



MISSOURI DEPARTMENT OF PUBLIC SAFETY  
AND  
THE STATE JUVENILE JUSTICE ADVISORY GROUP



133546

THE  
STATE  
OF  
JUVENILE  
JUSTICE

ISSUES AND PRIORITIES FOR  
MISSOURI'S JUVENILE JUSTICE SYSTEM

1991

Funds for the printing of this document were provided by the Missouri Juvenile Justice Advisory Group. These funds were made available by the Office of Juvenile Justice and Delinquency Prevention under Grant Number 89-JF-CX-0029 in accordance with the Juvenile Justice and Delinquency Prevention Act of 1974. The points of view or opinions in this document do not necessarily represent the views or opinions of the Office of Juvenile Justice or the U.S. Department of Justice.

133546

# THE STATE OF JUVENILE JUSTICE

## ISSUES AND PRIORITIES FOR MISSOURI'S JUVENILE JUSTICE SYSTEM 1991

133546

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## PREFACE

**THE STATE OF JUVENILE JUSTICE** is the second edition of the Missouri Department of Public Safety and the State Juvenile Justice Advisory Group's plan for the expenditure of federal Juvenile Justice and Delinquency Prevention Act funds. The State of Missouri receives funds annually from the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention as appropriated by Congress under the Juvenile Justice and Delinquency Prevention Act of 1974, As Amended.

The issues and priorities described in this plan are the result of a careful review of the referral data from Missouri's juvenile courts, input from juvenile justice practitioners statewide, special research and conference activities and the expertise of Missouri's State Juvenile Justice Advisory Group. The 1991 plan highlights the need for special attention and services to minority youth who find themselves overrepresented in Missouri's juvenile court population. Other priority groups include status offenders and adolescent sexual offenders. A wide range of services are available for funding, but the emphasis will be on the development of programs that will seek to keep children in their communities and maintain and strengthen the family. Prevention and early intervention will continue to be a primary focus.

Missouri can be proud of many juvenile justice reforms and efforts that put us in a national leadership role. Missouri's juvenile justice community, in partnership with the State and Federal government, can continue to lead the way.



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## ACKNOWLEDGEMENTS

The Missouri Department of Public Safety and the State Juvenile Justice Advisory Group wish to thank the following individuals for their special contributions in the development of this report:

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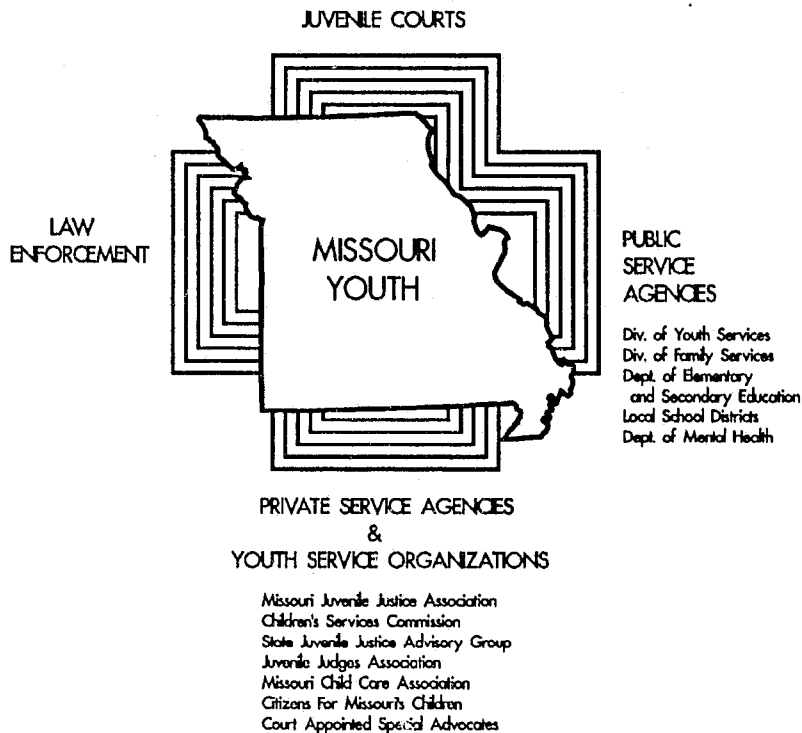
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# SECTION I OVERVIEW OF MISSOURI'S JUVENILE JUSTICE NETWORK

The juvenile justice system is a network of many organizations bound by their delivery of services to the youth of our communities. This section presents an overview of the various components of Missouri's system including their structure, mission, and relationship to one another. Missouri's system incorporates state and local, public and private, as well as direct and indirect service providers. Figure 1 highlights the organizations included in our model.

**FIGURE 1  
MISSOURI'S JUVENILE JUSTICE NETWORK**



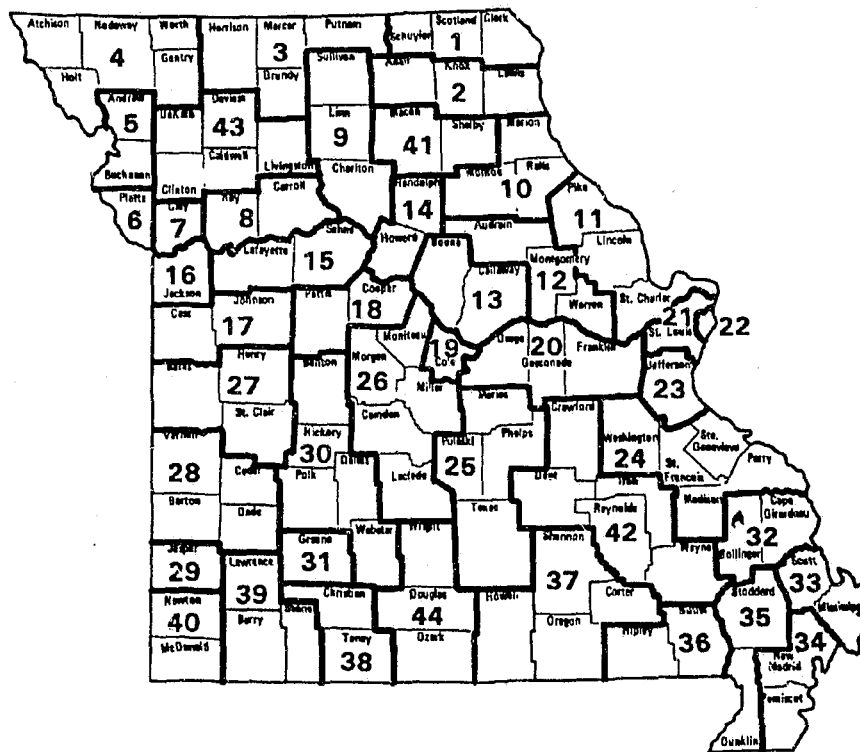
# JUVENILE COURT

## Structure

Missouri is characterized by forty four Judicial Circuit Juvenile Courts encompassing one hundred fifteen counties (including the City of St. Louis). (See Figure 2) Circuit sizes range from one to five counties. At a minimum, each judicial circuit has a juvenile court judge, appointed by the circuit court, and a juvenile officer, appointed by the juvenile court. The salary of the juvenile officer in each circuit is assumed by the State of Missouri. Additional personnel, appointed by the juvenile court, are paid for by a mix of state and county funds. Program and operational expenses are also the responsibility of the local jurisdiction.

FIGURE 2

Missouri's 44 Judicial Circuits



## **Authority**

The authority of the juvenile court is established by state statute and vested in Chapter 211 of Missouri Revised Statutes (also known as the "Juvenile Code"). Additional authority and guidance is provided by the Supreme Court of Missouri in its Rules of Practice and Procedure as outlined in rules 110 through 128. It should be noted here that the "modern" juvenile court is relatively young. Although it has its origins in the early 1900's the juvenile court, as we know it today with its own separate authority and procedures, did not emerge until the enactment of the 1957 Juvenile Code.

## **Mission**

The mission of the juvenile court is clearly established in the opening statement of §211 RSMo.:

The purpose of this chapter is to facilitate care, protection and discipline of children who come within the jurisdiction of the juvenile court. This chapter shall be liberally construed, therefore, to the end that each child coming within the jurisdiction of the juvenile court shall receive such care, guidance and control, preferably in his own home, as will conduce to the child's welfare and the best interests of the state and that when such child is removed from the control of his parents the court shall secure for him care as nearly as possible equivalent to that which should have been given him by them.

## **Coordination**

In the State of Missouri, a child is defined in one of two ways. First, for purpose of establishing jurisdiction over youth committing law violations, or for purposes of alleging "status offense" violations, a child is defined as a person under seventeen years of age. For purposes of child abuse and neglect proceedings, a child is anyone under the age of eighteen years. The court exercises exclusive original jurisdiction over any child with the exception of certain 16 year old traffic offenders. As cited previously, the juvenile court has the responsibility to facilitate the care, protection and discipline of children. Primarily, children are referred to the juvenile court for one of the following reasons: child abuse and/or neglect (victim), status offender (incorrigible, truant, runaway) or delinquency (criminal law violation). How children enter and "flow" through the system will be discussed in Section II.

Child abuse/neglect referrals require perhaps the greatest amount of coordination to

effectively meet these childrens' needs. Child abuse/neglect reports may originate with the Missouri Division of Family Services, the juvenile court or law enforcement. Any or all of these agencies may need to be involved in the follow-up investigation; but sexual abuse and serious physical abuse and neglect should be handled by an investigative team that, at a minimum, includes DFS, juvenile court and law enforcement. When a child must be removed from his/her home the juvenile court should coordinate with the Division of Family Services to determine the most appropriate placement. Placements may include family members, DFS approved foster homes or private residential programs. Chapter 210 RSMo. forbids the placing of an abused or neglected child into a secure detention facility.

A major function of the juvenile court is to provide for the discipline of children who come within its jurisdiction. Status offenders and law violators fall into this category. However, this is not to infer that discipline is the only obligation that the courts have to these individuals. Care and protection must also be an element. These children are referred to the court through a variety of sources including law enforcement, family members, schools and the courts themselves.

The court must first determine the appropriateness of the referral. If the court determines that it has jurisdiction it must then assess the needs of the child and determine whether the child poses a risk to the community of him/herself. If the juvenile must be removed from his/her home, the juvenile court may direct the youth to be detained at a place designated for detention by the juvenile court. Missouri law and Rules of Court govern the use of detention. Detention facilities may be operated by the court or an outside agency or association, but in no instance may the court authorize detention at a jail or other adult lockups. Juvenile offenders must also be separated from adults at any point of custody by the police or juvenile officer. As of January 1, 1991, there were twenty-four court maintained juvenile detention facilities in operation (See Figure 3). Several courts also maintain shelter programs for status offenders or abuse/neglect referrals.

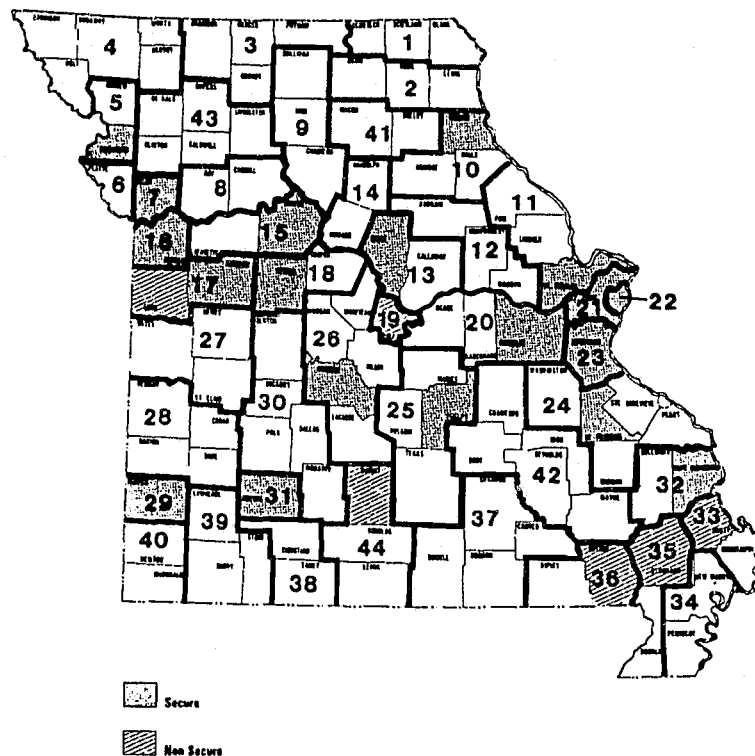
The operation of juvenile detention facilities is guided by **STANDARDS** outlined in Supreme Court Rule 111.03d and Chapter 211 RSMo. §211.011 states: ". . . when such child is removed from the control of his parents the court shall secure for him care as nearly as possible equivalent to that which should have been given him by them." If possible juveniles should be released to their parents or guardian. Some courts do operate conditional release programs such as in-home detention as an alternative to out-of-home confinement.

The next step in the process is to determine what court action will be taken. The juvenile officer has the option to file a petition with the juvenile court and have the case processed by the judge, or dispose of the case "informally" by the agreement of all parties. If the juvenile officer chooses to handle a case informally, the juvenile will likely receive a warning and dismissal, or informal supervision. Informal supervision may include limited probation services, restitution, community service or referral to another agency. Should the juvenile officer choose to file a petition, the court, at the adjudicatory hearing, may order a variety of dispositions. The juvenile may receive services in-home such as formal supervision

(probation), restitution, community service, individual or family counseling, etc. The court may also order out-of-home services by transferring custody of the child to the custody of the Division of Youth Services, the Division of Family Services, the Department of Mental Health, the juvenile officer, private licensed child care agencies, individuals, or a member of the child's family. All custody orders are for an indeterminate period of time, but cannot exceed the juvenile's twenty-first birthday (eighteen for a DYS commitment).

Juvenile Courts have a need and a responsibility to develop relationships with every one of the components of the juvenile justice system. How courts maintain those relationships are most affected by the customs of the local jurisdiction, personal attitudes, beliefs and economic factors. Some courts have a multitude of staff and services while others have the bare minimum. Likewise, certain courts have developed a coordinated delivery of services with other organizations while others have little, none, and even strained relationships with other organizations.

**FIGURE 3**  
**MISSOURI'S JUVENILE DETENTION CENTERS**



## LAW ENFORCEMENT

### Structure

There are six hundred eighty nine law enforcement agencies in Missouri which employ peace officers commissioned to have powers of arrest under the general criminal laws of the State. These agencies include the following:

- City and municipal police departments
- County sheriff's departments
- Missouri State Highway Patrol
- Missouri Department of Conservation
- Missouri State Fire Marshal
- Missouri Division of Liquor Control
- Missouri State Water Patrol
- Missouri Department of Transportation
- Jackson County Parks and Recreation
- Clay County Parks and Recreation
- Federal officers on federal military installations

All regularly employed full-time peace officers are required by Chapter 590 of the Missouri Revised Statutes to complete a basic training course within the first twelve months after their appointment. The Missouri Department of Public Safety has the responsibility to set training standards and certify the appointment and training of all peace officers. The only exclusions to this requirement are for county sheriffs and political subdivisions and municipalities (other than St. Louis County and Jackson County) with populations less than two thousand or who employ less than four full-time nonelected paid peace officers.

The minimum hours of basic training varies by organizational structure. All peace officers employed by the State of Missouri must complete a minimum of two hundred forty hours of basic training. Peace officers in the City of St. Louis and counties of the first class having a charter form of government are required to have a minimum of six hundred hours of certified instruction. All other peace officers must complete a minimum of one hundred twenty hours of basic instruction. The current one hundred twenty hour training course consists of history, human and public relations, criminal and civil law, traffic regulations, criminal investigations, record keeping and report writing, patrol procedures, and specialized training including one hour of introduction to the juvenile justice system.

### Authority

The authority of law enforcement is provided by Missouri Revised Statute. Counties are required by Chapter 57 RSMo. to elect a sheriff every four years. According to the



classification of the county, deputy sheriffs are either appointed by the sheriff or the circuit court judges. Personnel expenses are paid out of county funds. Police departments are established according to city ordinance upon the approval of the voters. Personnel expenses are paid out of city funds. State law enforcement agencies are created by state statute and personnel are approved and funded by the state legislature.

### Mission

The law enforcement code of ethics reads, "As a law enforcement officer, my fundamental duty is to serve mankind; to safeguard lives and property, to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence of disorder; and to respect the Constitutional rights of all men to liberty, equality and justice."

### Coordination

Coordination between the various state, county, and municipal law enforcement agencies is not only essential, but guided by state statutes. For example, sheriffs have full power to enforce state laws within any city, town, or village in the county. Sheriffs may have the authority to enforce municipal ordinances only after entering into a written agreement with the city, town, or village. State law enforcement agencies have limited jurisdiction within the counties but may be called upon to assist the sheriff or municipal police department.

Chapter 211 RSMo. requires law enforcement officials to assist and cooperate with juvenile officers. Larger law enforcement departments often have special juvenile divisions with one to several dozen officers assigned exclusively to this unit. Smaller departments typically are unable to provide for separate juvenile units. Law enforcement officers may take a juvenile into custody but must release the child to his/her parent/guardian, or take the child immediately before the juvenile officer or the person acting on his behalf. A juvenile officer must also be present during questioning of a child under criminal investigation. Juvenile officers are vested with all the power and authority of sheriffs to make arrests and perform other duties incident to his office. Coordination of responsibilities is left to each local jurisdiction. Generally, these responsibilities are accomplished through informal agreements and understandings. Some agencies have, however, established written policies and procedures.

Law enforcement also cooperates with other juvenile justice agencies in the performance of their duties. Because of their responsibility for criminal investigations, law enforcement agencies often work cooperatively with the Missouri Division of Family Services to investigate reports of child abuse/neglect. Law enforcement officials are mandated to report any suspicion of child abuse/neglect to the Division of Family Services. Law enforcement officers may take a child into protective custody when they believe the child

to be in imminent danger of suffering serious physical harm or a threat to life.

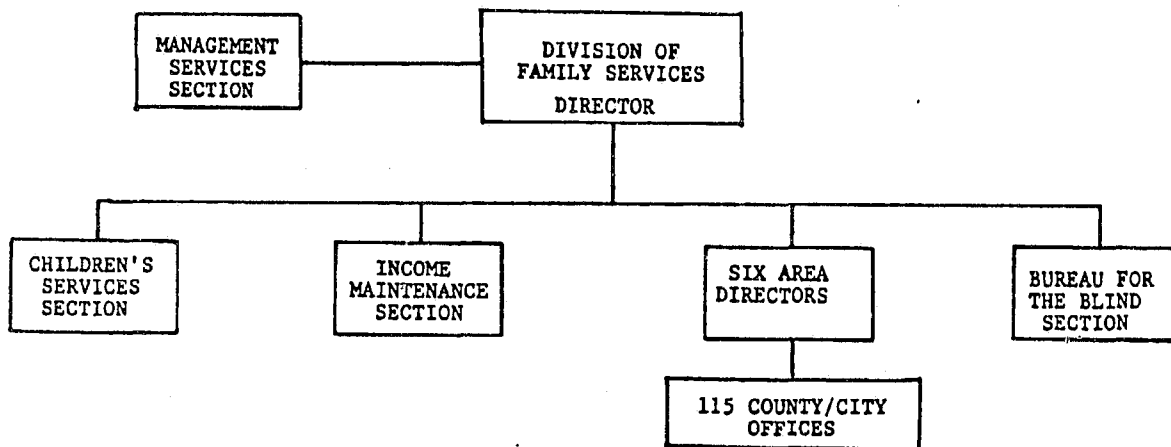
The degree of coordination obviously depends on the communication between law enforcement and the several juvenile justice agencies. As usual, individual attitudes, expertise of personnel, and fiscal restraints also help to mold relationships.

# MISSOURI DIVISION OF FAMILY SERVICES

## Structure

The Missouri Division of Family Services (D.F.S.) is one of six State agencies within the Department of Social Services. The Division is administered by a director, who is appointed by the Department Director. Administratively, the Division is organized into four separate areas of responsibility: Income Maintenance, Children's Services, Child Support Enforcement and the Bureau for the Blind. Administrative services for the Children's Services and Income Maintenance are carried out by Division staff at the central office. In each county in Missouri, a local office of the Division is maintained to work directly with the children and families of that county. Additionally, each county is served by a Welfare Commission made up of six members which serves as an advisory commission to the county offices.

Figure 4  
Division of Family Services



## Authority

In 1974 the Missouri Omnibus Reorganization Act established the Division of Family Services with responsibilities for income maintenance, medical care and children's social

services. Chapter 207, RSMo sets out the general responsibilities of the Division including appointment of the Director, establishment of county welfare commissions and creation of the child support enforcement unit. Chapters 208, 209, and 210 set out provisions for Aid to Dependent Children, Aid to the Blind, and Child Protection and Reformation. Additional provisions are set out in Chapter 453 relating to adoption and foster care relating to enforcement of support.

### Mission

The overall mission of the Division of Family Services is to strengthen, preserve, and improve the lives of Missouri's children and their families. The Division is organized into two major service delivery areas: Income Maintenance and Children's Services.

Income Maintenance provides cash assistance to low-income families to help provide a basic standard of living. Aid to Families with Dependent Children (A.F.D.C.) is the primary source of financial support effecting children.

Children's Services is composed of several types of services including protective services, alternative care, adoption, day care, and residential treatment services. Children's services programming is designed to address the needs of abused, neglected, or exploited children. There are two categories of service delivery: "direct services" and "purchased services". "Direct services" are provided by D.F.S. staff while "purchased services" are contracted from local providers such as counselors, day care, evaluations, etc. Alternative care is available for children the juvenile court has determined to be in need of an out-of-home placement. The Division licenses three types of alternative care settings: foster family homes, foster group homes, and residential treatment facilities.

Protective services are specialized child welfare services offered by D.F.S. workers to provide help and treatment for children found to be neglected, abused or exploited. The Division maintains a twenty-four hour Child Abuse Hot Line which receives reports of suspected or confirmed child abuse. D.F.S. workers investigate all hot line reports and when necessary refer to the juvenile court or law enforcement officials for prosecution or protective services.

Adoption subsidy funds are available through the Division for families adopting certain hard-to-place children who cannot be reunited with their families. The Division also provides services to the blind including counseling, education and developmental therapy. Child support enforcement services are designed to locate absent parents and enforce support payments.

## Coordination

The Division of Family Services is working both on the agency level and the local level to coordinate services through the Division. Interagency efforts include: the development of "prescriptive teams" in St. Louis and Jackson Counties to coordinate service delivery between D.F.S., Youth Services, Mental Health, the Court and private providers in individual case plans; permanency planning review teams to review cases in alternative care; a cooperative family therapy training program offered by the Division of Youth Services for D.F.S. and juvenile court staff; and a special collaboration with the Division and Mental Health to develop a common behavioral rating scale. On a local level, the Division has worked to improve community linkages with a range of activities including the use of local advisory committees; training programs on abuse and neglect prevention; and foster care recruitment campaigns.

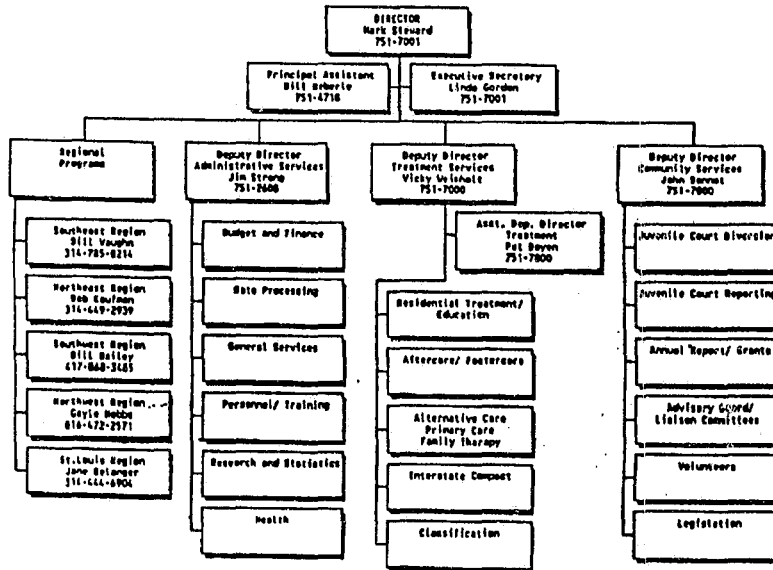
The Division is now cooperating with the Department of Public Safety and the Missouri Juvenile Justice Association to develop and deliver specialized training for Missouri's law enforcement agencies.

# MISSOURI DIVISION OF YOUTH SERVICES

## Structure

The Division of Youth Services (DYS) is another agency under the umbrella of the Missouri Department of Social Services. The Division is administered by a director, who is appointed by the Department Director, and is assisted by an advisory board of fifteen members also appointed by the Director of the Department. Advisory board membership is comprised of public officials, professionals, and representatives of the public. The advisory board meets with the division director a minimum of four times each year to review the activities of the Division. The Division's administrative services are carried out by a staff of approximately twenty at the Division's central office. Staff services include personnel; budget planning; special services, including interstate and intrastate transfer of children in programs; and data entry. Research, planning and accounting services are provided centrally by the Department.

**Figure 5**  
Division of Youth Services



## **Authority**

The authority of the Division of Youth Services is set out in Chapter 219 of the Revised Statutes of Missouri. In 1945, Missouri Constitution established a six member administrative Board of Training Schools which was responsible for administering a program of corrections and training for juvenile offenders. In 1974, the Board was changed from administrative to advisory and the Division of Youth Services was created under the administration of the Department of Social Services. In 1975, Chapter 219 was amended to broaden the scope of the Division into its present form.

## **Mission**

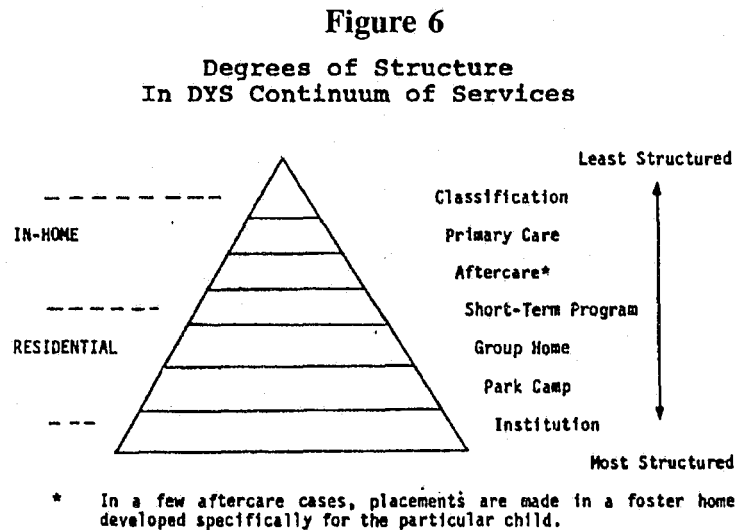
The Division of Youth Services is responsible for the development and administration of a statewide program of youth services for the control of juvenile delinquency and the rehabilitation of children. Children between the ages of 12 and 17 who have been adjudicated by the juvenile court for delinquent and status offenses may be committed to the custody of the Division. The Division then has the responsibility for providing the appropriate treatment for the youth committed to them by the court. The Division of Youth Services fundamentally provides for:

- the reception, classification, care and rehabilitation of those committed to them;
- the administration of interstate compact on juveniles;
- the collection of statistics concerning juveniles referred to the juvenile court;
- the development and evaluation of the effective delinquency prevention and rehabilitation programs;
- the administration of an incentive subsidy program for local courts in the development of community based treatment programs;
- the development of state and local standards for the operation of programs;
- the development of community based treatment services, technical assistance, training and consultation to local jurisdictions.

The Division builds its treatment programs with the philosophy that the community is best suited to address the needs of troubled youth and that services should be provided as close to the youth's home as possible. Consistent with this philosophy, community based treatment programs have been developed on a regional basis across Missouri. Five regions are designated: Northeast, St. Louis, Northwest, Southeast and Southwest. Within each region exists a variety of programs with varying levels of structure depending on the needs

of the juvenile.

Programs vary from low structure programs such as Primary Care to more structured environments such as Group Homes, Park Camps and Institutions.



Services can be generally divided into residential and non-residential. Residential services are based on a group treatment philosophy which relies heavily on group peer pressure to influence a youth's behavior. Non-Residential services consist mostly of counseling services provided by aftercare youth counselors. Services are occasionally provided by outside service providers when not available through the division.

### **Coordination**

The Division of Youth Services has a natural relationship with the juvenile courts in Missouri. The Division also operates under the philosophy that resources can and should be shared with other youth service agencies in an effort to provide services to the youth of Missouri. To this end, the Division has a system of services available to other agencies, including delinquency prevention incentive subsidy funds; training resources; a statewide data information system; and technical assistance.

Juvenile Court Diversion funds are available to local juvenile courts to establish delinquency prevention programs. The goal of the program is to divert less serious offenders from the



Division and allow the courts to provide services locally.

A comprehensive training package has been established which Division workers must attend. Many of these training programs are available to other youth service agency personnel.

The Division has statutory responsibility for maintaining the Statewide Juvenile Information System. The system consists of referral and disposition information reported by each of Missouri's forty-four Juvenile Courts. This information is compiled and presented in an annual report which is distributed to the courts and interested agencies.

The Division is also available to provide consultation and technical assistance to courts and other agencies on areas of interest and concern in the juvenile justice field. The use of prescriptive teams has been implemented in a couple jurisdictions to meet the needs of representatives from local service agencies to review individual cases and develop treatment plans.



## **Authority**

Article IX of the Missouri Constitution provides for the establishment and maintenance of "free public schools" and for the establishment of a State Board of Education who shall appoint a Commissioner to serve as the Chief Administrator. Statutory provisions concerning the Department of Elementary and Secondary Education are found in Chapter 161, Revised Statutes of Missouri. Other statutory provisions concerning such school related items as school districts, state aid, tax levies, special services, instruction, etc., are set out in Chapters 160 through 179 of the Revised Statutes of Missouri.

## **Mission**

The Department of Elementary and Secondary Education works mainly to assist local school districts in meeting statutory requirements and to provide leadership in the administration and instruction of public schools across the state. This is done through the delivery of programs and services to the educational community in Missouri. As part of its regulatory functions, the Department works to assure that educational programs are being administered effectively and efficiently across the state. The Department's service delivery system is coordinated throughout its six administrative divisions.

### **Division of Special Education**

The Department's only direct services to children are provided through the Division of Special Education in the administration of the Missouri School for the Blind, the Missouri School for the Deaf, the State Schools for the Severely Handicapped, and the Sheltered Workshop system.

### **Division of Administration**

The Division of Administration is responsible for the internal operation of the Department and the administration of state programs for local school districts. Such activities as the school lunch program, student transportation, school building planning, etc.

### **Division of Instruction**

The establishment and standards and a program of accreditation and classification for local school districts is the responsibility of the Division of Instruction. The Division works toward the development of quality educational programs and services by evaluating the standards and efficiency of instruction locally; providing assistance regarding subject matter and instruction; publishing curriculum guides, promoting improved educational services, etc.

The Division also administers programs designed to provide special services such as remedial instruction for students below grade level or parental education programs.

#### **Division of Career and Adult Education**

The Division is responsible for planning, funding, and supervising skill training programs that emphasize career education and vocational skills for secondary, post secondary, adult and special needs students.

#### **Division of Vocational Rehabilitation**

The Division is responsible for services to disabled and handicapped students. The goal is to provide students with an opportunity for gainful employment. Vocational rehabilitation programs provide medical examinations, treatment, counseling, vocational training, job placement assistance, and artificial appliances such as hearing aids to physically, mentally or emotionally disabled persons sixteen years of age or older.

#### **Division of Urban and Teacher Education**

Division of Urban and Teacher Education provides leadership, supervision, and coordination to urban school districts and to teacher education programs through its three sections: Teacher Education and Certification; Urban Education, and technical assistance.

