razors missing and often never reported found
- a cottage turning its radios off and unplugging the phones, cutting off all communication
- broken glass from a window left where a student could use it as a weapon
- garden hoses left outside where students could use them to climb over the fence

During our visits to the campus, we noted doors in the high-security cottage left unlocked, doors unlocked between the dining room and the administration building (under renovation), staff members in cottages not wearing their radios (against the Center's policy), and one staff member with a sharp, oversized safety pin – which could easily have been used as a weapon – as a key ring.

A Recent Review by the Department of Corrections Outlined a Number of Other Areas Where Security At the Youth Center Should Be Tightened

The management of the Department of Social and Rehabilitation Services requested the Department of Corrections to conduct an in-depth security review of the Youth Center in the Summer of 1994. The Department made a number of recommendations for strengthening procedures in the security control center and minimizing contraband coming into the Youth Center.

The Department of Corrections identified many specific concerns in its recent security review of the Youth Center at Topeka. The Department of Corrections issued its report in August 1994. Among its recommendations that the Youth Center has already implemented were that the Youth Center should:

- use plastic eating utensils instead of silverware
- provide screened vehicles to transport students off campus
- improve accountability of tools, keys, and the like
- conduct more frequent searches of rooms, common areas, and students for contraband

Other recommendations made in the Department of Correction's report that are being considered by Youth Center officials include the following:

- prohibiting weapons in law enforcement vehicles from entering the secure perimeter of the Center
- eliminating pool tables, cue sticks, and pool balls which could be used as weapons
- securing knives and other kitchen utensils when not in use so that any missing items could be reported immediately
- making better use of uniformed security staff
- improving security of the main control center

Conclusion

Over the last five years, the Youth Center at Topeka has made a number of changes that should improve the security at the Center. However, based on our findings and the recent

review conducted by the Department of Corrections, the Youth Center still has a long way to go before the facility will be secure.

Since 1990, the Legislature has committed significant amounts of money for a fence, a control center, improved equipment, and lighting at the facility. It will likely need to commit more money to the facility in the future. For example, money already spent on equipment such as metal detectors will be wasted if the Center does not have sufficient staff to operate the equipment.

On the other hand, new equipment cannot be effective if staff occasionally act irresponsibly by turning off intercoms or failing to wear radios. The Legislature cannot correct these deficiencies; it will be up to management to enact and enforce responsible policies related to security, and it will be up to Youth Center staff to adopt an attitude wherein security is foremost in their minds. Until that happens, the risk of harm to staff and students at the Youth Center will continue to be unnecessarily high.

Recommendations

1. To help ensure that the Youth Center at Topeka has the resources necessary to provide a level of security appropriate for the type of offenders housed there, the Legislature should do the following:
 - a. Authorize enough additional youth service specialists to provide at least two staff for each cottage on all shifts.
 - b. Authorize funding for a motion detector and for electronic surveillance of the perimeter fence.
2. To help improve the security and safety of staff and students at the Youth Center of Topeka, officials of the Youth Center and the Department of Social and Rehabilitation Services should take the following actions:
 - a. Develop a clear policy for Youth Center staff to follow in case they are attacked, including a clear definition of what management considers to be an attack and procedures for reporting all such incidents.
 - b. Confer with representatives of the Shawnee County District Attorney's Office to determine why assaults on staff are not being prosecuted and what types of assaults on staff will result in prosecution of the responsible student(s).

- c. Ensure that transitional group homes follow the Youth Center's procedures when youth escape or fail to return to the facility on schedule. Youth Center officials should notify the group homes about the required procedures, and should refuse to place students in any such homes that fail to follow them.
 - d. Develop a comprehensive system for managing students that will ensure that their housing assignments and supervision levels are based on all relevant information, such as past history of violence or escape, current psychological evaluations, and the like.
 - e. Strengthen procedures to keep contraband from entering the Youth Center, including use of metal detectors when visitors enter the Center and establishment of reasonable procedures for physical searches of persons, packages, and vehicles.
 - f. Require law enforcement officials to leave all weapons at the control center before taking any vehicles inside the fenced area.
 - g. Require that security equipment such as radios, intercoms, and alarms are checked regularly to ensure they work properly.
 - h. Develop a proposal for the 1995 Legislature to increase the number of secure bedspaces at the Youth Center.
 - i. Implement those recommendations made by the Department of Corrections that have not already been implemented, within the constraints of the Youth Center's mission and budget. For those items that require significant additional appropriations, the Department and the Youth Center should submit a proposal for consideration by the 1995 Legislature.
 - j. Take specific actions to raise the level of security consciousness among staff, including taking strong disciplinary action against those who violate established security procedures.
3. The Department should propose specific legislation for consideration by the 1995 Legislature that will ensure that youth can be prosecuted as adults for attacks on Youth Center staff without the concern that they will be sentenced only to probation under the sentencing guidelines.

Do the Youth Center's Policies on Allowing Students Outside the Center Adequately Protect the Public from Harm?

The Youth Center's pass policies were made more restrictive in fiscal year 1994, but its policies still are not adequate to protect the public. Under current policies, it is possible for the Youth Center to give off-campus passes to students adjudicated for serious felonies such as murder, rape, aggravated sodomy, or aggravated battery. The Youth Center has allowed such offenders to attend school or work off-campus, with little or no supervision from Youth Center staff. In addition, the Youth Center has no formal policy or criteria to determine which students are eligible for placement in community reintegration facilities. These issues are discussed in greater detail in the following sections.

Types of Passes Given to Youth Center Students

- **Day Pass** - An authorized absence granted by the Superintendent to a student who would be accompanied by his parents, a guardian, or another adult approved by the social worker or psychologist. The leave shall last no more than twelve hours.
- **Home Pass (Weekend Pass)** - An authorized absence granted by the Superintendent to a student who would be accompanied by his parents, a legal guardian, or another adult approved by the social worker. A weekend pass can be given for as long as 5 days.
- **Off-Campus Activity Pass:**
 - Therapeutic and Recreational** - Students are escorted by either staff or approved volunteers. Examples include: Alcoholics Anonymous & Narcotics Anonymous meetings, mentorship activities, athletic events, and recreational activities.
 - Work-Study** - Youth are allowed to work outside the facility to gain specific job skills. They return to the Youth Center after work each day.
- **Community Reintegration (Extended Pass)** - An authorized long-term absence from the Youth Center for placement in one of the approved community-based aftercare projects. Although placed elsewhere, the student remains in the legal custody of the Youth Center.

Current Youth Center Pass Policies Are Not Adequate To Protect the Public

Juvenile offenders committed to the Youth Center at Topeka may be granted passes to leave the campus for a variety of reasons. For example, they could be approved for a day pass or a weekend pass with their parents, they could be accompanied by Youth Center staff to an off-campus recreational activity, or they could be placed in a group home to prepare for their eventual discharge from the Youth Center. The types of passes are described in the accompanying box. Pass policies at the Youth Center were revised in September 1993 after a Youth Center staff member was murdered in a Topeka neighborhood. A Youth Center student who had received a pass was later charged with the murder, but was found not guilty of that charge.

Following that tragedy, Youth Center officials strengthened pass policies and established a pass committee to review all passes. That committee is composed of the Superintendent, the Education Director, the Program Director, an equal

employment opportunity representative, and a cottage director. In addition, Youth Center officials raised the levels students must achieve in the behavior management system before they are eligible for a pass. (See the box at the right for a description of the behavior management system) Finally, they required approval from the court and the local area office of the Department of Social and Rehabilitation Services before passes could be given to some of the most violent offenders.

Even after pass policies were tightened in September 1993, the Youth Center continued to operate a Mentor Program that allowed violent offenders to go off-campus with community volunteers in Topeka. This program was halted in June 1994, after the District Attorney from Sedgwick County raised questions about the supervision of offenders while they were off-campus. The Mentor Program is discussed in the box below.

Students at the Youth Center Have to Earn Their Privileges

The Youth Center at Topeka has employed a behavior management program to help rehabilitate the students and return them to the community. This program allows a student to move up or down the scale of 11 levels, depending on his behavior at the Center.

Under this program, the student is allowed to earn "points" for acceptable behavior. For example, he can earn points for making his bed, taking a shower, brushing his teeth, and the like. When the student has earned enough points, he can move up to the next level. Each level entitles the student to certain privileges such as being allowed to go to his room unaccompanied, go to scheduled activities on the campus, or be eligible for an off-campus activity or pass.

When a student misbehaves, the student loses points based on the seriousness of his inappropriate action. For example, if a student is involved in horseplay, he is fined a certain number of points. And if a student escapes, attempts an escape, or attacks a staff member, he loses all accumulated points and is dropped to level zero.

Until June 1994, the Youth Center Operated a Mentor Program That Allowed Violent Offenders To Leave the Youth Center Without Adequate Supervision

The Mentor Program began in 1992 at the suggestion of the Youth Center's cultural diversity committee. The Program was intended to provide community volunteers as positive role models to the students. The original mentors were members of the Topeka Black Network Association. By the end of 1993, the Association decided not to continue sponsoring the Program. In December 1993, the Program was reinstated with interested individuals serving as mentors.

To be allowed to go off-campus with a mentor, a student had to get the approval of the Mentor Program supervisor, the Chief of Youth Services, the pass committee, and the Superintendent. The former Superintendent said that mentors were expected to maintain constant sight and sound supervision of the students, and that students were not supposed to leave the Topeka area.

In June 1994, it became apparent that some students in the Program had been allowed

freedom far beyond that expected by Youth Center officials. Following complaints raised by the District Attorney in Sedgwick County, the Kansas Bureau of Investigation determined that two violent offenders had driven a rental car to Wichita and back to Topeka in early May 1994, without any adult supervision. The rental car apparently had been provided by a Youth Center staff member.

During its review of the Wichita incident, the Bureau found that students in the Mentor Program had numerous other opportunities to move around Topeka without supervision, and had "parties" at the home of a Youth Center staff member. Other than possible violation of alcohol laws, the Bureau could not confirm or prove any criminal activity by the students while on "mentor" passes. After reviewing the investigative findings, Youth Center officials took disciplinary action against five staff members, two of whom were dismissed from employment.

Students qualify for passes based on their good behavior on campus, and by cooperating with their treatment plan. Information about the four basic types of passes, the general requirements for obtaining each type of pass, and the number of youth granted each type of pass during fiscal year 1994 are summarized in the table below.

We reviewed the policies related to each type of pass to determine whether the Center's policies adequately protected the public. We considered whether the policies gave adequate consideration to factors such as the youth's past offenses and behaviors, his expected release date, and the degree of supervision while on the pass. We also selected a sample of passes granted during fiscal year 1994 to determine whether youth met the criteria for receiving a pass.

Youth Center at Topeka Requirements for Off-Campus Passes		
Type of Pass	Main Requirements	Average Number Given Per Month (Oct. 93 - June 94)
Weekend Pass	<p>Student must be at a specified behavior management level</p> <p>Violent offenders must have stayed on campus for six months or longer</p> <p>Approval must be given by the Pass Committee</p> <p>Parent, guardian or an approved adult must supervise the youth</p> <p>For some violent offenders, approval must be given by the court and the local SRS office</p>	6
Day Pass	<p>Student must be at a specified behavior management level</p> <p>Violent offenders must have stayed on campus for six months or longer</p> <p>Approval must be given by the Pass Committee</p> <p>Parent, guardian, or an approved adult must supervise the youth</p> <p>For some violent offenders, approval must be given by the court and the local SRS office</p>	10
Off-Campus Supervised Activities	<p>Student must be at a specified behavior management level</p> <p>Approval must be given by the Pass Committee</p> <p>Activities must be supervised by staff</p>	73
Extended Pass (Community Reintegration)	<p>No Youth Center policy specifies the criteria for a community reintegration placement</p> <p>Sedgwick County Youth Aftercare Project requires a minimum behavior management level</p>	4

Youth Center policies allow even the most violent offenders to leave the institution without staff supervision. The Youth Center at Topeka essentially houses two types of youth—those committed for misdemeanors and those committed for serious felonies. It is reasonable to assume that those committed for relatively minor offenses could be released on passes without substantial risk to the public.

However, youth committed for serious offenses should be considered differently. Officials in two states that are considered leaders in the juvenile justice field (Massachusetts and Utah) told us they do not grant passes to serious offenders except in emergency situations.

Department officials told us that these youth will eventually be released from the Youth Center when they reach the age of 21, and that they need to be able to let them out of the institution to prepare them for reintegrate into society. However, the serious offenders have committed crimes that, if they were adults or if they had been sentenced under adult criminal statutes, would have resulted in them serving many years in prison. The fact that they are adjudicated as juveniles, and will be released at age 21, does not in our opinion diminish the risk of them being released without constant supervision.

Under current policies, all Youth Center students are eligible to receive passes if they meet established criteria. Youth who have been adjudicated for murder in the first degree are not eligible for a day pass or weekend pass until six months before their release date. Youth adjudicated for second degree murder, rape, or aggravated sodomy are eligible for passes after being at the Youth Center for nine months.

Having met the eligibility criteria does not guarantee that a juvenile offender will be given a pass. All passes, except those for long-term placements outside the Youth Center, require input from the youth's treatment team and approval by the pass committee and the Superintendent. Nevertheless, the granting of passes to youth who have committed a murder or rape seems highly questionable, and could pose extreme risk to the public.

We reviewed all passes granted to Youth Center students after September 1993, when the Center made its pass policies more restrictive. The following table shows the approximate percentage of passes that were given to violent offenders during the remainder of fiscal year 1994.

**Number of Passes Granted by the Youth Center
October 1993 - June 1994**

<u>Types of Passes</u>	<u>Total Number of Passes</u>	<u>% of All Passes Going to Violent Offenders</u>
Day pass	92	42%
Weekend pass	54	48%
Off-Campus activity	660	50%
Community reintegration	39	33%

Violent offenders are allowed to attend off-campus, supervised recreational activities. If they meet the Youth Center's eligibility guidelines, violent offenders can be approved to go off campus under staff supervision for recreational activities such as fishing trips, basketball games, and visits to schools in the area. There is no established policy on the level of supervision provided during these outings. The former superintendent of the Youth Center told us that generally these activities would be supervised at a ratio of 3-4 students per staff member. It would be relatively easy for that number of students to overpower a single staff member and escape from custody.

Violent offenders have been allowed to go to school and to work at locations away from the Youth Center. During the audit, we found that 13 students were given work-study passes in fiscal year 1994, and nine of those were given to violent offenders. In three cases, students adjudicated for murder (or aiding and abetting a murder) were allowed to attend post-secondary school and to hold jobs at sites away from the campus. In each of those three cases, Youth Center officials received specific approval from the Secretary of the Department.

The Youth Center's work-study policy does not require consideration of the severity level of the offenses committed by the student. In addition, the policy does not specify any required level of supervision while the students are off campus. In some cases, the students are allowed to walk to and from their work site. In other cases, a Youth Center staff member transports the students to and from their school or work site.

