

State of Alaska
FY2013 Governor's Operating Budget

Department of Health and Social Services
Juvenile Justice
Results Delivery Unit Budget Summary

Juvenile Justice Results Delivery Unit

Contribution to Department's Mission

Hold juvenile offenders accountable for their behavior, promote the safety and restoration of victims and communities, and assist offenders and their families in developing skills to prevent crime.

Core Services

- Short-term secure detention
- Court-ordered institutional treatment for juvenile offenders
- Intake investigation management of informal or formal response
- Probation supervision and monitoring
- Juvenile offender skill development

Results at a Glance

(Additional performance information is available on the web at <http://omb.alaska.gov/results>.)

End Result A: Improve the ability to hold juvenile offenders accountable for their behavior.

- Target #1: Reduce percentage of juveniles who reoffend following release from institutional treatment facilities to less than 33%.
- Status #1: The recidivism rate for juveniles released from secure treatment in FY2009 and followed up in FY2011 was 44%, an increase over last year. The division did not meet its target of having a recidivism rate of less than 33% for this population.
- Target #2: Reduce percentage of juveniles who reoffend following completion of formal court-ordered probation supervision to less than the average rate in the three prior years (28%).
- Status #2: The division met its goal of having a recidivism rate for its juvenile probation population that was less than the average rate for the previous three years. The recidivism rate for the population released in FY2009 and followed up by FY2011 was 23%. The three-year average rate for FY2008-2010 was 28%.
- Target #3: Alaska's juvenile offense rate will be reduced by 5% over a two-year period.
- Status #3: Reports of juvenile activity from law enforcement resumed their decline in FY2011, with referrals to the Division of Juvenile Justice declining by 4.2% compared with FY2009 and by 4.7% compared with FY2010.
- Target #4: Divert at least 70% of youth referred to the division away from formal court processes as appropriate, given their risks, needs, and the seriousness of their offenses.
- Status #4: The percentage of juveniles diverted from formal court processes was 65%, a percentage similar to that for previous years.
- Target #5: Improve the amount of restitution paid at the time of case closure to 100% of what was requested or ordered.
- Status #5: The percentage of restitution orders and requests completed successfully in FY2011 was 87.07%, a percentage similar to that for previous years. A total of 147 orders or requests for restitution were closed in FY2011 and of these, 128 were completed successfully. This represents \$69,991.12 in total restitution ordered and requested, of which \$57,894.62 was paid.
- Target #6: Improve the amount of community work service performed by juvenile offenders to 100% of what was ordered or requested.
- Status #6: The percentage of community work service episodes completed successfully during FY2011 was 71%, a percentage similar to that for previous years. A total of 577 episodes of community work service episodes were closed in FY2011 and of these 411 were completed successfully. This represents a total of 18,483 hours of community work service requested or ordered, of which 14,515 hours were completed.
- Target #7: Reduce substance abuse risk among juveniles as measured by the division's assessment instrument.
- Status #7: The target to reduce substance abuse risk among juveniles as a percentage of those assessed as low risk for substance abuse upon the completion of Division of Juvenile Justice services was not met. The

percentage of juveniles assessed as low risk decreased from 56% in FY2010 to 50% in FY2011. The number assessed as moderate risk increased from 32% to 38%, and the percentage of youth assessed as high risk remained unchanged at 12% between FY2010 and FY2011.

Strategy A1: Improve the timeliness of response to juvenile offenses.

Target #1: Eighty percent of juvenile referrals will receive an active response within 30 days from the date that the report is received from law enforcement.

Status #1: The goal for responding to referrals (reports from law enforcement of juvenile activity) was met, with 85% of reports responded to within 30 days. The average response time for juvenile probation staff to respond to referrals was 17.8 days, a response time consistent with that for previous years.

Strategy A2: Improve the division's success in achieving compliance with audit guidelines for juvenile probation officers as specified in the Division of Juvenile Justice (DJJ) field probation policy and procedure manual.

Target #1: Increase the percentage of juveniles assessed for substance abuse risk to 100%.

Status #1: In FY2011, 82% of juveniles referred to the division from law enforcement agencies were screened for substance abuse according to policy guidelines, reflecting a gradual improvement in implementation of this policy since its implementation in mid-FY2009.

Key RDU Challenges

Facilities Safety and Security Master Plan:

The division's aging youth facilities are becoming increasingly difficult to maintain as these buildings sustain hard use 24/7 in challenging climates, ranging from the cold arctic climate at the Bethel Facility to the damp Southeast climate at Juneau's Johnson Youth Center. Severe overcrowding for probation staff remains a serious concern in most probation offices but especially in those offices co-located with a DJJ facility. In Bethel and Anchorage, numerous probation officers often share a single person office, making it extremely challenging to meet with clients or families, conduct thorough and confidential risk/need assessments, or interface with service providers to ensure appropriate services to promote positive juvenile outcomes. Both the Johnson Youth Center and the Fairbanks Youth Facility are plagued with structural and utilization problems that need to be addressed if these facilities are to offer secure, safe services.