#### **Coordination**

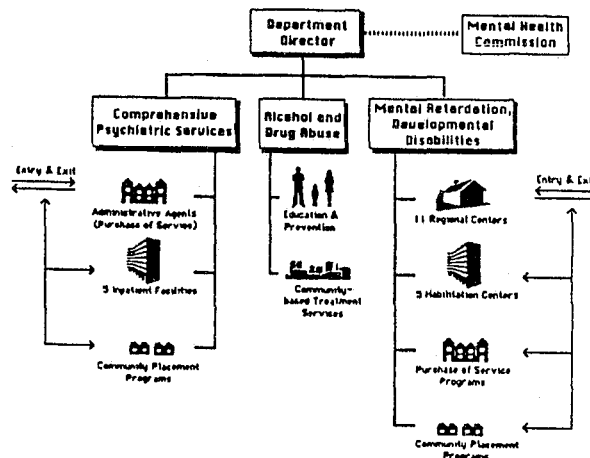
Coordination is achieved through liaison work done with other State agencies. Routine contacts include linkages with the Division of Family Services, Division of Health, Department of Mental Health, Department of Conservation and Department of Natural Resources. A regional conference is presented annually to provide a forum for parents, teachers, and the community to discuss significant educational issues. The Department also serves on the Children's Services Commission whose goal is to improve services to children in Missouri.

# DEPARTMENT OF MENTAL HEALTH

## Structure

The Department of Mental Health (DMH) is one of Missouri's fourteen independent cabinet level State departments. The Department is administered by a Director who is appointed by a seven member State Mental Health Commission, with the consent of the Senate. The Commission serves to advise the Director on all phases of the Department. The Department consists of three Divisions: the Division of Mental Retardation and Developmental Disabilities, the Division of Comprehensive Psychiatric Services, and the Division of Alcohol and Drug Abuse. Each Division serves both children and adults. A Statewide Advisory Council (SAC) of up to twenty-five members serves each of the divisions. Each Division is administered by a Division Director and is assisted by a network of regional advisory councils. The Division of Alcohol and Drug Abuse and the Division of Comprehensive Psychiatric Services each have six regional advisory councils while the Division of Mental Retardation and Developmental Disabilities has eleven regional advisory councils.

**Figure 8**  
Department of Mental Health  
**Organization of Children's Services**



## Authority

In 1957, what was then the Division of Mental Diseases under the Department of Public Health and Welfare was directed by statute to provide children's psychiatric services. Prior to 1957, children with psychiatric problems shared wards with adult patients. In 1974, the

Omnibus Reorganization Act created the Department of Mental Health and within the Department, the Division of Mental Retardation and Developmental Disabilities. Later in 1980, the Division of Comprehensive Psychiatric Services and the Division of Alcohol and Drug Abuse were formally added to the Department. Statutory provisions for the Department of Mental Health are currently found in Chapter 630 of the Revised Statutes of Missouri. The succeeding three chapters 631, 632, and 633 address the Division of Alcohol and Drug Abuse, Division of Comprehensive Psychiatric Services and the Division of Mental Retardation and Developmental Disabilities.

### **Mission**

The Department of Mental Health operates under the philosophy that all children should be served as close to their own homes as possible in order to maintain the child's relationship with his/her family. Departmental policy provides that children most seriously disabled and/or dangerous to themselves or others receive priority in the receipt of services. Programs and services are established on a regional basis to meet the needs of the communities they serve. Department goals for service to both adults and children as carried out by its three divisions are as follows:

- 1) To reduce the incidence and prevalence of mental disorders, developmental disabilities, and alcohol and drug abuse through prevention.
- 2) To maintain and enhance intellectual, interpersonal and functional skills of those effected by mental disorders, developmental disorders, or drug and alcohol abuse through modern treatment and rehabilitation programs provided in the least restrictive environment possible.
- 3) To improve public understanding of the attitudes toward mental disorders, developmental disabilities, and alcohol and drug abuse.

### **DIVISION OF COMPREHENSIVE PSYCHIATRIC SERVICES**

Provides inpatient, outpatient and day treatment services to children through Woodson Children's Psychiatric Hospital, Western Missouri Mental Health Center, Hawthorne Children's Psychiatric Hospital, Fulton State Hospital, and Mid-Missouri Mental Health Center. Additionally twenty-six "administrative agents" provide and/or monitor community outpatient services in specific geographic areas across the state. Agents are state facilities or private, not-for-profit community mental health centers under state contract. The agents serve as the entry point for children needing psychiatric services. "Core" clinics provide screening, referral, outpatient counseling, emergency intervention, hospital aftercare and medications. More developed centers may offer day treatment while full service centers

might offer acute hospital services. Eighteen of the centers provide specific programs just for children.

### **DIVISION OF MENTAL RETARDATION AND DEVELOPMENTAL DISABILITIES**

Provides services for children who are developmentally disabled by mental retardation, cerebral palsy, epilepsy, autism, or similar conditions originating before age eighteen. Eleven regional centers across the State are designed to provide short-term evaluation and habilitation services to children within that area. Five long-term habilitation facilities provide services to those children for whom community placement is not feasible.

### **DIVISION OF ALCOHOL AND DRUG ABUSE**

Provides prevention services and limited treatment programs for children under eighteen year of age. The Missouri Institute for Prevention Services (MIPS) utilizes youth in the development of prevention programs Statewide. Components of the program include the Missouri Teenage Institute on Substance Abuse, Regional Teen Institutes, Prevention Programs Peer Helper Training, Missouri Youth Network, Youth Advisory Councils, Teacher Training and Technical Assistance. The Division has worked with groups such as the Missouri Teenage Institute on Substance Abuse and Missouri Advisory Council on Alcohol and Drug Abuse to develop school based programs in alcohol and drug abuse prevention. Some funds are available for outpatient substance abuse and family counseling. Residential treatment services are available on a limited basis in Kansas City and Columbia but are not specifically designed for youth. A twenty bed adolescent polydrug abuse treatment program serves thirteen to eighteen year old youth with moderate to severe alcohol and drug abuse problems in the eastern region. The Division provides training to vendor agencies and others working with substance abuse clientele. Classes include planning, evaluation and management courses, client assessment, case management, group dynamics, group leadership, communication, self detoxification, alcoholic families, and treatment resistive clients.

#### **Coordination**

The Department of Mental Health and the Department of Social Services have entered into cooperative agreements regarding the handling of abuse/neglect reports and investigations and on contracting and working with private residential treatment programs. Agreements also exist between the Department and the Division of Youth Services and the Division of Family Services for the provision of psychiatric evaluations and treatment for children from those agencies. Staff from the Departments of Mental Health and Elementary and Secondary Education have been designated to serve as interagency liaisons.

The Interagency Council on Alcohol and Drug Abuse, with representatives from Division

of Health, Highway Safety, Family Services, Aging, Education, Corrections along with representatives from voluntary organizations, meet monthly to discuss issues pertinent to substance abuse. The Division of Mental Retardation and Developmental Disabilities works on a regional level to identify community needs and avoid duplication of other agencies' efforts. An interagency prescriptive team operates in Jackson County to locate appropriate services for juvenile offenders in that area.



# PUBLIC/PRIVATE PARTNERSHIPS

## Children's Trust Fund

### Structure

Missouri's Children's Trust Fund (CTF) was established to prevent the social and financial costs of child abuse and neglect. As the only state agency dedicated to prevention of child abuse and neglect, the CTF provides public education and financial support to community-based organizations which provide services which strengthen families and ultimately reduce child abuse and neglect.

Organizationally the Children's Trust Fund is located in the Deputy Commissioner's Office of the Office of Administration.

Although technically a state agency, no general revenue funds are appropriated for operations of the Children's Trust Fund. Funding comes primarily from two creative sources.

An income tax check-off offers a convenient way for Missouri tax payers to invest in strong families and safe children. The establishing legislation put in place an income tax check-off on the Missouri State income tax form, which Missouri taxpayers can use to designate all or part of their income tax refund to the Children's Trust Fund. Taxpayers who do not receive refunds may attach a contribution to their state income tax return. Contributions to the Children's Trust Fund are tax deductible for federal income tax purposes.

In 1990, the Missouri General Assembly passed a law which increases the cost of marriage licenses and certified copies of marriage licenses, also used for funding of child abuse prevention efforts.

Other revenue for the Children's Trust Fund comes in the form of individual and corporate contributions, bequests, memorials, and grants.

### Authority

The Children's Trust Fund is a public-private partnership, established in state statute (210.170 RSMo) in 1983. A Board of Directors is appointed by the Governor with the advice and consent of the Senate. In addition to the eleven public members appointed by the Governor, two members of the Missouri House of Representatives and two members of the Missouri State Senate also serve on the Board, appointed by the Speaker of the House and President pro tem of the Senate respectively. The Board establishes long-term direction of child abuse prevention in the state, approves contracts for funding, and appoints

an Executive Director as the Chief Executive of the organization.

### Mission and Activities

To achieve the overall goal of preventing child abuse and neglect in Missouri, the Children's Trust Fund undertakes several primary activities:

- ***Funding of community-based prevention programs***  
Each year the Children's Trust Fund issues a Request for Proposals, soliciting proposals for funding of community-based prevention programs. Services funded through this process range from education for children about sexual abuse prevention to in-home therapy for families at high risk of abuse or neglect.  
  
In addition to the regular cycle for funding of community-based prevention programs, special funding initiatives may focus on specific issues related to child abuse and neglect.  
  
Proposals are evaluated by volunteer panels of experts and contracts awarded through the Missouri State Division of Purchasing.
- ***Parent education about child abuse and neglect and its prevention***  
*Parent education* is provided through distribution of the Parent's Checklist for Safe and Healthy Kids, an attractive booklet filled with valuable information about positive parenting. The Parent's Checklist is mailed to every new parent in Missouri. Additional copies are available at no charge from the Children's Trust Fund for any parent or group.
- ***Professional education about child abuse and its prevention***  
*Professional education* is provided through sponsorship of conferences. Each year the Children's Trust Fund co-sponsors the Missouri Conference on Child Abuse and Neglect and special meetings for prevention providers.
- ***Education for the general public***  
*Education for the general public* is provided by a trained, volunteer speakers bureau, Children's Trust Fund Board, and professional staff. Any interested group may contact the Children's Trust Fund office to schedule a speaker. There is no charge for use of the Speakers Bureau. Media is also used to reach the general public through billboards, public service announcements, press conferences, and appearances on radio and television news and public service programs.
- ***Other public education***  
*Other public education* efforts include professional technical assistance and consultation for individuals and organizations interested in developing prevention

programs; a resource library for professionals and the general public; and distribution of prevention information to Missouri citizens.

### Coordination

The Children's Trust Fund coordinates with a variety of public and private, state, local, and national organizations. Coordination and cooperative efforts are initiated with other organizations to conduct public education, such as the Division of Family Services, Missouri Chapter for Prevention of Child Abuse, and the Department of Health. Informal planning and networking occurs on a regular basis with other state agencies which provide community-based funding for issues related to child abuse and neglect. Coordination for local and regional public education occurs with community and private foundations, United Ways, and community councils for prevention of child abuse. On a national level, the Missouri Children's Trust Fund has a leadership role in the implementation of a national alliance of Children's Trust and Prevention Funds. The National Alliance of Children's Trust and Prevention Funds links member states with the National Child Abuse Coalition and other national groups and provides networked resource sharing.

## **PRIVATE CARE PROVIDERS** **AND** **YOUTH SERVICE ORGANIZATIONS**

Missouri has hundreds of private service providers and not-for-profit youth service organizations across the State. Most are regional or community based organizations established to address particular areas of interest or concern. Private providers and nonprofit organizations serve a very important role in many communities by filling gaps in programming for juveniles or in promoting the development of services to a particular category of youth in need. These organizations often are able to meet the needs of a community in areas that public agencies cannot because of funding limitations or procedural restrictions.

Services such as residential care, mental health programming, counseling, and evaluation, etc., are often contracted by the courts through private organizations or serve as treatment alternatives to formal court involvement. Private residential care facilities are generally licensed by the Division of Family Services and provide a structured, non-secure setting for both offender and non-offender youth in a community setting. Counseling, family therapy, and drug and alcohol education programs are all services that may be available in communities only through private providers or nonprofit agencies. Generally speaking, jurisdictions that utilize a good network of public and private programming are more successful in serving the youth of their community.

In addition to local organizations, there are numerous youth service organizations operating on a statewide basis. The functions of these organizations are generally directed toward specific areas of child advocacy or concern and are often independent in their activities. Some of the more prominent organizations in Missouri actively working in the area of youth services are briefly discussed below.

### **Citizens for Missouri's Children**

Citizens for Missouri's Children is a Statewide private, nonprofit organization established to improve Missouri's laws and policies impacting children, measure and report on the performance of public systems providing services to children, inform citizens and policy makers, and provide technical resources. Citizens for Missouri's Children actively follows the legislative session sending out updates on pending and passed legislation effecting the child care system; convenes legislative review committees in St. Louis and Kansas City; coordinates activities with the Children's Budget Coalition; and works very actively in the area of foster care placements.

### **Missouri Children's Services Commission**

The Missouri Children's Services Commission is a statutorily created Commission comprised of directors or deputy directors of each of Missouri's state agencies which provide services or programs for children, a juvenile court judge, and representatives from the legislature. The Commission is to meet monthly to discuss children's issues, in particular, the effective utilization of state resources, greater inter-agency coordination of services, elimination of duplicate services, and the development of an integrated state plan for care to children. The Commission is to report annually to the Governor on its activities and the needs of children in Missouri.

### **Missouri Court Appointed Special Advocates Network**

The Missouri C.A.S.A. Network is a statewide, nonprofit organization composed of administrators and volunteers from C.A.S.A. programs operating around the state. C.A.S.A. programs provide trained volunteers to serve as independent observers and advocates for abused and neglected children in foster care. C.A.S.A. volunteers work to protect the best interests of the child in foster care by serving as an investigator, advocate, facilitator and monitor to the child's case. The Missouri C.A.S.A. Network provides services to C.A.S.A. volunteers around the state through annual training programs and the dissemination of pertinent information.

### **Missouri Child Care Association**

The Missouri Child Care Association is a statewide nonprofit organization of residential care and treatment facilities in Missouri. The Association serves as an advocacy group for children who are abused, neglected or homeless and in need of residential care and treatment. The Association hold regular meetings, annual conferences/workshops and publishes a quarterly newsletter.

### **Missouri Juvenile Court Judges Association**

The Missouri Juvenile Court Judges Association is an association of Juvenile Judges from Missouri's Juvenile Divisions. The association promotes juvenile justice issues in Missouri and meets annually as part of the Missouri Judicial Conference.

### **Missouri Juvenile Justice Association**

The Missouri Juvenile Justice Association (MJJA) is a statewide, nonprofit organization of juvenile court personnel and others working in the youth services field or with an interest

in juvenile justice. MJJA works to promote the most beneficial and timely services to juveniles referred to the juvenile justice system through training, conferences, legislative advocacy, work with state and local agencies, and the dissemination of pertinent information. The Missouri Juvenile Justice Association works to promote cooperation between the courts and other youth service agencies in the state.

**Missouri State Advisory Group on Juvenile Justice  
and Delinquency Prevention**

The State Advisory Group is a committee of judges, legislators, educators, law enforcement officers, juvenile court representatives, community volunteers, directors of public and private youth service agencies, youth members, and child care professionals appointed by the Governor to assist the Missouri Department of Public Safety in the implementation and promotion of the Juvenile Justice and Delinquency Prevention Act of 1974 in Missouri. Provisions of the Act include the removal of juveniles from adult jails and lock-ups; removal of status offenders from secure detention; juvenile delinquency prevention programs, and community based programming to serve juveniles in local settings. The major activities of the State Advisory Group include:

- \* Review, annually, Missouri's statewide plan for expenditure of federal funds submitted to the Office of Juvenile Justice and Delinquency Prevention.
- \* Assist in the annual development of a Request for Proposals (RFP) announcing the availability of juvenile justice funds.
- \* Review grant applications submitted to the Department of Public Safety and prepare funding recommendations.
- \* Provide advice in the development of training and technical assistance for the State's juvenile justice system.
- \* Participate in the activities of the National Coalition of State Advisory Groups.
- \* Recommend improvements for the States' juvenile justice system to the Governor and legislature.

## **SECTION II**

### **MISSOURI JUVENILE POPULATION PROFILE**

The following pages contain information about the gender and race of Missouri's juvenile age population as well as a presentation of factors affecting youth and their families. Data for population reports were generated from the 1990 U.S. Census.

#### Missouri's Juvenile Age Population

Missouri's juvenile age population is defined as any person less than seventeen years of age. This classification conforms to the jurisdiction of the juvenile court as defined in Chapter 211 of Missouri Revised Statutes.

Missouri's juvenile age population in 1990 was recorded at 1,245,324 which represents 24% of Missouri's total population (5,117,073). Of all juveniles, 48.7% are females and 51.3% are male, 84.5% are white, 13.6% are black and the remaining 1.9% are other minorities. The major metropolitan areas of Jackson County (Kansas City), St. Louis County and St. Louis City are home to 38% of Missouri's juveniles, but have 80.5% of the minority youth population. The first table following this page shows the race and gender breakdown of all persons less 17 years of age for each of Missouri's 115 Counties (including the City of St. Louis).

Population projections for the year 2000 are included in the Appendix.

#### Factors Affecting Youth and their Families

The information presented in this section is reprinted (with permission) from a publication entitled **MISSOURI YOUTH PROFILE '90** prepared by the Missouri Youth Database Project under the auspices of the Missouri Youth Initiative. Selected issues include population patterns, economic indicators, child abuse/neglect, substance abuse, adolescent pregnancy, prenatal care, family structure, school dropout rates and child fatalities.

MISSOURI JUVENILE AGE POPULATION  
BY GENDER & RACE  
FOR EACH COUNTY

County	Total Population	Total Under 17	White Males	White Females	Total White	Black Males	Black Females	Total Black	Amerind Males	Amerind Females	Total Amerind	Asian Males	Asian Females	Total Asian	Other Males	Other Females	Total Other	Hispan Males	Hispan Females	Total Hispan
ADAIR	24,577	4,690	2,288	2,327	4,615	12	14	26	3	8	11	12	10	22	6	10	16	19	31	50
ANDREW	14,632	3,740	1,904	1,803	3,707	2	6	8	6	5	11	3	5	8	2	4	6	17	18	35
ATCHISON	7,457	1,585	827	742	1,569	0	4	4	1	0	1	0	0	0	7	4	11	8	11	19
AUDRAIN	23,599	5,900	2,772	2,602	5,374	226	241	467	4	5	9	15	18	33	8	9	17	17	14	31
BARRY	27,547	6,569	3,358	3,066	6,424	3	1	4	48	44	92	21	13	34	6	9	15	26	33	59
BARTON	11,312	2,837	1,441	1,341	2,782	2	2	4	26	12	38	3	7	10	1	2	3	12	10	22
BATES	15,025	3,732	1,916	1,761	3,677	11	10	21	15	9	24	2	2	4	5	1	6	20	26	46
BENTON	13,859	2,783	1,456	1,301	2,757	2	1	3	8	5	13	0	1	1	5	4	9	14	8	22
BOLLINGER	10,619	2,633	1,332	1,276	2,608	2	0	2	4	7	11	2	10	12	0	0	0	17	11	28
BOONE	112,379	24,224	10,459	10,218	20,677	1,359	1,287	2,646	61	54	115	332	315	647	72	67	139	162	164	326
BUCHANAN	83,083	20,344	9,863	9,297	19,160	441	390	831	45	30	75	50	47	97	86	95	181	304	293	597
BUTLER	38,765	9,363	4,408	4,134	8,542	391	334	725	18	13	31	22	20	42	14	9	23	46	31	77
CALDWELL	8,380	2,073	1,016	1,048	2,064	3	3	6	0	1	1	0	0	0	1	1	2	10	15	25
CALLAWAY	32,809	8,128	3,976	3,710	7,686	180	179	359	7	9	16	24	14	38	17	12	29	27	32	59
CAMDEN	27,495	5,697	3,016	2,626	5,642	5	5	10	19	11	30	5	5	10	2	3	5	29	39	68
CAPE GIRARDEAU	61,633	13,866	6,502	6,195	12,697	538	486	1,024	10	9	19	39	44	83	19	24	43	39	49	88
CARROLL	10,748	2,654	1,301	1,270	2,571	32	36	68	0	1	1	1	0	1	6	7	13	7	11	18
CARTER	5,515	1,443	760	669	1,429	1	0	1	7	5	12	0	1	1	0	0	0	4	7	11
CASS	63,808	17,590	8,738	8,306	17,044	113	129	242	60	56	116	31	57	88	55	45	100	169	171	340
CEDAR	12,093	2,648	1,339	1,279	2,618	0	0	0	6	11	17	0	4	4	2	7	9	8	18	26
CHARITON	9,202	2,270	1,064	1,115	2,179	39	43	82	2	2	4	1	0	1	1	3	4	1	2	3
CHRISTIAN	32,644	8,848	4,512	4,200	8,712	12	5	17	35	26	61	12	15	27	16	15	31	43	52	95
CLARK	7,547	1,952	1,015	932	1,947	0	0	0	2	0	2	0	1	1	1	1	2	5	5	10
CLAY	153,411	37,407	18,123	17,477	35,600	442	421	863	116	111	227	176	169	345	181	191	372	596	588	1,184
CLINTON	16,595	4,365	2,136	2,071	4,207	60	51	111	13	10	23	5	3	8	10	6	16	30	32	62
COLE	63,579	15,061	7,311	6,902	14,213	336	344	680	33	23	56	30	32	62	16	34	50	66	62	128
COOPER	14,835	3,417	1,608	1,556	3,164	106	110	216	11	5	16	2	4	6	5	10	15	23	16	39
CRAWFORD	19,173	4,894	2,489	2,383	4,872	1	1	2	2	5	7	4	5	9	2	2	4	18	16	34
DADE	7,449	1,786	886	860	1,746	1	3	4	9	17	26	3	3	6	2	2	4	22	14	36
DALLAS	12,646	3,213	1,654	1,515	3,169	1	6	7	17	13	30	2	3	5	1	1	2	11	12	23
DAVISS	7,865	1,997	989	984	1,973	0	0	0	9	8	17	1	4	5	0	2	2	8	8	16
DEKALB	9,967	2,017	1,065	934	1,999	0	0	0	3	1	4	3	6	9	2	3	5	7	9	16
DENT	13,702	3,399	1,723	1,632	3,355	0	1	1	14	3	17	11	4	15	8	3	11	26	14	40
DOUGLAS	11,876	2,998	1,521	1,445	2,966	1	0	1	15	7	22	2	2	4	3	2	5	15	20	35
DUNKLIN	33,112	8,216	3,593	3,413	7,006	559	581	1,140	12	7	19	17	12	29	13	9	22	43	27	70



County	Total Population	Total Under 17	White Males	White Females	Total White	Black Males	Black Females	Total Black	Amerind Males	Amerind Females	Total Amerind	Asian Males	Asian Females	Total Asian	Other Males	Other Females	Total Other	Hispan Males	Hispan Females	Total Hispan
FRANKLIN	80,603	21,804	11,047	10,379	21,426	120	94	214	24	19	43	40	34	74	21	26	47	93	72	165
GASCONADE	14,006	3,296	1,645	1,637	3,282	2	2	4	3	2	5	2	1	3	0	2	2	2	4	6
GENTRY	6,848	1,594	817	762	1,579	0	2	2	4	4	8	0	1	1	2	2	4	6	6	12
GREENE	207,949	45,007	22,095	20,944	43,039	526	479	1,005	188	151	339	239	202	441	104	79	183	304	252	556
GRUNDY	10,536	2,349	1,161	1,163	2,324	2	0	2	4	7	11	7	3	10	1	1	2	19	12	31
HARRISON	8,469	1,814	933	858	1,791	1	3	4	6	2	8	5	3	8	3	0	3	7	5	12
HENRY	20,044	4,628	2,307	2,192	4,499	46	26	72	16	12	28	7	9	16	8	5	13	30	34	64
HICKORY	7,335	1,331	685	630	1,315	2	1	3	7	6	13	0	0	0	0	0	0	6	4	10
HOLT	6,034	1,442	747	681	1,428	2	0	2	3	4	7	1	1	2	2	1	3	2	4	6
HOWARD	9,631	2,259	1,067	997	2,064	87	92	179	4	4	8	1	0	1	3	4	7	12	7	19
HOWELL	31,447	7,782	3,973	3,692	7,665	17	12	29	19	27	46	15	15	30	5	7	12	37	27	64
IRON	10,726	2,677	1,334	1,308	2,642	8	12	20	0	0	0	3	3	6	5	4	9	11	7	18
JACKSON	633,232	152,600	53,557	51,027	104,584	21,473	20,852	42,325	403	380	783	899	921	1,820	1,600	1,488	3,088	3,171	2,908	6,079
JASPER	90,465	21,855	10,685	10,213	20,898	187	169	356	222	187	409	63	49	112	40	40	80	147	154	301
JEFFERSON	171,380	48,471	24,605	23,097	47,702	201	179	380	38	51	89	95	101	196	51	53	104	229	224	453
JOHNSON	42,514	9,906	4,740	4,241	8,981	314	329	643	36	22	58	69	65	134	56	34	90	139	114	253
KNOX	4,482	1,003	520	475	995	1	1	2	3	2	5	1	0	1	0	0	0	0	3	3
LACLEDE	27,158	6,927	3,540	3,284	6,824	15	9	24	31	17	48	12	12	24	4	3	7	23	24	47
LAFAYETTE	31,107	7,790	3,881	3,570	7,451	114	134	248	22	17	39	6	11	17	21	14	35	43	38	81
LAWRENCE	30,236	7,622	3,850	3,638	7,488	1	3	4	34	55	89	11	7	18	10	13	23	48	41	89
LEWIS	10,233	2,283	1,121	1,053	2,174	47	49	96	2	5	7	0	0	0	4	2	6	1	0	1
LINCOLN	28,892	8,286	4,202	3,829	8,031	93	82	175	17	16	33	5	9	14	19	14	33	43	27	70
LINN	13,885	3,269	1,608	1,610	3,218	17	13	30	1	1	2	0	4	4	8	7	15	13	19	32
LIVINGSTON	14,592	3,484	1,735	1,677	3,412	23	29	52	6	4	10	2	1	3	2	5	7	8	13	21
MCDONALD	16,938	4,459	2,253	1,986	4,239	0	2	2	94	97	191	5	7	12	8	7	15	34	21	55
MACON	15,345	3,548	1,744	1,669	3,413	55	60	115	6	6	12	1	3	4	2	2	4	13	12	25
MADISON	11,127	2,685	1,387	1,270	2,657	1	2	3	4	5	9	5	3	8	6	2	8	11	10	21
MARIES	7,976	1,946	993	931	1,924	6	5	11	4	1	5	1	1	2	2	2	4	10	10	20
MARION	27,682	7,132	3,437	3,222	6,659	169	222	391	12	13	25	20	17	37	8	12	20	18	22	40
MERCER	3,723	794	417	374	791	0	0	0	1	2	3	0	0	0	0	0	0	1	0	1
MILLER	20,700	5,487	2,790	2,650	5,440	4	6	10	13	10	23	5	4	9	2	3	5	15	20	35
MISSISSIPPI	14,442	3,926	1,463	1,355	2,818	554	543	1,097	5	0	5	3	2	5	0	1	1	9	4	13
MONITEAU	12,298	3,205	1,628	1,541	3,169	6	9	15	4	6	10	5	2	7	4	0	4	11	5	16
MONROE	9,104	2,377	1,183	1,076	2,259	59	54	113	2	0	2	2	1	3	0	0	0	9	6	15
MONTGOMERY	11,355	2,822	1,377	1,345	2,722	41	41	82	3	2	5	3	4	7	6	0	6	12	8	20
MORGAN	15,574	3,403	1,753	1,594	3,347	8	10	18	15	3	18	4	5	9	2	9	11	13	9	22
NEW MADRID	20,928	5,780	2,312	2,114	4,426	676	643	1,319	4	3	7	9	8	17	5	6	11	20	18	38
NEWTON	44,445	11,093	5,468	5,167	10,635	22	27	49	160	151	311	34	34	68	11	19	30	76	56	132
NODAWAY	21,709	4,660	2,334	2,261	4,595	8	6	14	6	8	14	12	12	24	7	6	13	16	14	30
OREGON	9,470	2,098	1,091	986	2,077	1	1	2	3	3	6	2	7	9	2	2	4	5	5	10

County	Total Population	Total Under 17	White Males	White Females	Total White	Black Males	Black Females	Total Black	Amerind Males	Amerind Females	Total Amerind	Asian Males	Asian Females	Total Asian	Other Males	Other Females	Total Other	Hispan Males	Hispan Females	Total Hispan
OSAGE	12,018	3,134	1,611	1,502	3,113	4	2	6	3	6	9	0	0	0	4	2	6	14	4	18
OZARK	8,598	1,867	950	900	1,850	1	0	1	2	4	6	2	1	3	3	4	7	7	9	16
PEMISCOT	21,921	6,369	2,060	1,916	3,976	1,191	1,162	2,353	4	2	6	10	16	26	3	5	8	19	14	33
PERRY	16,648	4,416	2,297	2,075	4,372	2	5	7	3	4	7	11	14	25	3	2	5	14	15	29
PETTIS	35,437	8,747	4,296	3,972	8,268	185	179	364	17	11	28	24	25	49	15	23	38	59	49	108
PHELPS	35,248	7,929	3,945	3,661	7,606	72	43	115	18	15	33	88	49	137	18	20	38	50	46	96
PIKE	15,969	4,108	1,983	1,858	3,841	107	120	227	9	13	22	2	5	7	6	5	11	24	22	46
PLATTE	57,867	14,396	6,924	6,623	13,547	192	181	373	52	30	82	112	128	240	75	79	154	199	200	399
POLK	21,826	5,042	2,630	2,332	4,962	6	1	7	19	22	41	9	10	19	7	6	13	24	29	53
PULASKI	41,307	11,354	4,613	4,264	8,877	885	843	1,728	30	38	68	165	160	325	176	180	356	343	348	691
PUTNAM	5,079	1,076	554	515	1,069	0	0	0	1	2	3	1	1	2	0	2	2	4	2	6
RALLS	8,476	2,119	1,030	1,052	2,082	14	18	32	2	1	3	1	0	1	1	0	1	3	3	6
RANDOLPH	24,370	5,775	2,710	2,638	5,348	203	151	354	7	17	24	13	15	28	11	10	21	31	28	59
RAY	21,971	5,914	2,975	2,768	5,743	45	53	98	17	25	42	2	10	12	13	6	19	30	15	45
REYNOLDS	6,661	1,657	856	794	1,650	1	0	1	4	1	5	0	0	0	1	0	1	4	5	9
RIPLEY	12,303	3,081	1,521	1,527	3,048	0	3	3	3	7	10	4	8	12	3	5	8	14	14	28
ST. CHARLES	212,907	61,134	30,042	28,563	58,605	879	854	1,733	92	71	163	217	202	419	97	117	214	407	393	800
ST. CLAIR	8,457	1,842	919	913	1,832	0	0	0	5	2	7	2	1	3	0	0	0	3	7	10
STE. GENEVIEVE	16,037	4,259	2,165	2,062	4,227	5	4	9	5	6	11	2	5	7	5	0	5	10	4	14
ST. FRANCOIS	48,904	11,740	6,038	5,591	11,629	26	16	42	12	6	18	9	16	25	11	15	26	48	37	85
ST. LOUIS	993,529	231,323	94,438	89,250	183,688	21,240	21,144	42,384	170	168	338	1,981	1,986	3,967	471	475	946	1,516	1,503	3,019
SALINE	23,523	5,568	2,638	2,547	5,185	170	161	331	5	1	6	7	13	20	13	13	26	34	40	74
SCHUYLER	4,236	984	503	469	972	0	0	0	0	4	4	0	2	2	4	2	6	5	7	12
SCOTLAND	4,822	1,154	615	536	1,151	0	0	0	2	1	3	0	0	0	0	0	0	0	0	0
SCOTT	39,376	10,551	4,656	4,349	9,005	751	731	1,482	10	12	22	11	7	18	17	7	24	39	39	78
SHANNON	7,613	1,909	970	927	1,897	0	0	0	2	4	6	1	0	1	1	4	5	3	10	13
SHELBY	6,942	1,694	841	833	1,674	8	7	15	3	1	4	0	0	0	1	0	1	3	5	8
STODDARD	28,895	6,709	3,363	3,196	6,559	55	47	102	5	14	19	6	7	13	9	7	16	23	26	49
STONE	19,078	3,818	1,913	1,846	3,759	1	2	3	24	14	38	9	2	11	3	4	7	21	29	50
SULLIVAN	6,326	1,301	674	621	1,295	0	0	0	3	0	3	0	0	0	2	1	3	7	9	16
TANEY	25,561	4,994	2,558	2,359	4,917	2	1	3	20	14	34	8	14	22	8	10	18	39	32	71
TEXAS	21,476	5,499	2,805	2,641	5,446	0	5	5	7	7	14	10	14	24	7	3	10	27	24	51
VERNON	19,041	4,714	2,375	2,283	4,658	7	1	8	14	10	24	6	9	15	5	4	9	23	16	39
WARREN	19,534	5,254	2,567	2,487	5,054	68	85	153	7	8	15	4	9	13	8	11	19	28	38	66
WASHINGTON	20,380	5,716	2,979	2,667	5,646	24	19	43	3	6	9	1	7	8	4	6	10	13	20	33
WAYNE	11,543	2,579	1,354	1,205	2,559	1	2	3	4	6	10	1	0	1	2	4	6	8	8	16
WEBSTER	23,753	6,464	3,325	3,054	6,379	2	1	3	21	18	39	6	9	15	15	13	28	33	32	65
WORTH	2,440	565	306	252	558	0	0	0	0	0	0	1	0	1	3	3	6	3	3	6
WRIGHT	16,758	4,451	2,274	2,108	4,382	7	8	15	17	23	40	6	2	8	2	4	6	9	17	26
ST. LOUIS CITY	396,685	94,885	17,891	17,071	34,962	29,232	29,147	58,379	97	85	182	455	375	830	288	244	532	682	661	1,343

	Total Population	Total Under 17	White Males	White Females	Total White	Black Males	Black Females	Total Black	Amerind Males	Amerind Females	Total Amerind	Asian Males	Asian Females	Total Asian	Other Males	Other Females	Total Other	Hispan Males	Hispan Females	Total Hispan
MISSOURI	5,117,073	1,245,324	541,010	511,115	1,052,125	85,176	83,893	169,069	2,789	2,517	5,306	5,612	5,520	11,132	3,924	3,768	7,692	10,359	9,851	20,210

# Age Distribution of State Population

There were 1,314,826 children under age 18 in our state in 1990. This means that one of every four of Missouri's citizens is under age 18. This represents a 4 percent decline in the number of children of this age since 1980.