The Youth Center has no written criteria for deciding whether a student can be safely transferred to a community placement. Its policies are silent regarding the type or seriousness of offense, previous escape attempts, and the level of supervision expected while the students are on extended passes. These matters are all left to the discretion of Youth Center staff and officials of the community reintegration facilities. Officials at the community level determine whether they will accept a particular student.

As noted earlier, 21 Youth Center students (about 45% of all those placed during fiscal year 1994) walked away from community reintegration placements. Four of those who escaped were violent offenders. Those facts alone should indicate that greater emphasis is needed on screening the students for placement in such transitional facilities, and on providing better security at those facilities. In addition, we saw several cases where a student was absent-without-leave from a community placement, and was returned to the same placement rather than going back to the Youth Center. In one such case, a Youth Center student murdered a Topeka man after several escapes from a local placement. Currently, the Youth Center has no policy on what types of actions (such as leaving the facility without authorization, or attacking a staff member) would result in the student being "recalled" to the Youth Center.

Based on our testwork, it appeared that passes generally were given to students who were eligible under existing Youth Center policies. We selected a

sample of 20 students who had received a weekend pass or a day pass in 1994. In three cases, all approval documentation was not in the students' master files. The 17 cases we could review generally complied with Youth Center policies, except that two students received two day passes in the same month; Youth Center policy says that a student can only have one day pass per calendar month.

Conclusion

An inherent conflict exists between the Youth Center at Topeka's responsibility to protect the public and its mission to prepare students for return to their families and communities. On one hand, Youth Center officials should be commended for their attempts to locate additional educational and employment opportunities for the youth. On the other hand, giving off-campus passes to youth who have committed serious felonies could present extreme risk to the public. In recent years, the fact that Youth Center students have committed serious crimes while on passes or while absent-without-leave following a pass highlights the risk to the public.

Recommendations

1. Officials of the Department of Social and Rehabilitation Services and the Youth Center at Topeka should seek guidance from the Legislature concerning whether or not violent offenders should or should not receive passes to leave the campus. In particular, they should seek clarification on the Superintendent's authority to give passes to juvenile offenders who have been committed to the Youth Center for violent crimes such as murder or rape.
2. Officials of the Department of Social and Rehabilitation Services and the Youth Center at Topeka should review and revise Youth Center policies covering off-campus passes and activities, to ensure that:
 - a. any student who is granted a pass will be adequately supervised by Youth Center staff, by the youth's parents, or by other responsible adults.
 - b. policies and procedures are developed for placement of Youth Center students in community reintegration facilities, and that those procedures require consideration of each student's likelihood of escaping or harming members of the public. The procedures also should indicate what types of misbehavior will cause a student to be returned to the Youth Center.

Have the Department of Social And Rehabilitation Services and Youth Center Staff Improved the Management of the Facility Since the 1989 Audit of the Youth Center?

The Department of Social Rehabilitation Services and Youth Center staff have made improvements in several of the problem areas we identified in 1989. However, problems continue to exist with documenting poor job performance in evaluations, ensuring that new staff are fully trained, keeping adequate records about student behavior, and obtaining criminal record checks on employees. Staff survey responses indicated that staff still had little confidence in the upper management of the Center. More than half of the staff responding to our survey indicated management did not take appropriate actions when employees violated policy or did not do their jobs properly. Youth Center officials said that low pay levels have made it difficult to recruit and retain youth service specialists who supervise the students in the living units. The following sections describe our findings in greater detail.

Youth Center Officials Have Made Improvements In Management of the Facility, But Some Problems Still Exist

Our previous audit of the Youth Center at Topeka in 1989 addressed a number of issues related to poor management at the institution. Among the issues cited in that report were management's failure:

- to establish written policies and procedures in important security-related areas
- to document and act on poor employee performance
- to discipline employees consistently and according to written procedures
- to ensure that staff received required training
- to maintain adequate recordkeeping systems
- to obtain required background checks on all employees

Management officials at the Youth Center and the Department of Social and Rehabilitation Services have acted to address some of these problems. For example, they have initiated an annual review of the Center's policies and procedures. This review is a condition of maintaining accreditation with the American Correctional Association, and also ensures that the policies and procedures continue to meet the changing needs of the Center.

Youth Center officials also have become more consistent in imposing disciplinary actions and following procedures established by the Department and the Youth Center. When we reviewed the files of employees who had been disciplined in the past fiscal year, it appeared that employees received similar sanctions for like offenses.

However, we found that a number of the problems pointed out in the earlier audit still exist in one form or another. The accompanying table lists the major management-related problems we found in the earlier audit and the actions Youth Center officials have taken to correct them.

Management Problems at the Youth Center of Topeka Identified in the 1989 Audit	
Management Problems in 1989 Audit	Corrective Action by Youth Center
Substantially improved:	
The Youth Center did not have policies and procedures in important areas of management.	The Youth Center conducts an annual review of its policies and procedures. The Policy Committee meets weekly to review policies for clarity, completeness, and current application.
Youth Center officials were inconsistent in disciplining staff or did not follow procedures.	Currently the Superintendent, Personnel Director, department head, and supervisors meet on all disciplinary actions to ensure consistency.
Continue to need improvement:	
Employee evaluations did not reflect the work performance of the employees.	Officials implemented policy about employee expectations, clarified work performance expectations, required monitoring of performance, and made staff accountable.
Youth Center officials usually did nothing about poor performance by employees.	Youth Center officials developed policies to address employee performance expectations and evaluations. Management attempts to evaluate the situation, give the employee an opportunity to present his/her position, and then take corrective action if needed.
Youth Center staff were not being properly trained.	The Youth Center keeps training records on all staff, and disciplinary action is taken on staff not completing training requirements.
The Youth Center had inadequate records in many areas.	Youth Center officials implemented policies governing what is to be recorded in cottage and student logs. Shift managers are supposed to review records for compliance.
There was no evidence of criminal record checks for Youth Center employees.	Youth Center officials began doing KBI records check and SRS child abuse registry checks. Staff have been terminated when background checks show a criminal record.

Documenting and acting on poor employee performance continue to be somewhat of a problem. We found that poor performance still is not resulting in employees being given unsatisfactory evaluations. When we reviewed the personnel files of five employees who had been disciplined during the past year, we found that the poor performance was mentioned in the evaluation, but the employees still were given a satisfactory rating.

**The Youth Center Will Receive
Accreditation from the
American Correctional Association**

On September 2, 1994, the Youth Center at Topeka was notified by the American Correctional Association that the Center will be receiving accreditation in January 1995. Youth Center officials told us that they have been working toward this accreditation for the past 18 months.

The standards used for accreditation address services, programs, and operations essential to good correctional management, including administrative and fiscal controls, staff training and development, safety and emergency procedures, food service, and the like that make up good correctional practices.

This accreditation ensures that the Center is operating under nationally accepted standards. Youth Center officials said that courts tend to use the Association's standard as a benchmark of whether a correctional institution has adequate and appropriate policies and procedures, so accreditation could give the Center some protection against liability.

For example, one employee's evaluation for the past three years repeatedly said the employee used inappropriate language with students, and was involved in retaliation and implied threats against students. However, this employee received satisfactory ratings in all three years.

Another employee was reprimanded for reporting to work on two separate occasions, with the smell of alcohol on his breath. In each case the employee had to be relieved of his duties. Even though both of these incidents occurred in the same rating period, the employee still received a satisfactory rating on his evaluation.

New staff are not always fully trained before they are left alone to supervise students. The previous audit

found that management at the Youth Center was not making sure that employees completed 40 hours of annual ongoing training as required by written policy. For the employees whose files we checked during this audit, that no longer appeared to be a problem.

However, during this audit we noted another problem related to staff training—new staff occasionally are left alone to supervise students before they are fully trained in how to handle students. New staff are given two types of training. The first type is a 40-hour orientation training that includes first aid, cardio-pulmonary resuscitation, and training on security issues. The second type is a 120-hour basic training in managing aggressive behavior, using restraints, and the like. According to Youth Center policy, both types of training are to be completed during an employee's probationary period which covers the first six months of employment. If the training is not completed within six months, the employee's probationary period is extended. According to Youth Center policy, employees are not to be left alone to supervise students until both types of training have been completed.

We found that the training generally was occurring during the first six months of employment. For the new employees whose files we reviewed, the training generally was completed within five months. However, when we visited the student living units and talked with staff, they told us about three separate instances where untrained staff members were left alone to supervise students. Because new employees have not been trained in how to handle aggressive students or other potential crises, allowing them to work alone could pose a risk to their safety or the safety of the students.

Recordkeeping at the Youth Center still is not what it should be.

According to Youth Center policy, documents relating to student escapes or attacks on staff are supposed to be placed in the student's master file. To see if this was being done, we obtained the names of those students who had escaped or attacked staff during the past fiscal year and we checked their files to see if the incidents were documented. We found that about 40% of the students' master files were missing an "absent-without-leave" report that documents an escape. And, more than 45% of the files were missing incident reports related to attacks on staff. Without this information, the student's master file may erroneously show the student to be eligible for a pass or for release from the Center.

Youth Center Staff Speak Out

We surveyed the employees at the Youth Center of Topeka. The survey dealt with both management and security issues. Most of these issues were problems that were identified in the 1989 audit. In all, 165 of the 264 employees we surveyed responded, for a response rate of more than 62%. (The total number of staff includes the educational staff.) If a question required a comparison between conditions in 1989 and 1994, we only counted responses from those employed at the Youth Center for more than five years. Appendix B contains the complete summary of survey responses.

The following are some of the opinions of the staff answering our survey.

Management Issues:

- 56.9% management is worse than it was five years ago
- 57.9% staff morale has gotten worse since 1989
- 53.3% the Center does not hire people who are qualified for their jobs
- 53.3% management does not take appropriate actions when employees violate the rules
- 47.9% the Center does not hire or promote in a fair and consistent manner

Security Issues:

- 42.8% overall, the Center is not a safer place to work than it was five years ago
- 47.2% not enough staff on duty to prevent attacks or attempted escapes
- 41.2% there is almost always enough staff to ensure quick and reliable back-up if a security problem happened
- 60.6% not enough staff to adequately supervise students
- 63.6% not enough closed cottages to handle the more violent offenders
- 60.0% it is not difficult for visitors to bring contraband onto the campus

The following are some comments of staff members answering our survey.

- The superintendent works well with people and has good solutions to problems.
- The youth service workers should be paid and equipped to deal with these youths the same as the Department of Corrections.
- Most positions are already picked before interviews are conducted and the most qualified person is often overlooked.
- Low morale among staff.
- Management practices should be consistent and the same for all staff. No exceptions for favoritism.
- Responses to calls for help made over radio or the phone, usually result in immediate action.
- The facility is not set up to be a maximum security facility.
- There are times when only one staff member is working in a cottage at night.
- The youth service workers need to be better trained.
- Visitors coming on campus are a problem. They are hard to control and manage. Who knows what they bring in?

For a sample of 30 students who were given passes, we checked files to determine whether all the required pass approval documents were contained in the students' files. For six of the 30 cases we reviewed (20%), some of the required approvals were not documented in the file.

Background checks on new employees are being conducted, but not always in a timely manner. According to the Department of Social and Rehabilitation Services' written policy, all employees at the youth centers must have a criminal history check at the time an offer of employment is made. The previous audit of the Youth Center showed that the Center did not have documentation on file to ensure that those criminal history checks were done on all employees. We reviewed files for 10 employees who had been hired since 1989 and found that all 10 had a criminal history check.

However, the checks were not always initiated when the offer of employment was made, as required by the Department's policy. For one employee whose records we reviewed, the request for a record check was not made until two weeks after he was employed; for another employee, the request was not placed for more than six weeks.

These delays can be extended by the amount of time it takes to get the information back from the Kansas Bureau of Investigation once the request has been made. Youth Center officials said that after they send the request, the Bureau may take up to three months to complete the record checks. In addition, the Bureau only checks a person's felony criminal record in Kansas. Because of all the delays, an employee with a criminal record could be allowed to work with the students for up to four months.

In recent months there have been two examples of employees who began working at the Youth Center and were later found to have arrest records. In one case, an employee had already worked at the Center more than three months before officials became aware of a pending arrest. In another case, an employee decided voluntarily to inform the Youth Center that he had recently been arrested, and had past offenses that would prohibit him from continuing to work at the Youth Center. The employee had worked at the Center for about 12 weeks.

Many Youth Center Staff Still Express Little Confidence in Management

We enclosed a survey document with the September 1994 paycheck of every employee at the Youth Center at Topeka. The survey allowed employees to give us their opinions about a number of security- and management-related issues. It also allowed them to provide us with any additional comments or information that they thought would be important for us to know about the Center. We received responses from 165 employees or about 63 percent of the total staff at the Center. The box on

page 31 summarizes responses to some of the key questions we posed to Youth Center staff. It also contains some of the general comments staff made. A copy of the survey document with a tabulation and summary of all responses can be found in Appendix B.

As shown from the comments we received, almost 57% of the staff who have worked at the Center more than five years said the management of the institution is worse than it was five years ago. A similar percentage thought that staff morale was lower. Staff tended to be most dissatisfied with the hiring and promotion practices at the Center.

On issues of security, a large percentage of staff who had been at the institution for more than five years (42.8%) said that the Center is no safer than it was five years ago. They tended to point out the lack of staff, the lack of secure facilities, and poor procedures to prevent contraband as the main problems.

It should be pointed out that a major change in management took place during this audit. In September 1994, the Superintendent at the Center for the past five years was made Superintendent at the Youth Center at Atchison, and a new acting Superintendent was named for the Youth Center at Topeka.

Youth Center Officials Said That Low Pay Levels For Youth Service Workers Have Made it Difficult to Recruit and Retain Qualified Staff

Recently, it has taken a minimum of six weeks to a maximum of 16 weeks to fill vacant youth service specialist positions. Center officials stated delays are caused mainly by the low starting salary, which does not make the jobs very attractive to those seeking employment. As of October 1994, there were eight vacant youth service specialist positions at the Center. Having positions vacant for a long period of time aggravates the already tight staffing situation at the Youth Center.

Officials at the Center told us that trained youth service specialists often leave to take higher paying jobs in other State agencies — such as the Department of Corrections — or private companies. We compared the job descriptions, qualifications, and pay ranges for Youth Service Specialists who staff the youth centers to those of Corrections Officers who staff the State's correctional facilities. We found that the qualifications and job duties were virtually the same. The only difference was that the pay ranges for correctional officers were higher by two pay ranges. For example, the entry level youth service specialist trainee is paid at range 13 (\$15,792 to \$22,212). The corresponding corrections officer trainee position is paid at range 15 (\$17,424 to \$24,504).

Although an argument could be made in the past that the correctional officers were dealing with a more difficult population, with the increase in the number of

violent offenders housed at the Youth Center, that is no longer the case. Youth Center officials told us it would have cost about \$90,000 in fiscal year 1994 to upgrade the youth services specialists positions to parity with comparable jobs at the Department of Corrections.

