

State of Alaska
FY2007 Governor's Operating Budget

Department of Health and Social Services
Probation Services
Component Budget Summary

Component: Probation Services

Contribution to Department's Mission

Probation Services exist to provide direct client services from the point of intake through ongoing supervision and re-entry support in addition to statewide agency management and oversight. Services are provided in a manner consistent with the mission of the Division of Juvenile Justice (DJJ) to address juvenile crime by promoting accountability, public safety and skill development.

Core Services

Probation Services includes a wide range of front line probation services, administrative program support and state level management and oversight functions. These services are broken down by service category.

Direct Probation Services

Probation officers assume a number of functions and responsibilities. The first task is to make a detention determination to authorize or deny a police officer's request to detain a juvenile following an arrest. Once a police investigation is received, the probation officer determines if there is sufficient probable cause evidence against the youth to take further action. Once jurisdiction has been established, the probation officer meets with the youth, family and the victim(s) involved in the case to decide if the matter can be handled informally through a community diversion plan or if the matter requires formal court intervention. If the matter is processed through a community diversion plan, the probation officer provides informal supervision to the youth until the diversion activity has been completed and the harm to the victim and community has been satisfactorily repaired. If the matter requires formal court action, the probation officer (in most offices around the state) prepares and files a delinquency petition with the court. The probation officer meets with the victim and provides information to them about their rights and opportunities to participate in the juvenile justice process. The probation officer offers direct support services to victims as well as a variety of referrals to appropriate community-based victim services. If the juvenile is an adjudicated delinquent, the probation officer conducts a predisposition investigation and provides recommendations to the court as to the appropriate disposition in the case. The probation officer assists the victim in providing information to the court during the disposition hearing. If the court places the juvenile on probation, the probation officer supervises the offender under the terms of an individual case plan and specific conditions of probation as ordered by the court. If the court orders the juvenile into a juvenile institution, the probation officer assists the youth facility staff in developing and implementing an institutional treatment plan. Once institutionalized youth complete treatment and return to the community, the probation officer assists the juvenile in making a successful reentry into the community. Probation officers work closely with individuals and community groups who develop and implement accountability support services in support of the Division's mission.

Administrative Program Support

Positions in this service unit provide a variety of clerical and information technology support services to professional staff. This service unit processes accounts payable, client service expenses, client and staff travel, and help maintain the Juvenile Offender Management Information System (JOMIS), the Division's juvenile offense history and service activity information database.

State Level Management

This service unit consists of state-level personnel located in the Director's office. The unit performs all state-level administrative functions including preparation and administration of the agency operating and capital budgets, coordination with the Commissioner, other Departments, other Divisions within the Department, the Governor, and Legislature in the review and development of public law and policy related to the administration of juvenile justice. The unit is responsible for statewide policy development and implementation, coordinated service delivery between field probation and the youth facilities, statewide staff training, quality assurance for both field probation and juvenile institutions, research and statistical analysis of juvenile justice data and development and administration of federal grant programs. The unit ensures ongoing operation and quality assurance for the Division's automated offender database (JOMIS), as well as focusing on continued refinements to the system including integration with all facets of the juvenile justice service and delivery process.

FY2007 Resources Allocated to Achieve Results

FY2007 Component Budget: \$12,102,200	Personnel:	
	Full time	127
	Part time	1
	Total	128

Key Component Challenges

One of the highest component priorities is the continued need to develop a broader array of community-based services for youths, both at the front end of the service continuum as well as for youth transitioning to their home communities from a long-term institutional placement. The Division needs additional foster homes and therapeutic placements for youths, with particular emphasis on rural areas; a comprehensive and systemic approach to services for transition age youth, including the ability to provide step down therapeutic group homes with wrap-around service; and additional and targeted services for mental health youths, with particular needs for low cognitive functioning, FASD youths.

The Division's lack of sufficient operating funds for juvenile probation resources throughout the state continues to be one of the component's biggest challenges. Although this component received 11 new positions in FY06, due to overall underfunding, these positions were required to be kept vacant during the first half of the fiscal year. This results in an inability to provide essential and timely responses to juvenile crime. As the Division continues its adoption of a risk-focused and best-practice approach to juvenile justice, these resources are critically needed to intervene with juveniles posing the highest risk to re-offend. This remains a particular challenge in rural areas of the state, where DJJ does not have juvenile probation officers in the community and cases are handled itinerantly.

