

State of Alaska
FY2003 Governor's Operating Budget

Department of Health and Social Services
Juvenile Justice
Budget Request Unit Budget Summary

Juvenile Justice Budget Request Unit

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BRU Mission

The mission of the Division of Juvenile Justice is to 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.

Proposed change:

The mission of the Division of Juvenile Justice is to protect the public, hold juvenile offenders accountable for restoration of victims and communities, and assist juveniles to develop appropriate competencies.

BRU Services Provided

The Division operates youth facilities in Anchorage (McLaughlin Youth Center), the Mat-Su Valley, Fairbanks, Juneau (Johnson Youth Center), Bethel, and Nome. Expansion in Ketchikan will occur in FY2002. Probation offices are located in the same communities plus Sitka, Ketchikan, Petersburg, Kenai, Kodiak, Palmer, Dillingham, Homer, Valdez, Barrow, Delta Junction and Kotzebue.

BRU Goals and Strategies

The following are the goals for the Division of Juvenile Justice.

To provide serious, violent, and chronic juvenile offenders with secure sanctions to hold them accountable for their offenses, protect the public, and provide a structured treatment environment that is consistent with nationally recognized standards.

To protect the community from delinquency, to hold offenders accountable to repair the harm committed against victims and communities, and to equip juvenile offenders with the competencies necessary to live productively and responsibly in the community.

To ensure that the Division meets the needs of juvenile offenders, victims and communities through the provision of a range of community-based programs serving both urban and rural Alaska. To promote offender accountability by strengthening the juvenile justice system through partnering with other juvenile justice agencies. To promote quality programs that effectively meet the stated need.

Key BRU Issues for FY2002 – 2003

The significant lack of juvenile probation resources in rural locations and the inability of the Division of Juvenile Justice to provide appropriate responses to juvenile crimes and to ensure offender accountability, particularly given the increase in the rate and severity of offenses in some rural sites.

The recruitment and retention of staff at all levels has become problematic in general and in some locations is creating crisis situations. In general, recruitment in rural areas for youth counselor and probation staff and the subsequent retention of staff in these locations requires an inordinate amount of work on the part of DJJ managers. In spite of these extra efforts, the candidate pool remains both too small and largely under qualified. Even in a large community such as Juneau, recruitment of upper-level positions to the Division's state office has been very difficult. Additionally, recruitment for the superintendent of the new Ketchikan facility required multiple recruitment efforts and advertisement out of state. Ultimately the quality of the Division's programs depend upon the quality of staff we are able to hire and retain.

Facility Maintenance - aging facilities are increasingly difficult to maintain as these buildings sustain hard use 24/7 in challenging climates ranging from the damp climate of Southeast at the Johnson Youth Facility to the cold arctic climates at the Bethel and Nome Youth Facilities.

Additional key issues are included in the component level narrative.

Major BRU Accomplishments in 2001

The Division continued to provide thousands of hours of community service to a variety of State, Federal and non-profit agencies, ranging from stream bank restoration to growing vegetables in the summer and donating them to the local food bank.

The Alaska Native Intern program expanded to provide intern placements in Sitka, Bethel, Juneau, Fairbanks and Nome. This program has provided university interns with opportunities to obtain on-the-job probation experience while earning credits towards their degree. One previous intern was subsequently hired into a probation position with the agency.

The Division provided increased citizen education and input regarding juvenile justice issues through the Division of Juvenile Justice's (DJJ) citizen advisory group, the Alaska Juvenile Justice Advisory Committee (AJJAC). AJJAC activities in FY2001 included public meetings in Juneau and Bethel, bi-monthly public teleconferences at DJJ institutions, small focus groups with juvenile offenders and their families, collaboration with DJJ on allocating and monitoring grant funds, and submission of recommendations to the Governor, Legislature and DJJ.

AJJAC increased citizen advocacy for juvenile justice needs, including broad dissemination of AJJAC's annual report and recommendations, regular contact between AJJAC members and Alaska's state and federal legislators, and participation of three AJJAC members on committees of the national Coalition for Juvenile Justice.

Other Division of Juvenile Justice accomplishments in FY2001 were improved effectiveness working with other agency and community partners and improved effectiveness working with technology.