In the summer of 2007, a study was commissioned to identify significant safety and security breaches within the four oldest facilities. The study has recommended the need to renovate several areas of each of the four facilities. The first of four phases for the McLaughlin Youth Center renovation was funded and is underway. The division was able to obtain funding for Phase I for the Johnson Youth Center in FY2011. The current challenge is to receive funding for the two remaining facilities: The Bethel Youth Facility and the Fairbanks Youth Facility. Funding for the Bethel Youth Facility renovation is presently the top capital priority for the division.

Appropriate Staffing:

The McLaughlin Youth Center and the Johnson Youth Center lack the appropriate number of staff to meet the standards of the Prison Rape Elimination Act. Several units are not adequately covered with at least two staff for grave shifts. This means that the division may not be providing the safety and security to staff and youth that is necessary. Without incurring overtime costs or hiring non-perms to do this work, the division can be held liable for the safety of the youth.

Safety and Security:

The Division of Juvenile Justice is working with other Federal, State, and local emergency services as part of the development of a Alaska Land Mobile Radio (ALMR) communication system that can be shared among appropriate entities. The division's involvement will allow for better communication between DJJ Probation and Facilities at all times but especially during emergencies.

Quality Assurance:

Although the division has reallocated positions to help provide some measure of quality assurance, the division continues toward providing the scrutiny and oversight necessary to assure that DJJ facilities and probation services are contributing to public safety and positive outcomes for youth. The most effective way the division can reduce recidivism and assure public safety is by accurately identifying juveniles' needs and the interventions that will help

them lead crime-free lives. The most pressing need is oversight of the division's use of the Youth Level of Services/Case Management Inventory (YLS/CMI), a highly regarded, extensively researched instrument adopted by the division in 2005; and for evaluation of the effectiveness and use of Aggression Replacement Training (ART), a nationally recognized program proven to reduce aggression and social skills problems in youth. Both initiatives require that staff maintain fidelity to the prescribed implementation and delivery model. Correct implementation of the YLS assessment and evidence-based programs such as ART program can be expected to reduce recidivism among youth; improper implementation could lead to youth being incorrectly assessed and trained, and has been demonstrated to lead to more delinquent behaviors among juveniles.

Training:

Adequate staff training remains a critical need for the division. This need has received minimal attention over the years, given the daunting logistical challenges of training a workforce spread out over the entire state. However, with increased emphasis on best practices at all levels of the division (particularly with regard to safety and security, client behavioral management, legal issues, mental health issues), the need to provide adequate training to all employees has become impossible to ignore. Even veteran staff report a need for improved training, and recent staff climate surveys and exit interviews further document this need. The situation is exacerbated by staff turnover. The division is eager to explore ways to deliver effective training in a cost-effective manner to employees that takes full advantage of technology and collaboration with other agencies offering similar services. The division received assistance on this issue by way of federal technical assistance. The recommendations included expanding our current one-person training unit, taking advantage of skills already present within the division, and making use of cost-effective training methods such as online training and training through video conference.

Significant Changes in Results to be Delivered in FY2013

- The division hired a rural specialist in October of 2011. As the incumbent gains knowledge of the division's services, we expect that she will begin to proactively engage the local communities, treatment providers and natural support in rural communities in a planning process to assist youth returning to their rural communities in conjunction with the Division of Juvenile Justice. Prevention and/or early intervention activities will be developed, and recommendations for training efforts, etc., to reduce the risk of local youth contact with the juvenile justice system will be made.
- The division's policy and planning team that was created in FY2011 has worked on several division policies. The team was developed to coordinate the development and review of policies and procedures that enhance the operation of facility, probation, and state office services. The team is currently developing a policy for background checks to ensure that its workers are of high quality and that standards are uniform statewide. By late FY2012, it is expected that the policy will be in place. By FY2013, the division anticipates that any problems with the policy will be reviewed and addressed.
- Based on the recommendations of a mental health technical assistance assessment, the policy and planning team is developing a policy for the implementation the Massachusetts Youth Screening Instrument Version 2 (MAYSI-2) for all youth admitted to detention units. The MAYSI-2 alerts staff to a youth's potential mental/emotional distress and certain behavior problems indicating the need for a possible response and/or intervention. It is expected that by FY2013, the policy will be in place and the screening instrument will be performed consistently around the state.
- The team is also developing a statewide transitional services policy to enhance the division's efforts to improve the juvenile's successful reentry into the community and to reduce recidivism, based on the nationally recognized Intensive Aftercare Program (IAP) Model. During FY2013, the division anticipates that the policy will be in place and that changes will be made around the state to ensure the policy is followed.
- With the addition of line staff in Anchorage and Juneau, grave shifts will be appropriately covered.