Conclusion

The Youth Center at Topeka will always be a difficult facility to manage and to keep secure because the facility was never designed to house the types of offenders who are being placed there. Given the physical shortcomings of the facility, management needs to make an extra effort to ensure that competent staff are hired at the facility, that procedures and job expectations are clearly explained, and that appropriate actions are taken against employees at all levels who fail to follow procedures or meet expectations. The fact that a number of issues pointed out five years ago continue to be problems at the Center raises questions about whether that extra effort has been made by the management at the Youth Center. If low salaries for youth service workers are a deterrent in attracting competent staff for the facility, officials of the Youth Center and the Department of Social and Rehabilitation Services need to work with the Legislature and other officials to remedy that situation.

Recommendations

1. To ensure that job applicants with criminal backgrounds are identified as soon as possible, Youth Center officials should request criminal background checks at the time an employment offer is made, as required by Department of Social and Rehabilitation Services policy.
2. To ensure that new staff members and students are not placed at risk, Youth Center officials should expedite training of new youth service specialists and make sure that untrained staff members are not allowed to supervise students without other staff present.
3. To ensure that chronic or significant performance problems are not ignored, Youth Center officials should establish procedures so that known shortcomings are adequately addressed on employees' written evaluations. This type of documentation is important because it can provide a valid basis for discharge or other disciplinary action of employees who are not capable of doing their jobs or properly dealing with Youth Center students.

4. To ensure that students are not released or given passes based on incomplete information in their files, Youth Center officials should establish procedures to make sure that important documents such as incident reports and escape reports are always placed in the students' master files.
5. To ensure that the Youth Center at Topeka can attract and retain qualified youth service workers, Department and Youth Center officials should work with the Department of Administration's Division of Personnel Services to determine whether pay levels should be raised to levels comparable with correctional officers. If such salary increases are warranted for Youth Center staff, the Department of Social and Rehabilitation Services should submit an appropriate proposal for consideration by the Legislature.

**Is the Youth Center at Topeka
Properly Accounting for and Using Money
It Receives for Alcohol and Drug Abuse Grants?**

The Youth Center at Topeka has spent federal grant moneys received through the Department of Social and Rehabilitation Services in accordance with the provisions of the grant. However, in reviewing the use of these grant moneys, we found that the Department has not managed the grant well. Despite the fact that grant money has been left unspent each year, the Department has not ensured that it is meeting the objectives outlined in the original proposal submitted to obtain the grant. The Department has not always provided the granting agency with required reports on a timely basis, and has not established good procedures for ensuring that money is spent in accordance with the grant requirements. And the Department could lose more than \$122,000 in unspent grant funds if it does not act quickly to gain authority to spend those funds during the grant's final year. We also found that State moneys intended for alcohol and drug abuse treatment for youth after they leave the Youth Center have not been spent for those purposes. These and related findings are discussed in the sections that follow.

**The Youth Center at Topeka Has Not Misspent
Federal Grant Moneys, but the Department's
Management of the Federal Grant Has Been Lax**

The Youth Center at Topeka is not the direct recipient of any drug and alcohol abuse grants. Grant money the Youth Center receives to fund its drug and alcohol treatment program is funneled through the Department of Social and Rehabilitation Services.

In 1991, the Department obtained a four-year federal grant for drug and alcohol abuse treatment for students in Kansas youth centers. The grant was made by the Center for Substance Abuse Treatment within the federal Department of Health and Human Services. The table below summarizes the receipts and expenditures from this grant for each of the past three fiscal years.

**Expenditures of Federal Grant Funds
Fiscal Years 1992-1994**

<u>Fiscal Year</u>	<u>Total Amount Available</u>	<u>Total Amount Spent</u>	<u>Total Amount Not Spent</u>
1992	\$ 142,576	\$ 51,962	\$ 90,614
1993	142,576	128,695	13,881
1994	<u>149,704</u>	<u>131,773</u>	<u>17,931</u>
Total	\$434,856	\$312,430	\$122,426

Federal regulations are very broad in what the grant money can be used for. The main restriction is that the moneys be used for the improvement of existing drug and alcohol treatment programs, rather than for the creation of new programs. In addition, federal regulations require the Department to use federal grant funds only to support the particular project for which funding is provided. In this case, the Department's grant application said the purpose of the project was "to reduce adolescent drug abuse and delinquency recidivism through the enhancement of primary treatment services to drug-involved youths incarcerated in state training schools."

The original grant application filed by the Department included an estimated budget for the first year of the program. The application and budget documents show that the expected \$150,000 grant would be used to pay the salaries and benefits of five alcohol and drug counselors, totaling about \$120,000 per year. In addition, the budget showed lesser amounts for computer equipment (\$18,000), travel (\$6,000), contractual services (\$4,000), and supplies (\$2,000). According to federal officials we contacted, expenditures consistent with the purposes outlined in the application would be allowed, as long as the money was not used to set up an entirely new program.

The Department has used most of the federal grant money to pay the salaries of new substance abuse counselors at the youth centers. In fiscal year 1992, the first year grant moneys were received, five new drug and alcohol counselors were hired using money from the federal grant. Two counselors were hired at the Youth Center at Topeka, and one at each of the other youth centers. (The additional counselor for the Youth Center at Topeka was based on its larger population.) The following table shows that expenditures for counselors' salaries accounted for 65% to 82% of total grant expenditures in each of the past three fiscal years.

Summary of Expenditures from the Federal Alcohol and Drug Abuse Grant				
<u>Fiscal Year(a)</u>	<u>Total Amount Available</u>	<u>Total Amount Spent</u>	<u>Amount Spent on Salaries</u>	<u>% Spent on Salaries</u>
1992	\$142,576	\$ 51,962	\$ 33,832	65.1%
1993	142,576	128,695	105,492	82.0%
1994	<u>149,704</u>	<u>131,773 (b)</u>	<u>105,977</u>	<u>80.4%</u>
Total	\$434,856	\$312,430	\$245,301	78.5%

(a) The fiscal year for this grant ends on August 31 of each year.

(b) Total expenditures for fiscal year 1994 include 2% for indirect costs. However, the Department has not made its final year-end adjustments.

When we reviewed non-salary expenditures for 1994, we found that the Youth Center at Topeka did not spend any federal grant money for non-salary expenses. The expenditures from other youth centers included things like travel costs, drug testing kits, and educational videotapes. We did not find any expenditures that appeared to be improper under the regulations covering the grant. However, we found a number of other problems with the way the Department has managed the grant.

The Department has not managed grant expenditures to ensure that the objectives it established for the grant are being achieved. As part of its application for the federal grant, the Department of Social and Rehabilitation Services outlined 12 objectives for the grant. Among those objectives were the following:

- Youth centers will maintain a program of random urine tests for drug use.
- Post-testing of students will show increases in attitude favoring abstinence and recovery.
- Youth center substance abuse coordinators will make visits to the home/ placement of at least 20% of substance abusing youths after they leave the youth centers.
- Youths will show decreased levels of drug use and criminal behavior after they leave the youth centers.

Through discussions with officials at the Department of Social and Rehabilitation Services and the Youth Center at Topeka, we learned that the Department has not determined whether the objectives listed above have been met. For example, we were told that no program of random urine testing had been established at the Youth Center at Topeka until the Fall of 1994. Also, the substance abuse coordinator at the Youth Center at Topeka told us he had not made follow-up visits to students after they had left the Youth Center. (We did not check to determine whether the other youth centers were doing random drug tests or making follow-up visits.)

The fact that the Department has not tracked compliance with the grant's original objectives cannot be attributed to a lack of funds. The Department has left unspent about \$122,000 of the available money over the life of the grant. The Department recently entered into a \$30,000 contract with a private agency to evaluate the effectiveness and impact of the programs funded with the federal grant.

The Department has not fulfilled certain reporting requirements on a timely basis. The federal grant requires the Department to submit progress reports (with each annual renewal application for the grant) and financial status reports following each fiscal year. We found that the Department was more than three months late in filing its expenditure report following fiscal year 1992. In addition, one quarterly report was also filed several months late.

The Department has not established good procedures for authorizing and documenting expenditures of grant moneys. As the grant recipient, the Department of Social and Rehabilitation Services is responsible for ensuring that purchases made with grant money are for allowed purposes. We found that nobody in the Department's central office was responsible for reviewing and approving non-salary expenditures. Although the Department provides the federal agency with reports that show gross totals, Department officials could not readily provide us with the detail of what those moneys were spent for. In addition, when we eventually found and reviewed a sample of 1994 expenditures, we found that several expenditures made by the Youth Center at Beloit had been charged to the wrong fund. When we brought this to their attention, Department officials said they would correct the coding errors.

The Department could lose more than \$122,000 in unspent grant funds if it does not act quickly to gain authority to spend the money. Under federal guidelines, the Department is required to obtain formal approval from the Center for Substance Abuse Treatment before any unspent money from one grant year can be carried over and spent in a subsequent year. The grant the Department received expires in August 1995. During the first three years of the grant, the Department had \$434,856 in grant moneys available, and it spent \$312,430, leaving an unspent balance of \$122,426. If the Department is going to use the money it did not spend in the first three years of the grant period, it will need to obtain approval from the Center for Substance Abuse Treatment. The money must be spent or encumbered before the grant expires in August 1995. At the time our audit fieldwork was completed, the Department had not sought formal approval from the Center to use those moneys.

The Youth Center at Topeka Has Not Used State Alcohol and Drug Abuse Moneys For Aftercare Programs as Intended

In addition to the federal money the Youth Center receives through the Department of Social and Rehabilitation Services, it also receives some money from the State General Fund. Since fiscal year 1988, the Legislature has provided the Department of Social and Rehabilitation Services with an annual appropriation of \$85,000 for the youth centers' alcohol and drug treatment programs.

In the late 1980's the Department used that money to pay a private "outpatient" alcohol and drug abuse agency to treat former students from the State's youth centers. The Department discontinued its contract with that agency after a 1990 audit by Legislative Post Audit showed that the youth centers did not refer enough youths to the program, and that a majority of the youths failed to show up for scheduled treatment sessions.

In more recent years, the Department has divided that money among the youth centers in the State. The Youth Center at Topeka has received \$16,666 as its share of the appropriation during each of the last two fiscal years.

Since its inception in fiscal year 1988, the \$85,000 annual appropriation has been earmarked primarily for "aftercare" treatment of youth following their release from the Center. This intent was confirmed by Department officials and various types of correspondence. Most recently, a November 1993 memo from the Department's Commissioner of Youth and Adult Services clearly stated that the money was to be used for aftercare treatment and required each youth center to submit a plan for spending its share of the \$85,000. Aftercare treatment is important to help the youth avoid the repetition of substance abuse, which is highly correlated with juvenile crime.

The plan the Youth Center at Topeka submitted to the Commissioner included \$10,000 for contracts with alcohol and drug abuse treatment providers in small towns to treat youth after they left the Youth Center. It also included money for such things as alcohol and drug abuse treatment literature, videotapes, seminars, and travel expenses.

The Youth Center at Topeka has used the State money to operate its on-campus drug treatment program, rather than for aftercare treatment. When we reviewed the fiscal year 1994 expenditures from these moneys, we found that the money was not spent according to the plan sent to the Commissioner. Unlike earlier years, no money was spent in fiscal year 1994 on contracts with treatment providers. In fact, we did not see any expenditures that we would classify as being for "aftercare" services. Virtually all of the money was being used to operate on-campus substance abuse treatment programs.

Officials at the Youth Center acknowledged that money allocated for drug and alcohol treatment was being used for "primary care" of students at the Youth Center, rather than for services after the students are released. The substance abuse coordinator told us it made little sense to do "aftercare," unless the Youth Center had provided "primary care" of students while they were at the Youth Center.

When we reviewed the Youth Center's expenditures of State General Fund money, it appeared that some could have been paid for with federal grant funds. For example, State moneys were used to pay for chemicals and other drug testing materials, videotapes used in the treatment program, and travel expenses for staff to attend special workshops related to substance abuse treatment. If the Department had provided better guidance on use of the federal grant funds and the Youth Center had charged some of the allowable expenses to the federal grant, then the Youth Center would have had more State money available to conduct aftercare visits and treatment.

Recommendations

1. To ensure that federal grant funds are controlled properly and used effectively, the Department of Social and Rehabilitation Services should:
 - a. clearly designate who is in charge of managing the federal grant moneys, what types of expenditures are allowed under the federal grant, and what approval process the youth centers should follow to charge expenditures against the grant.
 - b. obtain written approval from the federal granting agency to allow the Department to spend the available, unspent federal grant money — about \$122,000 — in the final year of the federal grant, which ends in August 1995.
 - c. direct the youth centers to spend federal grant money for allowable purposes whenever possible, to conserve State General Fund moneys as much as possible.

2. To ensure that State General Fund moneys appropriated for drug and alcohol treatment of youth center students are used appropriately, the Department should:
 - a. clearly designate what types of expenditures are expected by the youth centers, and what approval process the youth centers should follow to charge expenditures against their portion of the State appropriation.
 - b. determine whether each youth center is using the State money appropriately and as intended. In particular, the Department should determine whether the Youth Center at Topeka should resume using the State money for continuing substance abuse treatment of students after they leave the Youth Center.

What Models Have Other States Found to Be Successful for the Detention and Treatment of Youth Who Have Committed Serious Felonies?

A majority of states, including Kansas, operate juvenile offender programs within their social services agencies. About one-fourth of all states have an independent agency to handle juvenile crime issues. Virtually all of the national and state officials we contacted said that organizational structure was not a critical issue in establishing a good program. Researchers have identified a number of critical factors that should increase the chances of success, but the organization of the state system was not among them. Several of the states we surveyed have tried various new programs, such as boot camps, that may help reduce the degree of repeat juvenile offenders.

Unlike Kansas, most states we contacted placed serious juvenile offenders in separate facilities from non-violent offenders. The National Council on Crime and Delinquency has recommended greater use of small, community-based programs for serious juvenile offenders, instead of large training schools. Because of the different methods states use to analyze the impact of their programs, we found difficulties in comparing the "success" of juvenile offender programs in the states we surveyed.

These findings are discussed in more detail in the following sections.

Researchers Have Identified A Number of Critical Components For Successful Juvenile Offender Programs

No state program can supply youth the kind of value systems and controls that exist in strong families and concerned communities. However, some keys to good juvenile offender treatment programs have been identified. According to a 1994 publication of the National Council on Crime and Delinquency, the critical components are:

- (1) continuous case management
- (2) opportunities for youth achievement and program decision-making
- (3) clear and consistent consequences for misconduct
- (4) enriched educational and vocational programming
- (5) a diversity of forms of family and individual counseling matched to adolescents' needs
- (6) careful emphasis on reintegration and reentry services

We did not attempt to analyze the implementation of these principles in Kansas' youth centers. However, case management at the centers is provided by social workers, psychologists, and other members of the staff. The Youth Center at Topeka uses a behavior management program that rewards or punishes youth depending on their daily behavior and compliance with rules. Youth at the Center are given the opportunity to further their education and to participate in some recreational and therapeutic activities. The youth centers do provide some reintegration services, such as transitional placements, as described in earlier sections of this report. After youth are released from custody, follow-up services may be provided through the local offices of the Department of Social and Rehabilitation Services.