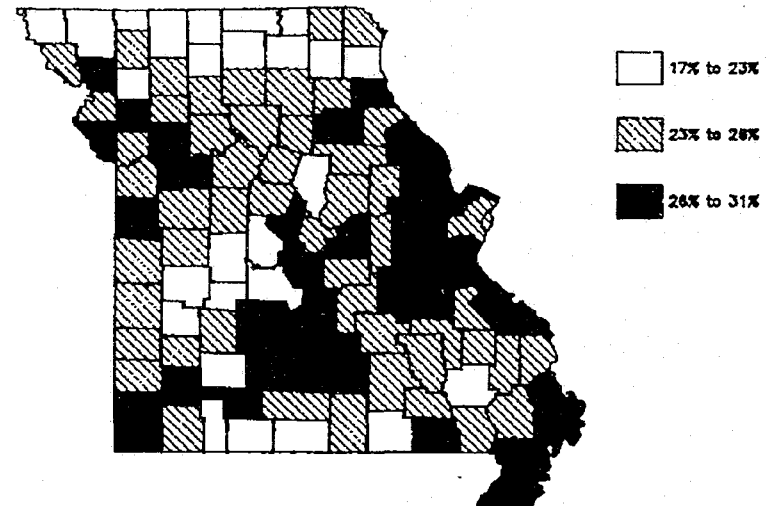
However most of this decline is due to the decreasing numbers of youth age 15 to 17. This age group declined by 17 percent. The number of children under age 5 increased by 4 percent.

Of these 1,314, 826 children:

- 1,110,274 are White,
- 178,969 are Black,
- 5,648 are American Indian,
- 11,872 are Asian or Pacific Islander, and
- 8,063 are of other races.

There are 21,272 Hispanic children under age 18 in Missouri.

## Percent of Population Under the Age of 18, 1990



Source: USDC, Bureau of the Census.

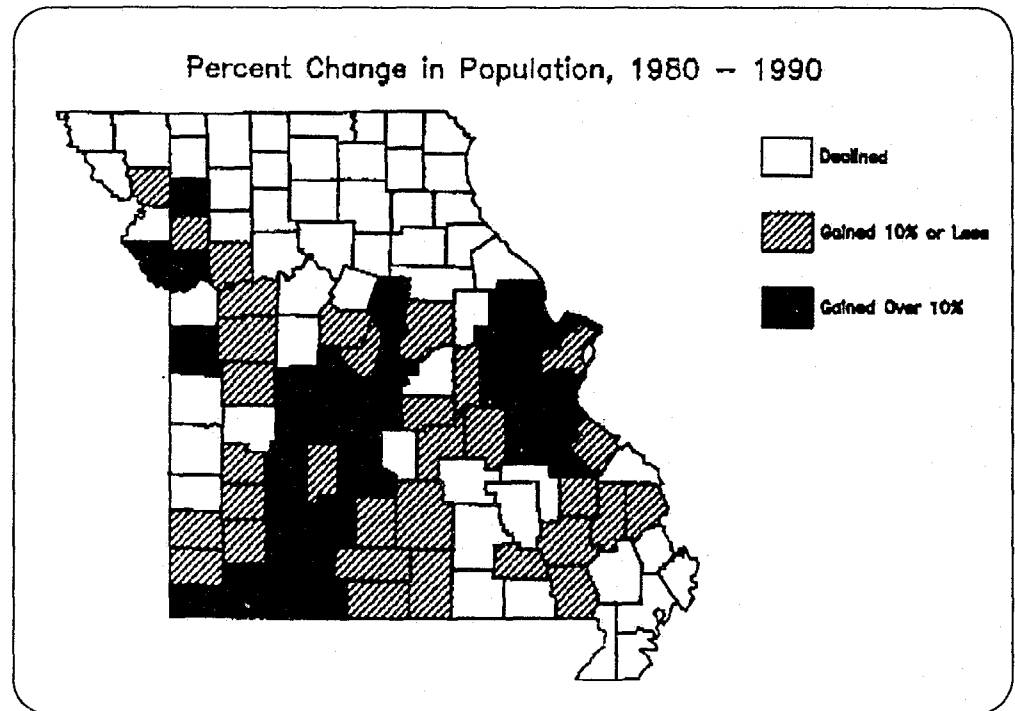
## Historical Overview of Population Change

Missouri population in 1990 was 5,079,385. This represents an increase of 17.6 percent since 1960. During the last decade alone the state experienced a population increase of 3.3 percent.

Counties on the fringe of urban areas and those where retirement related lake development has occurred had the largest population gains. On the other hand, counties historically dependent on agriculture, and inner cities have experienced the largest population decreases.

St. Charles County outside St. Louis City was the fastest growing county with an increase of 300 percent from 1960 to 1990, a 45 percent gain during the last decade alone. Camden County near the Lake of the Ozarks increased by 200 percent from 1960 to 1990 with a 36 percent gain from 1980 to 1990.

At the same time, 44 counties lost population from 1960 to 1990, and 56 counties lost population from 1980 to 1990. St. Louis City population declined by 48 percent from 1960 to 1990, 13 percent over the last decade. Pemiscot, New Madrid and Mississippi counties in southeast Missouri declined by 43 percent, 33 percent and 30 percent respectively over the past 30 years. Except for counties surrounding Kansas City, St. Joseph and Columbia, the counties north of the Missouri river lost population.



Source: USDC, Bureau of the Census.

Note: 1990 numbers are preliminary census counts.

**MOST OF MISSOURI'S COUNTIES ARE RURAL**

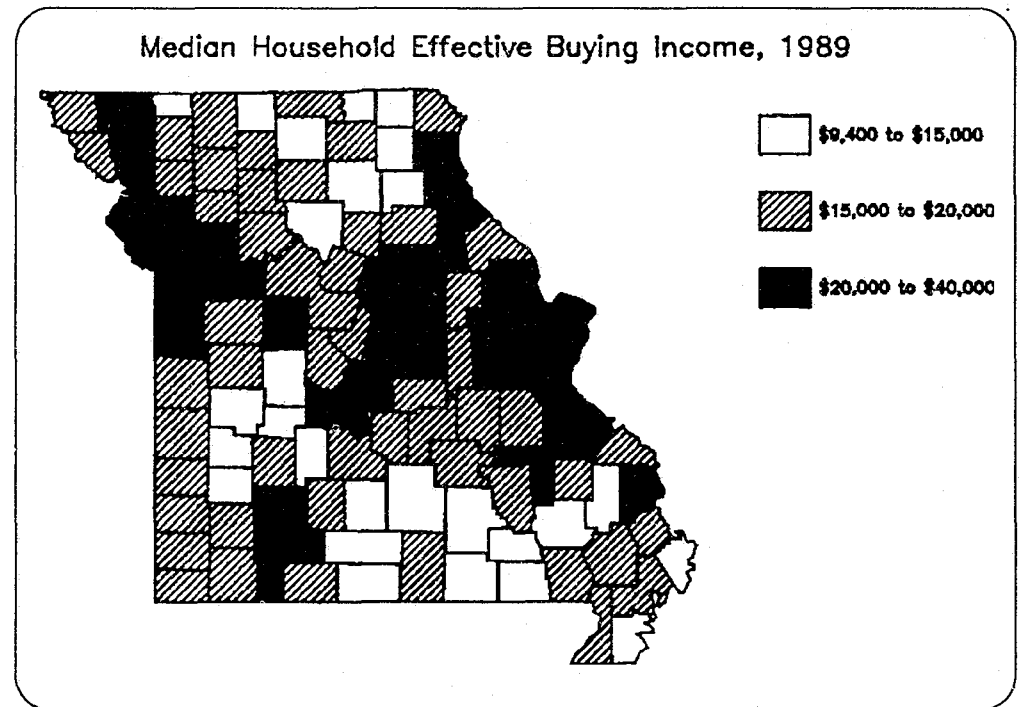
## Effective Buying Income

Missouri households had an average after-tax income of \$24,484 in 1989, just below the U.S. figure of \$25,976. Missouri's average is comparable to that of neighboring states.

Missouri counties ranged from a high of more than \$38,000 in St. Charles County outside St. Louis to less than a fourth of that in Sullivan County to the north. In St. Charles County, only 7 percent of all households had incomes of less than \$10,000, while more than half of those in Sullivan County fell into this category.

Eleven counties had after-tax incomes greater than the state average, while seven had less than half the state average.

A decline in real earnings has resulted in an increasing number of working poor in the state. In 1975, a person with a full-time year-round minimum wage job earned \$249 above the federal poverty threshold for a family of three. In 1990, this had decreased to \$2,552 below the poverty threshold.



Source: Sales & Marketing Management.

Note: Effective Buying Income is a measure of after-tax income.

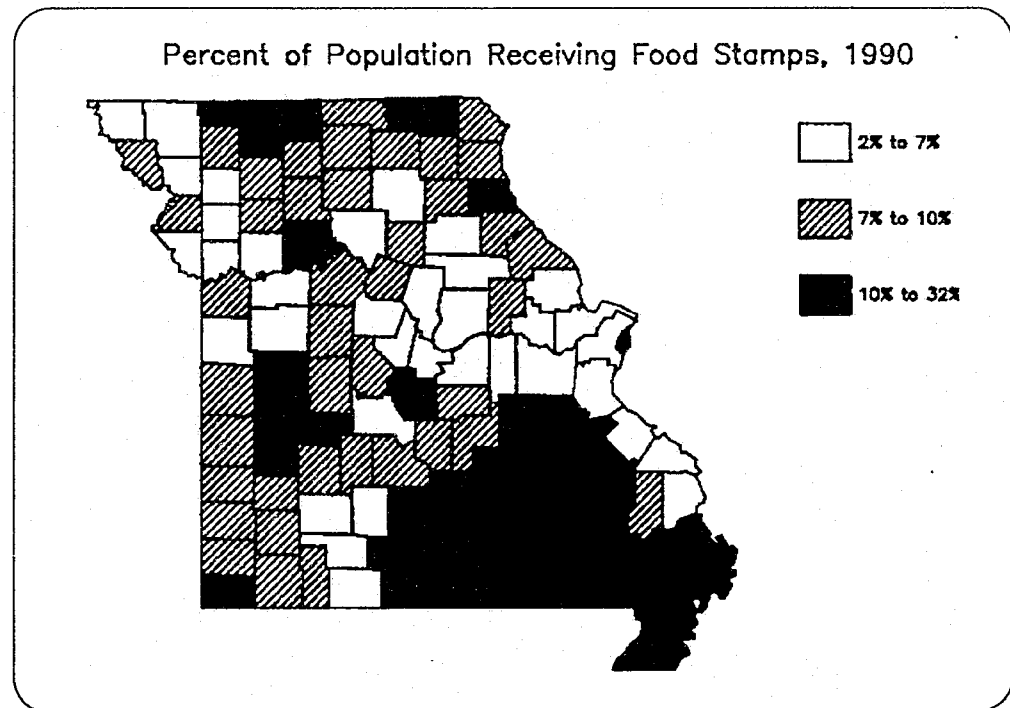
## Food Stamp Distribution

In 1990, an average of 162,432 households representing 423,238 persons received food stamps monthly in Missouri. This is about 8 percent of the population. However, rates vary greatly across the state. For example, 90,507 people -- or one of every four living in St. Louis City -- receives food stamps, compared with 33,435 or 3 percent of in neighboring St. Louis County.

Between 1988 and 1990, almost half of Missouri's food stamp recipients were children. Currently, 13 percent of all children in Missouri receive food stamps.

The number of children receiving food stamps month has risen by 12 percent in two years. In 1990, 194,900 children received food stamps monthly, an increase from 173,600 children in 1988.

The number of children in poverty is closely correlated to the number of children in one-parent families, a decline in real earnings and the declining value of government transfers to families with children.



Source: Missouri Department of Social Services.

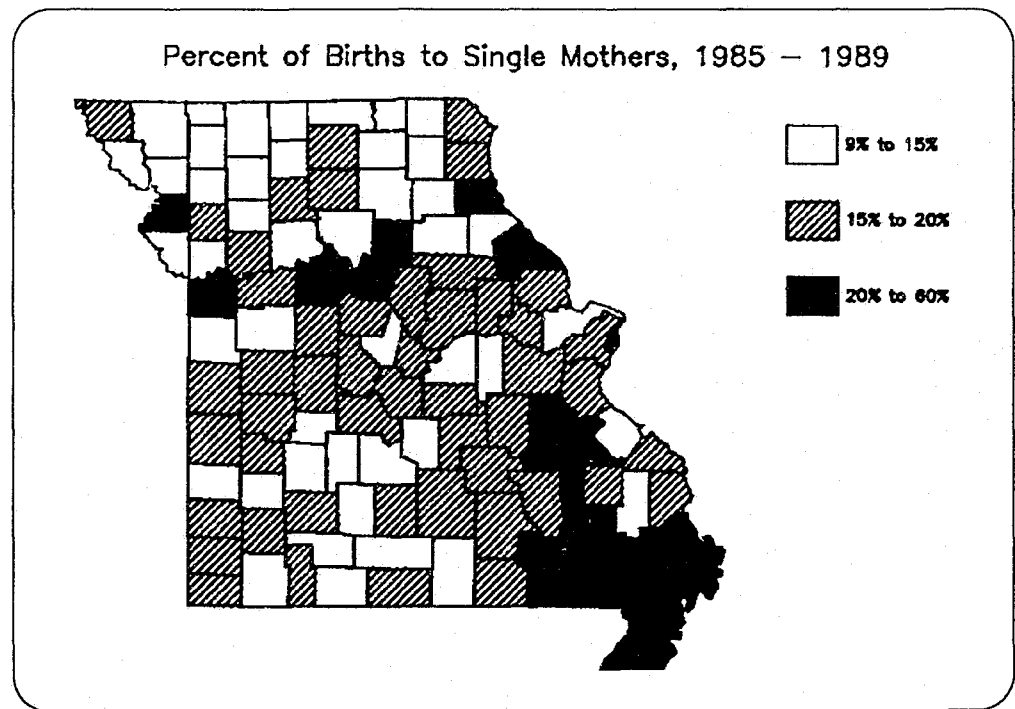
## Indicators of Family Structure, 1985 - 89

Children growing up in most, but not all, mother-only families often face multiple burdens. There is an increasing number of single-parent families in Missouri due to a high rate of divorce as well as an increasing number of never-married mothers.

During the five-year period from 1985 through 1989, 113,040 Missouri children under age 18 were affected by parental divorce.

There were 91,432 babies born to single mothers. Almost one of every four babies born in the state during this time was born into a single-parent family.

During this five-year time period, 16,947 babies were born to single mothers in St. Louis City and 35,623 in Jackson County (Kansas City). Counties in the southeast area of the state also have high rates of births to single mothers.



Source: Missouri Department of Health.



## Aid to Families with Dependent Children

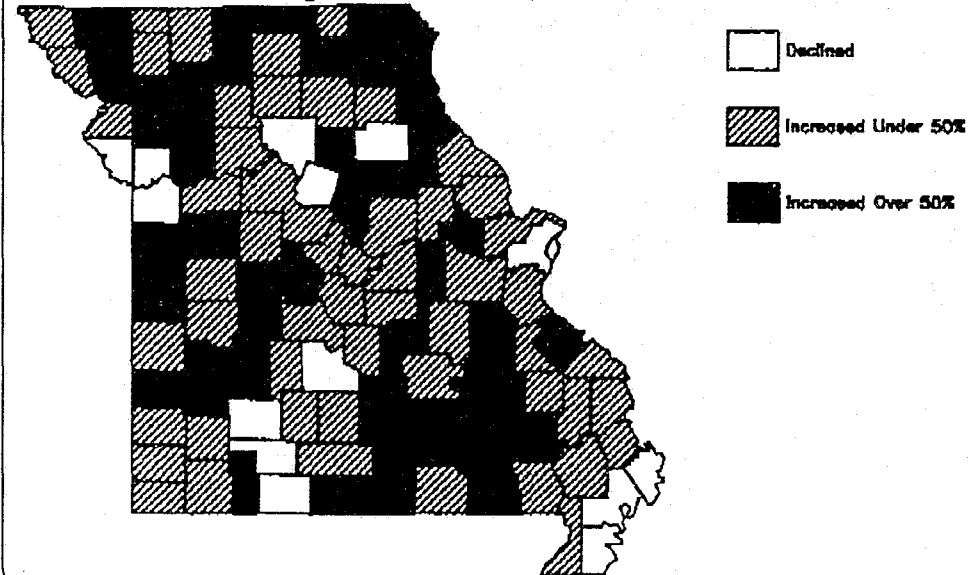
A growing number of children live in poverty in Missouri and across the nation. An average of 133,293 Missouri children under age 18 received Aid to Families with Dependent Children benefits monthly in 1988. This was an average increase of almost 2,500 children receiving monthly benefits since 1980.

Many of these families are the working poor. In 1985, AFDC benefits in Missouri equaled only 36 percent of the Federal Poverty Level. Monthly combined AFDC and food stamps brought the total benefit to 57 percent of the Federal Poverty Level.

Fourteen counties and the City of St. Louis showed declines in the number of children receiving benefits monthly.

Missouri's recently initiated welfare reform program, "FUTURES," is an attempt to help families become self-sufficient and help lift children out of poverty. This program helps those receiving AFDC by providing education, skill and job training, and job-search programs.

Percent Change in Average Monthly Number of Children Receiving AFDC Benefits, 1980 - 1988



Source: Missouri Department of Social Services.

Note: Rate is calculated as a proportion of children under age 18; The Federal Poverty Level is \$10,060 for a family of three. The "FUTURES" program is administered through the Department of Social Services.

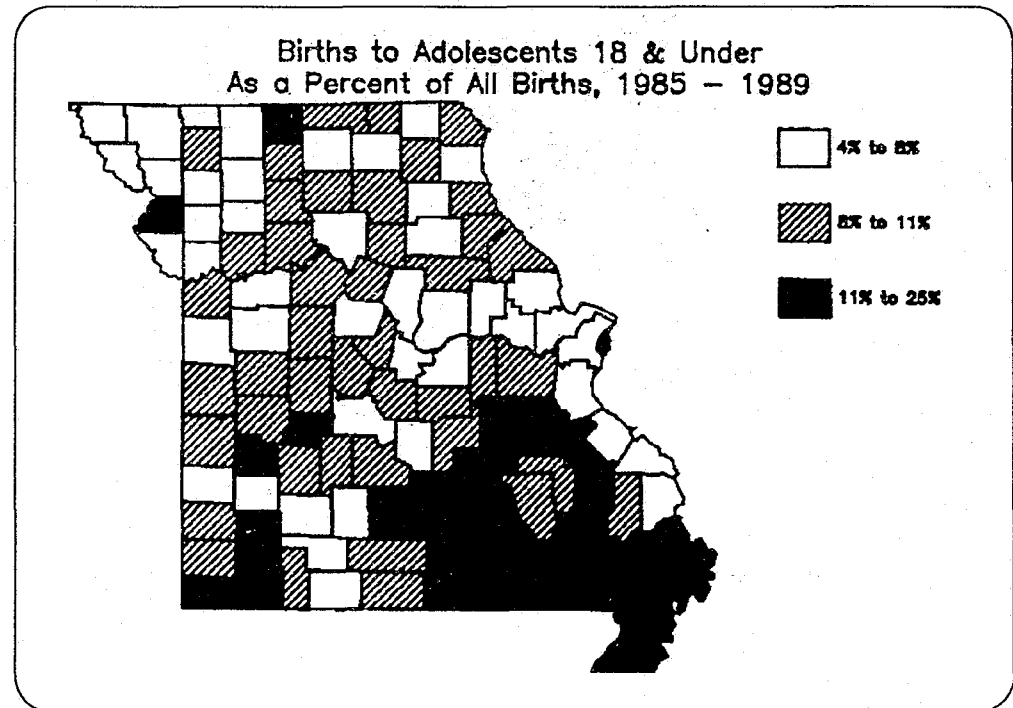
## Births to Adolescents in Missouri, 1985 - 89

The leading medical conditions for teen-agers, other than common colds or flu, are pregnancy and gonorrhea.

Sixteen percent of girls in Missouri become pregnant before they graduate from high school. In 1989, nearly 700 babies were born to mothers under age 16. Births to teen-agers now account for more than a third of all out-of-wedlock births.

During the five-year period from 1985 through 1989 in Missouri:

- 33,664 babies were born to mothers age 18 or under;
- 12,486 of babies born to white adolescents were to single mothers;
- 10,972 of babies born to minority adolescents were to single mothers; and
- one of every 10 babies was born to a mother age 18 or younger.



Source: Missouri Department of Health.

## Selected Maternal Health Indicators, 1985 - 89

Children are placed at greater risk when expectant mothers smoke, are less educated or receive inadequate prenatal care.

Of Missouri babies born from 1985 to 1989:

27 percent were to mothers who smoke,

20 percent were to mothers with fewer than 12 years of education, and

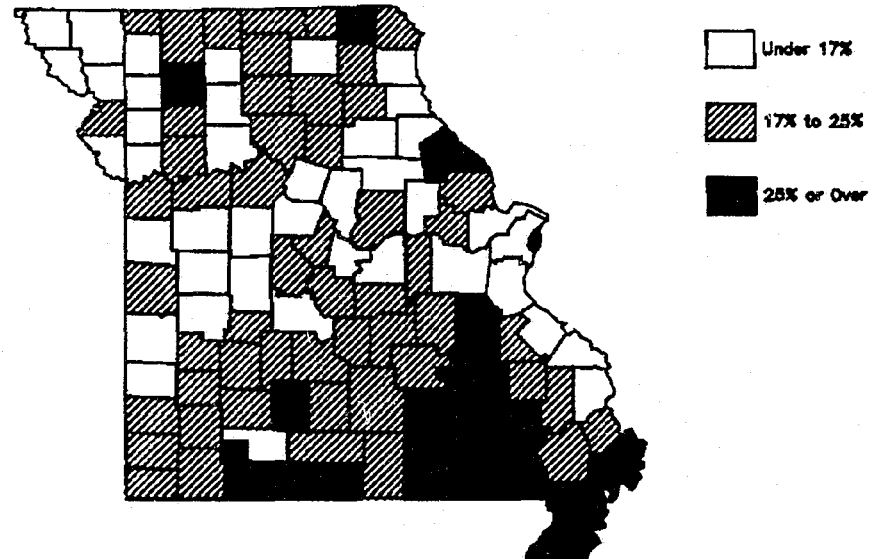
18 percent were to mothers receiving inadequate prenatal care.

At the same time:

19,786 babies were born to mothers receiving medicaid; 24,351 to mothers participating in the Special Supplemental Food Program for Women, Infants and Children (WIC); and 13,317 babies were born to mothers receiving food stamps.

Prenatal care and nutrition supplements have been shown to be extremely cost-effective, saving three to four times the cost in reduced post-birth expenses.

**Percent of Births to Women Receiving Inadequate Prenatal Care  
1985 - 1989**



Source: Missouri Department of Health.

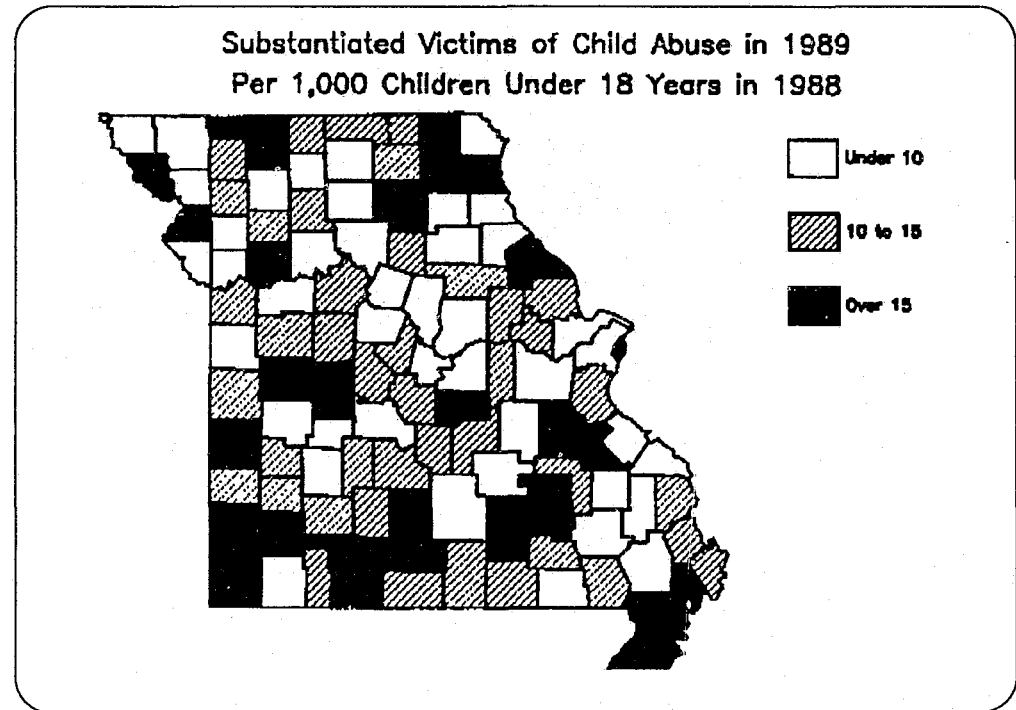
Note: Inadequate prenatal care includes women receiving fewer than five prenatal visits for pregnancies under 37 weeks, fewer than eight visits for 37 weeks or more, or care after the first four months. This also includes women with no care. Data regarding public assistance are available for 1989 only. Mothers must actively be receiving one or more types of public assistance at birth to be included in this count.

# Child Abuse and Neglect

During the last five years, the Missouri Division of Family Services has received an average of 42,000 reports of child abuse and/or neglect each year. This represents approximately 70,000 children.

About one in four of these reported incidents and victims is substantiated. The most commonly reported abusers are a child's natural parents.

Reports clearly indicate that stress is a major factor in child abuse and neglect. In more than 1,000 abuse cases statewide and in more than 800 cases in rural counties, insufficient income, lone-parent household or lack of parenting skills were found as causes. In addition, pregnancy or a new baby in the home, heavy child care responsibilities, domestic violence, marital problems, recent or frequent relocation and crowded living conditions were cited as reasons for abuse and neglect in a significant number of cases. Alcohol-related problems were listed for all 11 percent of the perpetrators in 1988 and for 14 percent in rural Missouri counties.



Source: Missouri Department of Social Services.

Note: Rate is the number of substantiated victims per 1,000 children under age 18.

## Children in Out-of-Home Placement, 1986 - 88

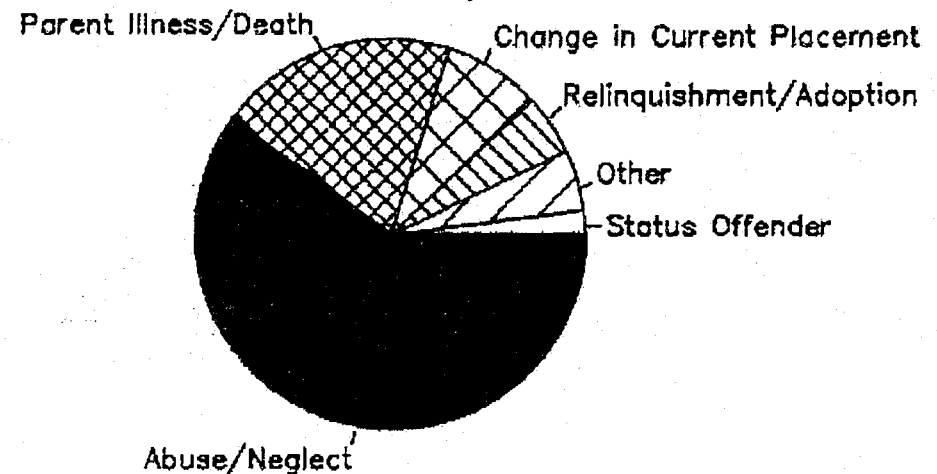
More than 12,000 children live away from their families every year under the supervision of Missouri's public agencies. Eighty-four percent of the children placed are under the supervision of the Division of Family Services.

Younger children are placed outside their homes more frequently than older children. Nearly one of every two children who are placed by DFS is under 6 years of age.

The number of children who are re-entering out-of-home placement is increasing across all agencies. One of every four children who enters placement has been placed outside their home before.

Two of every three children enter care as a consequence of child abuse and/or neglect.

Reasons for Children Entering Care  
DFS, 1988



Source: Missouri Department of Social Services, Division of Family Services.

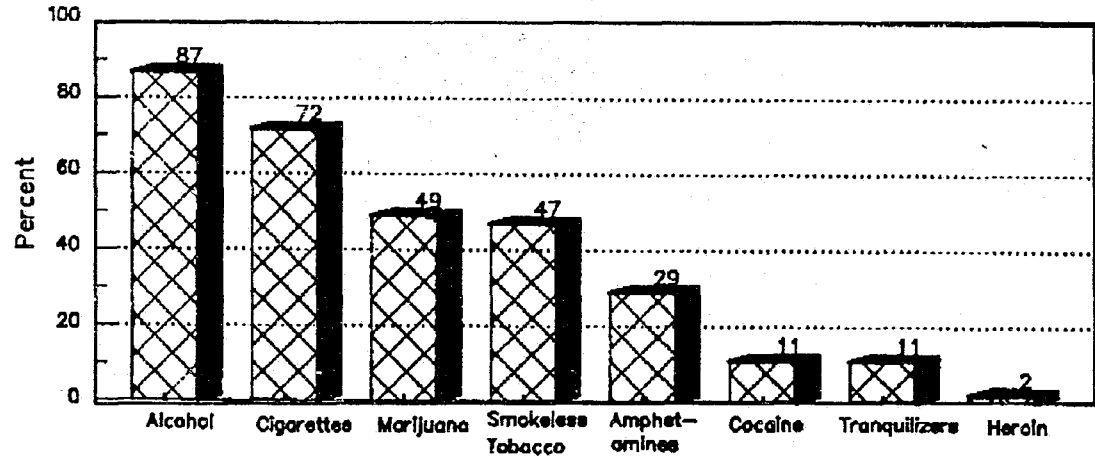
# Substance Use Among Missouri 12th Graders, 1987 - 88 Children in

Alcohol and tobacco continue to be the most frequently abused substances by Missouri youth.