Major RDU Accomplishments in 2011

The Division of Juvenile Justice (DJJ) continued to develop and refine its systemic improvement efforts geared toward improving services and adopting a best-practice approach to juvenile justice to improve juvenile and system outcomes. Specific accomplishments include:

Attention to the Mental Health Needs of Alaska's Juveniles:

- Division staff continued efforts geared toward entering diagnostic information about juveniles in the division's management information system to document behavioral health issues among youth. The division continued a partnership with the Alaska Mental Health Trust Authority to increase and improve mental health clinician services for juveniles. In FY2009, the division had 12 mental health clinicians based in juvenile facilities around the state where they can work with division staff, close to the families of the youth they serve. The legislature funded one additional mental health clinical position for the Anchorage Probation Office in FY2010, which resulted in providing family intervention to youth through the application of a treatment model entitled Parenting with Love and Limits. Through the Bring the Kids Home initiative, the division continued to bring rural families to the facilities to participate in family counseling with their youth. Clinicians also traveled to rural villages to work with the families and their youth who were transitioning home. The newly available video-conferencing equipment is making significant impact on the ability of DJJ's mental health clinicians to provide clinical follow-up for discharged youth, youth and family counseling, guidance for field staff, and crisis intervention services.
- The division has more fully developed behavioral health services for juveniles within detention and treatment facilities. A very thorough statewide Suicide Prevention Policy and Procedure has been integrated into facility work such that all youth in juvenile facilities are screened for suicide risk and related needs addressed. Clinical services such as crisis intervention, assessment, treatment consultation, staff training, referral, and some family counseling have been integrated into operations. While needs for clinical services are not fully met, each juvenile facility across the state has been able to address many of the immediate behavioral health needs that juveniles present.

Improved Quality Assurance:

- Staff resources have continued to be re-assigned to quality assurance (QA) functions in the past fiscal year and have allowed the division to take a more systematic approach to evaluating and improving services provided. Division managers are able to receive an increasing number of automated reports that help them manage and evaluate the work being done in their areas. A quality assurance workgroup continued to meet regularly throughout FY2011 to guide these efforts.

Collaboration with Various Department and Community Agencies:

The division continues to work on collaborating with other agencies to provide wrap-around services for the youth we serve.

- Continue representing the department via the Joint Management Team. During FY2011, this team continued to work to ensure the success of the Bring the Kids Home project.
- The division has developed a partnership with the Division of Behavioral Health and the Mental Health Trust Authority as well as other organizations to work on the Comprehensive Mental Health Integrated Plan for the department. This work continued in FY2011.
- The Reclaiming Futures Project in Anchorage has been a successful collaboration with the court system and Volunteers of America.
- The division also contributed expertise and organizational guidance towards the development of the Step-Up Program in Anchorage to provide educational services for youth who have been expelled from school or have otherwise exhausted all their educational options. The Anchorage School District and Nine Star Education and Employment Services are other partners in this effort. The Step-Up Program opened in Fall 2009 with a small group of students and is expanding in FY2012.
- DJJ continued to work with the Office of Children's Services to develop protocols to better manage youth who are under the jurisdiction of both agencies. DJJ is updating its policy and procedure manual for field services to better reflect the collaborative way in which the division continues to work with the Office of Children's Services and its other departmental partners.

- DJJ has partnered with the department's other divisions in an effort entitled Families First. This key project requires the collaboration of division partners providing support services for Alaska's families. Through inter-divisional communication, cooperation, and planning, the supportive entities can offer a more effective and efficient response to family needs.
- The Division of Juvenile Justice has increased efforts to turn the curve on the high rate of recidivism of Alaska Native youth through creation of the AK Native Recidivism Committee, which now advises division leadership on steps to improve services; increased collaboration with rural communities; improved transitional services; cross-cultural training for staff; development of the DJJ Minority Recruitment and Retention workgroup; and establishment of an interdisciplinary and interdepartmental leadership team to learn how to more effectively support the strengths and diversity of rural communities. Other efforts to address the needs of Alaska Native juveniles include seeking guidance from the Alaska Tribal Health Directors, First Alaskans Institute, the Alaska Native Justice Center, and other organizations representing Alaska's indigenous population. Additionally, DJJ is collaborating with the federal Tribal Youth Program (TYP) staff responsible for coordinating TYP services in Alaska and assisting community groups in Fairbanks and Anchorage to directly address Disproportionate Minority Contact in their communities.

Continued Participation in the Performance-based Standards System:

- All of the facilities continue to participate successfully in the national quality assurance program Performance-based Standards, and all have attained at least level 2 of the four level system. Seven of the 12 units reached Level 3 during FY2011.