Having a particular type of agency administer juvenile offender programs has not been cited as a critical factor in the success of those programs. The 50 states have placed jurisdiction for juvenile offender programs within three different types of agencies: social services departments, corrections departments, and independent youth authorities. None of the literature we reviewed indicated that one particular structure is more advantageous in the management and treatment of juvenile offenders.

A study conducted in 1993 by the National Center for Juvenile Justice found that 54% of the states had their social services agency manage juvenile correctional facilities, 24% had an independent youth authority, and 22% had their department of corrections operate these facilities. There is no strong trend toward the establishment of independent youth authorities; in the last five years, about as many states have gone away from that structure as the number that have created a youth authority. We asked officials in a few states that have an independent youth authority about the advantages and disadvantages of having youth programs run by such an independent agency. Their "consensus" responses are summarized below:

Advantages of an independent youth authority:

- Would provide better focus on the specific issues of juvenile crime
- Could clarify the mission to protect the public from violent juvenile offenders
- Could be more responsive or adaptive than a larger agency

Disadvantages of an independent youth authority:

- Would require the revision of many existing laws
- Would involve costs in setting up a new agency
- Could increase the state bureaucracy
- Could complicate funding and placement options for youth

Within Kansas, officials in the Department of Social and Rehabilitation Services suggested that greater autonomy and visibility might be achieved if the Department established a new commission to deal solely with juvenile offenders. However, any such reorganization would probably have little impact on the day-to-day operation of the Youth Center at Topeka, unless it meant a change in the facility's mission, staffing levels, or placement procedures.

States Have Tried a Variety of Structures and Programs For Juvenile Offenders, But Little Evidence Exists to Suggest That One State's Programs Are More Successful than Others'

The National Council on Crime and Delinquency and the federal Office of Juvenile Justice and Delinquency Prevention recommend greater use of small, community-based programs for serious juvenile offenders, rather than large training schools. The National Council advocates programs like those being operated in Massachusetts, Missouri, and Utah. Each of these states has abandoned large training schools and developed small, secure facilities for the dangerous few. These secure treatment programs are intensively staffed and programmed, and youth are gradually returned to their communities through a series of less-restrictive programs.

The Massachusetts Division of Youth Services places only about 15% of its commitments in locked facilities. The majority of nonviolent juvenile offenders are placed in group homes, foster care placements, day treatment programs, and intensive treatment services. Massachusetts initially spends more money in its intensive violent offender program, but reportedly saves about \$11 million annually through the use of community-based care for non-violent offenders.

Missouri's largest facility can handle 50 youths. Missouri officials place youth on a "risk basis," and attempt to place the youth in a facility close to their homes. Missouri has also established a program which brings college students into the youth centers to tutor youths and serve as "mentors." The college students often continue their "mentor" roles after the youths have been released back into the community,

Utah has three secured facilities exclusively for violent offenders. Its largest facility has 40 beds. These facilities are all designed as high-security facilities, and are fenced.

Eight of the 10 states we contacted placed serious offenders in separate facilities from non-violent offenders. On that point, the Youth Center at Topeka houses both violent and non-violent offenders. Nearly one-fourth of all admissions at the Youth Center in fiscal year 1994 were for violent felonies against persons. On the other hand, more than 20% of all admissions were for misdemeanors.

The box on the facing page provides more information about the states that were cited as leaders in the field of juvenile justice. Selected information about all 10 states we surveyed is in Appendix C.

Most of the states we contacted have established some type of "boot camp" program for juvenile offenders, but the effectiveness of those programs has not been determined. Four of the 10 states we surveyed had a "boot camp" facility in service, while two more are in the process of beginning a "boot camp." The programs were used primarily for non-violent offenders and usually lasted from

States That Are Considered Leaders in the Field of Juvenile Corrections

The American Correctional Association and the National Council on Crime and Delinquency identified these six states as leaders in the treatment of juvenile offenders.

<u>State</u>	<u>Type of State Agency Responsible For Juvenile Offenders</u>	<u>Are Violent Offenders Housed Separately From Non-Violent?</u>
Kentucky	Social Services	Yes
Massachusetts	Social Services	Yes
Missouri	Social Services	Yes
Tennessee	Independent Youth Authority	Yes
Texas	Independent Youth Authority	Yes
Utah	Social Services	Yes

Kentucky has three secure youth facilities. The facilities each house 32-48 youths, and two of the three facilities have fences. The secure facilities allow off-campus passes, depending on the behavior of the youths, and offer day treatment upon a youth's release. Kentucky has adopted a new program to provide qualified counselors to work with juvenile sex offenders.

Tennessee has four secure youth facilities, totaling 519 beds. All four facilities have installed fences similar to that of the Youth Center at Topeka. Off-campus passes are given to youths (with court approval) if the student's behavior has been good. Probation officers monitor the progress of youth after their release, and family counseling is provided during the reintegration process.

Texas has seven secure facilities with a total capacity of 1,466 youths. Five of the seven secure facilities have fences. All seven facilities allow off-campus passes only after a youth has completed half of his minimum sentence. The youth must also be considered a low-to-medium risk, based on criteria set up by the Youth Commission. The Commission has a research and planning unit that compiles recidivism rates, average daily population, academic progress, basic treatment cost per day, and the like.

Missouri has three secure youth facilities with 30 or fewer beds in each. None of the secure facilities has a fence. Youth are allowed to have off-campus passes late in their incarceration, depending on their behavior while at the facility. Missouri has established a program which brings college students into the youth centers to tutor youth and serve as mentors. The college students often continue their mentor roles after the youth are released from custody.

Massachusetts has one high-security youth facility with 40 beds, and 32 moderate-security programs with a total population of 691. The high-security facility is located in a wing of an adult correctional facility and is completely separate from the adult prisoners. No passes are allowed for youth in the maximum-security facility, and all other youth facilities give off-campus passes only in emergencies. Youths admitted for violent offenses are placed in a group home for six months before they reenter the community.

Utah has three high-security youth facilities with 30-40 beds in each. All three facilities have fences. No passes are allowed for youths at these facilities. Counseling is provided by youth center staff before juvenile offenders are released into the community.

The Kansas Criminal Justice Coordinating Council Has Formed a Task Force to Develop Policies and Recommendations Regarding the Juvenile Justice System

The 1994 Legislature established the Council, and directed it to form a task force to study the juvenile justice system, "including issues of jurisdiction, placement, intake and assessment processes, dispositional alternatives, financing strategies, availability of mental health services and work processes and case loads of social workers and court services officers, the implications of a youth authority and any other issues affecting children in need of care... and juvenile offenders...". By law, the task force must submit a final report by February 1, 1995. Officials in the Kansas Sentencing Commission (who are serving as staff for the Criminal Justice Coordinating Council) said that the report would include an estimate of the cost of establishing an independent youth authority.

three-to-six months. One concern about "boot camps" was their failure to adequately prepare youths for reentry into society.

The Koch Crime Commission recently issued a preliminary study that found the "jury is still out" on the effectiveness of boot camps. However, the preliminary report recommended two types of programs in Kansas. One would be a voluntary challenge program for non-adjudicated youth, such as school dropouts. The other would be a boot camp for non-violent juvenile offenders. Neither of these proposed "boot camp" programs would include violent juvenile offenders.

Officials of the Koch Commission said that the Commission's final recommendations on the establishment of boot camps would be made before the end of the 1995 legislative session.

Many states maintained intensive supervision and counseling services after youths were released from the youth centers. Nine of the 10 states we contacted had specific programs and services to improve juvenile offenders' opportunity for success after they leave a correctional facility. The approaches mentioned included assigning youth to transitional group homes (as in Kansas), family counseling, assigning a probation officer to monitor youth, and electronically monitoring the movement of youth.

Missouri assigns a case manager to each youth after release. The case manager keeps track of the youth's progress for about six months, while providing family therapy sessions and involving the youth in necessary day treatment. Oklahoma has contracted with a non-profit agency for intensive supervision of youth after they leave youth facilities. In Massachusetts, youth are put in a group home for six months before they reenter the community. After completion of the group home program, youth are placed in an outreach program for additional educational services and other assistance.

Although some states claim success for their programs, comparing the success of programs in different states is difficult because of the lack of consistent data. Many of the states we contacted measured the success of their programs in terms of the number of escapes, the educational progress made by students, and the "recidivism rate" of the youth after they leave correctional facilities.

Each state has developed its own method for calculating the recidivism rate. Some states focus on the re-arrest rate, some count only those who return to a juvenile facility, while others include offenders who are later incarcerated in adult correctional facilities. The period of measurement was not consistent, ranging from one year to five years. Thus, one program may claim a 10% recidivism rate on an annual basis, while another state may have a 25% rate over two years. However, if both programs were examined on a consistent basis, the second program could be more successful than the first.

Conclusion

All states are wrestling with issues of how to effectively deal with juvenile offenders. States have tried a number of programs, and though no consistent data exist about the effectiveness of any type of program, the experts seem to think that smaller, community-based programs are preferred over large training schools like the Youth Center at Topeka. States generally are separating violent and non-violent offenders, and putting an emphasis on continued supervision after youth are released from juvenile facilities.

APPENDIX A

Information about Escapes, Attempted Escapes, and Attacks on Staff At the Youth Center at Topeka in Fiscal Year 1994

We reviewed documentation about escapes from the Youth Center (including escapes by students on extended passes to community group homes), attempted escapes from the Youth Center campus, and attacks on Youth Center staff during fiscal year 1994. This appendix provides information about these incidents during the past fiscal year.

Date	Information about Escapes from the Youth Center and Extended Passes	Cottage
5-21-93	Student escaped from a community group home while on extended pass. This escape was not reported to the Youth Center until 9-29-93. The student was returned to the Youth Center on 10-8-93.	na
8-6-93	Student did not return from a pass. Student was arrested and tried as a suspect in the killing of a Youth Center staff while absent without leave from the Youth Center.	na
8-7-93	Student was absent without leave while out on a day pass. Student was apprehended on 9-8-93.	na
8-8-93	Student did not return from pass.	Arapaho
8-25-93	Student ran away from a community group home while on extended pass. Police were notified of the escape.	na
8-29-93	Student stole car while out on weekend pass from the Youth Center.	Cherokee
9-7-93	Student did not return from pass at stated time.	Chippewa
9-8-93	Two students escaped while off campus for an Alcohol Anonymous meeting.	Cherokee
9-9-93	Student was absent without leave from a community group home while on extended pass. The student called and said he was going to Las Vegas. He took his social security card and birth certificate with him.	na
10-2-93	Student escaped from a community group home while on extended pass. The escape was reported to the Wichita police department.	na
10-3-93	Student left a community group home and moved in with a friend.	na
11-13-93	Student escaped from a community group home while on extended pass. The student did not show up for work. He said he took the wrong bus and was lost and called for directions, but he did not show up at the group home before curfew. The police picked him up in Andover and transported him to the Youth Residence Hall in Wichita.	na
11-14-93	Student escaped while on weekend pass to visit his family.	na
11-30-93	Student escaped from a community group home while on extended pass.	na
1-21-94	Foster parent went to wake student for school and found student missing from his room. Student was on extended pass.	na
1-21-94	Student was absent without leave while on extended pass to a community group home.	na

Date	Information about Escapes from the Youth Center and Extended Passes	Cottage
1-26-94	Student escaped while on extended pass to a community group home. The student was returned to the Youth Center on 5-13-94.	na
1-26-94	Student escaped from a community group home while on extended pass. The student said he did not mean to escape, but things happened and he felt it would be easier to explain the next day.	na
1-26-94	Student was absent without leave while on extended pass to a community group home.	na
2-24-94	Student left the Youth Center on an extended pass for a community group home. Student escaped from the group home that same afternoon.	na
4-6-94	Student was absent without leave from work while on extended pass to a community group home.	na
4-7-94	Student was absent without leave while on extended pass to a community group home.	na
6-10-94	Four students on extended pass were reported absent without leave from a community group home when they were discovered missing from the facility at bed check. The students returned to the group home within the next eight hours; however their unauthorized leave meets the definition of escape according to the Youth Center's policy.	na
6-8-94	Student escaped from a community group home while on extended pass. Student did not return to the group home after work.	na

Date	Information about Attempted Escapes From the Youth Center Campus	Cottage
11-22-93	Student kicked out the back door in the gym to help three other students attempt an escape. After he was told about being disciplined, he tried to hurt himself and was placed on suicide precaution.	Mohawk
11-22-93	Three students ran out the back door of the gym and tried to climb the fence. All three were apprehended.	Mohawk
1-12-94	Two students escaped through an unlocked back bathroom door, then went out the cottage's back door. Both were apprehended by cottage staff before they escaped from the Center.	Chippewa
1-28-94	Student escaped from the cottage and attempted to climb the fence. The student was removed from the fence by security which had been called by the youth service specialist on duty in Shawnee Cottage.	Shawnee
6-18-94	Student attempted to run away from cottage while staff were cleaning his room. The student was apprehended by cottage staff and escorted back to the high-security cottage with the help of security officers.	Jayhawk

Date	Information about Attacks on Staff	Cottage
7-14-93	Student grabbed staff and licked staff on the lips.	Osage
7-21-93	Student entered the control area and slapped staff with his point sheet across the shoulder and arm demanding that the staff fine him. The student threatened to use the phone receiver as a weapon.	Shawnee
8-15-93	After his mother's visit, student was asked to go to his room because he was still on restriction. Student became angry, began kicking trash can and throwing things. As student was being placed in seclusion he took a swing at staff, hitting staff in the arm.	Mohawk
8-19-93	Student became verbally abusive while in a seclusion room. Staff stripped room of personal belongings. Student became physically violent, and began hitting the wall with his broken hand. While staff was placing restraints on student, student hit staff.	Mohawk
8-27-93	After student was placed in a seclusion room for being suspended from class, student began hitting door and window screen. Staff decided to place restraints on student. Student began striking out at staff, leaving marks on staff's neck.	Mohawk
9-20-93	Student hit staff with his right shoulder and arm, making contact with staff's left shoulder and arm.	Pawnee
10-26-93	Two students were involved in a verbal confrontation which became physical. While students were hitting each other, staff attempted to break it up. Students continued to swing at each other and both hit staff in the back.	Comanche
11-21-93	Two students came up behind staff and wrapped a towel around staff's neck so tightly that he could not breathe or call out for assistance. Staff pressed alert button on radio and managed to free himself from the students.	Kiowa
11-21-93	Student was banging on the door of his room. The student was told to stop and back away from the door. When student did not comply with staff's orders, staff placed student in mechanical restraints. While being placed in restraints, student bit staff and security officer.	Comanche
11-24-93	Student was disciplined and became abusive when asked to go to his room. Staff tried to force student to his room. Student jerked away from staff and took an aggressive stance. All staff assisted in restraining student, at which time student kicked staff.	Mohawk
12-5-93	Student was playing with food, and staff told him to go to his room. The student refused and pushed staff in the chest. Student was placed in his room and later moved to a more secure room.	Comanche
1-10-94	Student stood nose to nose with staff, and staff told student to move. Student bumped into staff.	Shawnee