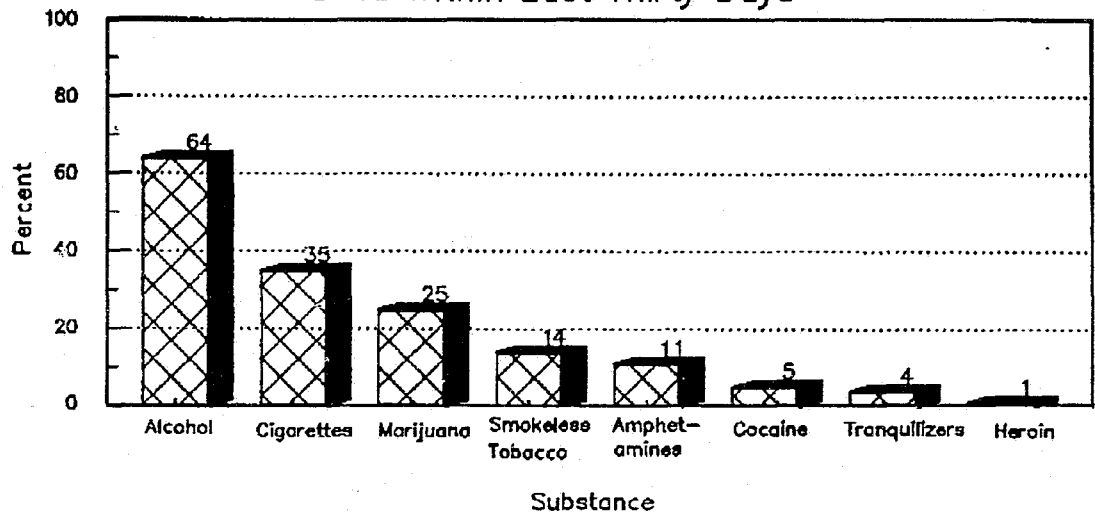
Although data are not available for individual counties, a recent survey conducted by the Missouri Department of Health shows that:

- 87 percent of 12th graders reported alcohol use at least once in their lifetime;
- 72 percent of 12th graders had used tobacco;
- half reported having used marijuana at least once in their lifetime;
- about two-thirds of the young people surveyed indicated alcohol use within 30 days preceding the survey;
- one-third of the respondents had used tobacco; and
- one-fourth had used marijuana.

Ever Used in Lifetime



Used Within Last Thirty Days



Source: Missouri Department of Health.

## Five Leading Causes of Death of Missouri Youth, 1988

The single most common cause of death among young people nationwide and in Missouri is "unintentional injury," chiefly motor vehicle injury.

Motor vehicle injury accounted for 46 percent of all deaths of Missouri young people age 15 to 19 in 1989, up 6 percent from the previous year. This represents 176 deaths of children in this age group.

Other high-ranking causes of death are suicide and homicide. Suicide claimed the lives of 10 children age 10 to 14, 41 age 15 to 19 and 61 between the ages of 20 and 24 in Missouri in 1989. Homicide or legal intervention accounted for the deaths of an additional 143 youths in these age groups.

Suicide and homicide among young people are often related to the use of alcohol and other substances. Studies indicate almost half of suicide victims had abused substances or that alcohol and/or drug abuse had been a family problem.

### UNDER 1 YEAR

- 1 DISEASES OF EARLY CHILDHOOD
- 2 BIRTH DEFECT
- 3 DISEASES OF THE HEART
- 4 UNINTENTIONAL INJURY
- 5 HOMICIDE

### 5 TO 14 YEARS

- 1 UNINTENTIONAL INJURY
- 2 CANCER
- 3 BIRTH DEFECTS
- 4 HOMICIDE
- 5 SUICIDE

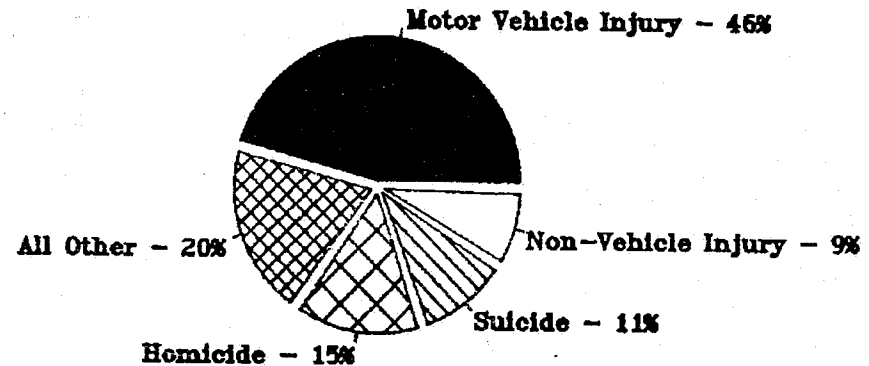
### 1 TO 4 YEARS

- 1 UNINTENTIONAL INJURY
- 2 BIRTH DEFECTS
- 3 CANCER
- 4 DISEASES OF THE HEART
- 5 PNEUMONIA & INFLUENZA

### 15 TO 24 YEARS

- 1 UNINTENTIONAL INJURY
- 2 SUICIDE
- 3 HOMICIDE
- 4 DISEASES OF THE HEART
- 5 CANCER

### Leading Causes of Death Among Teens Age 15-19, 1989



Source: Missouri Department of Health.

## Educational Indicators of Public Schools

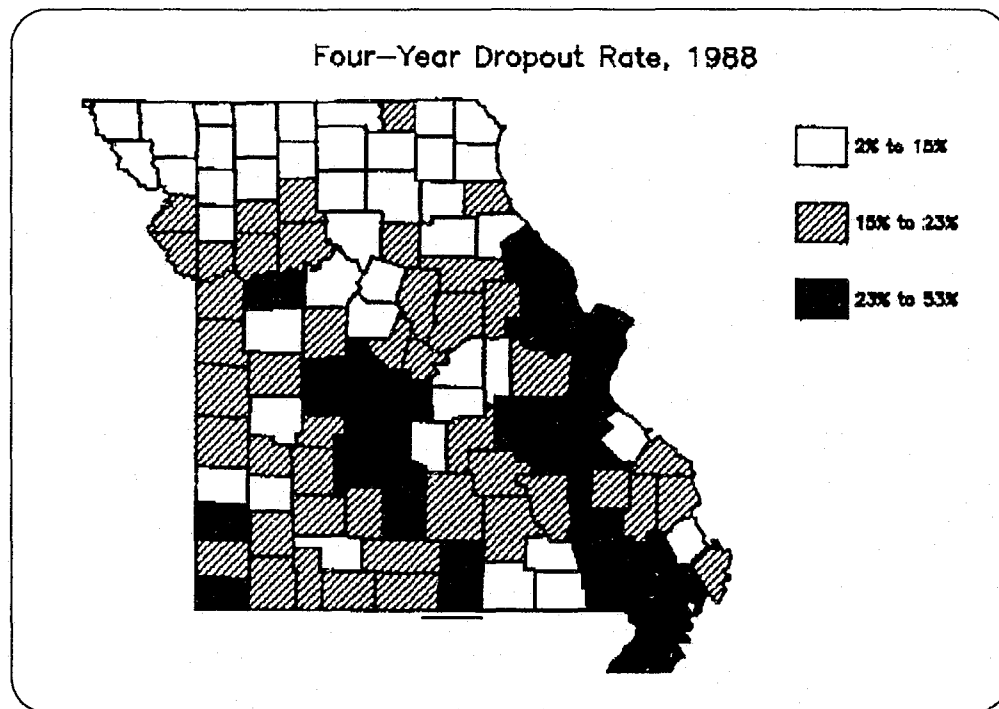
Enrollments in Missouri's public elementary schools are increasing slightly, while enrollments in grades 9 through 12 are declining.

The enrollment of children in kindergarten through eighth grade in Missouri's public schools increased by 1.5 percent from the 1988-89 school year to the 1989-90 school year. There were 576,384 students in these grades in 1990.

The enrollment of 9th through 12th graders in the state declined by 3 percent. There were 231,550 students in these grades in 1990.

Twenty-three percent of Missouri high school students do not complete high school. However, these dropout figures vary across the state from a high of 52 percent in St. Louis City to a low of 2 percent in DeKalb County.

Studies have linked dropout rates with employment opportunities. This may partially account for the higher than average dropout rates around counties with higher than average rates of economic growth such as St. Charles and St. Louis Counties and Camden, Miller and Morgan Counties around the Lake of the Ozarks.

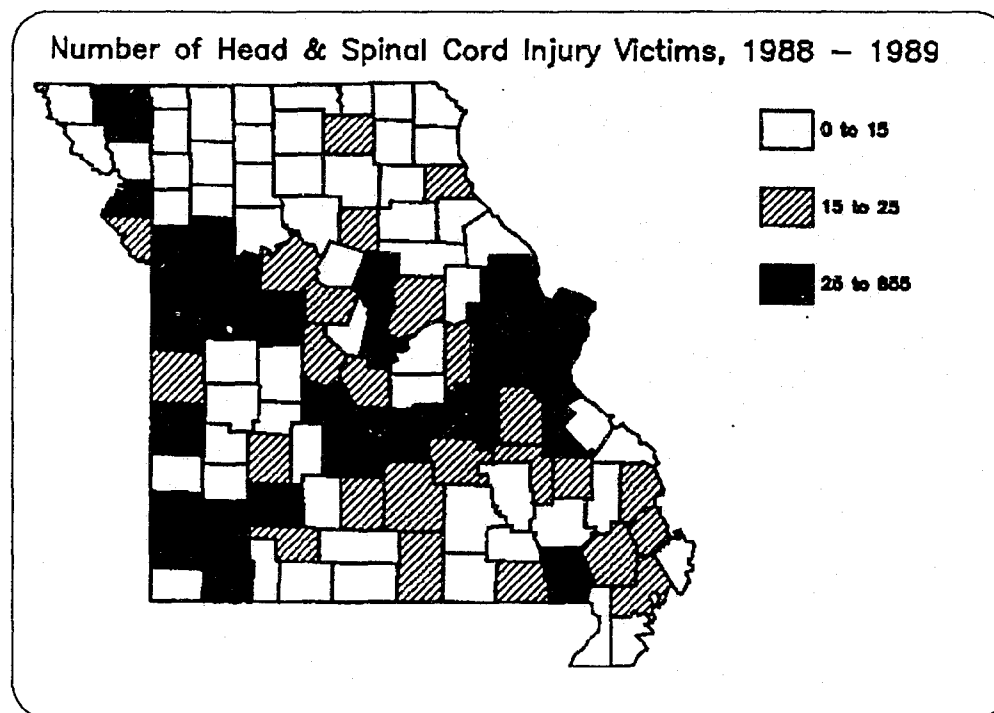


Source: Missouri Department of Elementary and Secondary Education; National Center for Educational Statistics.

Note: Dropout rate is the sum of 1985-1988 annual percentages; student-teacher ratios include full-time equivalent classroom teachers only.



## Head & Spinal Cord Injuries to Children Under 19, 1988 - 89



Source: Missouri Department of Health.

## **SECTION III MISSOURI JUVENILE COURT REFERRALS: AN ANALYSIS**

### INTRODUCTION

As a part of Missouri's **3-Year Plan** for the expenditure of federal **Juvenile Justice and Delinquency Prevention Act** funds, the Department of Public Safety and the State Juvenile Justice Advisory Group reviewed and analyzed referrals to Missouri's juvenile courts during the period 1986 to 1989. The data used in this analysis were reported by each of Missouri's forty-four juvenile courts to the Missouri Statewide Information System. This system is operated and maintained by the Department of Social Services and the Division of Youth Services as required by §219.016 Missouri Revised Statutes.

The information collected from the juvenile court is intended to present a picture of the nature and extent of youth referred to the State's juvenile court system. The following is a summary of the type of information collected:

- a) Demography (gender, race, age, etc.)
- b) Reason for referral (law violation, status offense or child abuse/neglect)
- c) Source of referral (police, schools, family, etc.)
- d) Types of pre-hearing placements (secure detention, shelter care, foster care, etc.)
- e) Length of pre-hearing placement
- f) Dispositions (out-of-home placements, probation, waiver, dismissal, informal adjustment, transfer, etc.)
- g) Type of out-of-home and in-home services received

(A copy of the data collection form is included in the appendix of this document.)

For the purpose of presenting a review of our analysis, we have divided this section into three parts. Part I provides a look at the number of referrals to the juvenile court, what the referral is for, who is being referred and who is making the referral. Part II describes the use of pre-hearing placements including type and length. Part III examines the dispositions, or decisions, that are made by the juvenile court for each referral.

All referrals have been grouped and examined by race, gender, age and type of referral. The following are definitions for each referral category:

Violent Offenses - Crimes against persons to include: homicide, rape or other sexual offenses punishable as a felony, kidnapping, assault, robbery, burglary, extortion accompanied by threats of violence and arson.

Non-Violent Offenses - Any other act classified as criminal by the Missouri Criminal Code in §565.577 RSMo. and which apply to the general population.

Status Offenses - Non-criminal violations which apply only to juveniles to include: truancy, runaways, beyond parental control and behavior injurious to self and others.

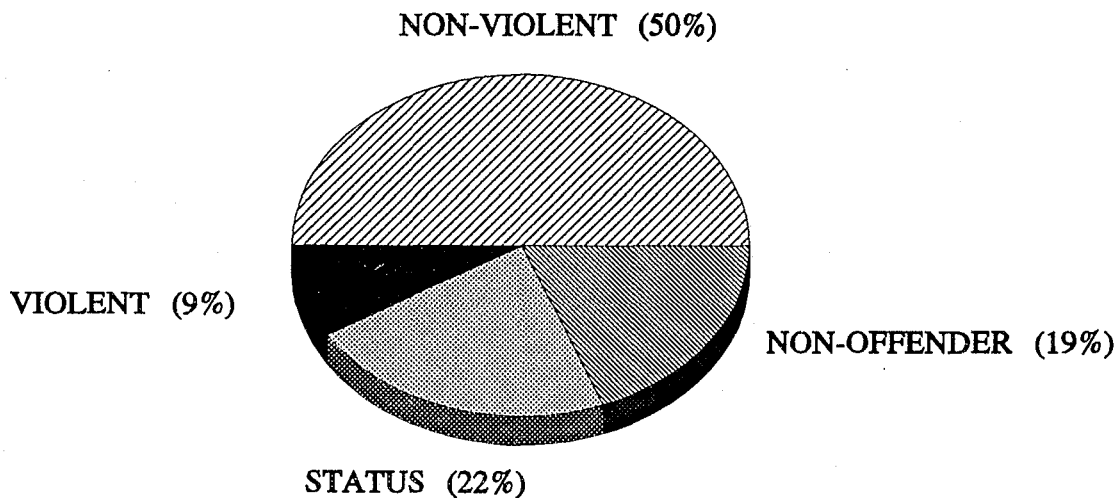
Non-Offenses - Child abuse and neglect (Victims)

## PART I REFERRALS

The information presented here reflects only the most serious allegation for individual referrals. Totals do not include information on other violations that may have been alleged for a youth at the time of his/her referral. For example, a juvenile might be referred for a burglary, property damage, misdemeanor theft and curfew violation. In this instance, the major allegation would be burglary, with two additional law violations and a status violation noted. Also, please understand that the data presented represents referrals and not the total number of youth involved. As an example, a single youth may be referred to the juvenile court on numerous separate occasions during the year. The actual number of individual youth referred to the court system will be less than the total number of referrals.

**FIGURE 1**  
**MISSOURI JUVENILE COURT REFERRALS**  
**1989**

TOTAL REFERRALS: 63,051



- 59% of all referrals involved an allegation of violations of Missouri's criminal code or municipal ordinances.

- **Status offense violations accounted for an additional 22% of all referrals.**
- **One-half of the referrals to the juvenile court were for criminal violations classified as non-violent. This also means that 85% of all law violations reported to the court did not involve personal injury to a victim.**
- **Violent offenses (crimes against persons) were less than 10% of all referrals.**
- **Child victims of abuse and/or neglect accounted for nearly 1 in 5 (19%) of all referrals.**

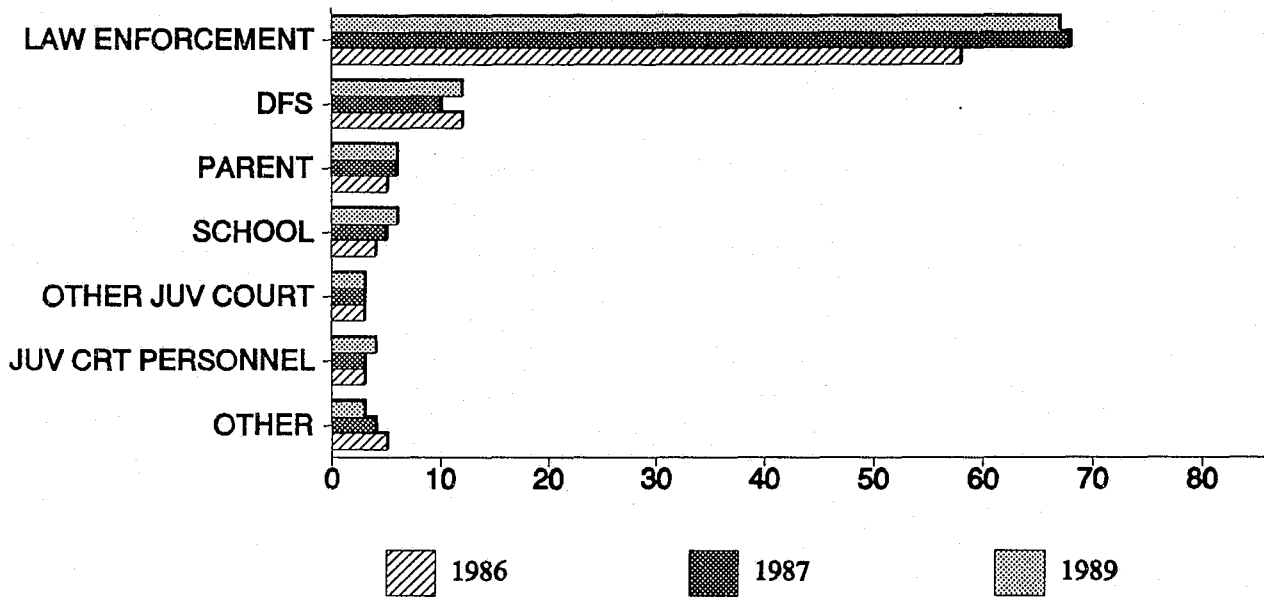
### **TRENDS**

- **The total number of referrals for criminal, status offenses and abuse/neglect increased by 7,691 from 1986 to 1989.**
- **Referrals for abuse/neglect declined from 1986 to 1987, but increased by more than 2% from 1987 to 1989.**
- **Status offense referrals had the largest growth in actual numbers of referrals with an increase of 2,296 from 1986 to 1989.**
- **During the period studied, non-violent offenses continued to be at least 50% of the total referral population.**
- **Violent crimes rose by 2% for a total increase of 1,802 during the four year period.**

FIGURE 2

SOURCE OF REFERRAL

1986 - 1989



- Law enforcement officers accounted for two-thirds (67%) of all referrals to the juvenile court during 1989.
- The Division of Family Services referred the next highest percentage of youth (12%), with the majority of those being abuse/neglect victims.
- All other referrals combined for slightly more than 20% of the referrals made.

TRENDS

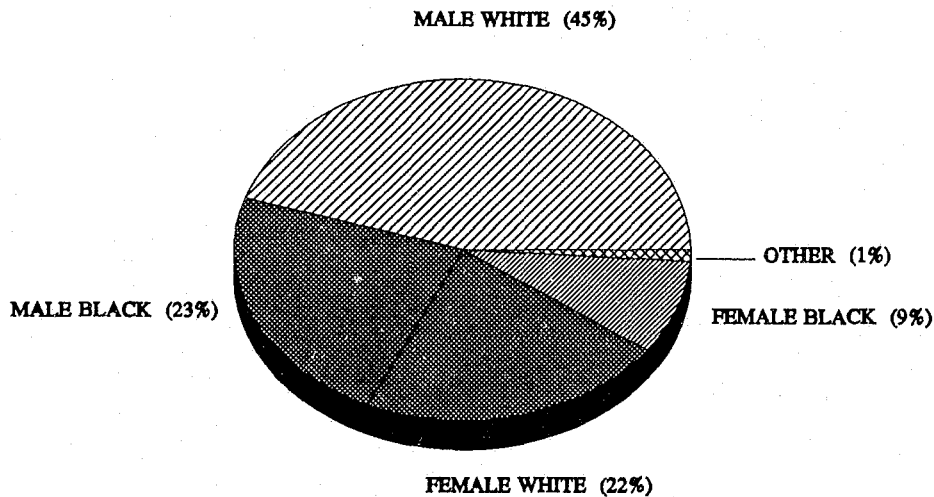
- Law enforcement continues to be the major referral source for the juvenile court with their percentage of all referrals increasing by almost 10% during the four year span.

- The percentage of referrals from each of the other sources remained nearly identical from year to year.

FIGURE 3

DISTRIBUTION OF GENDER & RACE  
AMONG ALL REFERRALS

1989



TOTAL REFERRALS: 63,051

- White males represent the largest referral population to the juvenile court, making up 45% of all referrals.
- Black males and white females share an almost equal percentage of all referrals with 23% and 22% respectively. Black females were approximately 1 out of every 10 referrals (9%).
- Minority youth, other than black, comprised only 1% of the referral population.
- Black males represent 6.8% of the population under the age of seventeen. This means that their referral rate to the juvenile court is three times higher than their representation in the general population.

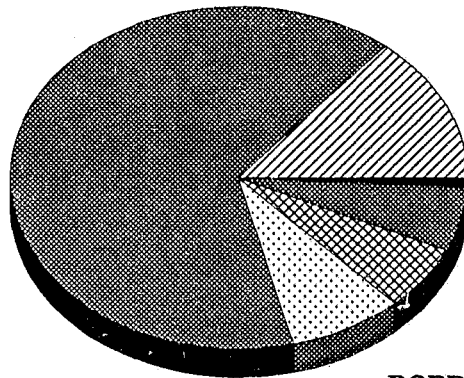
- Black females make up 6.7% of the same juvenile population and are represented in referrals at a rate (9%) greater than their representation to the general population.
- The same comparison for white males shows a nearly equal representation in referrals compared to the general population (White males are 43.4% of the juvenile age population and 45% of the referral population).
- White females are underrepresented in the referral population at 22% compared to their representing 41% of the total juvenile age population.

FIGURE 4

TYPE OF VIOLENT OFFENSE COMMITTED

1989

ASSAULT-MISDEMEANOR (65%)



ASSAULT-FELONY (14%)

HOMICIDE (1%)

ARSON (6%)

SEXUAL ASSAULT (6%)

ROBBERY (8%)

TOTAL REFERRALS: 5,514

- The greatest majority of violent offenses are for assault. A further breakdown of assaults by severity reveals that 65% of all referrals are classified as misdemeanors. Misdemeanor assaults do not involve serious physical injury.



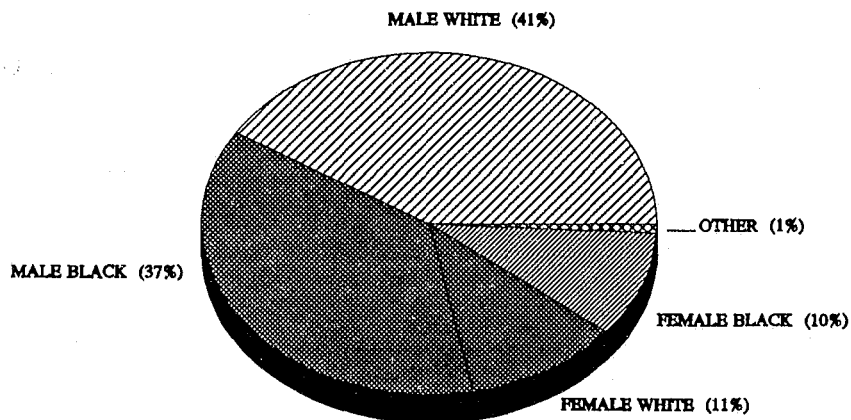
- Sexual offending was reported in 6% (323 actual referrals) of all violent crimes.
- A total of 38 juveniles (1% of the violent referrals) were charged with homicide during 1989.

**TRENDS**

- While violent offenses increased from 1986 to 1989 (See Figure 1), the types of violent referrals reported remained at nearly the same percentage rate.
- Assaults accounted for the largest actual number of increase, up 1,525 from 1986.

**FIGURE 5**

**DISTRIBUTION OF GENDER & RACE  
AMONG REFERRALS FOR VIOLENCE**



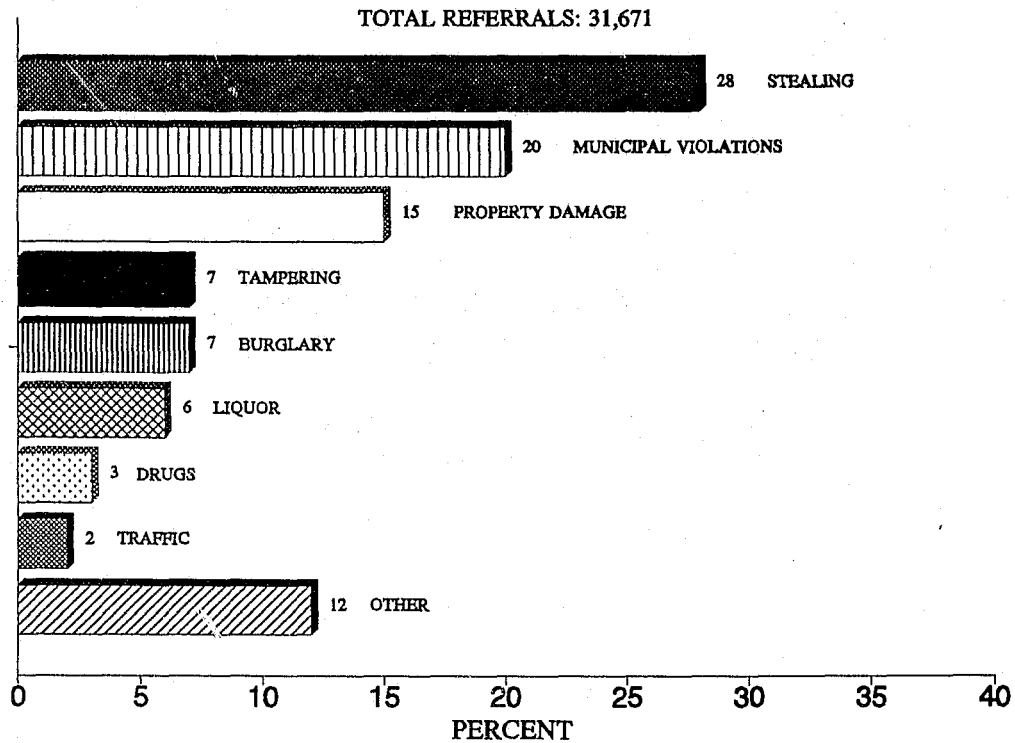
**TOTAL REFERRALS: 5,514**

- Males were referred for violent offenses at a rate of nearly 4 times that of females

**(79% to 21%)**

- **The rate of violent referrals for black males compared to white males is similar (37% black to 41% white).**
- **Violent offending rates for females was nearly identical for blacks and whites (10% black, 11% white).**
- **Other non-white youth represented only 1% of the total referrals, all of which were males.**
- **The referral rate for race and gender compared to the total juvenile population for each demographic subgroup shows that black males have the highest rate of referral at 2.4% of all black males less than 17 years of age. This rate is 6 times higher than the rate for white males (.4%). (Figure not shown)**
- **Black females had a higher referral rate (.6%) than either white males or females (.4% & .1%, respectively). (Figure not shown)**

**FIGURE 6**  
**TYPES OF NON-VIOLENT REFERRALS**  
**1989**



- Stealing was the most frequently indicated crime for those youth referred for non-violent offenses (28%).
- 1 in 5 non-violent offenses was classified as a violation of a municipal ordinance.
- Property damage was also a frequently referred crime, involving 15% of all non-violent referrals.
- While drugs and addiction are a major concern for our society and the criminal justice/juvenile justice system in particular, only 3% of the non-violent referrals reported to the court were for narcotics violations. These violations represented less than 2% of all referrals to the juvenile court.
- Liquor violations made up an additional 6% of the non-violent referrals and 3% overall.

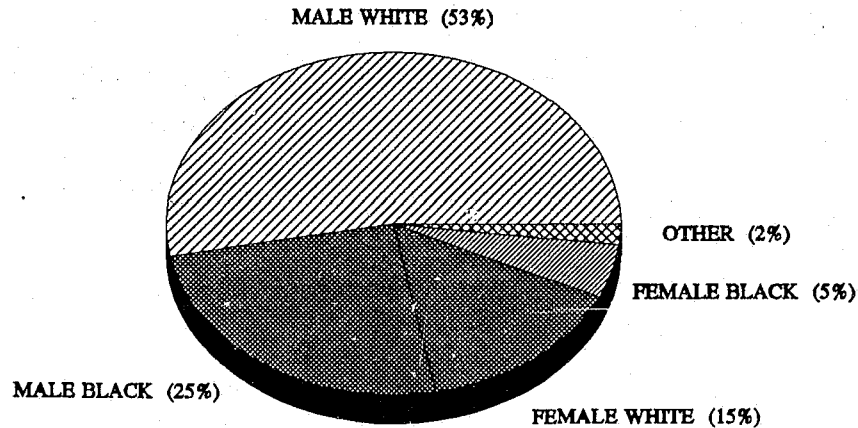
## **TRENDS**

- **Stealing increased over the four year period by almost 1,400 referrals.**
- **Burglary referrals remained almost constant during this same time.**
- **Reports of property damage to the juvenile court indicated a decline in number and percentage from 1986 to 1989.**
- **Although the overall percentage remains relatively small, referrals for drug violations nearly doubled from 1987 to 1989 (561 to 954).**
- **Liquor violations showed a significant decline in actual referrals down over 1,000 from 1986 to 1989.**

FIGURE 7

DISTRIBUTION OF GENDER & RACE  
AMONG NON-VIOLENT REFERRALS

1989

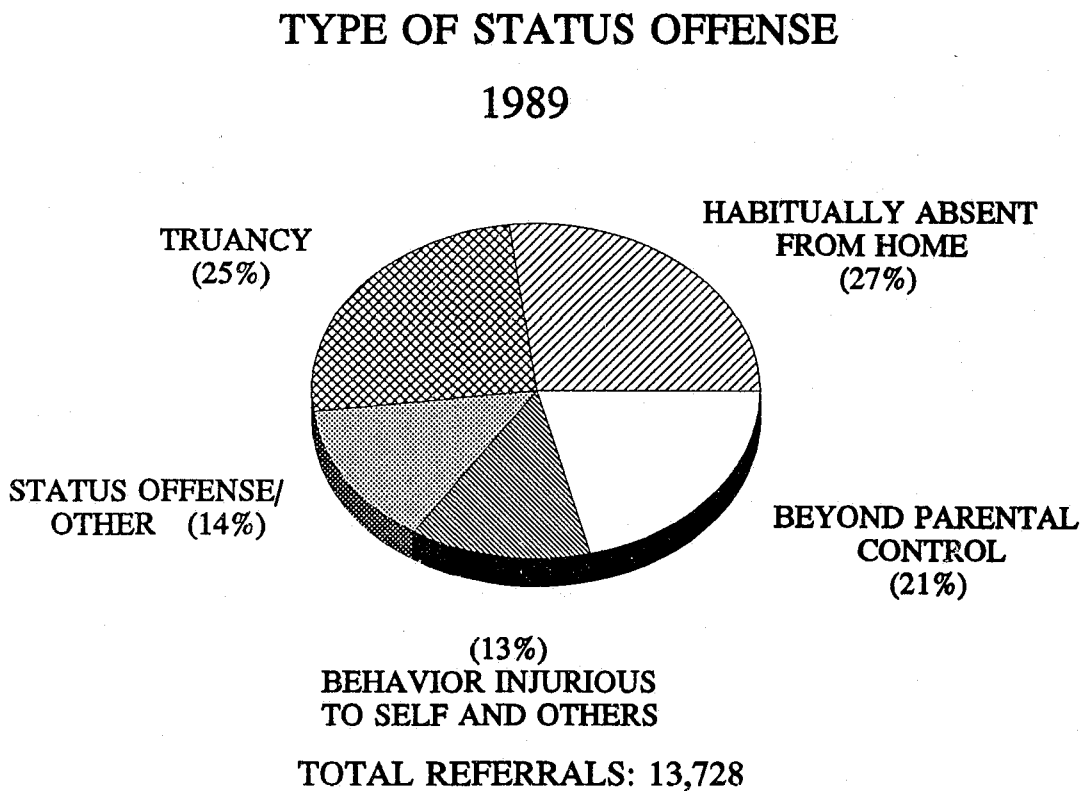


TOTAL REFERRALS: 31,671

- The non-violent referral rate for males was four times the rate for females (79% and 21% respectively). This rate is exactly the same as that for violent offenses.
- White males accounted for the majority to youth referred for non-violent offenses (53%).
- Black males represented one-fourth of all non-violent referrals. This rate is about half that of white males which is much different than violent offense referrals in which white and black male referral rates were similar.
- Other non-white males made up 1% of the referrals.
- Referral rates for white females was 3 to 1 that for black females. This rate too is much different than the rates for violent offenses where white and black females rates were nearly identical.