Improved effectiveness by working with other agency and community partners

Schools:

Mat Su School District: Partner with Mat Su on their federal grant to create the Assessment Center and creation of the alternative to detention afterschool program in the Mat-Su Youth Facility.

Anchorage School District: Creation of the Alternatives to Detention Program at MYC which targeted high-risk juveniles who had been suspended from school and were entering the juvenile justice system. Placement of probation officers in a number of Anchorage schools.

Delta School District: Partnered with Delta on their safe schools grant and funded a full-time probation officer in the school to increase safety by identifying high risk juveniles and working with them in the school.

Community agencies:

Boys and Girls Clubs of Alaska: Worked with this group in a number of communities to create programs that increased the opportunities for pro-social activities for juveniles as part of release planning or as alternatives to detention.

Alaska Native Justice Center, Cook Inlet Native Council, University of Alaska: Worked with these groups on grants and programs to make programs more relevant for minority clients and to bring more minority staff into the Division.

United Way, Hope Cottage, Municipality of Anchorage and others: Worked with these groups in community service activities and partnerships that provided opportunities for juveniles to complete community work service and "repair the harm" that their delinquency had inflicted on the community.

Improve Division effectiveness with technology

Juvenile Offender Information System (JOMIS):

The Division, using primarily federal funds, has developed a new management information system which will make vital information available to public safety agencies, the courts, and schools which will result in increased safety and efficiency. The implementation of JOMIS is expected to occur early in calendar year 2002. As part of JOMIS, the

Division has upgraded computer systems and equipment to be able to effectively use the system once it is on line.

Key Performance Measures for FY2003

Measure:

The percentage of Juvenile Offenders that Re-Offend.
Sec 80(b)(1) Ch 90 SLA 2001(HB 250)

Alaska's Target & Progress:

The percentage of Juvenile Offenders during FY2001 that Re-Offended was 56%.

The target for this measure is a re-offense rate of 65%. This was the Alaska statewide average re-offense rate in FY2000.

The Division of Juvenile Justice engaged in a series of involved internal discussions on re-offense measures before establishing the criteria used to produce this performance benchmark. Setting the benchmark to trigger the re-offense count at the point of conviction or subsequent adjudication eliminated those contacts with law enforcement which were dismissed or never pursued by the prosecutor. The established benchmark also excluded minor violations such as fish and game and traffic offenses which are not necessarily always indicative of criminal behavior. The two year time frame set a stringent standard for the Division, but with this time frame as the benchmark, the Division felt the measure was a reliable indicator as to the effectiveness of the Division's efforts to positively impact the non-re-offense rates by those who went through our programs. There is no single, nationally accepted re-offense standard or definition. Jurisdictions around the country vary widely in the way they measure re-offense data. Alaska's definition and re-offense outcome measure was structured in a fashion which the Division believes strikes a balance between what we believe can be reasonably measured while assessing criteria which give the Division, the Legislature and the public a meaningful measure to assess the effectiveness of the Division's programs and services.

Background and Strategies:

This measure consists of the re-offense rates of youth who have been released from a Juvenile Justice long-term treatment facility. A recidivist is a youth who, within 24 months of release from a long-term treatment facility, has obtained either: a new juvenile institutional order or, a new juvenile adjudication or an adult conviction.

Measure:

The percent of ordered restitution and community work service that is paid or performed by the Juvenile Offender.
Sec 80(b)(2) Ch 90 SLA 2001(HB 250)

Alaska's Target & Progress:

The FY2001 statewide Division of Juvenile Justice amount of Restitution ordered was \$349,660 and the amount paid by juvenile offenders was \$306,674, or 87.7% of what was ordered.

The FY2001 statewide Division of Juvenile Justice amount of Community Work Service hours ordered was 28,926 and the amount performed by juvenile offenders was 25,616, or 88.6% of what was ordered.

For the restitution measure the benchmark is 79%.

For the community work service measure the benchmark is 83%.

Background and Strategies:

This performance measure consists of two components that provide a gauge of the Division of Juvenile Justice's effectiveness with assisting delinquent youth in being accountable to his or her victim and community for their delinquent behavior, as well as the youth providing restoration to his or her victim and community for their delinquent behavior.