Date	Information about Attacks on Staff	Cottage
1-15-94	Student returned from the shower and grabbed a watch. Student was told he could not have the watch in his room and to return the watch. Student refused and when staff reached for watch, student struck staff above the left eye causing staff's glasses to break.	Comanche
1-16-94	Student refused to go to his room, began shouting and pointing his finger at staff. Staff reached for student's finger and student took a swing at staff, hitting staff in the left eye. Student was placed in mechanical restraints and placed in seclusion.	Comanche
2-2-94	Three staff entered student's room to strip it because student had urinated all over his room. When one staff member approached student, student swung at the staff member, hitting him behind the right ear.	Mohawk
3-3-94	Student shoved staff across room and punched staff in the back.	Shawnee
3-8-94	Student was asked to go to his room for disturbing the class. Student refused. When staff escorted student to his room, the student started to run. Staff restrained student's arms, but student kicked one staff and hit another staff in the lip.	Kiowa
4-9-94	Student was kicking his door and yelling. He was ordered to stop and to lie down, but he refused. Four staff entered student's room. Student hit one staff on the head with his fist. Student tried to bite staff when restraints were applied, but he bit his own fingertip off.	Comanche
5-26-94	Student came toward staff and swung at staff, hitting staff in the head.	Osage
6-5-94	Student was told to stop kicking and hitting his door. Student refused and staff decided to place him in restraints. When the responder team and staff entered the student's room, the student attacked one staff member, hitting him in the shoulder.	Mohawk
6-5-94	Student was verbally and physically out of control so staff told him to go to his room. Student refused and tried to hit staff. Once in restraints, student threatened to kill one staff member when he was released from the restraints.	Mohawk
6-22-94	Student was upset and wanted to call his sister. When staff took student to make his call, the student turned on the staff, hitting staff twice in the chest. Staff called security.	Comanche
6-26-94	Student was blowing in another student's face and was asked to go to his room. Student refused even after being asked several times. Student then became verbally out of control and pushed staff aggressively.	Mohawk

APPENDIX B

Summary of the Youth Center at Topeka Staff Survey

In September 1994, we surveyed all employees at the Youth Center at Topeka. Of the 264 surveys distributed, we received 165 responses for a response rate of 62.5%. This appendix provides information about staff members' answers to that survey. For those questions that required a response about conditions at the Youth Center now compared to conditions during the 1989 audit period, we based our percentages on responses from employees who had worked at the Youth Center for more than five years.

Youth Center Staff Survey

The Legislative Post Audit Committee has directed the Legislative Division of Post Audit to conduct a performance audit of the Youth Center at Topeka. The main objectives of the audit are to determine if the management and the security of the Center have improved since the last audit conducted in March 1989. To help us meet these objectives, we are conducting a survey of personnel in an effort to obtain information about the impact of changes made at the Youth Center since the 1989 audit, and about your ideas for further improvements.

We would appreciate it if you could take the time to answer the following questions. The survey is designed so that you need not include your name. The results will be tabulated and reported in such a way that you cannot be personally identified, but the returned surveys will be included in the audit working papers which will become a public document upon completion of the audit. Please return the completed survey in the enclosed, self-addressed, postage-paid envelope by **Friday, September 9, 1994**.

General Information

1. What is your current position at the Youth Center?

12.7%	21	Administrative or Clerical (personnel, business office, etc)	3.0%	5	Security
10.3%	17	Professional or Medical (social workers, doctors, recreation staff, etc.)	13.3%	22	Support Staff (dietary, physical plant, maintenance, etc)
7.3%	12	Cottage Director or Assistant Cottage Director	29.1%	48	Youth Service Specialist
18.2%	30	Education	5.5%	9	Other (please list)
			0.6%		1 - invalid answer

2. What shift do you normally work?

69.1% 114 day	18.2% 30 evening	8.5% 14 night	4.2% 7 - invalid answers
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3. How long have you worked at the Youth Center?

14.0% 23 less than 6 months	23.6% 39 6 - 10 years
3.6% 6 6 months - 1 year	10.3% 17 11 - 15 years
33.3% 55 1 - 5 years	15.2% 25 more than 15 years

4. What is your current employment status?

86.7% 143 permanent -- full-time	4.2% 7 probationary
2.4% 4 permanent -- part-time	6.7% 11 temporary/trainee

Security

5. In your opinion, are the Center's **written security instructions** easy to understand, so that you know what to do when a student becomes violent or tries to escape?

60.0%	99	Yes		21.8%	36	No opinion / don't know
14.6%	24	No, please explain: _____		3.6%		6 - invalid answers

6. In your opinion, do the cottages for students at the Center have **enough staff** on duty during your shift to prevent students from attacking the staff or trying to escape?

30.3%	50	Yes		21.2%	35	No opinion / don't know
47.3%	78	No, please explain: _____		1.2%		2 - invalid answers

7. In your opinion, do other buildings on campus (school, gym, etc.) have **enough staff** on duty during your shift to prevent students from attacking the staff or trying to escape?

41.8%	69	Yes		29.1%	48	No opinion / don't know
26.7%	44	No, please explain: _____		2.4%		4 - invalid answers

8. In your opinion, are enough staff on duty during your shift to make sure that you will receive **quick and reliable back-up** if a security problem would happen?

41.2%	68	there is <u>almost always</u> enough staff on duty		13.3%	22	there is <u>almost never</u> enough staff on duty
20.0%	33	<u>more than half the time</u> there is enough staff		9.7%	16	No opinion / don't know
15.2%	25	<u>less than half the time</u> there is enough staff		0.6%		1 - invalid answer

9. In your opinion, are the **built-in security devices** (locks, screens, etc.) in the cottages and other buildings on campus enough to keep the staff safe and keep the students from leaving or escaping?

54.5%	90	Yes		17.0%	28	No opinion / don't know
27.3%	45	No, please explain: _____		1.2%		2 - invalid answers

10. In your opinion, is there enough working **communication equipment** (radios, intercoms, etc.) available for staff to use?

64.3%	106	Yes		11.5%	19	No opinion / don't know
23.6%	39	No, please explain: _____		0.6%		1 - invalid answer

11. In your opinion, have you received the **right kind of training** so you can control situations involving violent or angry students?

53.3% 88 Yes 9.1% 15 No opinion / don't know
33.3% 55 No, please explain: _____
4.3% 7 - invalid answers

12. Have you been attacked by a student at the Center in the past year?

86.7% 143 No - please go to **Question 14**. 0.6% 1 - invalid answer
12.7% 21 Yes, How many times were you attacked in the past year? _____ Please go to **Question 13**.

13. Was each attack reported to your supervisor?

21 Yes 0 Don't know
 0 No, please explain why not: _____

14. In your opinion, have the number of attacks by the students increased since the fence was put up around the Youth Center? *(94 valid answers)*

47.9% 45 the number of attacks has increased 70 No opinion / don't know
30.9% 29 the number of attacks has not changed 1 - invalid answer
21.2% 20 the number of attacks has decreased

15. In your opinion, have the attacks on staff by the students become more violent since the fence was put up around the Center? *(103 valid answers)*

48.5% 50 the attacks by students are more violent 60 No opinion / don't know
36.9% 38 the violence of attacks by students has not changed
14.6% 15 the attacks by students are less violent 2 - invalid answers

16. In your opinion, are the security and safety of the staff important concerns of management?

15.8% 26 management is not concerned 8.5% 14 No opinion / don't know
40.0% 66 management is somewhat concerned 1.2% 2 - invalid answers
34.5% 57 management is very concerned

17. Overall, is the Youth Center at Topeka a safer place to work than it was five years ago? *(77 valid answers)*

67 Don't know / not working at Center until after 1989 31.2% 24 Yes, safety has improved since 1989
21 - invalid answers 26.0% 20 there has been no change in safety since 1989
42.8% 33 No, safety has gotten worse since 1989

18. Please list any suggestions or concerns that you may have about security at the Youth Center. Be as specific as possible. (If extra space is needed, attach additional pages.)

Management

Please mark the answer that best fits your opinion about each of the following statements.

19. I have enough information about students under my supervision to know which students are likely to harm others.

45.5% 75 Agree 37.6% 62 Disagree 13.9% 23 No opinion / Don't know 3.0% 5 - invalid answers

20. New students at the Center are told when they first arrive about what they can and cannot do while they are at the Youth Center.

65.5% 108 Agree 4.8% 8 Disagree 26.1% 43 No opinion / Don't know 3.6% 6 - invalid answers

21. The Youth Center generally hires people that are qualified to do their jobs.

22.4% 37 Agree 53.3% 88 Disagree 18.2% 30 No opinion / Don't know 6.1% 10 - invalid answers

22. The Center's practices for giving off-campus passes to students are understood by the staff.

27.9% 46 Agree 39.4% 65 Disagree 27.9% 46 No opinion / Don't know 4.8% 8 - invalid answers

23. Only students who meet the Center's guidelines and are near their release time are given off-campus passes.

25.5% 42 Agree 44.2% 73 Disagree 26.1% 43 No opinion / Don't know 4.2% 7 - invalid answers

24. Overall, I feel safe while I am at work at the Youth Center.
- 61.8% 102 Agree 29.7% 49 Disagree 3.0% 5 No opinion / Don't know 5.5% 9 - invalid answers
25. Current practices make sure that students cannot get into the drug storage cabinets in the cottages.
- 46.1% 76 Agree 15.1% 25 Disagree 35.2% 58 No opinion / Don't know 3.6% 6 - invalid answers
26. Current practices make sure that all tools are accounted for and securely locked when not in use.
- 49.8% 82 Agree 23.6% 39 Disagree 23.0% 38 No opinion / Don't know 3.6% 6 - invalid answers
27. Current practices make sure that the staff or people visiting the Center do not bring alcohol, drugs, weapons, and the like to the students.
- 21.9% 36 Agree 60.0% 99 Disagree 13.3% 22 No opinion / Don't know 4.8% 8 - invalid answers
28. Every student at the Center is placed in the cottage set up to handle his kind of behavior or criminal history.
- 15.2% 25 Agree 60.6% 100 Disagree 19.4% 32 No opinion / Don't know 4.8% 8 - invalid answers
29. Current practices at the Center make sure that students are always given their prescribed medication on time.
- 34.6% 57 Agree 24.8% 41 Disagree 37.6% 62 No opinion / Don't know 3.0% 5 - invalid answers
30. There are enough staff at the Center to adequately supervise the students on campus and know where each student is at all times.
- 21.2% 35 Agree 60.6% 100 Disagree 14.6% 24 No opinion / Don't know 3.6% 6 - invalid answers
31. There are enough closed cottages to handle the more violent students at the Center.
- 17.0% 28 Agree 63.6% 105 Disagree 15.8% 26 No opinion / Don't know 3.6% 6 - invalid answers
32. Management takes appropriate actions when employees violate the Center's rules or do not do their jobs properly.
- 24.8% 41 Agree 53.3% 88 Disagree 17.6% 29 No opinion / Don't know 4.3% 7 - invalid answers
33. Practices for hiring and promoting workers are fair and consistent.
- 22.4% 37 Agree 47.9% 79 Disagree 26.7% 44 No opinion / Don't know 3.0% 5 - invalid answers



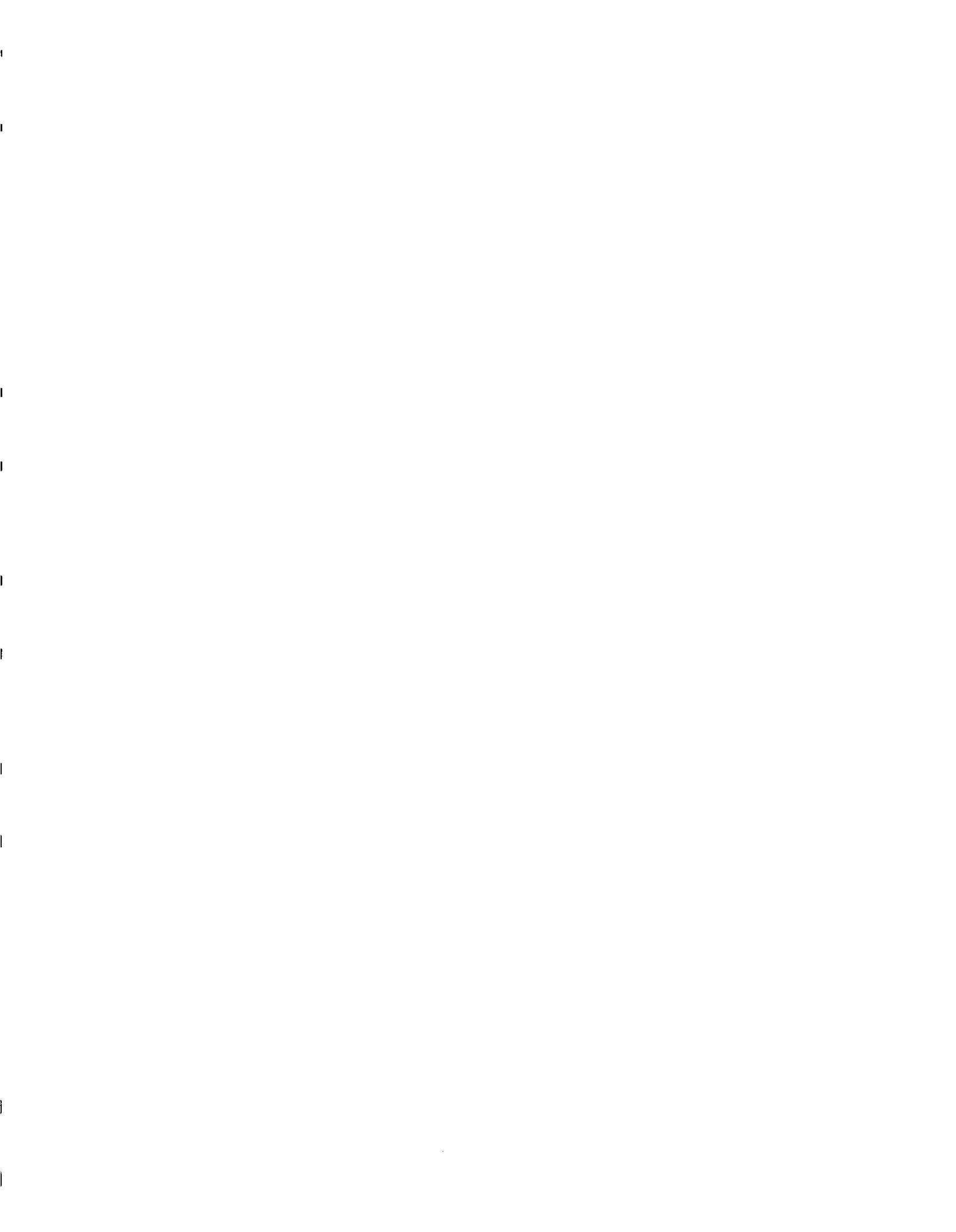
APPENDIX C

Summary of Other States Survey About Facilities for Violent Juvenile Offenders

In September 1994, we conducted a phone survey of the five surrounding states and five other states identified as having innovative programs and facilities for the most violent juvenile offenders. This appendix provides selected information about Kansas and the 10 states we surveyed.