Strategic Planning:

- The Division is utilizing Results-Based Accountability to focus effort and resources, assess programs, adjust strategies/action plans, and improve outcomes. The five key areas are: (1) Alaska Native Recidivism, (2) Behavioral Health Recidivism, (3) Substance Abuse, (4) Education and Employment, and (5) Overall Recidivism. The division has identified potential partners at the local and statewide level that have a role in addressing these key areas.

Contact Information
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**Juvenile Justice
RDU Financial Summary by Component**

All dollars shown in thousands

	FY2011 Actuals				FY2012 Management Plan				FY2013 Governor			
	UGF+DGF Funds	Other Funds	Federal Funds	Total Funds	UGF+DGF Funds	Other Funds	Federal Funds	Total Funds	UGF+DGF Funds	Other Funds	Federal Funds	Total Funds
Formula Expenditures None.												
Non-Formula Expenditures												
McLaughlin Youth Center	17,697.0	569.2	0.0	18,266.2	17,886.8	369.4	1.0	18,257.2	18,583.1	362.2	1.0	18,946.3
Mat-Su Youth Facility	2,045.0	29.1	0.0	2,074.1	2,133.7	35.0	0.5	2,169.2	2,179.9	35.0	0.5	2,215.4
Kenai Peninsula Youth Facility	1,764.1	18.4	0.0	1,782.5	1,791.3	30.0	1.0	1,822.3	1,830.1	30.0	1.0	1,861.1
Fairbanks Youth Facility	4,593.2	68.8	0.0	4,662.0	4,625.2	74.8	4.5	4,704.5	4,725.1	74.8	4.5	4,804.4
Bethel Youth Facility	3,692.1	40.8	0.0	3,732.9	3,914.0	48.3	3.0	3,965.3	4,120.1	48.3	3.0	4,171.4
Nome Youth Facility	2,300.2	0.0	0.0	2,300.2	2,654.6	0.0	2.0	2,656.6	2,704.6	0.0	2.0	2,706.6
Johnson Youth Center	3,617.8	58.9	0.5	3,677.2	3,774.7	78.1	2.2	3,855.0	4,128.5	78.1	2.2	4,208.8
Ketchikan Regional Yth Facility	1,681.2	24.5	0.9	1,706.6	1,707.8	28.5	2.0	1,738.3	1,796.4	28.5	2.0	1,826.9
Probation Services	13,352.1	119.2	307.6	13,778.9	14,184.5	184.3	559.1	14,927.9	14,414.1	439.7	575.3	15,429.1
Delinquency Prevention Youth Courts	0.0	125.8	1,075.9	1,201.7	0.0	180.0	1,220.8	1,400.8	0.0	255.0	1,220.8	1,475.8
	417.0	12.0	20.0	449.0	529.4	0.0	0.0	529.4	529.4	0.0	0.0	529.4
Totals	51,159.7	1,066.7	1,404.9	53,631.3	53,202.0	1,028.4	1,796.1	56,026.5	55,011.3	1,351.6	1,812.3	58,175.2

Juvenile Justice
Summary of RDU Budget Changes by Component
From FY2012 Management Plan to FY2013 Governor

All dollars shown in thousands

	<u>Unrestricted</u> <u>Gen (UGF)</u>	<u>Designated</u> <u>Gen (DGF)</u>	<u>Other Funds</u>	<u>Federal</u> <u>Funds</u>	<u>Total Funds</u>
FY2012 Management Plan	53,202.0	0.0	1,028.4	1,796.1	56,026.5
Adjustments which will continue current level of service:					
-McLaughlin Youth Center	396.3	0.0	-7.2	0.0	389.1
-Mat-Su Youth Facility	46.2	0.0	0.0	0.0	46.2
-Kenai Peninsula Youth Facility	38.8	0.0	0.0	0.0	38.8
-Fairbanks Youth Facility	99.9	0.0	0.0	0.0	99.9
-Bethel Youth Facility	206.1	0.0	0.0	0.0	206.1
-Nome Youth Facility	50.0	0.0	0.0	0.0	50.0
-Johnson Youth Center	153.8	0.0	0.0	0.0	153.8
-Ketchikan Regional Yth Facility	88.6	0.0	0.0	0.0	88.6
-Probation Services	229.6	0.0	-108.4	16.2	137.4
Proposed budget increases:					
-McLaughlin Youth Center	300.0	0.0	0.0	0.0	300.0
-Johnson Youth Center	200.0	0.0	0.0	0.0	200.0
-Probation Services	0.0	0.0	363.8	0.0	363.8
-Delinquency Prevention	0.0	0.0	75.0	0.0	75.0
FY2013 Governor	55,011.3	0.0	1,351.6	1,812.3	58,175.2