- Black males referred for a non-violent offense represented 9.4% of black males less than 17 years of age in the total population. This same comparison for white males is 3.1%. (Figure not shown)
- Comparing rates to the general population for females shows that black females are referred at rate of 1.8% which is double that for white females (.9%). (Figure not shown)

FIGURE 8



- The most common referral for status offenses was Habitually Absent from Home (runaway).
- Truancy referrals were similar making up 25% of all status offense referrals.
- 1 in 5 of the referrals was for Beyond Parental Control.

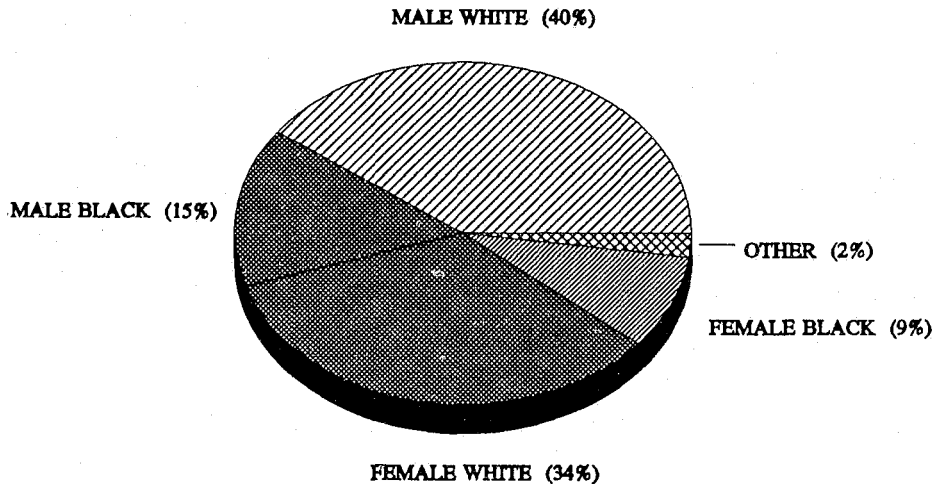
**TRENDS**

- The total number of referrals for status offenses was up 19% from 1986 to 1989.
- The total number of runaways reported for 1989 was down 476 from 1987.
- Referrals reported as status offense/other, had the largest percentage and number increase during the four year period up 223% (1,314 actual).
- Truancy and behavior injurious referrals were up in actual numbers during this period.

**FIGURE 9**

**DISTRIBUTION OF GENDER & RACE  
AMONG REFERRALS FOR STATUS VIOLATIONS**

**1989**



**TOTAL REFERRALS: 13,728**

- Referral rates for male and female status offenders are much closer than rates for

either violent or non-violent offenses (56% males, 44% female).

- There was a much greater gap in offending rates for white and black males than there was in comparing any other offense category. The referral rate for white males was greater than 3 to 1 of that for black males (40% to 15%).
- The gap in offending rates for females was similar with 34% of the referrals being white and 9% being black.
- This is the only offense category where a single group of females had a higher percentage of the total referral population than either white or black males.
- Other non-white youth continue to constitute 1 - 2% of the referrals.
- Comparing race and gender for status offense referrals to the total population for each demographic subgroup reveals that black males have the highest referral rate at 2.4% compared to 1.5% for black females, 1% for white males and .9% for white females. (Figure not shown)

**TABLE 1**  
**CHARACTERISTICS OF REFERRALS BY OFFENSE TYPE**

During 1989, males represented 68% of all referrals to juvenile court. The overwhelming majority of referrals for violent (79%) and non-violent violations (80%) also involved male youths. Among status offenses, 45% were females. Females accounted for a slight majority (51%) of the non-offender court referrals.

The greater representation of males among violation referrals during 1989 parallels the distributions shown for both 1986 and 1987. Similarly, the males and females were more comparable among the status offenses and non-offender referrals in all years.

White youth were involved in the majority of 1989 court referrals, overall and within categories of violations. Black youth represented 31% of all referrals, 46% of the violent violations and only 24% of the status offenses.

Similar distributions of race among referrals to juvenile court occurred during 1986 and 1987. The majority of referrals in every category involved white youths. The proportion of black youths within the violent referral cases was almost as high as that of white youths.

Forty-four percent of all referrals during 1989 involved youths ages 15-16, compared to 48% of the violent, 56% of the non-violent, and 45% of the status offenses. Young children (10 and under) were the majority (70%) of the non-offender referrals.



Fifteen and sixteen year olds also comprised the age group of most court referrals during 1986 and 1987. The exception, as with 1989, was the non-offender group represented by the youngest children.

Roughly equal numbers of youths had prior referrals as those for whom the 1989 case was the initial court referral. Prior referrals were more likely among violent and status offense cases.

Youths referred to court during 1986 and 1987 were nearly equally likely to have had a prior referral as not. Prior records were more common within the violent and status offense referral categories for 1986. Non-offender referrals were least likely to have prior referrals, especially during 1987.

**TABLE 1**  
**1989**

	VIOLENT		NON-VIOLENT		STATUS OFFENDER		NON-OFFENDER		TOTAL	PERCENT
	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
<b>SEX</b>										
Male	4368	79	25204	80	7610	55	5896	49	43,078	68
Female	1146	21	6467	20	6118	45	6242	51	19,973	32
<b>RACE</b>										
White	2872	52	21752	69	10179	74	7296	60	42,099	67
Black	2564	46	9562	30	3313	24	4309	36	19,748	31
Other	78	2	357	1	236	2	533	4	1,204	2
<b>AGE</b>										
10 & Under	425	8	1662	5	658	5	8499	70	11,244	18
11 - 12	690	13	2972	9	1492	11	1141	9	6,295	10
13	723	13	3330	11	2086	15	600	5	6,739	11
14	1001	18	5380	17	3167	23	717	6	10,265	16
15	1188	23	7704	24	3744	27	568	5	13,204	21
16	1393	25	10130	32	2405	18	476	4	14,404	23
17	94	2	493	2	176	1	137	1	900	1
Priors	3297	60	16483	52	7968	58	5284	44	33,032	52
No Priors	2217	40	15188	48	5760	42	6854	56	30,019	48
<b>TOTAL</b>	<b>5,514</b>	<b>9</b>	<b>31,671</b>	<b>50</b>	<b>13,728</b>	<b>22</b>	<b>12,138</b>	<b>19</b>	<b>63,051</b>	

TABLE 1  
1987

	VIOLENT		NON-VIOLENT		STATUS OFFENDER		NON-OFFENDER		TOTAL	PERCENT
	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
<b>SEX</b>										
Male	3066	78	23072	77	6537	53	4494	48	37,169	67
Female	868	22	6780	23	5683	47	4889	52	18,220	33
<b>RACE</b>										
White	2192	56	21633	72	9445	77	6167	66	39,437	71
Black	1713	44	8036	27	2670	22	2896	31	15,323	28
Other	29	≤1	183	1	99	1	320	3	629	1
<b>AGE</b>										
10 & Under	236	6	1565	5	563	5	6054	65	8,418	15
11 - 12	484	12	2199	7	1062	9	900	10	4,645	8
13	461	12	2642	9	1520	12	518	6	5,141	9
14	692	18	4553	15	2658	22	607	6	8,510	15
15	822	21	7215	24	3579	29	616	7	12,232	22
16	1107	28	10443	35	2544	21	494	5	14,588	26
17	132	3	1235	4	294	2	194	2	1,855	3
Priors	1826	46	12840	43	6433	53	2504	27	23,603	43
No Priors	2108	54	17012	57	5787	47	6879	73	31,786	57
<b>TOTAL</b>	<b>3,934</b>	<b>9</b>	<b>29,852</b>	<b>50</b>	<b>12,220</b>	<b>22</b>	<b>9,383</b>	<b>19</b>	<b>55,389</b>	

TABLE 1  
1986

	VIOLENT		NON-VIOLENT		STATUS OFFENDER		NON-OFFENDER		TOTAL	PERCENT
	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
<b>SEX</b>										
Male	2935	79	22770	78	6002	52	5316	48	37,023	67
Female	777	21	6430	22	5484	48	5646	52	18,337	33
<b>RACE</b>										
White	2042	55	22127	76	9163	80	7353	67	40,685	73
Black	1648	44	6870	23	2207	19	3350	31	14,075	25
Other	22	1	202	1	115	1	254	2	593	2
<b>AGE</b>										
10 & Under	222	6	1327	5	436	4	7325	67	9,310	17
11 - 12	398	11	2058	7	961	8	936	9	4,353	8
13	422	11	2525	9	1410	12	556	5	4,913	9
14	632	17	4439	15	2559	22	680	6	8,310	15
15	848	23	7308	25	3388	29	669	6	12,205	22
16	1049	28	10468	36	2438	21	554	5	14,509	26
17	141	4	1069	4	294	3	204	2	1,708	3
Priors	2258	61	14784	51	6833	60	4353	40	28,228	51
No Priors	1454	39	14417	49	4654	40	6609	60	27,1340	49
<b>TOTAL</b>	<b>3,712</b>	<b>7</b>	<b>29,201</b>	<b>53</b>	<b>11,487</b>	<b>21</b>	<b>10,962</b>	<b>20</b>	<b>55,362</b>	

## PART II PRE-HEARING PLACEMENTS

Missouri law and Supreme Court Rule allow the juvenile court to take physical custody of a child prior to a court hearing or determination of the case. The juvenile officer may authorize detention up to twenty-four hours. Detention beyond twenty-four hours requires a court order and a detention hearing within an additional seventy-two hours. Post disposition custody is classified as an out-of-home placement and is presented in Part III.

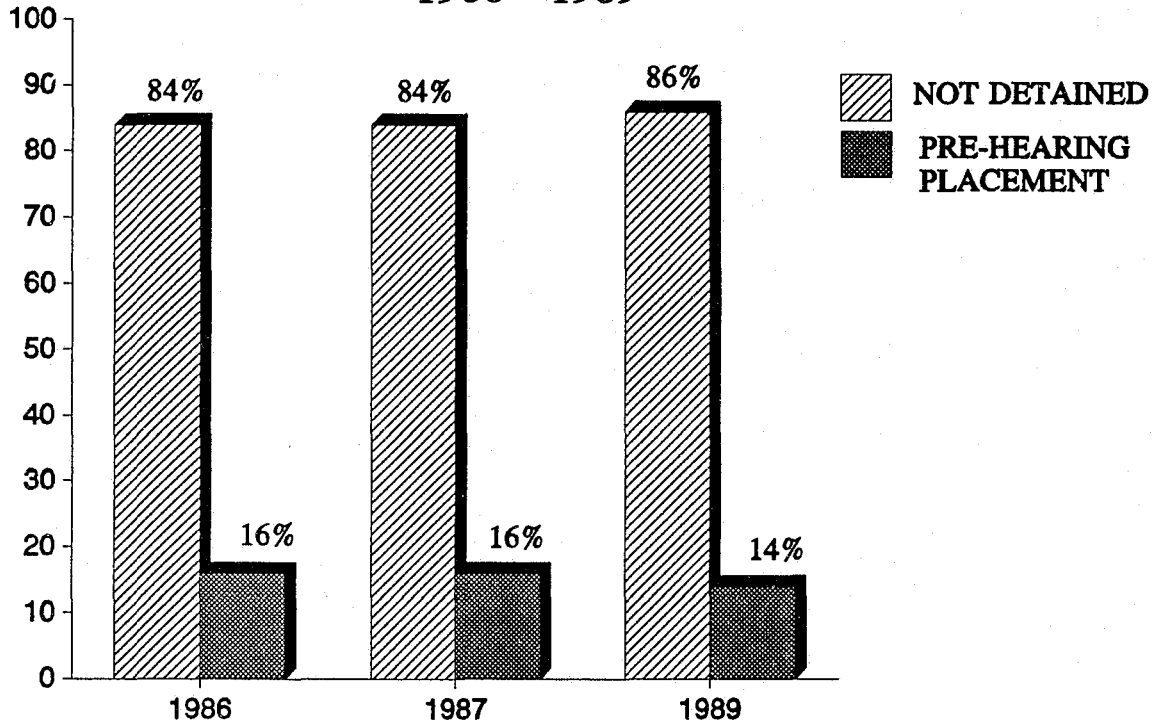
This part of the analysis generally looks at pre-hearing placements by facility type. The data presented has been condensed into two categories: secure detention and non-secure pre-hearing placement. Missouri Statute defines secure detention as, "*any public or private residential facility used for the temporary placement of any child if such facility includes construction fixtures designed to physically restrict the movements and activities of children held in the lawful custody of such facility*" (§211.063 RSMo.). The Missouri Department of Public Safety maintains a list of all facilities and classifies them as secure or non-secure for the purpose of determining compliance with state laws and federal regulations regarding the placement of juveniles.

Non-secure custody would include placements in any other court approved placement including public facilities, private residential and foster homes. Placement of juveniles in adult jails and detention facilities is strictly prohibited.

FIGURE 10

PRE-HEARING PLACEMENTS

1986 - 1989



1989

- The total number of referrals receiving a pre-hearing placement during this year was 8,879.
- During 1989, 14% of all the referrals to the juvenile court received some type of out-of-home pre-hearing placement. This figure includes abuse and neglect referrals. Pre-hearing placement includes secure detention, nonsecure detention, private residential, foster care, hospitals, relatives, etc.

TRENDS

- The total number of pre-hearing placements decreased by 1,373 from 1986 to 1989.

Most of the decrease was seen in secure detention (1,266) which is most likely attributable to a change in Missouri law that restricts the placement of status offenders in secure detention. This law became effective in August of 1989.

- Overall, the rate of pre-hearing placements was down 2% during this period.

**TABLE 2**  
**PERCENT OF DETENTIONS BY VIOLATION TYPE**  
**& DEMOGRAPHIC CHARACTERISTICS**

Most of the youths detained during 1989 were males (78%), with prior court referrals (78%), and black (53%). A far larger number of secure (5,571) than non-secure (663) detentions occurred. Most (62%) of the youths detained in secure facilities had referrals for non-violent violations. Among those detained in secure facilities, the detention rate was 12% for the white youths and 25% for the black youths with violent referrals. Within violation categories, detention rates for status offenses were higher for females than males.

The rates of detention during 1986 and 1987 were similarly distributed with 1989 according to gender, age, prior record and referral type. Detention most often involved males, one or more prior referral, and older teens. Overall, more white youths were detained, but within each category of violation type the rate of secure detention was much higher for black youth.

**TABLE 2**  
**1989**

	VIOLENT			NON-VIOLENT			STATUS			TOTALS		
	Percent Detained	Number Secure	Number Nonsec.	Percent Detained	Number Secure	Number Nonsec.	Percent Detained	Number Secure	Number Nonsec.	Percent	Number Secure	Number Nonsec.
<b><u>SEX</u></b>												
Male	22	941	33	13	3080	139	8	465	182	78	4,486	354
Female	18	190	14	7	395	28	13	500	267	22	1,085	309
<b><u>RACE</u></b>												
White	11	278	36	6	1253	148	11	716	381	45	2,247	565
Black	33	845	11	23	2192	19	9	229	60	53	3,266	90
Other	10	8	0	8	30	0	12	20	8	2	58	8
<b><u>AGE</u></b>												
10 & Under	3	11	2	1	23	2	4	9	20	1	43	24
11 - 12	12	80	3	8	220	10	5	41	37	6	341	50
13	19	134	7	12	370	21	8	106	63	11	610	91
14	25	243	7	13	674	26	10	236	92	21	1,153	125
15	28	316	15	13	976	46	11	296	129	29	1,588	190
16	25	338	11	12	1180	60	15	250	101	31	1,768	172
17	12	9	2	7	32	2	19	27	7	1	68	11
Priors	31	987	33	18	2858	104	11	624	280	78	4,469	417
No Priors	7	144	14	4	617	63	9	341	169	22	1,102	246
<b>TOTAL</b>	<b>21</b>	<b>1,131</b>	<b>47</b>	<b>12</b>	<b>3,475</b>	<b>167</b>	<b>10</b>	<b>965</b>	<b>449</b>		<b>5,571</b>	<b>663</b>

**TABLE 2**  
**1987**

	VIOLENT			NON-VIOLENT			STATUS			TOTALS		
	Percent Detained	Number Secure	Number Nonsecure	Percent Detained	Number Secure	Number Nonsecure	Percent Detained	Number Secure	Number Nonsecure	Percent	Number Secure	Number Nonsec.
<b><u>SEX</u></b>												
Male	27	752	84	12	2475	338	18	859	289	73	4,086	711
Female	18	144	11	6	358	69	12	909	327	27	1,411	407
<b><u>RACE</u></b>												
White	16	309	44	7	1371	251	19	1354	445	57	3,034	740
Black	37	575	49	20	1443	154	21	396	165	42	2,414	368
Other	48	12	2	11	19	2	25	18	6	1	49	10
<b><u>AGE</u></b>												
10 & Under	2	3	1	3	38	9	4	13	10	1	54	20
11 - 12	15	69	6	6	118	14	12	99	33	5	286	53
13	24	96	14	10	216	40	17	194	68	9	506	122
14	25	161	11	13	492	89	19	367	153	19	1,020	253
15	30	229	19	13	818	103	19	537	158	28	1,584	280
16	31	300	38	11	1034	125	26	483	177	33	1,817	340
17	33	38	6	12	117	27	31	75	17	4	230	50
Priors	30	485	71	16	1676	344	24	1072	477	62	3,233	892
No Priors	21	411	24	7	1157	63	14	696	139	38	2,264	226
<b>TOTAL</b>	<b>25</b>	<b>896</b>	<b>95</b>	<b>11</b>	<b>2,833</b>	<b>407</b>	<b>20</b>	<b>1,768</b>	<b>616</b>		<b>5,497</b>	<b>1,118</b>

**TABLE 2**  
**1986**

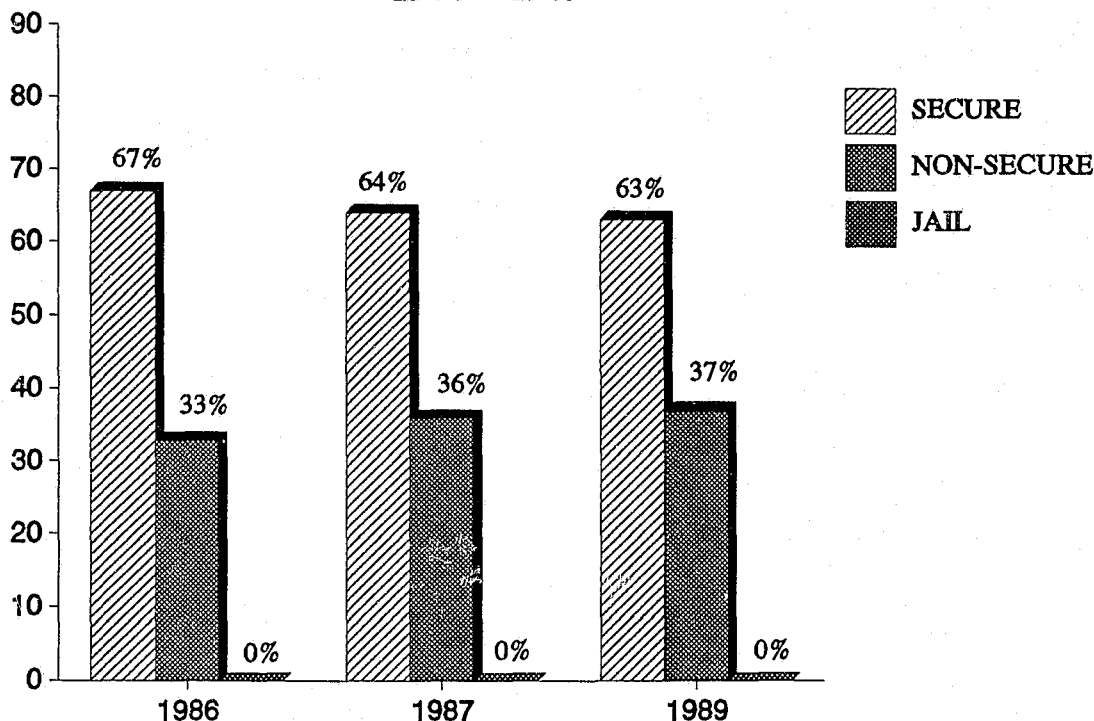
	VIOLENT			NON-VIOLENT			STATUS			TOTALS		
	Percent Detained	Number Secure	Number Nonsecure	Percent Detained	Number Secure	Number Nonsecure	Percent Detained	Number Secure	Number Nonsecure	Percent	Number Secure	Number Nonsec.
<b><u>SEX</u></b>												
Male	29	807	41	13	2704	274	21	992	284	72	4,503	599
Female	19	141	9	7	389	61	25	1040	324	28	1,570	394
<b><u>RACE</u></b>												
White	18	321	41	8	1496	253	22	1532	504	59	3,349	798
Black	38	621	8	24	1579	79	26	480	100	40	2,680	187
Other	32	6	1	10	18	3	21	20	4	1	44	8
<b><u>AGE</u></b>												
10 & Under	2	4	1	3	32	8	5	9	14	1	45	23
11 - 12	19	73	2	8	142	14	18	137	35	6	352	51
13	18	72	3	11	255	35	19	198	71	9	525	109
14	28	168	10	13	532	63	24	464	162	20	1,164	235
15	32	261	13	14	900	101	24	623	175	29	1,784	289
16	33	328	18	12	1109	104	27	534	136	31	1,971	258
17	32	42	3	12	122	10	28	67	15	4	231	28
Priors	38	810	39	18	2466	262	27	1428		77	4,704	749
No Priors	10	138	11	5	627	73	16	604	160	23	1,369	244
<b>TOTAL</b>	<b>27</b>	<b>948</b>	<b>50</b>	<b>12</b>	<b>3,093</b>	<b>335</b>	<b>23</b>	<b>2,032</b>	<b>608</b>		<b>6,073</b>	<b>993</b>



FIGURE 11

TYPE OF PRE-HEARING PLACEMENTS

1986 - 1989



1989

- Roughly two-thirds (63%) of the referrals receiving a pre-hearing placement were held in a secure detention facility.
- Missouri remained in full compliance with the mandate for the removal of juveniles from adult jails, for the years shown above.

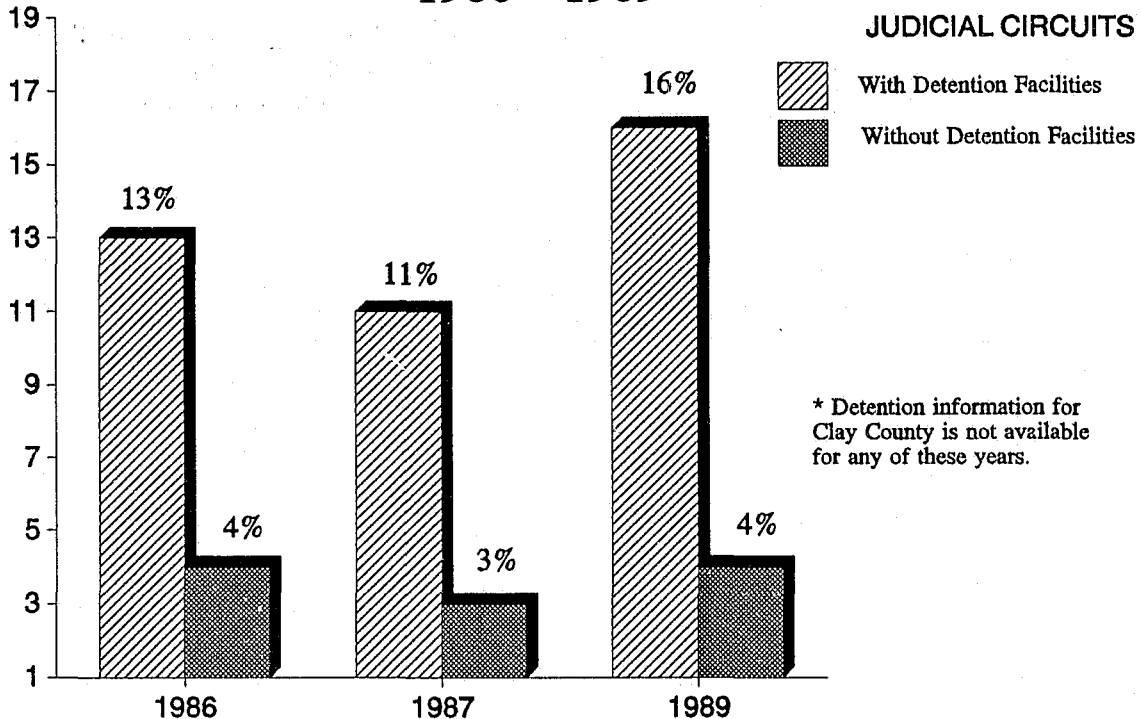
TRENDS

- Distribution of pre-hearing placements between secure and non-secure detention facilities have fluctuated only 4% during the period 1986 - 1989.
- Overall the number of juveniles receiving pre-hearing placements in 1989 was 8,879, up only 1% from a total of 8,797 in 1987, and down 13% from a total of 10,252 in 1986.

FIGURE 12

## JUDICIAL CIRCUIT DETENTION RATES

1986 - 1989



### 1989

- For juvenile courts with detention facilities in their own jurisdiction, the rate of detention was 16% for all referrals. This rate is four times higher than that for juvenile courts that do not operate a detention facility.

### TRENDS

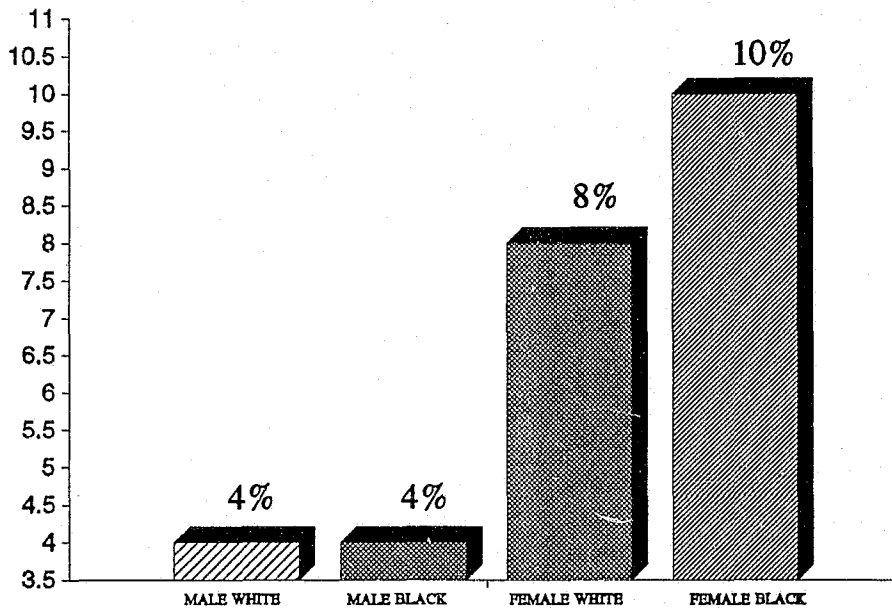
- For the 3 year period compared for youth referred to the juvenile court, the rate of secure detention in judicial circuits operating detention facilities rose approximately 3% from 1986 to 1989, with the lowest rate occurring during 1987.
- The secure detention rate for circuits with detention facilities rose 5% from 1987 to 1989.

- **Comparing secure detention rates for the period by circuit shows that those judicial circuits who operated their own detention facility detained at a rate of nearly 4 to 1 (15.82% to 3.95%) over those circuits who had to contract for detention services. This differential is up from a rate of approximately 3 to 1 for 1986 (12.91 to 4.34) and 1987 (10.88 to 2.52).**
- **Secure detention rates for the same period for circuits contracting for secure detention services followed the same pattern of fluctuation but the actual rate of detention remained almost unchanged for 1986 and 1989 (1989 actually indicates a slight decrease).**

FIGURE 13

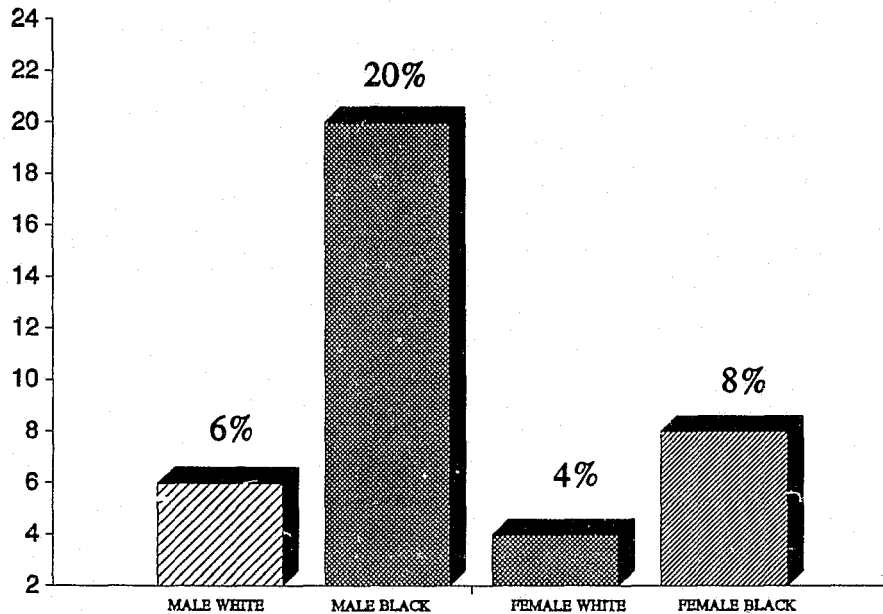
NON-SECURE PRE-HEARING PLACEMENT RATES  
BY RACE & GENDER

1989



- Females, both black and white, had pre-hearing placement rates in non-secure settings two times greater than that for males. Females were more likely to receive a pre-hearing placement in a non-secure setting. (Compare figure 14)
- Non-secure pre-hearing placement rates were the same for both black and white males.
- All males were more likely to receive secure detention placement prior to adjudication. Black males, however, received a secure detention placement at a rate 5 times greater than they did for a non-secure placement 20% to 5%). (Compare figure 14)

**FIGURE 14**  
**SECURE DETENTION PLACEMENT RATES**  
**BY RACE & GENDER**  
**1989**



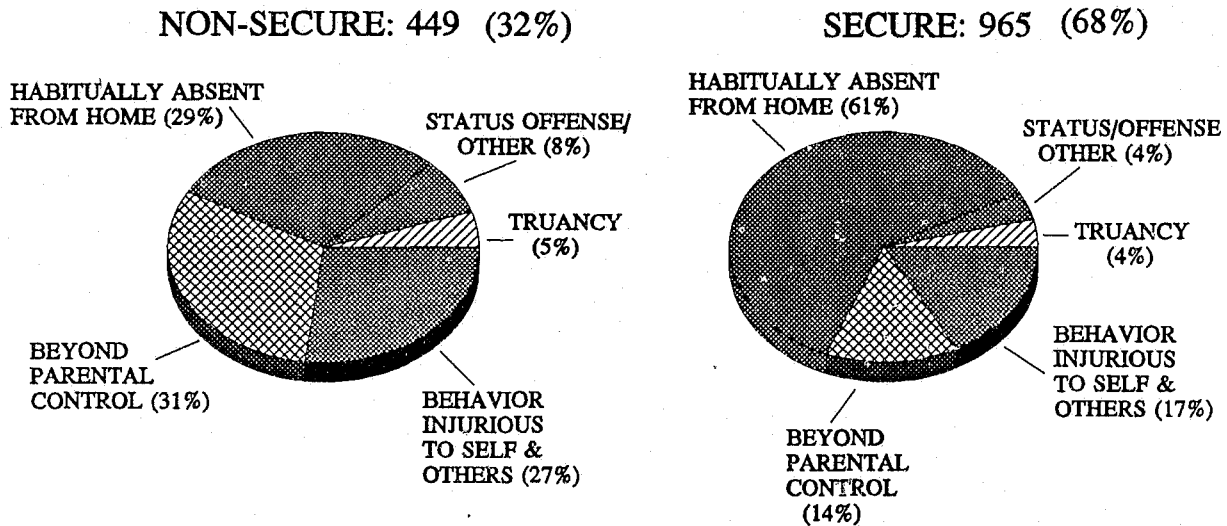
- For all black males referred to the juvenile court in 1989, 20% of those referrals ended up in a secure detention placement for any period of time prior to an adjudication hearing. This rate is over 3 times greater than that for white males who were detained at a rate of 6%.
- Black females had the second highest rate of secure detention at 8%.
- White females had the lowest secure detention placement rate with 4%.