Question	Kansas	Nebraska	Texas	Massachusetts	Utah
Which agency of state government has jurisdiction over juvenile offenders?	Department of Social and Rehabilitation Services	Office of Juvenile Services (Independent) Created 7/1/94	Youth Commission (Independent)	Department of Human Services, Division of Youth Services	Department of Human Services, Division of Youth Correction
Who has the legal authority to directly place juvenile offenders in youth correctional facilities?	Judges and SRS	Judges and the Office of Juvenile Services	Juvenile Correction Authority	Judges commit juveniles to Youth Services for assessment	Judges
How does the state separate youth offenders?	By type of crime, age, and sex	By sex	By type of crime and by sex	By type of crime and by sex	By type of crime and by sex
Are serious offenders placed in separate facilities from youths who have committed less serious crimes?	NO	NO	YES	YES	YES
Do Youth Centers use a "boot camp" approach with their juveniles? If so, explain the length of program, age of youths, type of physical regimen, etc.	NO	NO	YES. A 48-bed facility is being built. Juveniles who have broken parole requirements will be placed in the facility for 3-6 months.	NO	YES. A new 72-bed facility was recently opened in June 1994.
Do high-security facilities have a "pass" program which enables the youth to visit parents, attend classes away from the Youth Center, etc.?	YES	YES. Passes are given for family emergencies and a Christmas furlough.	YES. A youth must have completed at least half of the minimum sentence and be considered a low-to-moderate risk.	NO. Passes are not available for violent offenders at the most secure facility.	NO passes are available.

Missouri	Kentucky	Tennessee	Iowa	Oklahoma	Colorado
Department of Social Services, Division of Children and Youth Services	Department of Social Services	Department of Youth Development (Independent)	Department of Human Services, Division of Children and Family Services	Department of Human Services, Office of Juvenile Justice (1994)	Department of Human Services, Division of Youth Services
Social Services	Social Services	Judges	Judges	Social Services	Judges and Social Services Agency
By type of crime and by sex	By type of crime and by sex	By type of crime and by sex	By type of crime and by age	By type of crime and by sex	A risk assessment based on type of crime and previous record.
YES	YES	YES	NO	YES	YES
NO	YES. The "boot camp" lasts for 90 days. Upon conclusion, youths are placed back into the community with supervision for 90 days.	NO	YES. The "boot camp" has not started yet. It will be set up for youths who have committed crimes not serious enough to be sent to the State Training School. The program will last for 90 days.	YES. Primarily for property offenders ranging from ages 15-17.	YES. The "boot camp" is primarily for youths sentenced for gun possession. Length of stay is 90 days.
YES. Passes are given late in the youth's treatment after the youth meets a satisfactory behavior management level.	YES. A youths's behavior at the facility determines whether a pass will be issued.	YES. Only after a youth has met a satisfactory behavior level and recieved approval from the committing court. Passes are also allowed for emergency cases.	YES. Youths must meet certain requirements before given a pass. The local court is also notified anytime a pass is issued.	YES. Youths must attain a certain behavior level. The fist passes issued are with an escort. If these passes go well, a pass to visit family may be issued.	YES. Passes are given only within 30 days of release.



APPENDIX D

Agency Response

On November 21, we provided copies of the draft audit report to the Youth Center at Topeka and the Department of Social and Rehabilitation Services. Their response is included as this appendix. Some of the attachments related to the 1991 and 1992 employee surveys were not included because of their length. Those documents are available from Legislative Post Audit upon request.

Upon receipt of the written response to the audit, we made several minor clarifications to the report. Those changes were made on pages 16, 17, 20, 21, 30, and 31.



JOAN FINNEY, GOVERNOR OF THE STATE OF KANSAS

KANSAS DEPARTMENT OF SOCIAL
AND REHABILITATION SERVICES

DONNA WHITEMAN, SECRETARY
December 1, 1994

Barbara J. Hinton
Legislative Post Audit
Merchants Bank Tower
800 SW Jackson, Suite 1200
Topeka, KS 66612

Dear Ms. Hinton:

I have reviewed your recently completed audit of the Youth Center at Topeka (YCAT) entitled Reviewing Security and Management Issues at the Youth Center at Topeka. I have several general comments to make regarding the report and the conclusions reached. These are contained in this letter. My concerns of a specific nature are detailed in the attached list.

I appreciate your recognition of many of the changes we have made since your 1989 audit of YCAT. However, I believe your focus lacks objectivity, fails to recognize the accomplishments of the staff over the past few years, and fails to put many of your conclusions in the proper perspective. For instance, the focus of the report is almost exclusively on the protection of the public only through incarceration. We believe we protect the public in the short run through incarceration of violent youth. We also believe we protect the public in the long run through rehabilitation. With the increased numbers of direct commitments to the youth centers and the reduction in length of stay anticipated it is short sighted to ignore the proper preparation of youth for return to the community as we know they will inevitably return. The juvenile justice system has lacked adequate aftercare to insure the oversight and support of youth upon their return to the community. The Legislature has begun to address this issue with funding for community corrections programs for youth leaving youth centers during the 1994 session.

Your report makes minimal mention of the American Correctional Association (ACA) accreditation and concentrates on findings of the Department of Corrections (DOC) review. The ACA audit held us up to standards developed by juvenile justice professionals to measure quality and safety for peer institutions. YCAT staff set out to meet these standards and did so convincingly. YCAT staff achieved 100% compliance on the 29 mandatory standards and 97.6% compliance on the 387 non-mandatory standards. The team which assessed YCAT's compliance was composed of two juvenile justice specialists, Fred Hill, Juvenile Program Administrator, Oklahoma Office of Juvenile Justice, Chair of the team, and William Garrison, Corrections Consultant, Texas.

The Department of Corrections assisted us by assessing safety and security from their perspective. They used their own standards developed for secure institutions housing adult felons. YCAT staff had never seen the standards prior to the DOC review. Our intent was to use the guidance of DOC in assessing

915 SW HARRISON STREET, TOPEKA, KANSAS 66612

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December 1, 1994
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our operations and indicating changes we should consider. The cost of implementing the major DOC recommendations totals \$3,007,976. A memo detailing cost is attached.

We have changed our focus on security at YCAT and it is top priority. However, we continue to believe the ACA standards established specifically for juvenile programs are the appropriate indicator of good juvenile justice practice. We appreciate the assistance the Department of Corrections has provided. We do not view the DOC findings as a template. We fully expected there would be differences in mission and purpose which would separate us. We have taken their feedback to us and are in the process of analyzing the recommendations. Many of their recommendations are items we have sought for several years.

Your report often moves from a specific finding or incident and generalizes to a broad based conclusion. The sheer existence of one isolated event in the history of an organization does not indicate substantial flaws in management of that organization or its security level. Such conclusions should be based upon patterns of such behavior. Isolated incidents may be just examples of people operating outside established policy or in areas where policy is not specific. These incidents must be addressed, but it is impossible for all potential incidents to be covered by policy. We find this to be an issue in the conclusion section on page 27. We are curious as to the basis of the last sentence, especially with the use of the word alleged. We also note similar conclusions drawn in reference to recommendation #2 on page 34. This is certainly not a practice and only occurs in the case of an emergency when someone is in distress. We take exception to the inference it is a normal occurrence.

I am concerned about the survey questionnaire which was given to staff and the way the results were interpreted. Superintendent Harry Allen asked your staff to consider using the survey we had used and was based on your 1989 survey with some modifications so true comparisons could be drawn. They chose not to do so. Mr. Allen had given this survey to staff in 1991 and 1992. The results indicate staff perceptions were improving over time. A copy of the results are attached. *(LPA note: Please see reference on page 67)*

The questionnaire you chose to administer to staff allowed little flexibility in response. It forces the respondent to choose all or nothing answers and allows no gradation of response. This type of forced choice method is almost always biased in the negative direction since it only focuses on extremes. A preferable scale allows respondents a range of choices from "always" to "never" with intermediate steps in between. We believe such an instrument would have yielded a much different picture. Conclusions drawn from such an instrument should be linked with other empirically based evidence which supports or rejects the feeling level reported by respondents.

The way you chose to report the findings is also a matter of concern. The conclusions reached on page 31 are misleading as they are based on a much

Letter to Ms. Hinton
December 1, 1994
Page Three

smaller number of staff than would be assumed from percentages reported in the table. A much more balanced picture would be presented if actual numbers which responded in positive or negative as well as those which were not used were included in the table.

I want to highlight some of the other efforts and accomplishments of the past few years. In January 1992 we adopted the SRS Family Agenda for Children and Youth which included a focus on the needs of the juvenile justice system, both youth center and community development needs. We have vigorously pursued the strategies and outcomes we articulated. We have been successful in some of these efforts, including the new radio system you referenced, a total of 11 positions at the Youth Center at Atchison and the Youth Center at Beloit, the initiation of day reporting in Sedgwick and Wyandotte counties and funding for youth center staff training to work with youth who are gang involved, extremely violent and/or sex offenders. Accomplishment of the outcomes in the Family Agenda would address many of the issues you raised.

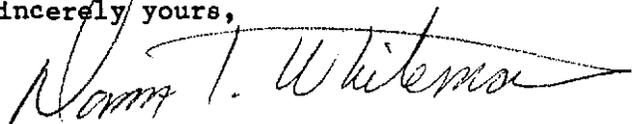
One of the strategies we believe essential is to limit placement in youth centers to youth who commit off-grid and higher severity level offenses. This will require legislative change which we have not achieved over the past three years. This change requires the development of community alternatives. Limiting youth center placements will enable us to increase the length of stay, increasing the likelihood we can make a difference with the youth and reduce long term public safety risk they represent.

One of the systemwide strategies we have undertaken is the use of Aggression Replacement Training, a well researched and documented strategy from New York. YCAT is still in the implementation phase. We anticipate very positive results with the reduction in attacks on staff and youth, similar to what we have experienced at the Youth Center at Beloit.

In 1992, we undertook a Management Review of YCAT to look at program, personnel and management issues. This team was made up of both agency personnel and a juvenile justice expert from another state. Extensive interviews were held with youth and staff. Generally, the outcomes were positive with continuing needs identified in the personnel arena. We have added an EEO officer as a result of this review and continue to address the issues staff identified.

I appreciate this opportunity for input.

Sincerely yours,



Donna L. Whiteman
Secretary

**REVIEWING SECURITY AND MANAGEMENT ISSUES
AT THE YOUTH CENTER AT TOPEKA
SPECIFIC CONCERNS**

Pg. 9 You assert that the fence is the reason for the reduction in escapes. We agree that the fence has been a major element in that regard, but has been supplemented by an increased level of training, the use of radios and improved surveillance. We certainly saw fruits of these efforts before the fence was erected in early 1990. Many of these new practices were in place prior to that effort.

Pg. 10 We concur with your comment on the need to insure group homes follow our policies and expectations. To accomplish this, we need the capacity to routinely monitor vendor agencies. This requires staff which we have requested in our FY 96 budget.

Pg.11 You indicate there is no clear definition of what constitutes an attack. We disagree as it is spelled out in the behavior management system as a LO 12 or a LO 13. Please see the attached list of violations of the Level System. What may be lacking is a consistent use of the definition not a lack of one. It would also be helpful to point out attacks on staff show no trend despite the fact increases in direct commitments and the increasing level of violence and gang involvement of youth committed to YCAT.

Pg. 12 We believe our improved training and security practices has made a difference in the severity of attacks. The number of workers compensation claims has been reduced from 8 to 2 and our hours of work lost due to injury has been significantly reduced.

Pg. 16 You state that YCAT has no system for assessing risk of violence or escape. This is not the case. We abandoned the formal risk assessment tool, but we still house all off-grid and level one offenders in a closed cottage for one year. Other housing assignments are made based upon an intake assessment completed by the clinical person on duty. Potential suicides and violence prone individuals are housed accordingly.

Pg. 17 In the section dealing with contraband, you indicate that mailed parcels are not checked. That is not accurate they are checked.

Pg. 19 The first paragraph in the conclusion section is pretty editorial in nature. If compared to ACA standards, we do not have a long way to go; if compared to adult correctional standards, we may have to make substantial changes. It appears as though you have privileged the DOC report over the ACA one. We question whether it is the role of LPA to get this involved in policy matters.

Pg. 20 Again this is an opinion not a fact, the risk to staff and students may be high regardless of activities. It also is not an accurate reflection of daily activities of most staff to indicate

that radios and intercoms are treated in a casual method. Most staff act responsibly and to infer that the majority do not is simply not founded by our findings or by yours . We ask that you use more neutral language.

Pg. 20 We have worked over the past two years to develop consistent definitions and budget performance measures across all Youth Centers. This includes the definition which will be used for battery against a staff member.

Pg. 20 Two strategies are pertinent to your recommendation on the District Attorney's handling of attacks on Youth Center staff. The Sentencing Commission is proposing legislation to allow prison time for attacks on a law enforcement officer without requiring an exception to the guidelines. Another would be to repeal the statute change which treats juveniles as adults for their second felony offense.

Pg. 21 (h) We do not agree that we need more secure beds; there is no empirical evidence presented in this report other than staff opinion to substantiate this position. We would opt to see how that bed space can be used more efficiently and what the real needs are before making such a proposal. There simply is not enough hard evidence to make such a decision.

Pg. 21 (i) This is a blanket endorsement of the DOC findings and simply does not take the variables of mission and proper juvenile justice practice into consideration. We would ask that this recommendation be re-stated to say evaluate the DOC report for possible implementation.

Pg. 22 The first sentence draws a conclusion; it assumes that the public is at risk because of current policies and would not be at risk if other policies were followed. You continue to mention the death of a YCAT staff member as an example even though the person accused was acquitted. We do not see the purpose to this reference.

Pg. 25 You reference the allowance for passes after nine months for several crimes which were B level felonies. Systemwide we are committed to keep these youth at least 12 months. Given this, nine months is not unrealistic to begin the reintegration process. Longer lengths of stay would be desirable, but given the rate of admissions, this is not realistic.