This measure consists of:

-The percentage of restitution paid for cases where there was a restitution order (either by the court or the Probation Officer). This measure shall be determined at case closure. Case closures occur when a court order has been given to

close a case, a court order has expired, or informal adjustment has been made by the Probation Officer.

-The percentage of community work service performed for cases where there was a community work service order (either by the court or the Probation Officer). This measure shall be determined at case closure. Case closures occur when a court order has been given to close a case, a court order has expired, or informal adjustment has been made by the Probation Officer.

Measure:

The number of escapes from Juvenile Institutions.
 Sec 80(b)(3) Ch 90 SLA 2001(HB 250)

Alaska's Target & Progress:

The following table reflects the institution escapes in FY2000 & FY2001

Division of Juvenile Justice		
Institutional Escapes		
Facility	FY2000	FY2001
Bethel Youth Facility	1	0
Fairbanks Youth Facility	2	*6
Johnson Youth Center	0	0
Mat-Su Youth Facility	**NA	2
McLaughlin Youth Facility	4	0
Nome Youth Facility	0	0
Total	7	8

*Four Fairbanks residents escaped during an outing to an Alcoholics Anonymous Meeting.

**The Mat-Su Facility opened in October 2000.

The benchmark for this measure is the average number of escapes that occurred during FY1995 through FY1997: 9.

Background and Strategies:

This performance measure provides a gauge of the Division of Juvenile Justice's effectiveness in providing safety to communities.

This measure consists of the number of youth in Juvenile Justice custody who escape from a Juvenile Justice institution. An escape is defined as an unauthorized departure of a youth from a secure juvenile facility or a secure unit in a facility, or from a direct staff-supervised activity such as court escort, a transfer to another facility, or supervised community activity.

Measure:

The rate of recidivism of youth in the juvenile justice system by region and by race.
 Sec 80(b)(4) Ch 90 SLA 2001(HB 250)

Alaska's Target & Progress:

The following table reflects the rate of recidivism of youth in the juvenile justice system by region and by race.

Division of Juvenile Justice			
Institutional Recidivism By Region			
FY2001			
Facility	Baseline*	%	#
Bethel Youth Facility	70%	75%	8
Fairbanks Youth Facility	65%	32%	19
Johnson Youth Center**	NA	NA	NA
McLaughlin Youth Facility	47%	59%	106
Total	65%	56%	133

*The baseline for youth facilities was established by averaging the rates of recidivism for each facility. For McLaughlin Youth Center there is more than ten years of data available. For all of the other facilities there is less data and comparisons should be viewed with caution. Additionally there are wide variations from year to year with McLaughlin data and the overall trend is more significant than any one year of data.

The target for the facilities is to maintain or decrease recidivism from the established baseline which was established at a re-offense rate of 65% in FY 2000 for all DJJ facilities.

**The treatment unit at Johnson Youth Center opened April 1999 and did not release youth until FY2000.

Division of Juvenile Justice Institutional Recidivism By Race FY2001		
Race	%	#
Caucasian	50%	78
African American	69%	13
Native American	66%	32
Asian/Pacific Islander	40%	5
Unknown	80%	5
Total	56%	133

These percentages should be interpreted with caution as they are based on a small number of occurrences. No statistically significant differences exists in the rate of recidivism by race.

The benchmark for this measure is a re-offense rate of 65%. This was the Alaska statewide average re-offense rate in FY2000.

The Division of Juvenile Justice engaged in a series of involved internal discussions on re-offense measures before establishing the criteria used to produce this performance measure. Setting the benchmark to trigger the re-offense count at the point of conviction or subsequent adjudication eliminated those contacts with law enforcement which were dismissed or never pursued by the prosecutor. The established benchmark also excluded minor violations such as fish and game and traffic offenses which are not necessarily always indicative of criminal behavior. The two year time frame set a stringent standard for the Division, but with this time frame as the benchmark, the Division felt the measure was a reliable indicator as to the effectiveness of the Division's efforts to positively impact the non-re-offense rates by those who went through our programs. There is no single, nationally accepted re-offense standard or definition. Jurisdictions around the country vary widely in the way they measure re-offense data. Alaska's definition and re-offense outcome measure was structured in a fashion which the Division believes strikes a balance between what we believe can be reasonably measured while assessing criteria which give the Division, the Legislature and the public a meaningful measure to assess the effectiveness of the Division's programs and services.