FIGURE 15

DETENTION BY STATUS VIOLATIONS

1989

TOTAL: 1,414



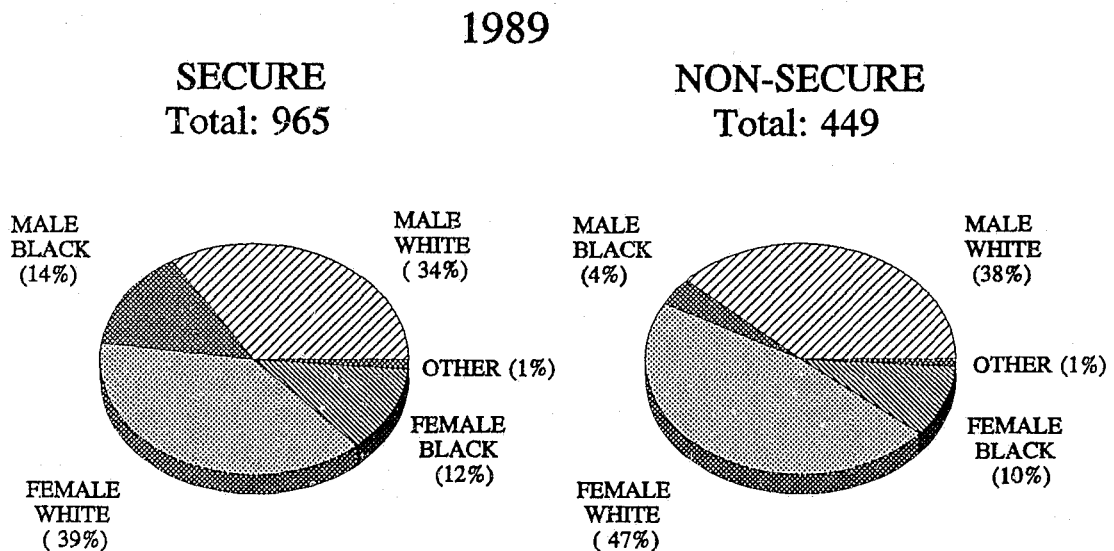
- One out of every ten status offenders (10%) referred to the juvenile court in 1989 were detained.
- Status offenders were more than twice as likely to receive secure detention as non-secure detention with 68% of those detained being held securely.
- Runaways accounted for the majority of status offenders held in secure detention (61%).
- Status offenders held non-securely were evenly distributed between the offender types; beyond parental control (31%), runaway (29%), and behavior injurious to self and others(27%).

## TRENDS

- The percentage of status offenders held in detention dropped by one-half from 1987 (20%) and 1986 (23%).
- The total number of status offenders held in secure detention continued to drop during this period, down from 2,032 in 1986 and 1,768 in 1987. (See Table 2)
- Distribution of status offender detentions by facility type shows a decrease in secure placements from 1986 (77%), 1987 (74%) to 1989 (68%).

FIGURE 16

### STATUS OFFENDERS IN PRE-HEARING PLACEMENT BY DEMOGRAPHIC CHARACTERISTICS



- White females had the largest number of both secure and non-secure placements for status offenses. This is the only area beside abuse/neglect referrals where females are represented at a higher rate than males.

- When comparing the percentage of females (13%) detained for status offenses to the percentage of males (8%) we see that females are detained at a much higher rate. (See Table 2)
- Females were detained at almost twice the rate for status offenses (13%) as for non-violent offenses (7%), while males were detained for non-violent offenses (13%) at a higher rate than for status offenses (8%). (See Table 2)
- Blacks were detained for status offenses at a rate less than that of whites. Only 18 black male status offenders and 45 black female status offenders received any type of non-secure detention in 1989. (Figure not shown)
- White status offenders and white violent offenders were detained at the exact same rate (11%), while black status offenders (9%) were detained at less than one-third the rate of black violent offenders (33%).

**TABLE 3  
CHARACTERISTICS OF REFERRALS BY LENGTH OF  
PRE-HEARING PLACEMENT**

Approximately one-third of all youths detained during 1989 were held 30 days or longer. The rate was higher among non-offenders (66%), females (39%), black youth (39%), non-black racial minorities (55%), ages 11-12 (33%) and 10 & under (67%). Most detained youths 58% were released within nine days. One-third of detained status offenders were released within 24 hours, and another 25% were released within 3 days. Age was inversely related to length of detention; older children were more likely to be detained for shorter periods.

During two preceding years (1986, 1987), youths were detained 30 days or longer at lower rates (22%, 25%). This longer period of custody remained higher for non-offenders than other types of referral, females, and racial minority youth. The majority of youths also were released within 9 days of being detained. The number of youths detained for a status offense dropped significantly, from 2,640 in 1986 to 1,414 in 1989. This decline may be attributed to the achieved compliance for jail removal of status offenders.



**TABLE 3**  
**1989**

	Number In Custody	Released Within 24 Hrs. Percent	Released 1-3 Days Percent	Released 4-9 Days Percent	Released 10-19 Days Percent	Released 20-29 Days Percent	30 Days or Longer Percent
Violent	1258	15	23	28	5	4	25
Non-Violent	3639	21	25	28	7	4	15
Status	1414	32	25	16	7	4	16
Nonoffender	2645	8	9	7	5	5	66
<b><u>SEX</u></b>							
Male	6083	18	21	23	7	4	27
Female	2796	19	18	13	5	5	39
<b><u>RACE</u></b>							
White	4361	22	22	16	8	5	27
Black	4349	15	19	25	5	4	33
Other	169	11	17	7	5	3	55
<b><u>AGE</u></b>							
10 & Under	1895	8	9	6	5	5	67
11 - 12	629	17	21	19	5	5	33
13	845	21	23	23	6	4	23
14	1427	19	24	26	8	4	19
15	1927	21	22	25	8	4	20
16	2059	22	24	23	7	4	20
17 & Over	94	23	34	14	4	5	20
<b>TOTAL</b>	<b>8,876</b>	<b>18</b>	<b>20</b>	<b>20</b>	<b>7</b>	<b>4</b>	<b>31</b>

**TABLE 3**  
**1987**

	Number In Custody	Released Within 24 Hrs. Percent	Released 1-3 Days Percent	Released 4-9 Days Percent	Released 10-19 Days Percent	Released 20-29 Days Percent	30 Days or Longer Percent
Violent	991	11	29	27	7	8	18
Non-Violent	3224	24	25	21	8	8	14
Status	2377	23	27	17	8	9	16
Nonoffender	2176	7	14	12	8	8	51
<b>SEX</b>							
Male	5801	18	23	20	8	8	23
Female	2967	18	23	15	8	8	28
<b>RACE</b>							
White	5143	20	25	17	9	7	22
Black	3501	15	21	20	7	9	28
Other	124	19	20	14	6	11	30
<b>AGE</b>							
10 & Under	1470	7	14	11	6	6	66
11 - 12	511	17	29	17	8	6	23
13	759	22	26	17	7	9	19
14	1429	19	24	21	8	8	20
15	2006	19	25	22	9	9	16
16	2284	21	26	19	8	8	18
17 & Over	309	18	19	19	11	8	25
<b>TOTAL</b>	<b>8,768</b>	<b>18</b>	<b>23</b>	<b>18</b>	<b>8</b>	<b>8</b>	<b>25</b>

### PART III DISPOSITIONS

The juvenile court in Missouri has several options in "disposing" of a referral. The juvenile court officer can file a petition and proceed with a court hearing or, with the consent of the child and the parent, *"make such informal adjustment as is practicable without a petition"* (§211.081RSMo). The following is a listing and brief description (where necessary) of the outcomes captured by the Missouri Statewide Juvenile Information System:

1. Allegation found true (with petition) and juvenile receives out-of-home placement: The juvenile receives a court disposition with custody transferred to another agency or individual. Placement can range from relative to commitment to the Division of Youth Services.
2. Allegation found true (with petition) and juvenile receives services in home.
3. Allegation found true (with petition) and juvenile receives no services.
4. Allegation is found not true (with petition).
5. Sustain motion to dismiss (with petition): The court finds that a motion to dismiss should be sustained and the case is closed.
6. Sustain motion to dismiss for certification (with petition): Juvenile court jurisdiction is waived and case is transferred to criminal court (adult) for prosecution under General Law.
7. Informal adjustment without supervision: Not more than one face to face conference with juvenile court officer.
8. Informal adjustment with supervision.
9. Informal adjustment, no action: A pending intake situation where no petition is filed and no action is taken other than the collection of information. Example: Truancy letters.
10. Transfer to other juvenile court.
11. Transfer to other agency.
12. Referral rejected.

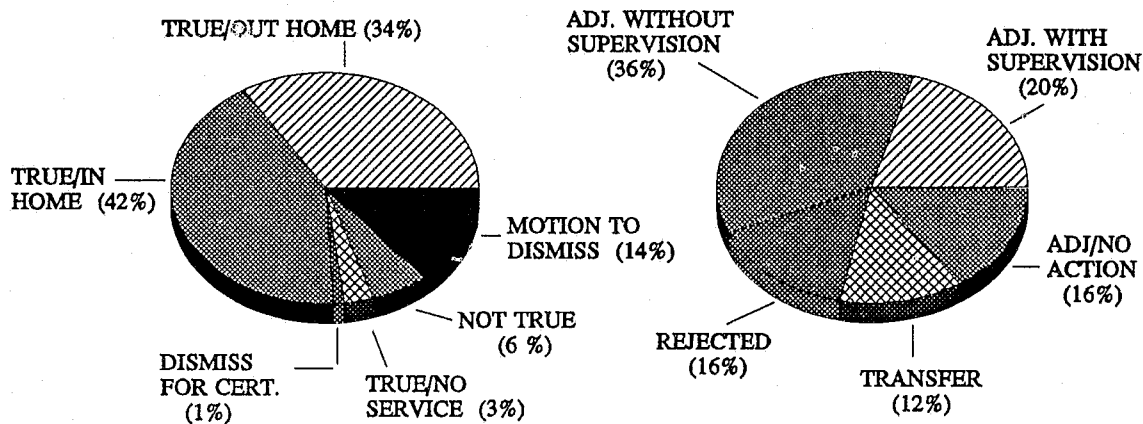
FIGURE 17

## TYPE OF DISPOSITION

1989

WITH PETITION: 14,479

INFORMAL: 48,572



- Over three-fourths (77%) of all referrals to the court were handled informally.
- Of the 48,572 referrals handled informally, only 9,770 (20%) received informal supervision services while the other 80% were either adjudicated with no supervision (36%), no action (16%), rejected (16%), or transferred (12%).
- In cases where petitions were filed, 80% of the allegations were found to be true. Only 1 in 5 of the cases were either dismissed or found not to be true.
- Most juveniles formally adjudicated received services from the court while in the home (42%), although one-third of the juveniles handled formally (34%) were placed outside the home for services.
- Only 161 (1%) of the cases handled formally were transferred to the adult court for prosecution.

## TRENDS

- From 1987 to 1989 there was a 14% increase in the number of case dispositions. Cases handled formally increased 25% during that period.
- Formal cases involving out-of-home placements decreased 8% from 1986 to 1989 while formal cases receiving in-home services jumped 42% for the same period.
- The number of certifications (waiver to adult court) almost doubled between 1986 and 1989 increasing 84%.
- Formal dispositions receiving no service increased 88% between 1986 and 1989.
- Informal case dispositions increased 11% from 1987 to 1989.
- Informal cases receiving supervision increased 5% from 1986 to 1989, while informal dispositions without supervision increased 9% and informal dispositions with no action increased 17%.
- From 1986 to 1989 there was a 61% increase in the number of cases transferred.

**TABLE 4**  
**PERCENT OF FORMAL ADJUDICATIONS BY VIOLATION TYPE**  
**& DEMOGRAPHIC CHARACTERISTICS**

Referrals for violence were slightly more likely to be formally adjudicated than either non-violent or status offenses during 1989. The rate of adjudication was higher for males, especially within the non-violent violation category (males 16%, females 7%). Across all violation groups, the rate of adjudication was lower for white youths.

When the situation for 1989 is compared to previous years of 1986 and 1987, the higher adjudication rate for violent referrals remains. In the earlier two years, however, adjudication of status offenses was higher than for non-violent violations; the two categories were virtually identical in 1989. The higher rate of adjudication for males across all referral categories, especially for non-violent offenses, was consistent for all three years. The lower rate for white youths also was stable, except for non-violent referrals during 1986 for which 17% of every racial group was adjudicated.

**TABLE 4**  
**1989**

	VIOLENT		NON-VIOLENT		STATUS	
	Number of Petitions Filed	Percent of All Referrals Adjudicated	Number of Petitions Filed	Percent of All Referrals Adjudicated	Number of Petitions Filed	Percent of All Referrals Adjudicated
<b><u>SEX</u></b>						
Male	1306	19	5128	16	1226	14
Female	213	12	595	7	969	13
<b><u>RACE</u></b>						
White	546	14	3015	12	1417	12
Black	947	21	2625	19	716	17
Other	26	21	83	17	62	21
<b><u>AGE</u></b>						
10 & Under	30	4	78	3	65	8
11 - 12	125	12	377	10	206	12
13	166	18	615	16	360	15
14	313	21	1181	18	563	15
15	416	24	1580	16	617	14
16	452	16	1839	13	359	11
17 & Over	17	6	56	5	25	9
<b>TOTAL</b>	<b>1,519</b>	<b>17</b>	<b>5,723</b>	<b>14</b>	<b>2,195</b>	<b>13</b>

**TABLE 4**  
**1987**

	VIOLENT		NON-VIOLENT		STATUS	
	Number of Petitions Filed	Percent of All Referrals Adjudicated	Number of Petitions Filed	Percent of All Referrals Adjudicated	Number of Petitions Filed	Percent of All Referrals Adjudicated
<b><u>SEX</u></b>						
Male	973	19	3783	13	1181	15
Female	176	15	588	7	1116	16
<b><u>RACE</u></b>						
White	525	17	2645	10	1612	14
Black	606	18	1688	14	662	19
Other	18	41	38	16	23	21
<b><u>AGE</u></b>						
10 & Under	4	1	228	12	46	6
11 - 12	80	9	206	7	124	10
13	112	27	325	10	264	15
14	217	21	756	14	550	17
15	260	19	1167	13	694	15
16	407	21	1395	10	497	15
17 & Over	69	27	294	15	77	16
<b>TOTAL</b>	<b>1,149</b>	<b>18</b>	<b>4,371</b>	<b>12</b>	<b>2,297</b>	<b>15</b>

**TABLE 4**  
**1986**

	VIOLENT		NON-VIOLENT		STATUS	
	Number of Petitions Filed	Percent of All Referrals Adjudicated	Number of Petitions Filed	Percent of All Referrals Adjudicated	Number of Petitions Filed	Percent of All Referrals Adjudicated
<b><u>SEX</u></b>						
Male	922	19	3879	14	1240	17
Female	153	14	537	7	1037	14
<b><u>RACE</u></b>						
White	462	17	2757	17	1693	16
Black	606	20	1617	17	562	18
Other	7	23	42	17	22	12
<b><u>AGE</u></b>						
10 & Under	18	3	144	9	41	7
11 - 12	61	7	191	8	161	14
13	95	14	404	13	265	15
14	196	21	756	14	542	18
15	298	23	1223	14	722	18
16	337	20	1417	10	470	14
17 & Over	70	26	277	18	76	19
<b>TOTAL</b>	<b>1,075</b>	<b>18</b>	<b>4,416</b>	<b>12</b>	<b>2,277</b>	<b>16</b>



**TABLE 5**  
**PERCENT OF INFORMAL ADJUSTMENTS BY VIOLATION TYPE**  
**& DEMOGRAPHIC CHARACTERISTICS**

Among those cases referred to Missouri's courts during 1989, there was no difference in rate of informal adjustment based on gender. The rates of informal handling were somewhat higher for white youths than minority youths, and for those who were younger. Variations across violation categories were not discernible.

During 1987, females had a slightly higher rate of informal supervision than males for violent referrals (16% females, 13% males) and for status offenses (18% females, 17% males). As was true for 1986 and 1989, many more informal adjustments occurred for white youths, but when the number of referrals was considered the rate of informal supervision of white youths was comparable to other that experienced by minority youths. There was little variation by age or referral type in rates of informal adjustment.

**TABLE 5**  
**1989**

	VIOLENT		NON-VIOLENT		STATUS	
	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision
<b><u>SEX</u></b>						
Male	2257	14	14216	18	5009	17
Female	674	14	4319	18	4155	17
<b><u>RACE</u></b>						
White	1860	17	14540	20	7171	18
Black	1026	10	3784	11	1848	15
Other	35	10	211	18	145	11
<b><u>AGE</u></b>						
10 & Under	339	12	1320	14	474	21
11 - 12	447	15	1990	20	1040	17
13	417	16	2026	21	1403	17
14	478	14	3071	20	2113	17
15	547	14	4271	18	2485	17
16	660	12	5664	15	1556	15
17 & Over	43	7	193	10	93	12
<b>TOTAL</b>	<b>2,931</b>	<b>14</b>	<b>18,535</b>	<b>18</b>	<b>9,164</b>	<b>17</b>

**TABLE 5**  
**1897**

	VIOLENT		NON-VIOLENT		STATUS	
	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision
<b><u>SEX</u></b>						
Male	1282	13	12618	16	3734	17
Female	486	16	4238	13	3454	18
<b><u>RACE</u></b>						
White	1290	17	14484	18	6023	19
Black	472	11	2275	9	1116	15
Other	6	7	97	19	49	21
<b><u>AGE</u></b>						
10 & Under	179	16	1009	13	386	18
11 - 12	290	15	1441	18	644	18
13	216	15	1546	18	890	18
14	304	15	2470	18	1545	18
15	344	15	3911	16	2087	19
16	395	11	5821	13	1430	15
17 & Over	40	8	658	19	143	20
<b>TOTAL</b>	1,768	14	16,856	15	7,188	18

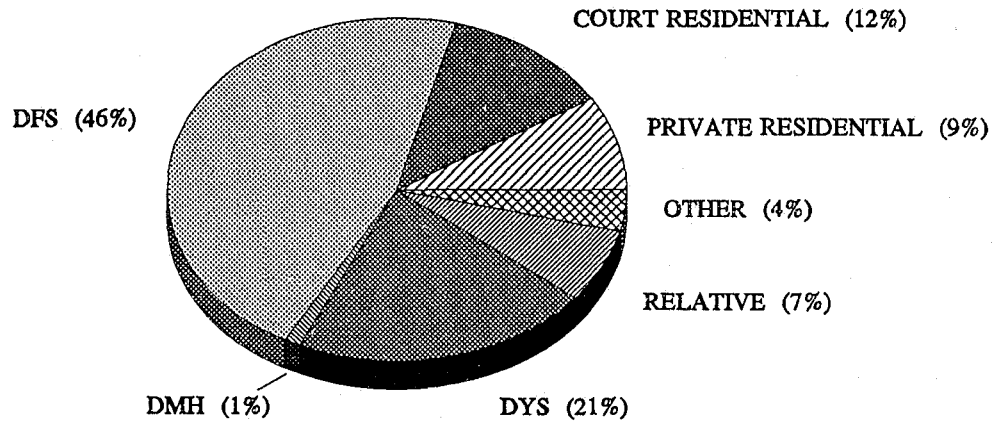
**TABLE 5**  
**1986**

	VIOLENT		NON-VIOLENT		STATUS	
	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision	# Informal Adjustments	Percent of All Referrals Receiving Informal Supervision
<b><u>SEX</u></b>						
Male	1435	16	14757	19	3744	20
Female	487	14	4689	15	3564	21
<b><u>RACE</u></b>						
White	1273	18	15996	20	6104	20
Black	636	12	3318	14	1129	19
Other	13	27	130	23	75	30
<b><u>AGE</u></b>						
10 & Under	157	15	970	17	349	24
11 - 12	264	17	1546	21	645	21
13	250	16	1711	21	941	21
14	323	15	2926	21	1643	20
15	403	17	4729	20	2092	19
16	477	15	6951	15	1484	19
17 & Over	48	12	612	16	153	18
<b>TOTAL</b>	<b>1,922</b>	<b>16</b>	<b>19,446</b>	<b>18</b>	<b>7,308</b>	<b>20</b>

**FIGURE 18**

**TYPE OF OUT-OF-HOME PLACEMENTS**

**1989**

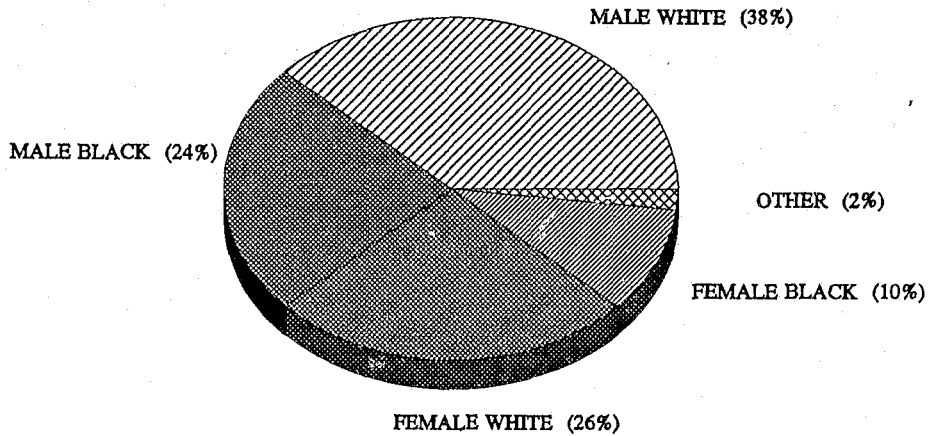


**TOTAL: 4,895**

- Nearly one-half (46%) of all youth adjudicated and placed out of their own home were placed with the Division of Family Services. The majority of those youth (87%) were referred as victims of abuse/neglect. An additional 10% were placed as status offenders.
- The Division of Youth Services also received a significant number (1008) of commitments from the court. These youth represented 21% of the total out-of-home placements ordered by the court. The committing offense listed for these individuals breaks down as follows: Non-violent 76%; Status 18% and; Violent 13%.
- In all, 80% of the placements ordered by the court were to public agencies and institutions.
- Placement with a relative (outside of custody through DFS) was an option in only 7% of the cases.

**FIGURE 19**  
**DISTRIBUTION OF RACE & GENDER**  
**AMONG OUT-OF-HOME PLACEMENTS**

**1989**



**TOTAL: 4,895**

- White males accounted for over one-third (38%) of all youth receiving an out-of-home placement following adjudication of their case.
- White females and black males each make up approximately 25% of juveniles placed out-of-home by the court.
- Black females made up 10% of the out-of-home placements with the remaining 2% distributed among other minority groups.
- Black males had higher rates of placement in Division of Youth Services, court operated residential and private residential facilities than did white males. Over half of the out-of-home placements for black males were in either DYS (32%) or court residential (20%). The placement rates for white was 27% DYS and 11% court residential. (Figure not shown)

- **The majority of out-of-home placements for females, both white and black, was through the Division of Family Services (70% for whites, 60% for blacks). The rate of placements in DYS and court residential facilities for females was similar in comparing race. (Figure not shown)**

**SECTION IV**  
**MISSOURI'S PLAN FOR COMPLIANCE WITH THE**  
**JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT**

**Removal of Status Offenders and Nonoffenders from Secure Detention and Correctional Facilities**

Missouri's 1990 Monitoring Report indicates that the State is under the DeMinimus rate for violations and thus is in full compliance with Section 223(a)(12)(A) of the JJDP Act.

Through our continuing monitoring of adult and juvenile detention and correctional facilities we will be assured of continued compliance with both state law and federal regulations. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention. Facility detention reports and on-site reviews will be maintained and available for review.

**Separation of Juveniles and Incarcerated Adults**

Missouri's 1990 Monitoring Report indicates that the State is in full compliance with Section 223(a)(13) of the JJDP Act.

Through our continuing monitoring of adult and juvenile detention and correctional facilities we will be assured of continued compliance with both state law and federal regulations. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention. Facility detention reports and on-site reviews will be maintained and available for review.

**Removal of Juveniles from Adult Jails and Lockups**

Missouri's 1990 Monitoring Report indicates that the State is in full compliance with Section 223(a)(14) of the JJDP Act.

Through our continuing monitoring of adult and juvenile detention and correctional facilities we will be assured of continued compliance with both state law and federal regulations. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention. Facility detention reports and on-site reviews will be maintained and available for review.

## Compliance Monitoring

The Missouri Department of Public Safety and the State Juvenile Justice Advisory Group contract for compliance monitoring with the Missouri Juvenile Justice Association. Activities include: 1) the collection, tabulation and retention of self reported detention information relative to the secure confinement of status offenders and the confinement of juveniles in adult detention facilities; 2) on-site monitoring of all secure juvenile detention and correctional facilities on an annual basis and the on-site inspection of all adult jails and lockups over a three year period (Metropolitan jails and lockups are visited at least once annually); and 3) public education, training and technical assistance to juvenile and law enforcement personnel.

Missouri's Compliance Monitoring Plan has been submitted to, and approved by, the Office of Juvenile Justice and Delinquency Prevention. All information relative to the Requirements of Section 223(a)(15) of the JJDP Act are contained in that document. Any changes in the monitoring activities or to the plan itself will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention.

## Reducing the Disproportionate Representation of Minority Youth Confined in Secure Facilities

Missouri has completed both Phase I and II as required by Section 223(a)(23) of the JJDP Act and 28 CFR 31.303(j). A detailed analysis of the issue was undertaken through a grant to the University of Missouri-St. Louis. Those findings and recommendations were published in a document entitled **AN ANALYSIS OF APPARENT DISPARITIES IN THE HANDLING OF BLACK YOUTH WITHIN MISSOURI'S JUVENILE JUSTICE SYSTEM** and are included as an attachment to this plan. Missouri's plan for addressing the issues identified through research are detailed in **Section VI Three-Year Program Plan** under Minority Issues.

## Indian Pass-Through Funds

Missouri does not have any Indian tribes that perform law enforcement functions and is not required to pass-through funds.



**SECTION V**  
**ISSUES AND PRIORITIES FOR**  
**MISSOURI'S JUVENILE JUSTICE SYSTEM**

1. **Minority Youth Issues**

Minority youth are overrepresented and appear to be disadvantaged in Missouri's juvenile justice system. An analysis of data taken from referrals to Missouri's forty-four juvenile courts between the period of 1986 to 1990 indicates that black youth were overrepresented in comparison to their percent of the total juvenile population.

A detailed analysis of individual juvenile referrals in the jurisdictions which are home to the majority of the black youth population found that black youth were disadvantaged at both the detention stage and out-of-home dispositions.

Minority youth are more often affected by poverty, unemployment, teenage pregnancy, inadequate prenatal care, victimization and other factors associated with "risk" to the welfare of children.

2. **Status Offenders**

Missouri's current response to the needs and challenges of youth identified as "Status Offenders" is inadequate. A 1989 conference of representatives from Missouri's juvenile justice system concluded that Missouri must reorganize and prioritize how services are provided to children referred to the juvenile court for behaviors not classified as criminal. Cited as examples of the failure of our current response was lack of clearly defined agency roles and responsibilities and a lack of sufficient resources.

Additionally, while Missouri has restricted the use of secure detention as a placement option for status offenders, detention is still utilized because alternatives have been slow to develop.

3. **Prevention Programs**

Children's needs and problems are not often identified at an early stage when there is a greater likelihood of preventing or ameliorating future behaviors or problems.

4. **Community Based Services**

Youths are often removed from their home and community because of a lack of viable alternatives. A traditional approach to adolescents in trouble has been to remove the youth from his/her environment. All too often, this has resulted in unnecessary and costly placements that almost always see the youths returning to the same community and environment from which they left.

The juvenile court often receives referrals on youths who would be more appropriately served by another service provider. It is common for the juvenile court to be viewed as the panacea for any youth related problem in the community. This inevitably leads to poor service provision.

5. **Court Disposition Services**

For youths who are formally adjudicated there is a lack of offender specific and/or individualized services available. For example, a youth who commits a violent crime may be placed under the same supervision (probation) program as a youth who commits a lesser criminal offense or perhaps even a status offense.

6. **Training & Technical Assistance**

There is almost no statewide requirements for the training and education of individuals employed to work within Missouri's juvenile justice system. Outside of Supreme Court Standards for the operation of juvenile detention facilities that require introductory and updated training, juvenile courts are on their own to determine the amount and type of training and education they will require.

7. **Adolescent Sexual Offenders**

Treatment services for adolescent sexual offenders have not been adequately developed. Research and experience insist that the sexual offender poses a serious threat to public safety and that successful intervention can only be achieved by treatment services that are sexual offender behavior specific. Only a handful of adolescent sexual offender treatment programs are identifiable in the state.

8. **Research and Development**

Numerous issues have been identified and will continue to be identified that will be policy or procedural in nature and would be advantageous to develop a generic model that could be adapted and utilized by individual agencies and jurisdictions.

## SECTION VI THREE-YEAR PROGRAM PLAN

### MINORITY YOUTH ISSUES

#### Problem Statement:

Minority youth are overrepresented and appear to be disadvantaged in Missouri's juvenile justice system. An analysis of data taken from referral reports from Missouri's forty-four juvenile courts between the period of 1986 to 1990 indicates that black youth are overrepresented in comparison to their percent of the total juvenile population. For example, figure 3 of the juvenile crime analysis shows that 23% of the referrals to the juvenile court in 1989 were black males. An examination of the universe of all persons less than 17 years of age reveals that black males are 7% of the juvenile population. The percentage is even higher for black males when looking at violent offense referrals. The crime analysis indicated that black males have a violent offense referral rate that is six (6) times greater than that for white males.

The University of Missouri-St. Louis has completed a research project for the Department of Public Safety and the State Juvenile Justice Advisory Group entitled **<sup>1</sup>An Analysis of Apparent Disparities in the Handling of Black Youth within Missouri's Juvenile Justice System**. Their detailed analysis of individual juvenile referrals in the jurisdictions which are home to the majority of the black youth population found that black youth were disadvantaged at both the detention stage and out-of-home dispositions.

Minority youth are more often affected by poverty, unemployment, teenage pregnancy, inadequate prenatal care, victimization and other factors associated with "risk" to the welfare of children.

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<sup>1</sup> *An Analysis of Apparent Disparities in the Handling of Black Youth Within Missouri's Juvenile Justice System, University of Missouri-St. Louis, 1990*

Program Goals:

To affect the issues that have been identified as possible contributors to the overrepresentation of black youth within the juvenile justice system and reduce the rate at which black youth are referred to the court.

Program Objectives and Performance Indicators:

Objective 1 - To reduce the rate at which black youth are referred to the juvenile court in comparison to their percent of the total juvenile population.

Performance Indicators:

- a) The total population under 17 years of age for the next period examined.
- b) The percent of the juvenile population that is black and other non-white minorities during that same period.
- c) The rate of representation of black youth in the juvenile justice system during this period compared to the rate found during 1986 - 1989.

Objective 2 - To reduce the rate at which black youths are detained prior to a hearing and given an out-of-home placement after adjudication.

Performance Indicators:

- a) The total referral population for the next period examined.
- b) The percent black youth detained and given out-of-home placement.
- c) A comparison of rates of detention and out-of-home dispositions among race and gender.

Objective 3 - To improve the cultural sensitization and competency of people working in the juvenile justice system.

Performance Indicators:

- a) The number of programs developed to provide a greater awareness and understanding of the issues affecting a multi-cultural/multi-ethnic society.
- b) The institutionalization of multi-cultural training at both the state and local level.