Pg. 27 The conclusion and recommendation section is based upon an assumption that youth who have committed serious offenses in the past are likely to commit them in the future and vice versa. Our experience does not support this and several decades of national research would contradict this contention. If one accepts the logic of this section, one would have to assume that the act which brought the youth to the Youth Center was the total sum of all their past acts and was representative of their daily behavior.

This simply is not the case it represents one event in a series of often unknown events. Most research would indicate that isolated events are not good predictors of future behavior; patterns of behavior as observed by staff over a period of time are much better indicators.

We adamantly disagree that only persons with non-violent offenses should be eligible for reintegration activities. We must prepare all youth to return to their families and the community; to reserve these activities for one category of offender is not sound practice and does not predict and provide for the safety of the public in the long run. It certainly is true that many of the passes are taken by violent offenders simply due to the fact they stay longer and have greater needs for reintegration than others and have a sufficient length of stay to allow such activities.

Pg. 34 (1) This will take a change in current SRS personnel policy

Pg. 38 We have done random urine test for several years

Pg. 38 There is room for improvement in the management of the alcohol and drug grant funds. These tasks were initially assigned to a staff member who already had a fulltime job. When the staff member was assigned to another job, the responsibilities went uncovered for a period of time. We now have a staff member assigned to the grants as a specific responsibility, so I expect improvement in our handling.

Pg. 39 Alcohol and Drug Abuse Services (ADAS) and Youth and Adult Services will work together on the strategies for the unexpended federal funds. ADAS has the primary responsibility for working with the federal staff of the grant.

Pg. 41 (2) YCAT did follow procedures established by SRS when it became impractical to spend earmarked monies on the original items.

TO: Carolyn Risley Hill

FROM: Ben Coates

DATE: October 31, 1994

SUBJECT: DOC review items

I asked Dave Finnegan and Dick Kline to go over the DOC report and glean out the large items that could not be accomplished within our normal budget by our maintenance staff. I reviewed the report as well and made some additions. The items listed below represent our collective wisdom .

1. Add additional lighting to the interior of the cottages
\$298,000
2. Add additional lighting to the exterior of buildings and
the grounds
\$365,000
3. Place an audio surveillance system in the eight cottages
that are not currently wired for sound monitoring and
hook all cottages up to the control center with an alarm
set to a certain decibel level
\$118,976
4. Re-key the entire campus and put electronic over-rides on
all doors
\$479,000
5. Add standby power for the campus
\$467,000
6. Move maintenance facility outside the security fence
\$1,280,000

TOTAL \$3,007,976

NOTE: THESE NUMBERS REPRESENT ESTIMATES THAT WERE PROVIDED BASED UPON OTHER LIKE PROJECTS. THEY HAVE NOT BEEN VERIFIED BY GARY LASHELL. WE WILL MEET WITH HIM NOVEMBER 2, 1994 TO DISCUSS THESE COSTS AND OTHER ISSUES RELATED TO THE 100 BED EXPANSION. HE WAS ON VACATION LAST WEEK. NONE OF THESE ITEMS WERE INCLUDED IN THE FY96 C LEVEL REQUEST.

KANSAS DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

Youth Center at Topeka

M E M O R A N D U M

TO: Harold F. Allen
Superintendent

DATE: August 26, 1992

FROM: Dr. Leo Herrman
Program Director

SUBJECT: YCAT Staff Survey
Analysis

As a result of the Superintendent's direction, the Youth Center distributed the staff survey that was developed last year. The survey is designed to measure the effectiveness of the Youth Center programming, our policies, job satisfaction, morale, security, and management procedures. In developing the survey we solicited input from all YCAT staff and it is reflective of their issues or concerns.

Staff were asked to report anonymously and they received an envelope addressed specifically to them with the survey requesting their input. A section was added after each question for their comments. Approximately 273 surveys were sent out.

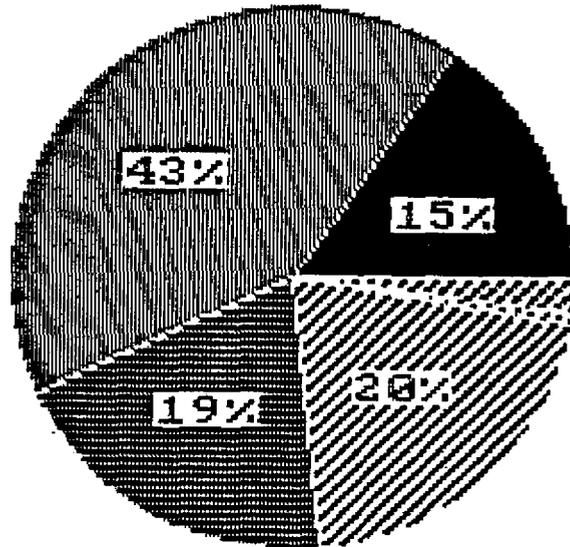
Part I of the survey consists of general information basically asking staff to identify their area or job at the Youth Center. These areas are consistent with those used by the Director's Audit of 1989. Part II measures staff's opinions regarding identified issues mentioned above. With the exception of question #8, questions in this section had five choices (strongly disagree, disagree, neither agree nor disagree, agree, and strongly agree). Part III of the survey deals with security issues at the Youth Center and basically repeats those questions that were on the Legislative Post Audit Survey of 1989. The 1992 survey has three minor revisions from 1991 on questions 6, 8, and 10 in wording or the response categories. Question #26 was eliminated since we have gone to a Pod system and this issue is no longer relevant.

Of the 273 surveys distributed, approximately 155 were completed and returned. This is a good response for a survey such as this one and represents a cross section of respondents from all the various areas on campus (see question #1 in Part I of the survey). Part II of the survey presents the average response (printed in comments) and percentiles of individuals responding in each of the five area choices as well as respondents that didn't give a scoreable answer in any of the five areas. Part III is also broken down into percentiles of people who answered a particular question. (See attached survey.)

An analysis of the survey indicates that the majority of Youth Center staff generally feel positive about the Youth Center, the program, and their employment. In fact, staff generally appear to feel better about the Youth Center and their job this year over last year. The "happiness quotient" developed by factoring together mean scores of the five choices (strongly disagree to strongly agree) reveals that the quotient for all areas last year was 74 and this year increased to 86. This is a significant increase. Last year there were three questions that had a higher percentage of negative answers than positive. This year there was only one (question #23 which had to do with adequate staffing at the Youth Center).

Adequate Staff #23

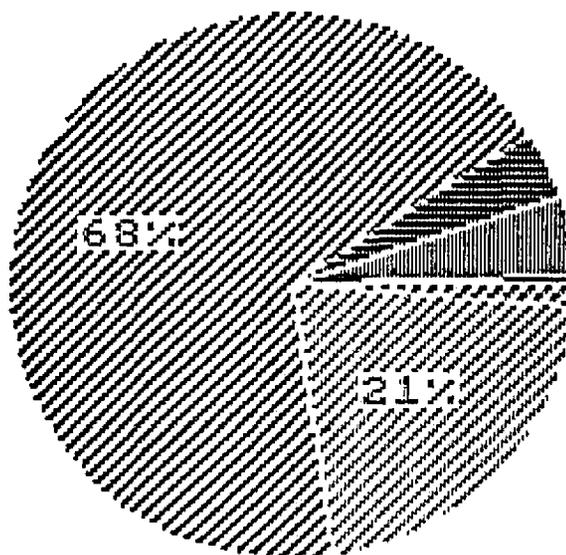
AGREEMENT		PERC
S/DA		15.0
DA		43.0
A NOR DA		19.0
A		20.0
S/A		1.0
NO ANS		2.0



Question #9 had the highest percentages of agreement. It measures satisfaction with prescribed policies and procedures. Question #9 was also the highest last year. The order of questions rated highest changed this year with question #6 (most people in my division are doing a good job) being rated second highest and question #12 (most Youth Center students know the rules and what is expected of them) being rated the third highest.

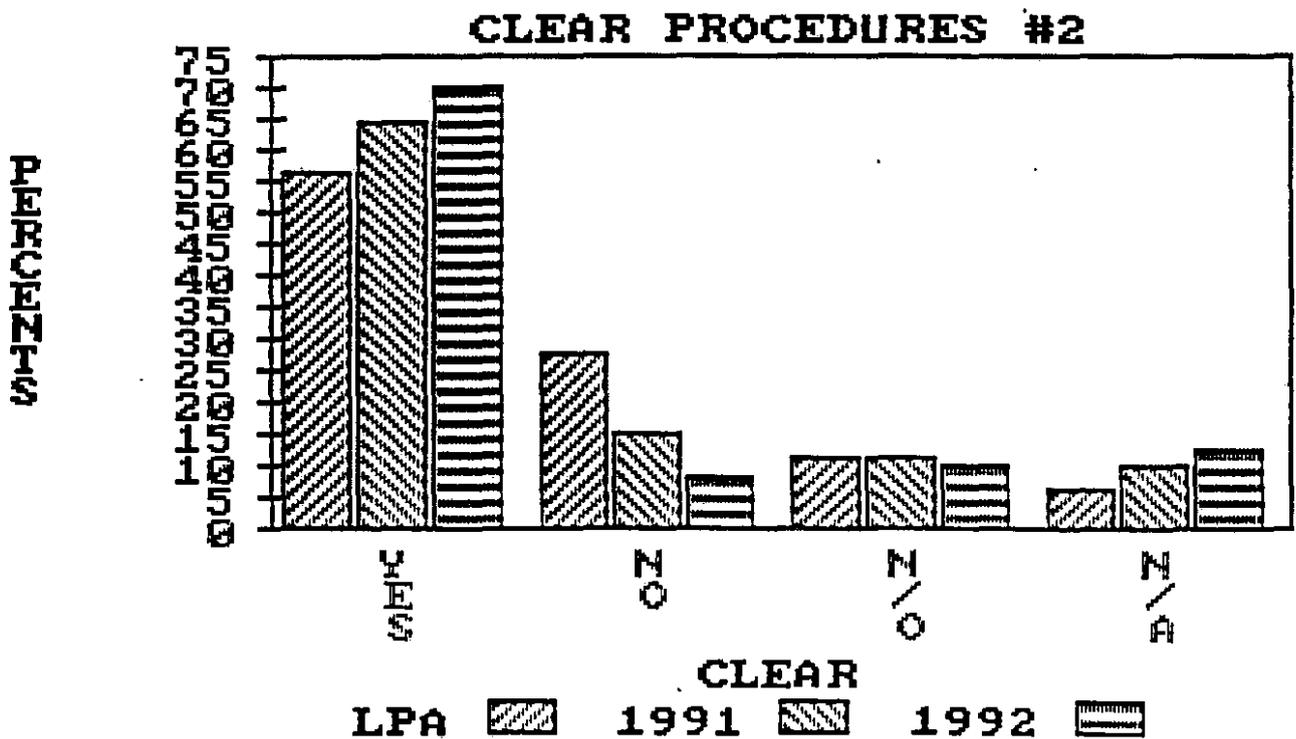
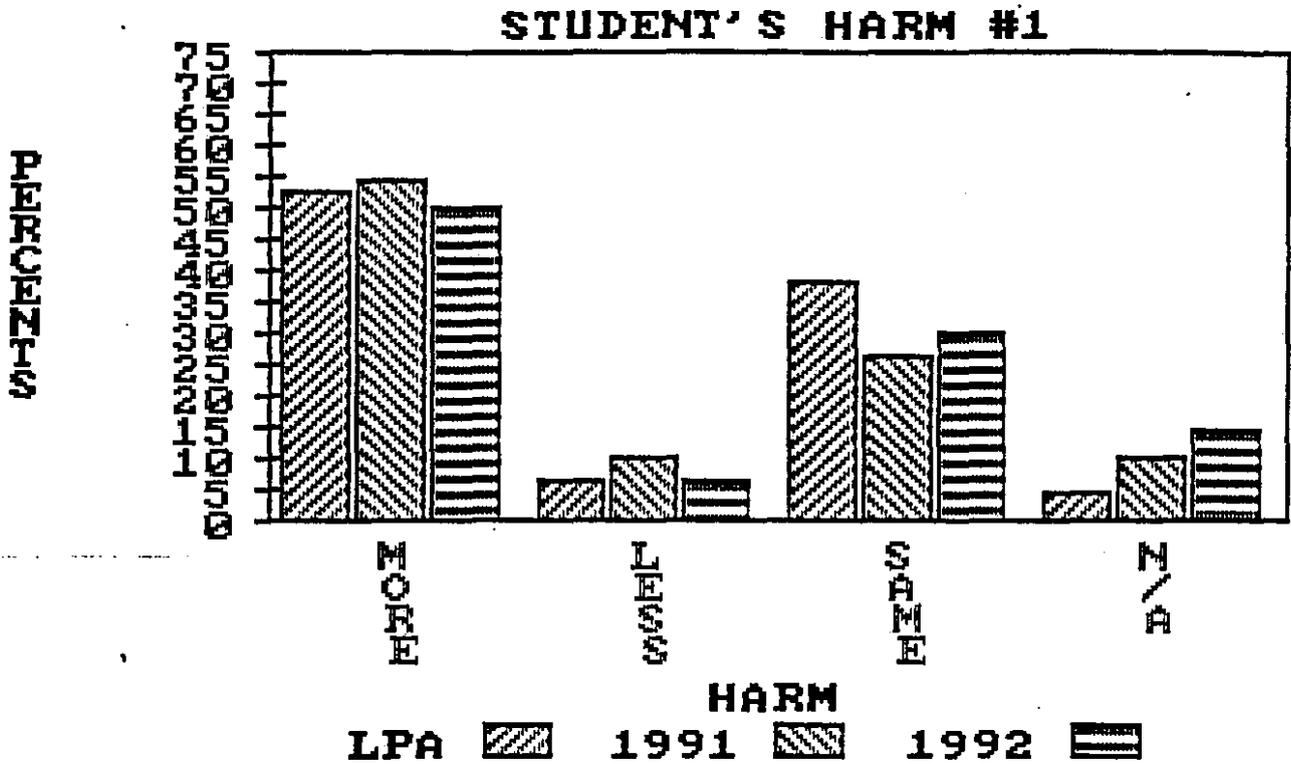
JOB EFFECTIVE #9

AGREEMENT		PERC
S/DA		1.0
DA		3.0
A NOR DA		4.0
A		68.0
S/A		21.0
NO ANS		1.0



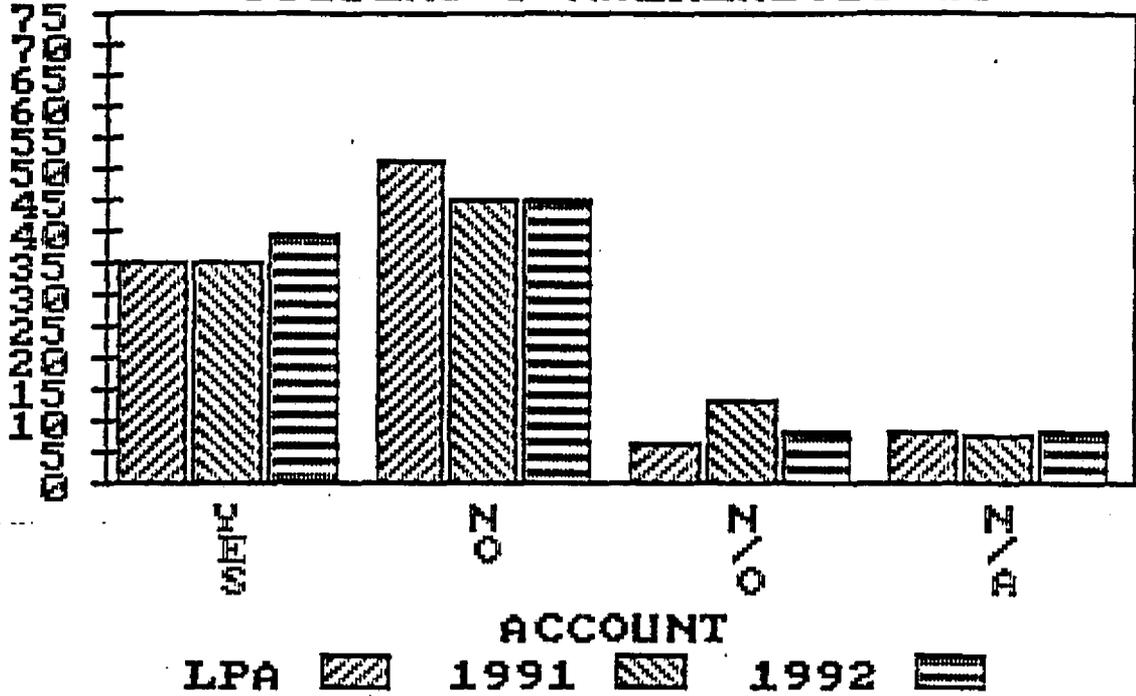
Question #25 asked respondents to list in order of importance the Youth Center's three biggest problems. Responses were as varied and diverse as they were last year, however, the reoccurring themes remain basically the same having to do with adequate staffing, communication, and low pay.