Background and Strategies:

This measure consists of the re-offense rates of youth who have been released from a Juvenile Justice long-term treatment facility. A recidivist is a youth who, within 24 months of release from a long-term treatment facility, has obtained either: a new juvenile institutional order or, a new juvenile adjudication or an adult conviction.

Measure:

The number of juvenile offenders who are maltreated while in state custody.
Sec 80(b)(5) Ch 90 SLA 2001(HB 250)

Alaska's Target & Progress:

The following table reflects the number of juvenile offenders who were maltreated while in state custody.

Division of Juvenile Justice Custodial Maltreatment
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Facility or Probation Region	*1st Quarter FY2002
Anchorage Region	3
Southcentral Region	0
Southeast Region	0
Northern Region	1
Bethel Youth Facility	0
Fairbanks Youth Facility	0
Johnson Youth Center	0
Mat-Su Youth Facility	0
McLaughlin Youth Center	1
Nome Youth Facility	0
Total	5

*Covering the period of July 1, 2001 through September 30, 2001.

During an average fiscal year quarter, the Division of Juvenile Justice has approximately 750 youth in custody at some point during the quarter.

Background and Strategies:

This measure consists of the number of Division of Juvenile Justice's youth who are the subject of a report to either the Division of Family Youth Services or a law enforcement agency that alleges maltreatment (i.e., neglect, physical abuse, sexual abuse, abandonment, or mental injury), where the alleged maltreatment occurred when the youth was in the legal custody of the Division of Juvenile Justice, regardless of where the child was placed. Placement could be in a youth facility, foster care home, or in a resident treatment home.

Measure:

The percent of juvenile intakes completed in 30 days or less.

Alaska's Target & Progress:

The following table reflects the percent of juvenile intakes completed in 30 days or less will increase over time.

Division of Juvenile Justice			
Percent of Referrals that Received a Response With 30 Days			
Probation Region	FY1999	FY2000	FY2001
Anchorage Region	77.0%	82.4% *	78.4% *
Southcentral Region	58.9%	66.6% *	64.5% *
Southeast Region	82.1%	83.8%	85.4% *
Northern Region	67.9%	56.2% *	70.0% *
Total	71.3%	72.3% *	74.1% *

*Indicates that these are preliminary numbers as there are a number of delinquency referrals where an intake decision had not been made as of November 1, 2001.

The benchmark for this measure is 69.9% of the juvenile intakes completed in 30 days or less.

Background and Strategies:

This performance measure provides a gauge of the Division of Juvenile Justice's effectiveness in providing swift action in response to delinquent activity. Swift responses assist the youth in being accountable to his or her victim and community for their delinquent behavior.

This measure consists of the percent of juvenile delinquency intakes where an intake disposition was determined within 30 days from the date the delinquency report was received by the Division of Juvenile Justice.

Measure:

The percent of referrals receiving an active.

Alaska's Target & Progress:

The following table reflects the percent of referrals receiving an active response will improve over time.

Division of Juvenile Justice			
Percent of Referrals that Received an Active Response			
	FY1999	FY2000	FY2001
Probation Region	94.3%	94.8% *	95.4% *
Anchorage Region	94.3%	94.3% *	94.3% *
Southcentral Region	93.3%	94.3% *	94.3% *
Southeast Region	94.4%	92.7%	96.3% *
Northern Region	92.9%	94.1% *	96.6% *
Total	93.7%	94.2% *	96.3% *

*Indicates that these are preliminary numbers as there are a number of delinquency referrals where an intake decision had not been made as of November 1, 2001.

The benchmark for this measure is 92% of referrals receiving an active response.

Background and Strategies:

This performance measure provides a gauge of the Division of Juvenile Justice's effectiveness in providing an active response to delinquent activity. Active responses assist the youth in being accountable to his or her victim and community for their delinquent behavior.

This measure consists of the percent of juvenile delinquency referrals that were met with an active response. Active responses include conferences with the offender and parents, referral for services, informal supervision or formal court action.