## Summary of Activities Planned and Services Provided:

### **Objective 1 - Reduction in the referral rate for black and minority youth.**

Despite our best efforts at research, we still only know about the youth who are referred to the juvenile court. An issue of concern is whether or not black youth are referred initially at higher rates than are whites. For example, is the discretion that the law enforcement officer uses in making an initial referral affected by the race of the juvenile.

If indeed black youth are offending at higher rates than white youth, there needs to be increased focus on the causes of the offending behavior. While this is not just a justice system issue, there are a number of efforts that can be developed and implemented by those youth service agencies that are a part of Missouri's juvenile justice network.

### **Program Activities**

The following is a list of eligible program activities. Additional programs not identified will be considered if they meet the stated program objectives.

1. Multi-Cultural sensitization training for police personnel.
2. Prevention and education programs tailored to the needs of minority youth with a focus on high risk groups.

### **Objective 2 - Reduction in the detention and out-of-home placement rates for black youth.**

While there are statutory and Supreme Court rules governing the use of detention, these rules are often interpreted in the broadest sense and become subject to the discretion of the local juvenile court. Discretion has its importance in trying to meet the "best interest" of individual youth, but greater attention should be given to parameters in which discretion is allowed to exist. One of the strongest recommendations resulting from **An Analysis of Apparent Disparities in the Handling of Black Youth within Missouri's Juvenile Justice System** calls for the development of formalized screening and detention guidelines or standards.

Perception may also play a role when an individual makes the decision to detain. One of the findings of U.M.-St. Louis study was that parents of black youth were often less willing than parents of white children to cooperate or provide supervision for their child. This perception or problem can have a significant impact on the courts decision to detain prior to a hearing and to place the child outside of his/her home following adjudication. As a result of this finding, the U.M.-St. Louis study recommended and the Dept. of Public Safety and the State Juvenile Justice Advisory Group have found that the juvenile court should initiate alternatives to secure detention and concentrate greater efforts on working with families.

Missouri has developed some alternatives to the use of secure detention via intensive supervision, electronic monitoring and in-home detention, but these have largely resulted from a lack of a court operated detention program or overcrowding. Figure 12 of the Juvenile Crime Analysis illustrates that the rate of detention is four times higher in jurisdictions that operate their own detention facility compared to circuits that have to contract for services.

A related issue for detention and out-of-home placement is the type of placement that white youth receive in comparison to black youth. Increasingly, there is concern that black and minority youth are much more likely to be placed in public detention and court residential programs than are white youth; and white youth are much more likely to be placed in private residential programs such as adolescent care centers operated by private providers. Our examination of court dispositions are highlighted in figures 17 - 19 of the juvenile crime analysis. These data show that black males have higher rates of placement in both Division of Youth Service and court residential placements.

Because the willingness and ability of the family to provide supervision is critical in the decision process to detain and remove a child from his/her home, the juvenile court should work harder with the child's family to make an informed decision. Alternatives may be developed by taking a less traditional view of what a family is, working with a parent or guardian on parenting skills and involving the family in the development of supervision and treatment programs.

### **Program Activities**

1. The development of model intake and detention screening guidelines.
2. Alternatives to the use of secure detention and out-of-home placement including, but not limited to:
  - a) Home Detention
  - b) Intensive Supervision
  - c) Monitoring
  - d) Emergency Shelter Care
  - e) Day Treatment
  - f) After School and Evening Programs
3. Family Support Services including, but not limited to:
  - a) Crisis Intervention
  - b) Parenting Programs
  - c) Mentors

### **Objective 3 - Cultural Sensitization/Competency**

It has already been mentioned, and it is clearly known, that the juvenile justice system exercises a great deal of discretion in trying to achieve the "best interest of the child" philosophy. Without debate, it can be concluded that the individuals who are making discretionary decisions are bound to be effected by their own personnel biases. Because everyone has biases, good, bad or indifferent, it is important that they be understood and not allowed to influence decisions of justice.

The United States is home to many different peoples of color and culture. Perceptions of race or culture can lead to decisions based not on the individual, but of the beliefs one holds about a group of people. As has been noted in the problem statement for this section, black youth are overrepresented in referrals to the juvenile court and are disadvantaged at detention and post-adjudication out-of-home placements. Discretion in decision making is a part of each of these stages.

The U.M.-St. Louis research project recommended that more minorities be hired or elevated to positions of authority in the juvenile justice system and that all juvenile court personnel be provided training in cultural sensitivity and awareness. We believe that it is extremely important that decision makers be "culturally competent". It should also be understood that formal screening, detention and disposition guidelines, which limits discretion, may also be biased by their criteria. Cultural competence would aid in the production of "unbiased" guidelines.

#### **Program Activities**

1. The development of cultural competency training for juvenile court judges, commissioners, juvenile officers, detention personnel, other juvenile court employees and juveniles under the jurisdiction of the juvenile court.
2. The delivery of cultural competency training for juvenile court judges, commissioners, juvenile officers, detention personnel, other juvenile court employees and juveniles under the jurisdiction of the juvenile court.

#### **Budget and Program Duration:**

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1992, 1993 and 1994:

JJDP Funds

State/Local/Private Funds

FY 92 \$ 175,000  
FY 93 \$ 175,000  
FY 94 \$ 175,000  
TOTAL \$ 525,000

unknown



## **STATUS OFFENDER SERVICES**

### Problem Statement:

Missouri's current response to the needs and challenges of youth identified as "Status Offenders" is inadequate. A 1989 conference of representatives from Missouri's juvenile justice system concluded that Missouri must reorganize and prioritize how services are provided to children referred to the juvenile court for behaviors not classified as criminal. Cited as examples of the failure of our current response was lack of clearly defined agency roles and responsibilities and a lack of sufficient resources.

Additionally, while Missouri has placed significant restrictions on the use of secure detention as a placement option for status offenders, detention is still utilized because alternatives have been slow to develop. Data for 1989, the year that limitations on the detention of status offenders took effect, shows a significant decrease in the percentage of status offenders held in detention (Table 2, Juvenile Crime Analysis). Missouri's 1990 Compliance Monitoring Report confirms the decreased detention of status offenders, but also reveals that 59 youth were held in secure detention for violating a valid court order. An additional 59 status offenders were held in violation of both state law and federal regulations.

### Program Goals:

To promote the development of a "system" of services that truly meets the needs of youth identified as status offenders.

### Program Objectives and Performance Indicators:

Objective 1 - To work with state and local, public and private youth services providers to plan, develop and implement a new system of delivering services to children in need who are currently referred to the juvenile court and handled as status offenders.

#### Performance Indicators:

- a) A clearly identifiable system of services to status offenders and their families.
- b) The number of youth referred to the juvenile court as status offenders during calendar years 1992, 1993 and 1994.

Objective 2 - To continue to reduce the use of the traditional court involvement response to status offenders and eliminate the use of secure detention except in extreme circumstances.

Performance Indicators:

- a) The number of youth referred to the juvenile court as status offenders during the calendar years 1992, 1993 and 1994.
- b) The number of status offenders held in secure detention for the calendar years 1992, 1993 and 1994.

Summary of Activities Planned and Services Provided:

**Objective 1 - Development and implementation of a system of services for status offenders.**

Missouri Revised Statutes give "exclusive original jurisdiction" to the juvenile court in proceedings involving youth identified as status offenders. This is to say that the juvenile court may exercise its authority over youth for certain non-criminal behaviors. This jurisdiction, however, does not affect the development or provision of services for these youth outside of the court system. Historically, though, it has been common for juvenile courts to be the primary provider of services.

The Department of Public Safety and the State Juvenile Justice Advisory Group have concentrated considerable resources on the issues surrounding services for status offenders. In December of 1989, in conjunction with the Missouri Juvenile Justice Association, DPS and JJAG held a <sup>2</sup>statewide conference with juvenile justice professionals from throughout Missouri's juvenile justice community and the country to explore ways in which Missouri could better provide services to status offenders. Some of the major findings of this report include:

- 1) Missouri's current youth services system does not clearly define agency roles and responsibilities and no one has taken a leadership role with this population of youth.
- 2) Geography plays a significant role in the availability of services. A continuum of services does not exist in most communities.
- 3) Status offenders lack any type of coordinated service delivery system designed to integrate state resources with local youth service providers.
- 4) State level services are poorly coordinated and are often in competition.

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<sup>2</sup> *Status Offenders: A Vision for Tomorrow, Missouri Department of Public Safety, et. al., 1990*

## **Program Activities**

Because we desire to change the Missouri system for dealing with status offenders our planned activity is the support and participation with a planning and advisory group for the development of a model service delivery system. This policy group will be instrumental in implementing this new structure.

**Objective 2 - To continue to reduce the use of the traditional court involvement response to status offenders and eliminate the use of secure detention except in extreme circumstances.**

It has already been pointed out that Missouri's services to status offenders has been deeply rooted in the juvenile court system and there has been no leadership in developing a comprehensive service delivery system. Until such time that service delivery is redefined, the juvenile court will continue to play a central role.

Missouri law limits the placement of status offenders in secure detention to instances where the youth has demonstrated a failure to appear at court proceedings or has a history of violence to self or others and has been previously adjudicated as a status offender and has violated the conditions of a valid court order. Often, courts feel the need to use secure detention placements because of a lack of other alternatives. Where alternatives have been developed, the need and use of detention has been eliminated or significantly reduced.

In addition to the use of detention, the juvenile court often provides services to status offenders in the same manner that it works with criminal law violators. This includes the use of informal supervision and court ordered probation. These traditional court approaches have often been ineffective and frustrating.

## **Program Activities**

1. Intervention services to include, but not be limited to:
  - a) Crisis Counseling
  - b) Special Needs Educational Services
  - c) Family Support Services (e.g. counseling and parent education)
  - d) Court Appointed Special Advocates
  - e) Independent Living Skills
  - f) Vocational Training
2. Alternatives to secure detention including non-secure community based emergency shelter care.

Budget and Program Duration:

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1992, 1993 and 1994:

JJDP Funds

State/Local/Private Funds

FY 92 \$ 150,000

unknown

FY 93 \$ 150,000

FY 94 \$ 150,000

TOTAL \$ 450,000

## **DELINQUENCY PREVENTION PROGRAMS**

### Problem Statement:

Children's needs and problems are not often identified and services provided at an early stage when there is greater likelihood of preventing or ameliorating future behaviors and problems. Using the data that were reported in the **Juvenile Crime Analysis**, we see that tens of thousands of youth were reported to the juvenile court for violent crimes, non-violent law violations and status offenses. The juvenile court will respond with a "plan" to, in part, rehabilitate the offender. Preventing a child's self-destructive behaviors would be a more productive expenditure of social energies, and eventually resources.

### Program Goals:

To target high-risk youth and their families and intervene in a positive way to reduce the factors that lead a child to make choices that often lead destructive and criminal behaviors.

### Program Objectives and Performance Indicators:

Objective 1 - The development and integration of early identification programs for "high risk" youth into various child service systems.

#### Performance Indicators:

- a) The number of assessment programs initiated during the period of funding.
- b) An evaluation of risk assessment tools developed with these funds.

Objective 2 - To provide early intervention and prevention services to youth identified as "high risk" of becoming involved in the criminal/juvenile justice system.

#### Performance Indicators:

- a) The criteria used to determine a child as "high risk" of delinquent behavior.
- b) The number or percentage reduction of a targeted population from involvement with the justice system during a specified period of time.

## Summary of Activities Planned and Services Provided:

### **Objective 1 - The development and integration of early identification programs for "high risk" youth into various child service systems.**

Children are introduced into many social settings, even as an infant, through daycare, church activities, sports and recreation programs, preschool and public and private education. These settings provide an opportunity for the early identification of problems. It is all too common to hear teachers, for example, indicate that they can "predict" which children will have difficulties in future years.

All logic, as well as numerous research, tells us that it is easier to learn positive behaviors and responses than it is to unlearn negative and destructive behaviors. Children naturally provide the perfect opportunity to develop positive behaviors.

#### **Program Activities**

1. Research and Development
2. Education and Technical Assistance

### **Objective 2 - To provide early intervention and prevention services to youth identified as "high risk" of becoming involved in the criminal/juvenile justice system.**

Even if we have the most sophisticated and scientifically infallible methods of assessing which youth are most likely to become involved in delinquent and criminal behaviors, this information is useless unless there are programs in place to address the problems identified.

There are numerous social and environmental conditions which contribute to behaviors of individuals referred to the criminal/juvenile justice system. Selecting one or two and theorizing that their elimination would stop criminal activity is naive. Each program request will be carefully reviewed for their identification, justification and explanation of "high risk" factors. Programs will necessarily target a specific group or population, but will be required to integrate an individualized approach for the youth they will serve.

#### **Program Activities**

1. Educational activities to included, but not be limited to:
  - a) Drugs and Alcohol
  - b) Health
  - c) Teen Pregnancy
  - d) Conflict Resolution

- e) Peer Pressure
- f) Job Readiness
- g) Parenting Skills
- h) Basic Life Skills
- i) Alternative Education

- 2. Mentoring and Positive Role Modeling
- 3. Social and Recreational Programs

Budget and Program Duration:

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1992, 1993 and 1994:

JJDP Funds

State/Local/Private Funds

FY 92 \$ 125,000  
 FY 93 \$ 125,000  
 FY 94 \$ 125,000  
 TOTAL \$ 375,000

unknown

## **COMMUNITY-BASED SERVICES**

### Problem Statement:

Youth are often referred to the Juvenile Court because there is a perception, correct or not, that there are no other alternatives available in the community. Each year thousands of youth find themselves before the court for offenses or behaviors that could be dealt with more appropriately and possibly more effectively by other community agencies. In many instances, youth must be removed from their home and community because of a lack of viable treatment alternatives locally. Placement out of the home or community is undoubtedly very costly and can also be very unproductive as, almost always, the youth returns to the community or home from which removed.

A 1990 report on services to "Status Offender" youth speaks throughout of the need for a service delivery system which is founded and supported through the efforts of the community. Too many communities play no role in the delivery of services to its at-risk youth. As a result, many youth find themselves early on in a judicial system which is often unable to provide the type of services necessary to assist them. Every community should work to establish a continuum of services which is designed to address the needs of at-risk youth and their families. These services should be designed to provide support in the least restrictive manner while also being coordinated with/and work in harmony with State services. "Communities need to be invested in the lives of its youth; especially those in need of community and social services."

### Program Goals:

To promote the development of community-based or operated programs and services that are designed to serve youth at-risk of future involvement in the juvenile court system. (Community-based means that the programs are at least, in part, administered and funded outside of the juvenile court system.)

### Program Objectives and Performance Indicators:

Objective 1 - To increase the number of at-risk youth served by community-based (community operated) programs.

#### Performance Indicators:

- a) The total population of youth referred to the juvenile court for status and non-felony offenses.



- b) The number of at-risk youth receiving services through community-based programs who most likely would have been referred to the juvenile court.
- c) The number of youth diverted by the court to community-based services.
- d) The rate of referral to the court for youth who are being served or have been served through community programs.

Objective 2 - To reduce the number of youth receiving secure out-of-home placement or commitment outside the community.

Performance Indicators:

- a) The number of youth committed to the Division of Youth Services.
- b) The number of youth receiving placement in a court-run detention facility.
- c) The number of youth diverted to non-secure placement facilities within the community.

Objective 3 - To increase community awareness and participation in the service delivery system for at-risk youth in the community.

Performance Indicators:

- a) The establishment of community advisory boards within jurisdictions.
- b) Parental participation in community decision making on issues effecting services to youth.
- c) Number of youth referred directly to community-based programs.

Summary of Activities Planned and Services Provided:

**Objective 1 - Increase the number of at-risk youth served by community-based or operated programs.**

In many areas of Missouri, the juvenile court has been the primary service provider for youth in trouble. This most often includes youth involved in minor acts of delinquency or at-risk behavior often associated with status offenses. In many jurisdictions the court acts as a "court of first resort", as they are the only accessible service provider within the community. Often though, a court's programming is inappropriate or insufficient to address the youth's needs.

If alternative services were available in the community, many of these youth could avoid the stigmatization and association inherent in court processing. Such diversion from court processing would also free the court to handle more severe youth who require intensive intervention.

### **Program Activities**

The following is a list of eligible program activities. Additional programs not identified will be considered if they meet the stated program objectives.

1. Community prevention programs that include educational services and/or role model programs for at-risk youth.
2. School-based intervention programs designed to identify and serve at-risk youth and their families.
3. Community operated crisis intervention services for at-risk youth and families.
4. Community service/restitution programs operated by a not-for-profit organization.
5. Community intervention services for youth who have been involved in minor delinquent offenses
6. Transitional living or vocational programs for at-risk youth.
7. Non-secure residential services for emergency placement of youth in need of shelter.
8. Support for services within the community for at-risk youth and their families.

### **Objective 2 - Reduce the number of youth receiving secure out-of-home placement or placement outside the community.**

Each year hundreds of juveniles are committed to the Missouri Division of Youth Services because there are no residential treatment services available within the community to address the needs of these youth. In addition hundreds more youth find themselves in detention placements because they are in need of structured services outside the home that are not available otherwise within the community.

Many jurisdictions are in need of community-based, non-secure residential services for a small percentage of youth who need short term but intensive intervention. The activities and problems associated with these youth are not severe enough to warrant secure detention or commitment to the State, yet untreated, may escalate to more serious behavior. The need exists to provide short term, but intensive intervention to these youth within the

community in a residential setting. The need exists to shift emphasis from detention placement to community-based residential treatment opportunities for those youth requiring residential services.

### **Program Activities**

The following is a list of eligible program activities. Additional programs not identified will be considered if they meet the stated program objectives.

1. Community-based intervention services designed to provide an alternative to secure detention placement or commitment to the Missouri Division of Youth Services.
2. Non-secure residential services in the community for the short term intensive treatment of at-risk youth in need of out-of-home services.

### **Objective 3 - Increase community awareness and participation in the service delivery system for youth in the community.**

Each community must be invested in the lives of at-risk youth in their community. Only through understanding their needs and participating in the provision of services can the community provide true support to their youth. Jurisdictions in Missouri that are involving all aspects of the community in the identification and presentation of intervention and treatment services to youth are successfully serving their clients. Communities must understand the needs of their youth and be allowed and encouraged to participate in addressing those needs. Community funded and operated services working in conjunction with State and private resources only magnify the effectiveness of the services we provide.

### **Program Activities**

The following is a list of eligible program activities. Additional programs not identified will be considered if they meet the stated program objectives.

1. Activities that increase public awareness and participation in the juvenile justice system.
2. Activities that serve to coordinate the development of community networks of citizens, governmental agencies, private and public youth service providers, parents, and the court system.
3. Programs specifically designed to involve parents in the community service delivery system.
4. Activities which evaluate the community's needs and build support for the development of programs for at-risk youth.

5. The establishment of Community Advisory Boards to provide input, support and leadership in the development of at-risk services for youth.

Budget and Program Duration:

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1992, 1993 and 1994:

JJDP Funds

State/Local/Private Funds

FY 92 \$ 100,000

unknown

FY 93 \$ 100,000

FY 94 \$ 100,000

TOTAL \$ 300,000

## **COURT DISPOSITION SERVICES**

### Problem Statement:

For youth who are adjudicated by the juvenile court there is a lack of offender specific and/or individualized treatment services available. Each year in Missouri, thousands of youth are adjudicated for delinquent offenses. The offenses for which these youth are referred to the court will vary dramatically from minor criminal activity to homicide or rape, yet the dispositional alternatives available to the court in many jurisdictions may vary only slightly. For example, a youth referred for shoplifting may find himself receiving services similar to or exactly like that of a youth referred for robbery.

Many jurisdictions, because of a severe lack of resources, have been limited to traditional dispositional responses in treating adjudicated youth. Often that response may be limited to one of two choices; a simple form of supervision or commitment to the State Division of Youth Services. Youth who could be successfully treated within the community, if resources permitted, may find themselves placed outside the community solely because of a lack of local programming. Often youth find themselves in secure placements or in inappropriate residential programs because less restrictive alternatives are not available.

A positive trend nationally has been toward creative dispositional services for youth. Such services are designed to give the court numerous options in determining appropriate interventions while at the same time addressing specific problem areas associated with the juvenile's behavior. The challenge for every court is to devise a system of services which gives the court sufficient flexibility to meet the treatment needs of youth while also serving the safety needs of the community.

### Program Goals:

To promote the development or enhancement of dispositional services provided by juvenile courts for youth adjudicated for delinquent acts.

### Program Objectives and Performance Indicators:

Objective 1 - The development of offender specific intervention programs for juveniles with special needs.

Performance Indicators:

- a) The total number of referrals for delinquency in the preceding year.
- b) The number or percentage of youth in need of specialized treatment.
- c) The projected number of youth served through the program and subsequent successful completion rates.
- d) Cost per participant.

Objective 2 - The improvement of existing supervision programs for adjudicated delinquents.

Performance Indicators:

- a) Total number of referrals for delinquency in the preceding year.
- b) The number of juveniles placed on supervision.
- c) The number of juveniles successfully completing supervision.
- d) The average length of supervision and the average caseloads of individuals providing supervision services.
- e) Average cost per juvenile for supervision services.

Objective 3 - Development of alternatives to the use of out-of-home placements or commitment to the Division of Youth Services.

Performance Indicators:

- a) Total number of referrals for delinquency in the preceding year.
- b) Number of juveniles committed to the Division of Youth Services each of last three years.
- c) Number of youth receiving out-of-home placements each of last three years.
- d) Estimated number of youth diverted from out-of-home placement.
- e) Average cost per juvenile participating.

Objective 4 - To facilitate the development of innovative dispositional support services for adjudicated juveniles in Missouri.

Performance Indicators:

- a) Total referral population for delinquent offenses in the preceding year.
- b) Number of juveniles adjudicated for delinquency.
- c) Estimated number of youth eligible for dispositional support services.
- d) Estimated average cost per juvenile in the program.

Summary of Activities Planned and Services Provided:

**Objective 1 - The development of offender specific intervention programs for juveniles with special needs.**

An analysis of offender characteristics or a review of offense trends may reveal patterns of behavior within a jurisdiction that warrant the need for specialized services to a particular category of offender. The need for specialized treatment or intervention services may be identified due to a sudden and readily noticeable increase in the number of certain offenses, such as gang related crime or be revealed only after close analysis of specific offender characteristics such as substance abuse problems.

Regardless of how it is identified, many jurisdictions are challenged with serving an identified population of youth with very special problems. In order to be successful in intervening with these youth, courts must develop specialized programs designed to address the behaviors associated with that group.

**Program Activities:**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. Chronic delinquent offender programs.
2. Serious or violent offender programs.
3. Specialized services for drug/alcohol involved delinquents.
4. Intervention programs for gang involved youth.

**Objective 2 - Improvement of existing court supervision programs for adjudicated delinquents.**

Ever demanding caseloads, coupled with a never ending variety of offenses and dwindling resources, places increased burdens on the primary juvenile court dispositional alternative, probation. Every court in Missouri is faced with insufficient resources to meet the needs of those youth referred to them for services. The cornerstone of the juvenile courts dispositional arsenal has always been the provision of supervision services. It is through this function that many courts simultaneously insure the public safety needs of the community, hold juveniles to a standard of accountability and address the treatment needs of youth.

In recent years, great advances have been made in the formalization of juvenile supervision services. The development of more intricate social background investigation formats, offender assessment instruments, and classification management systems for probation caseloads have allowed courts to make better use of limited personnel resources. Unfortunately, limited time and limited resources have made it difficult for many courts to adapt and improve their supervision services.

**Program Activities:**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. Development of formalized supervision services for delinquent youth which incorporate offender risk assessment, needs identification, and case management activities.
2. Intensified supervision programs such as: intensive supervision, tracking and in-home monitoring requirements.
3. Innovative supervision services incorporating specific treatment components or involving the use of non-traditional probation officers such as volunteers, community agencies, churches, etc. These programs may incorporate components such as mentoring activities, big brother/big sister, foster families, court appointed special advocates, etc.

**Objective 3 - Alternatives to the use of out-of-home placements, or commitment to the Division of Youth Services.**

Courts may lack dispositional alternatives beyond court ordered supervision or commitment to the Division of Youth Services for adjudicated juveniles. Many youth who are committed to the State for services could be treated within the community if additional programming was available.



Numerous courts in Missouri lack any type of residential placement alternatives for juveniles that need to be monitored closely or require very structured or intensive services for a short period of time. These youth very often find themselves in inappropriate residential placements simply because a bed was available and not because the program was suitable to their needs. Courts need the support and flexibility to develop local treatment options for youth who should be served within the community.

**Program Activities:**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. Home restriction programs which are designed to monitor youth while they remain in the home.
2. Day treatment programs which provide daily intervention services to youth while remaining in the home.
3. Residential treatment services designed to enhance residential programs currently serving youth in the community.

**Objective 4 - Development of innovative and effective dispositional support services for adjudicated juveniles in Missouri.**

In addition to the standard dispositional alternatives available within jurisdictions, many youth can benefit from treatment or intervention services which are designed to provide additional support to youth in specific need areas. Dispositional support services should be formalized programs with participation based on needs assessment of youth. The programs should be operated in conjunction with supervision services and successful completion may be a requirement of the court order. The development of specialized support services should be based on a documented need which is supported by data indicating the estimated number of youth qualifying for the service.

**Program Activities:**

1. Independent living programs for delinquent youth without family support or who will soon be emancipated.
2. Educational or vocational training opportunities for juveniles who cannot access similar services through the school district.
3. Family support services for juveniles and their families.

4. Restitution/Community Service programs operated in conjunction with court supervision services.
5. Victim/Offender Mediation Services.
6. Formalized group and individual counseling/therapy programs.
7. Mentoring or big brother/sister programs.
8. Drug or alcohol education programs.

Budget and Program Duration:

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1992, 1993 and 1994:

JJDP Funds

State/Local/Private Funds

FY 92 \$ 113,750

unknown

FY 93 \$ 113,750

FY 94 \$ 113,750

TOTAL \$ 341,250

## **TRAINING AND TECHNICAL ASSISTANCE**

### Problem Statement:

The Juvenile Justice System in Missouri is comprised of forty-four juvenile divisions of the Circuit Court; State agencies including the Division of Youth Services, the Division of Family Services, the Department of Mental Health, the Department of Elementary and Secondary Education; a myriad of private youth service providers; and hundreds of law enforcement agencies across the State. All of these agencies, to a greater or lesser degree, provide services to delinquent youth, status offenders, and other children in need of services. Because of the structure of the system, each of these agencies operates independently of the others. No single agency has oversight responsibility for all aspects of the service delivery system for children.

At the "legal heart" of this system is the juvenile court. Even within the judicial system, each of the forty-four juvenile divisions act independently of each other with no central agency providing any type of administrative, technical or procedural guidance. Each of Missouri's forty-four juvenile divisions are left to fend for themselves in meeting the needs of the children who come before them. With over 60,000 referrals to the juvenile courts each year, and the wide range of problems they represent, it seems imperative that services are adequately coordinated between various service providers, that practitioners are adequately trained to meet their responsibilities and that agencies receive some technical guidance in meeting the difficult tasks before them.

Currently there are no Statewide minimum requirements for the training or continuing education of juvenile court personnel in Missouri. Beyond Supreme Court Standards for the operation of juvenile detention facilities that require introductory and minimum annual training, juvenile courts are on their own to require any level of professional development training or continuing education. This is a particularly critical issue as there are very minimal educational and job experience requirements to gain employment in the profession. At present, only the juvenile officer has to meet any mandated employment criteria.

The need for continuing educational, technical assistance and information dissemination to the courts and other youth service agencies is critical. With no central administrative authority to provide technical assistance or procedural guidance to the courts or to coordinate the exchange of information and planning activities with other agencies, the juvenile justice system faces almost certain stagnation.

It is imperative that juvenile justice agencies remain current on issues and legislation affecting their ability to provide quality services to the youth of Missouri while also being able to procedurally address those issues. This would include disseminating information and providing technical assistance to all agencies involved in the system including the courts, law

enforcement, state and private agencies, etc.

Program Goals:

To provide technical assistance, training, educational opportunities and procedural guidance to juvenile justice agencies and professionals in Missouri.

Program Objectives and Performance Indicators:

Objective 1 - To provide technical assistance and procedural guidance to juvenile justice agencies in identification, development and evaluation of juvenile justice programs.

Performance Indicators:

- a) The number of jurisdictions or agencies receiving technical assistance during the grant period.
- b) Data reflecting compliance with the Juvenile Justice and Delinquency Prevention Act provisions.

Objective 2 - To facilitate training and educational opportunities for juvenile justice agencies in Missouri on identified issues of importance.

Performance Indicators:

- a) Total population of youth service professionals requiring training.
- b) Number of youth service professionals receiving training or educational services during the grant period.
- c) Number of training projects initiated during the grant period.

Objective 3 - To promote the coordinated delivery of services by agencies and facilitate the dissemination of information on issues of importance to juvenile justice professionals.

Performance Indicators:

- a) Description of activities performed which facilitated the coordination of services within and among agencies.
- b) Number and type of agencies effected by the grant activities.

Objective 4 - To carry out all compliance monitoring requirements of the Juvenile Justice and Delinquency Prevention Act in Missouri.

Performance Indicators:

- a) Maintenance of all State compliance data.
- b) Completion of all Federal monitoring reports.
- c) Completion of all on-site monitoring visits.
- d) Update of Missouri's Compliance Monitoring Plan.

Summary of Activities Planned and Services Provided:

**Objective 1 - Technical assistance and procedural guidance to juvenile justice agencies in identification, development and evaluation of juvenile justice programs.**

At present, no central administrative agency exists to provide technical assistance, staff support or policy guidance to agencies working in the juvenile justice system. This lack of technical support often makes it difficult for courts, youth service agencies and/or law enforcement officials to implement effective juvenile justice strategies. The continual evolution of juvenile justice programming, statutes, supreme court rules and federal compliance mandates makes it difficult for individual jurisdictions to "stay afloat" procedurally and programmatically.

Many jurisdictions find themselves unable to implement new policy recommendations or establish program improvements without staff assistance or outside expertise. Juvenile Courts and law enforcement agencies in particular feel the impact of State and Federal juvenile justice mandates without the benefit of Statewide policy recommendations to aid in their implementation.

**Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. On-site technical assistance to juvenile courts in the identification, development and evaluation of successful juvenile justice programs.
2. Procedural guidance to juvenile courts and law enforcement agencies in meeting requirements of the JJDP Act in Missouri.

**Objective 2 - Facilitation of training and educational resources for juvenile justice agencies in Missouri on identified issues of importance.**

Training opportunities for juvenile court personnel and other professionals working with youth in Missouri are limited at best. Few jurisdictions have the luxury of in-house training staff and resources sufficient to provide educational services. Many personnel working directly with youth begin employment with little or no orientation training and even fewer receive the benefit of annual updating.

Limited training budgets often make it difficult for agencies to take advantage of for-profit training programs offered in the State, while many important training topics simply go unaddressed. Therefore, a critical need exists for the provision of low or no cost training programs in Missouri. Also needed is the development of educational materials and resource information for courts and law enforcement agencies in Missouri.

### **Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. Development, presentation and promotion of minimal or no cost Statewide and regional training conferences on issues of importance identified by the State Juvenile Justice Advisory Group.
2. The development of on-going educational programs for professionals in the juvenile justice field. Education programs may be presented regionally and may be directed toward specific areas such as court personnel, law enforcement, State agencies, schools, etc.
3. The development of training curriculum for courts and agencies to use in the presentation of in-house educational programs or orientation procedures.

### **Objective 3 - To promote the coordinated delivery of services by agencies and facilitate the dissemination of information on issues of importance to juvenile justice professionals.**

Inherent in Missouri's locally controlled system of juvenile services is a lack of cohesive interaction between varying jurisdictions. Juvenile Courts function independently of one another and their various approaches and philosophies exemplify that independence. This independence resembles seclusion when considering how courts interact with other types of service agencies such as law enforcement, school, State youth service systems, etc. Without the work of centralized facilitators to bring varying aspects of the system together, uniform progress and the reconciliation of problems is virtually impossible. Only through facilitated discussion and the dissemination of information between agencies can these inherent gaps be bridged.

### **Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. The promotion of communication between and among juvenile justice service providers at the State, local and private level with the ultimate goal of improving the coordination and delivery of needed services.
2. The coordination of tasks force meetings or special topic networks and subsequent follow-up activities designed to address issues of multi-jurisdictional importance.
3. The collection and distribution of juvenile justice resource information, including exemplary programs being utilized at the national, State, and local levels.
4. To serve as a liaison between the juvenile justice community and other agencies or organizations such as law enforcement, schools, State and county youth service agencies.