Part III addressed staff's opinions about Youth Center security. These items were the same as those asked in the '89 Legislative Post Audit. Again, all items showed much improvement over the 1989 LPA survey and slight improvement over last years. Item #1 reveals that most staff felt that the Youth Center is getting more violent or dangerous students although there was a very slight decrease from last year's response. Item #2 indicates that the majority of staff feel that the Youth Center's written security procedures and guidelines are clear and complete with a slight increase from last years. The majority of respondents felt that there were not enough staff to account for students whereabouts when they were on the grounds (item #3). The majority of staff felt that the training that they received on how to control students was adequate (item #4) and a majority of staff felt that security was a major concern or priority with the Youth Center administration (#5).



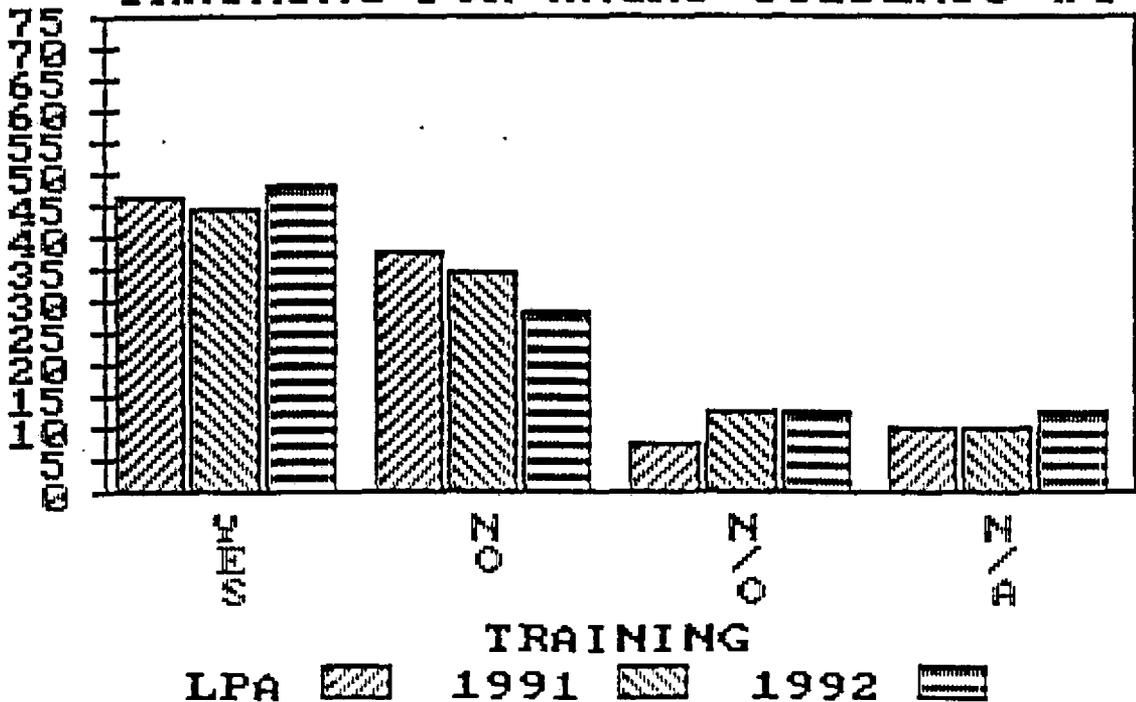
STUDENT'S WHEREABOUT #3

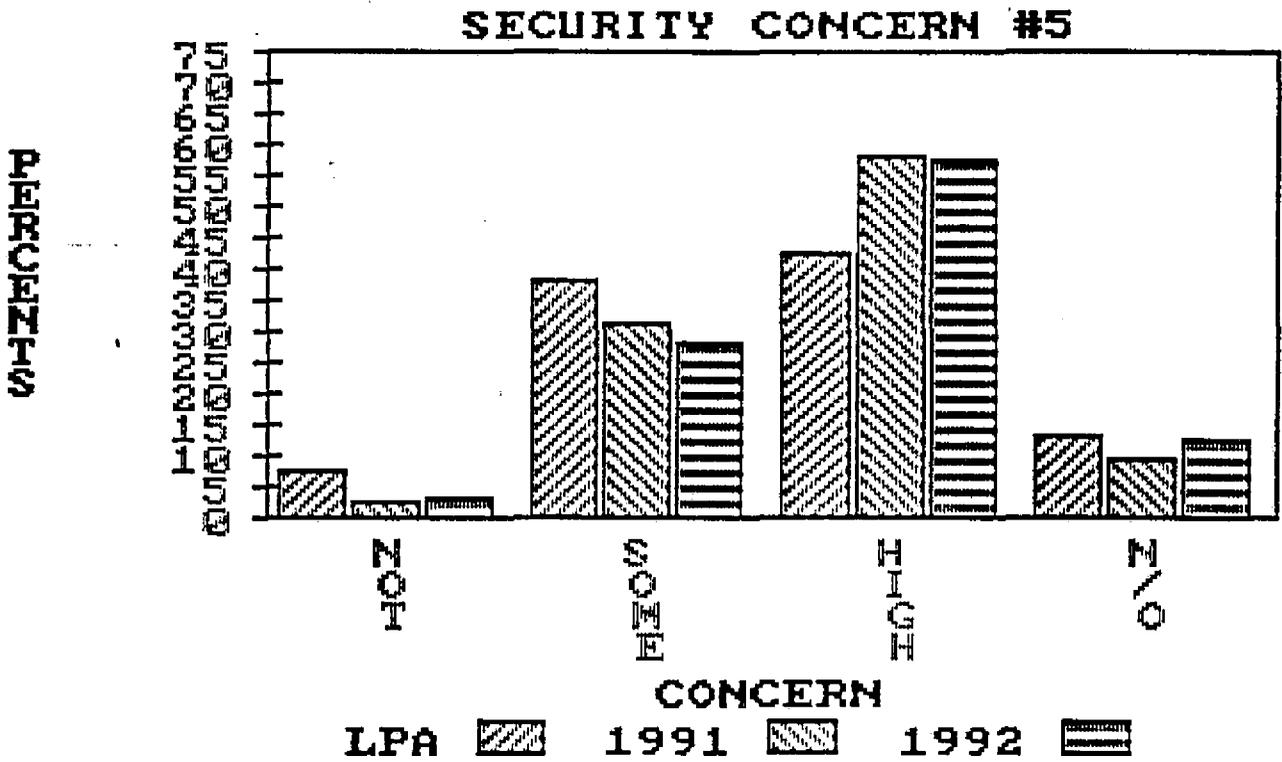
PERCENTAGE



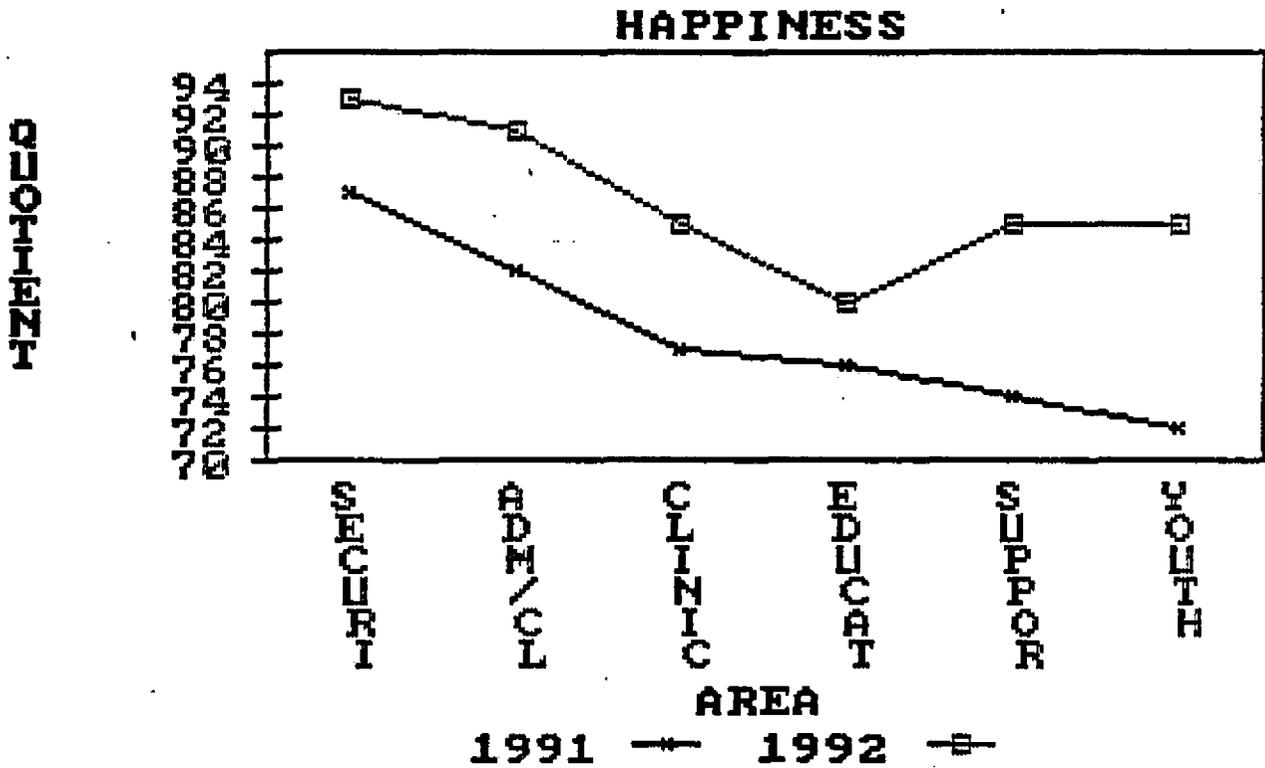
TRAINING FOR ANGRY STUDENTS #4

PERCENTAGE





The last table presents the "happiness quotient". It compares various Division or area scores for the '91 and '92 survey years. As indicated earlier, all areas seem to be happier here at the Youth Center at Topeka with the respondents in the Youth Services Division showing the greatest improvement followed by Support Staff. There was a relative decline in the happiness of Educational Staff.



LH:dk
 Attach.

VIOLATIONS OF THE LEVEL SYSTEM

LEVEL "0"

(Reasons for placing student in Jayhawk or Seclusion)

- L0.1 A. Anytime a student is involved in:
Homicide
 - a) Murder, First Degree
 - b) Murder, Second Degree
 - c) Voluntary Manslaughter
 - d) Vehicular Manslaughter
- L0.2 Rape
- L0.3 Aggravated Robbery
- L0.4 a) Aggravated Assault
- b) Aggravated Assault on a YCAT staff member
- L0.5 a) Aggravated Battery
- b) Aggravated Battery on a YCAT staff member
- L0.6 Kidnapping
- L0.7 Arson
- L0.8 Aggravated Arson
- L0.9 Criminal Damage to property over \$50.00 (See rule 4.37 and 4.38)
- L0.10 a) Unlawful deprivation of property
- b) Auto Theft
- L0.11 Aggravated Sodomy
- ~~L0.12~~ *Assault on a YCAT staff member
- ~~L0.13~~ *Battery against a YCAT staff member
- ~~L0.14~~ Escape from custody
- L0.15 Burglary
- L0.16 Fighting the second time or more
- L0.17 Indecent liberties with a child
- L0.18 Theft of more than \$100
- L0.19 Assault (intentional threat or attempt to do bodily harm)
- L0.20 Battery (application of force in rude, insolent, angry manner)
- L0.21 Robbery
- L0.23 Sale and/or distribution of drugs
- L0.25 Attempted Escape (this includes climbing on the fence)
- L0.27 Riot
- L0.28 Sodomy
- L0.29 Aiding a person to commit Level 0 violations
- L0.30 Any behavior that is a felony type violation

LEVEL I

- L1.1 Theft of more than \$50 and less than \$100
- L1.2 Criminal damage to property of more than \$5 and less than \$50
- L1.7 Theft of more than \$5 and less than \$50 (Petty Larceny)
- L1.8 Possession of any weapon
- L1.9 Possession and/or use of drugs and drug paraphernalia
- L1.10 Possession and/or use of alcohol on campus
- L1.11 Furnishing intoxicants to a minor
- L1.12 Public intoxication
- L1.13 Lewd and lascivious behavior
- L1.14 Forgery of more than \$5 or 100 or more points
- L1.15 Giving a worthless check
- L1.16 Stealing a State key
- L1.17 Unauthorized use of State keys
- L1.18 Cruelty to animals
- L1.19 Blackmail
- L1.22 Attempt to commit any of the Level "0" violations
- L1.24 Illegal use of mail; failure to obtain approval for mail purchase
- L1.26 Fighting
- L1.27 Any behavior that is a misdemeanor type violation