Juvenile Justice
BRU Financial Summary by Component

All dollars in thousands

	FY2001 Actuals				FY2002 Authorized				FY2003 Governor			
	General Funds	Federal Funds	Other Funds	Total Funds	General Funds	Federal Funds	Other Funds	Total Funds	General Funds	Federal Funds	Other Funds	Total Funds
Formula Expenditures												
None.												
Non-Formula Expenditures												
McLaughlin Youth Center	10,692.3	4.0	431.8	11,128.1	11,586.6	10.0	400.0	11,996.6	11,918.6	10.0	400.0	12,328.6
Fairbanks Youth Facility	2,881.2	40.5	91.2	3,012.9	2,762.2	46.2	76.8	2,885.2	2,839.8	47.7	76.8	2,964.3
Nome Youth Facility	751.7	0.0	3.2	754.9	684.9	0.0	0.0	684.9	700.8	0.0	0.0	700.8
Johnson Youth Center	2,454.3	5.1	74.7	2,534.1	2,418.4	5.1	76.6	2,500.1	2,478.0	5.3	76.6	2,559.9
Bethel Youth Facility	2,101.3	0.0	50.1	2,151.4	2,126.2	0.0	48.3	2,174.5	2,181.8	76.2	48.3	2,306.3
Mat-Su Youth Facility	1,171.6	21.3	7.2	1,200.1	1,415.8	0.0	15.0	1,430.8	1,452.2	0.0	15.0	1,467.2
Ketchikan Regional Yth Facility	120.8	0.0	0.0	120.8	1,007.0	0.0	0.0	1,007.0	1,138.0	0.0	0.0	1,138.0
Delinquency Prevention	89.0	2,514.9	125.0	2,728.9	89.0	3,203.0	0.0	3,292.0	89.0	2,787.5	0.0	2,876.5
Probation Services	7,437.5	541.5	319.2	8,298.2	7,015.3	518.5	408.0	7,941.8	7,717.1	883.7	416.6	9,017.4
Totals	27,699.7	3,127.3	1,102.4	31,929.4	29,105.4	3,782.8	1,024.7	33,912.9	30,515.3	3,810.4	1,033.3	35,359.0

Juvenile Justice

Proposed Changes in Levels of Service for FY2003

A new 10-bed facility is being constructed for the Ketchikan Regional area. The 10-bed combined facility will provide detention of youth who are awaiting court hearings or who are court-ordered into this facility for a brief period of time, up to 30 days (6 beds with lock-down capabilities) and short-term crisis respite and stabilization services for emotionally disturbed youth (4 beds staff secure).

Probation services will be increasingly community-centered through collaborative partnerships with a variety of locally based accountability programs.

Victim services will be increased through the creation of victim impact, mediation, and service coordination efforts.

Juvenile Justice

Summary of BRU Budget Changes by Component

From FY2002 Authorized to FY2003 Governor

All dollars in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2002 Authorized	29,105.4	3,782.8	1,024.7	33,912.9
Adjustments which will continue current level of service:				
-McLaughlin Youth Center	325.7	0.0	0.0	325.7
-Fairbanks Youth Facility	73.1	1.5	0.0	74.6
-Nome Youth Facility	15.9	0.0	0.0	15.9
-Johnson Youth Center	54.6	0.2	0.0	54.8
-Bethel Youth Facility	55.6	76.2	0.0	131.8
-Mat-Su Youth Facility	36.4	0.0	0.0	36.4
-Ketchikan Regional Yth Facility	20.9	0.0	0.0	20.9
-Delinquency Prevention	0.0	-415.5	0.0	-415.5
-Probation Services	200.0	365.2	8.6	573.8
Proposed budget increases:				
-McLaughlin Youth Center	6.3	0.0	0.0	6.3
-Fairbanks Youth Facility	4.5	0.0	0.0	4.5
-Johnson Youth Center	5.0	0.0	0.0	5.0
-Ketchikan Regional Yth Facility	110.1	0.0	0.0	110.1
-Probation Services	501.8	0.0	0.0	501.8
FY2003 Governor	30,515.3	3,810.4	1,033.3	35,359.0