**Objective 4 - To carry out all compliance monitoring requirements of the Juvenile Justice and Delinquency Prevention in Missouri.**

In order to participate in the JJDP Act and receive Federal Funds, Missouri is required to show that it is in compliance with the four major provisions of the Act: 1) Jail Removal; 2) Separation of detained juveniles and adults, 3) Non-secure placement of status offenders, and 4) the monitoring of rates of detention and incarceration of minority youth. Verification of compliance requires the establishment of a monitoring system which is designed to collect data relating specifically to the mandates of the Act. Data collection must be verified with on-site monitoring and non-compliant circumstances followed-up with technical assistance to assure future accordance with the law.

A comprehensive compliance monitoring system involves data collection and on-site visitation to all types of public and private, adult and juvenile residential facilities in Missouri. Monitoring activities also include the provision of technical assistance to jurisdictions in meeting Act requirements, training on issues effecting compliance and the on-going collection and dissemination of monitoring data.

**Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. Maintenance of a system of data collection for all adult and juvenile detention facilities in Missouri.
2. On-site inspection of all adult and juvenile detention facilities in Missouri to

verify compliance with JJDP Act provisions.

3. A system of technical assistance and information dissemination to all law enforcement agencies and juvenile courts included in the monitoring activities.

4. Training and resource development on issues relating to Missouri's compliance with the JJDP Act.

Budget and Program Duration:

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to three awards will be made. The following are anticipated expenditures for the funding years of 1992, 1993 and 1994:

JJDP Funds

State/Local/Private Funds

FY 92 \$ 110,000

unknown

FY 93 \$ 110,000

FY 94 \$ 110,000

TOTAL \$ 330,000



## **ADOLESCENT SEXUAL OFFENDERS**

### Problem Statement:

A review of research analyzing sexual offender behavior tells us that as many as 60-80% of adult offenders reported offending as adolescents. Studies of child sexual abuse reports indicate that a majority of the molestation of boys and 15-20% of the sexual abuse of girls is perpetrated by adolescents. Most of the perpetrators were themselves victimized as children. Numerous studies of adult offenders show an average number of victims in the hundreds whereas studies of adolescent perpetrators show an average of less than seven victims.

The Juvenile Justice System has a dual responsibility to protect the community while at the same time provide for a system of services for adolescents identified as sexual offenders. Successful programs have shown that intervention of sexual offending behavior requires specialized treatment which is directed specifically at the offending behavior. We also know that intervention is most effective with younger offenders and that it can have a significant impact in preventing multiple victims in the future.

Missouri's response to the intervention and treatment needs of adolescent sexual offenders has not been adequately developed. In most areas of the State, treatment resources for adolescent sex offenders do not exist while residential services for the more chronic or serious offenders are totally nonexistent. Youth in need of residential treatment are often committed outside the State or are placed inappropriately into facilities that are not designed to treat them. Because of the severe lack of services regionally, many of these youth are committed to State agencies such as the Department of Mental Health or Division of Youth Services although these agencies have no sex offender specific programs.

### Program Goals:

To promote the development of a service delivery system for adolescents identified as sexual offenders. (Such a service delivery system would involve the coordination of State and local resources.)

### Program Objectives and Performance Indicators:

Objective 1 - To promote the development of residential treatment resources in Missouri specifically for serious adolescent sexual offenders.

### Performance Indicators:

- a) The number of residential beds for adolescent sexual offenders in Missouri.
- b) The number of adolescents receiving residential treatment for sexual offense behavior.
- c) The total population of youth referred for or identified as sexual offenders.

Objective 2 - To develop training resources for court personnel and treatment providers on issues relevant to the identification and treatment of adolescent sexual offenders.

Performance Indicators:

- a) The number of professionals receiving training in sexual offense treatment and identification.
- b) The number of programs providing sexual offender specific treatment.
- c) The number of youth identified and referred for sexual abuse treatment.

Objective 3 - To formalize identification and assessment practices for courts and other youth service agencies in the handling of adolescent sexual offenders.

Performance Indicators:

- a) The number of adolescents identified as adolescent sexual offenders.
- b) Accurate dispositional recommendations for youth in need of sex offender specific treatment.
- c) The use of formalized assessment procedures in jurisdictions.

Objective 4 - To improve non-residential treatment resources for first time or low level sexual offenders.

Performance Indicators:

- a) The number of jurisdictions establishing sexual offender intervention services.
- b) The number of youth and families receiving in-home treatment services for sexual offense behavior.
- c) The number of professionals working with adolescent sexual offenders in Missouri.

Objective 5 - To improve the coordination of services between the court system and both private and public agencies in the treatment of adolescent sexual offenders.

- a) The number of sexual offender specific programs developed by both private and public youth service agencies.
- b) The percent of youth treated outside of court operated programs.
- c) The number of youth committed to the Missouri Division of Youth Services for sexual offenses.
- d) Multi-disciplinary participation in training and policy development on issues relevant to sexual offenders.

Summary of Activities Planned and Services Provided:

**Objective 1 - The development of residential treatment resources specifically for serious adolescent sexual offenders in Missouri.**

At present no residential treatment program designed specifically for the treatment of adolescent sexual offenders exists in Missouri. Most youth adjudicated through the court system find themselves being committed to programs designed for other types of offenders and receive no treatment directed at their sexual behavior problems. Many of these youth end up in the Division of Youth Services or Mental Health Centers where the problem continues to go unaddressed.

**Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. Training for residential treatment professionals working with adolescent sexual offenders.
2. Program assistance funds for use in the establishment of sexual offender specific treatment program in a residential facility.

**Objective 2 - Training resources for court personnel and treatment providers on issues relevant to the identification and treatment of adolescent sexual offenders.**

Necessary to the development of a system of services to adolescent sexual offenders is a general understanding of the issues and interventions fundamental to their treatment. A system wide lack of understanding about the importance of early intervention with adolescent offenders and of appropriate treatment activities has contributed to the desperate

lack of resources Missouri currently struggles to overcome.

### **Program Activities**

1. Training for court personnel in treatment and intervention techniques for adolescent sexual offenders.
2. Technical assistance to jurisdictions in the establishment of a continuum of intervention services for adolescent sexual offenders.

### **Objective 3 - Formalization of identification and assessment practices for courts and other youth service agencies in the handling of adolescent sexual offenders.**

The adult correctional system in Missouri presently houses many hundreds of sexual offenders, the vast majority of which were never identified in the juvenile justice system as having sexual offender problems. A large population of youth are currently in residential placements through the court system as victims of sexual abuse while also exhibiting or admitting to sexual offense behavior. Many of these perpetrators could be identified at an earlier age as they pass through the system.

### **Program Activities**

1. Training for court personnel in the identification and assessment of adolescent sexual offenders.
2. Formalization of court intake activities designed to identify youth who are high risk of participating in sexual offense behavior.

### **Objective 4 - To expand non-residential treatment/intervention resources for first time or low risk sexual offenders.**

Only a very few non-residential treatment programs currently exist in Missouri for adolescent sexual offenders. Those that are in operation are located in the metropolitan areas of St. Louis and Kansas City leaving no resources for the more rural parts of the State. At present, treatment resources are too scarce to even be accessed regionally.

### **Program Activities**

1. Development of local or regional non-residential treatment programs specifically for adolescent sexual offenders.
2. Specialized supervision services for adjudicated sexual offenders.
3. Specialized aftercare supervision services or maintenance and support groups for youth

3. Specialized aftercare supervision services or maintenance and support groups for youth who have completed sexual offender treatment programs.
4. Individual or family therapy programs designed specifically for sexual offenders.

**Objective 5 - To improve the coordination of services between the court system and public and private agencies in the treatment of adolescent sexual offenders.**

Interagency cooperation and coordination is essential to the development of a comprehensive continuum of services for adolescent sexual offenders. Services to adolescent sexual offenders can be expensive and often require long term and intensive treatment. Sexual offenders may be identified in need of varying levels of intervention and require the resources of multiple agencies. It may be a rare instance when any one agency can establish a complete continuum of services, from assessment to treatment and then maintenance, which adequately serves this offender population. Jurisdictions or groups of jurisdictions may need to work together to meet the varying treatment needs of these youth.

**Program Activities**

1. Development of local, regional, or State Advisory Boards or task forces to identify and coordinate the development of treatment resources for adolescent sexual offenders.
2. Contractual arrangements between treatment providers from different jurisdictions and/or public and private youth service agencies.
3. A network of information collection and exchange for professionals working with adolescent sexual offenders.

**Budget and Program Duration:**

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1992, 1993 and 1994:

JJDP Funds

State/Local/Private Funds

FY 92 \$ 100,000  
FY 93 \$ 100,000  
FY 94 \$ 100,000  
TOTAL \$ 300,000

unknown

## RESEARCH AND DEVELOPMENT

### Problem Statement:

Numerous issues have been identified and will continue to be identified that will be policy or procedural in nature and would be advantageous to develop a generic model that could be adapted and utilized by individual agencies and jurisdictions.

Several issues and recommendations emerged from the University of Missouri-St. Louis "minority" study. Noting the effects of the intake decision, not only at immediate moment but at future proceedings, the researchers stated, "We strongly recommend that written standards, or guidelines, containing formalized screening criteria be developed". There could be two separate issues, one dealing with legal sufficiency screening and the other considering criteria for detention. The Missouri Juvenile Justice Association, Committee on Juvenile Detention, has also identified detention criteria as an important issue and has discussed pursuing various approaches, including the development of written standards.

A second recommendation by the U.M.-St. Louis researchers was the development of "a comprehensive statewide information system for recording juvenile cases". Missouri is fortunate to have a statewide information system in place that collects referral information from the juvenile courts, but this information is limited in its scope by design. The researchers found wide variance in the amount and type of information collected and maintained by the local juvenile courts. This variance led to some difficulties in collecting and analyzing information. The Supreme Court of Missouri also governs the record keeping system operated by the Circuit Clerk, but this is limited to court documents filed with formal proceedings and would not effect other social files or informal proceedings maintained by the juvenile officer.

The Missouri Network of Adolescent Sexual Perpetrators Treatment Providers has identified the need to develop a statewide "protocol" for the receiving and handling of juvenile sexual offenders through the juvenile court system. Other issues include the development of adolescent sexual perpetrator treatment models.

Additionally, it could be anticipated that there may be need for future research efforts to determine what progress has been made in reducing the rate at which blacks and other minorities are represented in the juvenile justice system.

Program Goals:

The development of policy, procedural or program models to improve the juvenile justice system in Missouri and provide better services to youth.

Program Objectives and Performance Indicators:

The Department of Public Safety and the State Juvenile Justice Advisory Group have not developed specific objectives at this time, but are anticipating the need for research and program development during the next three-year funding cycle.

Specific program objectives and performance indicators will be submitted as a Plan Amendment as the need arises.

Summary of Activities Planned and Services Provided:

Not applicable at this time.

Budget and Program Duration:

No monies are budgeted at this time.

JJDP Funds

State/Local/Private Funds

FY 92 \$

FY 93 \$

FY 94 \$

TOTAL \$



**APPENDIX**

# APPENDIX A

011115



**MISSOURI DEPARTMENT OF SOCIAL SERVICES  
DIVISION OF YOUTH SERVICES  
MISSOURI STATEWIDE JUVENILE INFORMATION SYSTEM**

1a. Reporting county \_\_\_\_\_ 1b. County of residence \_\_\_\_\_ 1c. County allegation occurred \_\_\_\_\_

2. Reporting circuit \_\_\_\_\_

3. Juvenile's I.D. No. \_\_\_\_\_

4. Juvenile's sex \_\_\_\_\_ (1) Male (2) Female

5. Juvenile's race \_\_\_\_\_ (1) White (2) Black (3) Hispanic (4) American Indian (5) Oriental (8) Other

6. Date of birth \_\_\_\_\_  
Month Day Year

Choose one of the following: 7a, 7b, or 7c.

7a. Date of referral \_\_\_\_\_ 7b. Date of Dispositional Review Hearing \_\_\_\_\_ 7c. Date of Permanency Planning Review Team meeting \_\_\_\_\_  
Month Day Year Month Day Year Month Day Year

(If 7b or 7c applies, proceed to 20.)

8. Major allegation for this referral \_\_\_\_\_ (See instructions.)

9. Total number of law violations associated with this referral \_\_\_\_\_

10. Total number of status offenses associated with this referral \_\_\_\_\_

11. Total number of prior law violations for this juvenile \_\_\_\_\_

12. Total number of prior status offenses for this juvenile \_\_\_\_\_

13. Total number of prior abuse/neglect reports for this juvenile \_\_\_\_\_

14. Source of referral \_\_\_\_\_ (Choose one.)

01 Law enforcement agency	04 Div. of Family Services	07 Juvenile Court personnel	10 Parent
02 School personnel	05 Private social agency	08 Other Juvenile Court	11 Other relative
03 Department of Mental Health	06 Public social agency	09 Victim or self referral	12 Other (specify) _____

15a. Was there placement in a Secure Juvenile Detention Facility for this referral?  
 (1) Yes (2) No If No, proceed to 16a.

b. Was detention less than 24 hours?  
 (1) Yes (2) No

c. If detention was 24 hours or more, number of days in detention for this referral  
 \_\_\_\_\_

d. Was the juvenile placed in secure detention for violating a prior valid court order?  
 (1) Yes (2) No Proceed to 16a.

16a. Was there Other Prehearing Placement for this referral?  
 (1) Yes (2) No If No, proceed to 17.

b. Was placement less than 24 hours?  
 (1) Yes (2) No

c. If placement was 24 hours or more, number of days in prehearing placement for this referral  
 \_\_\_\_\_

d. Type of facility \_\_\_\_\_

(1) Foster home	(2) Group foster home
(3) Group home	(4) Institution/facility
(5) Other (specify) _____	

e. Operator of facility \_\_\_\_\_

(1) DFS	(2) DMH	(3) Juvenile Court
(4) City/county government	(5) Private	
(6) Other (specify) _____		

17. Date of disposition for this referral \_\_\_\_\_  
Month Day Year

18. Choose from one of the codes listed below to describe the Finding/Outcome for this referral \_\_\_\_\_  
 (If code "01" is used, answer 19a. If either code "02" or "08" is used, answer 19b. If any other code is used, proceed to 20.)

01 Allegation found true (with petition) and juvenile receives out-of-home placement (Designate below in question 19a.)	07 Informal adjustment without supervision
02 Allegation found true (with petition) and juvenile receives in-home services (Designate below in question 19b.)	08 Informal adjustment with supervision (Designate below in question 19b.)
03 Allegation found true (with petition) and juvenile receives no services	09 Informal adjustment, no action
04 Allegation found not true (with petition)	10 Transfer to other Juvenile Court with county number _____
05 Sustain motion to dismiss (with petition)	11 Transfer to other agency _____ <small>(Use agency codes listed under question 19.)</small>
06 Sustain motion to dismiss for certification (with petition)	12 Referral rejected

19a. Type of out-of-home placement received \_\_\_\_\_ 19b. Type of in-home services received \_\_\_\_\_

1 Court Residential Care Services	4 Div. of Family Services	7 Private agency (specify) _____
2 Court Probation Supervision	5 Div. of Youth Services	8 Public agency (specify) _____
3 Department of Mental Health	6 Relative	9 Other (specify) _____

20. NAME OF PERSON COMPLETING THIS FORM \_\_\_\_\_

SEND COMPLETED FORMS TO: RESEARCH & EVALUATION, DEPARTMENT OF SOCIAL SERVICES, P.O. BOX 1527, JEFFERSON CITY, MISSOURI 65102. IF YOU WANT A COPY OF THE INSTRUCTIONS OR HAVE ANY QUESTIONS, WRITE TO ADDRESS ABOVE OR CALL (314) 751-3060.

## APPENDIX B

### JUVENILE COURT STATISTICS - 1989

#### TABLE OF CIRCUIT BY REFTYPE

CIRCUIT	REFTYPE	FREQUENCY PERCENT				TOTAL
		NON-OFFENDER	NON-VIOLENT	STATUS	VIOLENT	
CIRCUIT #1		64	60	96	24	244 0.39
		0.10	0.10	0.15	0.04	
		26.23	24.59	39.34	9.84	
		0.53	0.19	0.70	0.44	
CIRCUIT #2		184	179	110	15	488 0.77
		0.29	0.28	0.17	0.02	
		37.70	36.68	22.54	3.07	
		1.52	0.57	0.80	0.27	
CIRCUIT #3		48	115	44	11	218 0.35
		0.08	0.18	0.07	0.02	
		22.02	52.75	20.18	5.05	
		0.40	0.36	0.32	0.20	
CIRCUIT #4		84	170	82	15	351 0.56
		0.13	0.27	0.13	0.02	
		23.93	48.43	23.36	4.27	
		0.69	0.54	0.60	0.27	
CIRCUIT #5		152	630	371	101	1254 1.99
		0.24	1.00	0.59	0.16	
		12.12	50.24	29.59	8.05	
		1.25	1.99	2.70	1.83	
CIRCUIT #6		41	236	50	47	374 0.59
		0.07	0.37	0.08	0.07	
		10.96	63.10	13.37	12.57	
		0.34	0.75	0.36	0.85	
CIRCUIT #7		139	599	146	75	959 1.52
		0.22	0.95	0.23	0.12	
		14.49	62.46	15.22	7.82	
		1.15	1.89	1.06	1.36	
-CIRCUIT #8		58	229	67	57	411 0.65
		0.09	0.36	0.11	0.09	
		14.11	55.72	16.30	13.87	
		0.48	0.72	0.49	1.03	
TOTAL		12138	31671	13728	5514	63051 100.00
		19.25	50.23	21.77	8.75	

-(CONTINUED)

### JUVENILE COURT STATISTICS - 1989

#### TABLE OF CIRCUIT BY REFTYPE

CIRCUIT	REFTYPE	FREQUENCY PERCENT				TOTAL
		NON-OFFENDER	NON-VIOLENT	STATUS	VIOLENT	
CIRCUIT #9		3	66	26	2	97 0.15
		0.00	0.10	0.04	0.00	
		3.09	68.04	26.80	2.06	
		0.02	0.21	0.19	0.04	
CIRCUIT #10		273	329	281	67	950 1.51
		0.43	0.52	0.45	0.11	
		28.74	34.63	29.58	7.05	
		2.25	1.04	2.05	1.22	
CIRCUIT #11		82	1362	759	205	2408 3.82
		0.13	2.16	1.20	0.33	
		3.41	56.56	31.52	8.51	
		0.68	4.30	5.53	3.72	
CIRCUIT #12		141	278	119	46	584 0.93
		0.22	0.44	0.19	0.07	
		24.14	47.60	20.38	7.88	
		1.16	0.88	0.87	0.83	
CIRCUIT #13		260	710	471	118	1559 2.47
		0.41	1.13	0.75	0.19	
		16.68	45.54	30.21	7.57	
		2.14	2.24	3.43	2.14	
CIRCUIT #14		41	166	55	18	280 0.44
		0.07	0.26	0.09	0.03	
		14.64	59.29	19.64	6.43	
		0.34	0.52	0.40	0.33	
CIRCUIT #15		88	280	114	53	535 0.85
		0.14	0.44	0.18	0.08	
		16.45	52.34	21.31	9.91	
		0.72	0.88	0.83	0.96	
-CIRCUIT #16		2799	3272	2055	791	8917 14.14
		4.44	5.19	3.26	1.25	
		31.39	36.69	23.05	8.87	
		23.06	10.33	14.97	14.35	
TOTAL		12138	31671	13728	5514	63051 100.00
		19.25	50.23	21.77	8.75	

-(CONTINUED)

JUVENILE COURT STATISTICS - 1989

TABLE OF CIRCUIT BY REFTYPE

CIRCUIT	REFTYPE				TOTAL
	NON-OFFENDER	NON-VIOLENT	STATUS	VIOLENT	
CIRCUIT #17	249 0.39 22.66 2.05	468 0.74 42.58 1.48	291 0.46 26.48 2.12	91 0.14 8.28 1.65	1099 1.74
CIRCUIT #18	27 0.04 6.37 0.22	234 0.37 55.19 0.74	141 0.22 33.25 1.03	22 0.03 5.19 0.40	424 0.67
CIRCUIT #19	117 0.19 14.85 0.96	318 0.50 40.36 1.00	294 0.47 37.31 2.14	59 0.09 7.49 1.07	788 1.25
CIRCUIT #20	67 0.11 8.68 0.55	484 0.77 62.69 1.53	119 0.19 15.41 0.87	102 0.16 13.21 1.85	772 1.22
CIRCUIT #21	1497 2.37 10.38 12.33	9574 15.18 66.39 30.23	2082 3.30 14.44 15.17	1268 2.01 8.79 23.00	14421 22.87
CIRCUIT #22	2223 3.53 23.80 18.31	4173 6.62 44.68 13.18	1805 2.86 19.33 13.15	1139 1.81 12.19 20.66	9340 14.81
CIRCUIT #23	177 0.28 13.97 1.46	707 1.12 55.80 2.23	220 0.35 17.36 1.60	163 0.26 12.87 2.96	1267 2.01
CIRCUIT #24	427 0.68 20.00 3.52	859 1.36 40.23 2.71	719 1.14 33.68 5.24	130 0.21 6.09 2.36	2135 3.39
TOTAL	12138 19.25	31671 50.23	13728 21.77	5514 8.75	63051 100.00

(CONTINUED)

JUVENILE COURT STATISTICS - 1989

TABLE OF CIRCUIT BY REFTYPE

CIRCUIT	REFTYPE				TOTAL
	NON-OFFENDER	NON-VIOLENT	STATUS	VIOLENT	
CIRCUIT #25	140 0.22 17.16 1.15	406 0.64 49.75 1.28	234 0.37 28.68 1.70	36 0.06 4.41 0.65	816 1.29
CIRCUIT #26	61 0.10 7.85 0.50	461 0.73 59.33 1.46	182 0.29 23.42 1.33	73 0.12 9.40 1.32	777 1.23
CIRCUIT #27	148 0.23 24.42 1.22	273 0.43 45.05 0.86	141 0.22 23.27 1.03	44 0.07 7.26 0.80	606 0.96
CIRCUIT #28	57 0.09 17.65 0.47	147 0.23 45.51 0.46	101 0.16 31.27 0.74	18 0.03 5.57 0.33	323 0.51
CIRCUIT #29	259 0.41 41.31 2.13	204 0.32 32.54 0.64	127 0.20 20.26 0.93	37 0.06 5.90 0.67	627 0.99
CIRCUIT #30	66 0.10 16.10 0.54	234 0.37 57.07 0.74	93 0.15 22.68 0.68	17 0.03 4.15 0.31	410 0.65
CIRCUIT #31	593 0.94 27.45 4.89	981 1.56 45.42 3.10	407 0.65 18.84 2.96	179 0.28 8.29 3.25	2160 3.43
CIRCUIT #32	120 0.19 10.52 0.99	500 0.79 43.82 1.58	426 0.68 37.34 3.10	95 0.15 8.33 1.72	1141 1.81
TOTAL	12138 19.25	31671 50.23	13728 21.77	5514 8.75	63051 100.00

(CONTINUED)

JUVENILE COURT STATISTICS - 1989

TABLE OF CIRCUIT BY REFTYPE

CIRCUIT	REFTYPE	FREQUENCY PERCENT ROW PCT COL PCT				TOTAL
		NON-OFFENDER	NON-VIOLENT	STATUS	VIOLENT	
CIRCUIT #33		114 0.18 15.04 0.94	369 0.59 48.68 1.17	216 0.34 28.50 1.57	59 0.09 7.78 1.07	758 1.20
CIRCUIT #34		37 0.06 5.51 0.30	405 0.64 60.36 1.28	146 0.23 21.76 1.06	83 0.13 12.37 1.51	671 1.06
CIRCUIT #35		37 0.06 14.57 0.30	168 0.27 66.14 0.53	29 0.05 11.42 0.21	20 0.03 7.87 0.36	254 0.40
CIRCUIT #36		62 0.10 15.82 0.51	228 0.36 58.16 0.72	77 0.12 19.64 0.56	25 0.04 6.38 0.45	392 0.62
CIRCUIT #37		39 0.06 10.10 0.32	219 0.35 56.74 0.69	113 0.18 29.27 0.82	15 0.02 3.89 0.27	386 0.61
CIRCUIT #38		79 0.13 20.57 0.65	173 0.27 45.05 0.55	117 0.19 30.47 0.85	15 0.02 3.91 0.27	384 0.61
CIRCUIT #39		205 0.33 25.28 1.69	358 0.57 44.14 1.13	187 0.30 23.06 1.36	61 0.10 7.52 1.11	811 1.29
CIRCUIT #40		238 0.38 36.17 1.96	297 0.47 45.14 0.94	103 0.16 15.65 0.75	20 0.03 3.04 0.36	658 1.04
TOTAL		12138 19.25	31671 50.23	13728 21.77	5514 8.75	63051 100.00

(CONTINUED)

JUVENILE COURT STATISTICS - 1989

TABLE OF CIRCUIT BY REFTYPE

CIRCUIT	REFTYPE	FREQUENCY PERCENT ROW PCT COL PCT				TOTAL
		NON-OFFENDER	NON-VIOLENT	STATUS	VIOLENT	
CIRCUIT #41		80 0.13 13.75 0.66	224 0.36 38.49 0.71	242 0.38 41.58 1.76	36 0.06 6.19 0.65	582 0.92
CIRCUIT #42		86 0.14 19.82 0.71	211 0.33 48.62 0.67	103 0.16 23.73 0.75	34 0.05 7.83 0.62	434 0.69
CIRCUIT #43		395 0.63 52.11 3.25	228 0.36 30.08 0.72	111 0.18 14.64 0.81	24 0.04 3.17 0.44	758 1.20
CIRCUIT #44		81 0.13 35.53 0.67	87 0.14 38.16 0.27	56 0.09 24.56 0.41	4 0.01 1.75 0.07	228 0.36
TOTAL		12138 19.25	31671 50.23	13728 21.77	5514 8.75	63051 100.00

# APPENDIX C

## POPULATION PROJECTIONS FOR THE YEAR 2000

COUNTY	14 & UNDER 15 - 19		COUNTY	14 & UNDER 15 - 19	
ADAIR	3817	2652	JOHNSON	6070	4897
ANDREW	4062	1115	KNOX	704	199
ATCHISON	1242	553	LACLEDE	6168	2100
AUDRAIN	4539	1699	LAFAYETTE	5081	1990
BARRY	5600	2274	LAWRENCE	7156	2541
BARTON	2940	992	LEWIS	1758	788
BATES	2986	1204	LINCOLN	7814	2364
BENTON	1773	685	LINN	2425	960
BOLLINGER	2319	773	LIVINGSTON	2721	888
BOONE	15203	11145	MACON	3265	1049
BUCHANAN	16478	5725	MADISON	2090	740
BUTLER	7142	2556	MARIES	1358	531
CALDWELL	1353	446	MARION	5675	2176
CALLAWAY	5458	2195	MCDONALD	2830	1072
CAMDEN	6093	2342	MERCER	570	239
CAPE GIRARDEAU	11246	5614	MILLER	5501	1942
CARROLL	1753	585	MISSISSIPPI	3323	1111
CARTER	1107	675	MONITEAU	3040	1251
CASS	14570	4787	MONROE	1910	609
CEDAR	1302	592	MONTGOMERY	2091	739
CHARITON	1924	662	MORGAN	2930	968
CHRISTIAN	6457	1956	NEW MADRID	5314	1644
CLARK	1144	401	NEWTON	9478	3733
CLAY	29701	9992	NODAWAY	3617	2251
CLINTON	3657	1382	OREGON	1603	552
COLE	13757	4322	OSAGE	2946	855
COOPER	3731	1379	OZARK	1536	510
CRAWFORD	4400	1360	PEMISCOT	5483	1807
DADE	1280	489	PERRY	3679	1464
DALLAS	3007	968	PETTIS	7819	2634
DAVISS	1441	547	PHELPS	6049	3677
DE KALB	1487	537	PIKE	3551	973
DENT	2231	866	PLATTE	14906	3586
DOUGLAS	2994	1019	POLK	3316	1537
DUNKLIN	6197	2152	PULASKI	9570	10707
FRANKLIN	20552	6977	PUTNAM	615	231
GASCONADE	2272	987	RALLS	1933	711
GENTRY	1339	436	RANDOLPH	6244	2137
GREENE	37754	17402	RAY	5134	1589
GRUNDY	1363	469	REYNOLDS	1266	349
HARRISON	1472	588	RIPLEY	2081	742
HENRY	4496	1121	SALINE	4735	1652
HICKORY	1385	497	SCHUYLER	787	232
HOLT	1143	301	SCOTLAND	1057	330
HOWARD	1855	946	SCOTT	9186	2979
HOWELL	6588	2426	SHANNON	1290	557
IRON	1886	601	SHELBY	1211	450
JACKSON	126000	45424	ST. CHARLES	60252	17371
JASPER	19072	6718	ST. CLAIR	1309	558
JEFFERSON	51415	14256	ST. FRANCOIS	9633	3502

**COUNTY****14 & UNDER 15 - 19**

ST. LOUIS	206000	64821
ST. LOUIS CITY	78056	31308
STE. GENEVIEVE	3375	1065
STODDARD	5304	1849
STONE	3575	849
SULLIVAN	1175	415
TANEY	5199	2457
TEXAS	5326	1721
VERNON	3544	1288
WARREN	5194	1800
WASHINGTON	4583	1681
WAYNE	2123	737
WEBSTER	6337	1656
WORTH	360	102
WRIGHT	3748	1380

# APPENDIX D

## JUVENILE DETENTION FACILITIES

1990

### INCIDENTS OF NON-COMPLIANCE WITH JJDP DEINSTITUTIONALIZATION REQUIREMENTS (By Circuit Originating Detention)

Circuit	Pre/Post										Out of State Runaways*	Total
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept			
<u>1</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>2</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>3</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>4</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>5</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>6</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>7</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>8</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>9</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>10</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>11</u>	0/0*	1/0	0/0*	0/0	0/0	0/0	0/0	0/0	0/0	0/0	4*	4*1/0
<u>12</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>13</u>	0/0	0/0	0/0	0/0	1/0	0/0	0/0	0/0	0/0	0/0	0	1/0
<u>14</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>15</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>16</u>	2/0*	0/1*	1/0	0/0	0/0	0/0*	0/0	0/0*	2/0*		6*	6*5/1
<u>16M</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>17</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>18</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>19</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>20</u>	0/0	0/0	0/0*	0/0	0/0	0/0	0/0	0/0	0/0	0/0	2*	2*0/0
<u>21</u>	2/0	0/0	0/0*	0/0	0/0	0/0	0/0	0/0*	0/0		2*	2*2/0
<u>22</u>	1/0*	0/0	0/0	1/0	0/0	1/0	0/0	1/0	0/0		3*	3*4/0



**JUVENILE DETENTION FACILITIES**

1990

**INCIDENTS OF NON-COMPLIANCE WITH JJDP DEINSTITUTIONALIZATION REQUIREMENTS  
(By Circuit Originating Detention)**

Circuit										Out of State Runaways*	Total
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept		
<u>23</u>	0/0	0/0	1/0	0/0	0/0	0/0	0/0	1/0	3/0	0	5/0
<u>24</u>	0/0	0/1	0/0	0/0	0/0	0/0	0/0	0/0	0/1	0	0/2
<u>25</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>26</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>27</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>28</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>29</u>	0/0	0/0	1/0	0/0	0/0	0/0	0/0	0/0	0/0	0	1/0
<u>30</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>31</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>32</u>	0/1	0/0	0/0	0/2	0/1	0/0	0/0	0/2	0/0	0	0/6
<u>33</u>	0/1	0/1	0/1	0/2	0/1	0/0	1/1	0/0	0/0	0	1/7
<u>34</u>	0/1	0/0	0/0	0/0	0/1	0/0	0/0	0/0	0/1	0	0/3
<u>35</u>	0/0	0/0	0/0	0/0	0/2	1/0	0/0	0/0	0/0	0	1/2
<u>36</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>37</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>38</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>39</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>40</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>41</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>42</u>	0/0	0/0	0/0	0/0	0/0	0/1	0/1	0/0	0/0	0	0/2
<u>43</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<u>44</u>	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0	0/0
<b>Total</b>	<b>5/3</b>	<b>1/3</b>	<b>3/1</b>	<b>1/4</b>	<b>1/3</b>	<b>2/1</b>	<b>1/2</b>	<b>2/2</b>	<b>5/2</b>	<b>17*</b>	<b>17*21/21</b>

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