DJJ needs to develop and refine quality assurance protocols related to juvenile field probation to ensure quality service delivery, appropriate resource allocation and adherence to best-practice standards. This is becoming an increasingly significant need as the Division emphasizes data-driven decision making in all facets of agency operations. The agency's system improvement initiatives require data analysis and ongoing integration into operations in order to ensure that the sought after positive public safety outcomes be derived from the particular implemented practice.

Increased office space for probation officers is a critical need in several of the probation sites around the state with the highest need sites being Anchorage, Bethel and Fairbanks. In the Bethel and Anchorage locations, probation officers often share single-person offices, 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. In the Fairbanks office, two probation officers are housed in the secured section of the Fairbanks Youth Facility, making office visits from non-institutionalized clients difficult.

On-going operating costs to the division continue to rise. Fuel and electricity costs have risen dramatically. The division has absorbed these increases for several years, but we are to the point that if we do not receive the increments requested for these operating costs, we will be forced to divert funds that currently pay for providing essential and timely responses to juvenile crime and for ensuring safety in secure facilities. Specifically, the division would need to divert funds from personal services to pay for mandatory increases in fuel and infrastructure costs. Reducing the number of juvenile probation officers and/or holding facility juvenile justice officer positions vacant will result in a reduction in community and facility safety and a reduction in timely responses to juvenile crime.

Significant Changes in Results to be Delivered in FY2007

DJJ statewide implementation of the Youth Level of Service Case Management Inventory (YLS-CMI) risk and need assessment process began in FY06. The YLS-CMI is a research-based, validated risk needs instrument and process that uses risk and need information to more appropriately make juvenile case decisions based on data. Use of the YLS-CMI will allow for improved, data-driven decision making for youths referred to the juvenile justice system and for more appropriate and targeted intervention with youths. During FY07, attention will shift to analysis of the data from the YLS and its relationship to probation case decisions, level of supervision for juveniles and the appropriateness of the case plan in meeting the desired outcomes. FY07 will also yield internal agency capacity to maintain a cadre of staff trained

in the YLS based on a “training of trainers” that will be completed in FY06.

The Detention Assessment Instrument (DAI), the risk-screening tool used by probation officers to assist them in making the decision regarding whether to detain a youth, was automated into the agency’s juvenile offender management information system (JOMIS) in FY05. The importance of this instrument and the accompanying policies requiring ongoing review of all youths in secure detention will receive continued attention and refinement in FY07. Data from the instrument, particularly regarding “overrides” will be used to guide ongoing instrument refinement and determination of community-based resource needs as alternatives to detention.

This component has been insufficiently funded for many years. Although DJJ has relied on a variety of approaches to pay for juvenile probation officers in this component, the division has needed to hold all of the new positions received in FY06 open until mid-year due to insufficient funding in this component. With the proposed increment request for public safety and security through offender accountability, the probation services component will be able to maintain the new positions in FY07 and beyond. Specifically, these probation officer positions will ensure the provision of essential and timely responses to juvenile crime and ongoing service provision to youths and families in communities across Alaska.

If the increment request for fuel and electricity is approved, the division will be able to focus on obtaining concrete and measurable outcomes from the system improvement changes that we have implemented in the past few years. Rather than divert funding from these improvement processes emphasizing improved outcomes into overhead costs, DJJ will continue to keep the system improvement initiatives on track and expand their utility to ensure system accountability.

FY07 will see improvement in the level of service and service delivery to victims of juvenile crime. Four full-time positions received in FY06 (one in each probation region of the state) will allow for more directed attention to this critical facet of the juvenile justice service delivery process. These positions will also free up time for field probation officers to spend more time with serious juvenile cases, providing on-going supervision and monitoring. On-going interface with the Office of Victims Rights (OVR) ensuring that the differences between the adult and juvenile systems are recounted to victims, along with cross-training of our staff, will also improve services.

Major Component Accomplishments in 2005

The Division successfully completed implementation of the YLS-CMI risk and need assessment process in two probation offices used as pilot sites for this important initiative. The YLS-CMI is a research-based, validated risk needs instrument and process that uses risk and need information to more appropriately make juvenile case decisions based on data. The Mat-Su and Fairbanks probation offices field-tested this instrument and process. The information gathered was used to inform development of statewide agency policy for all probation offices, including consideration of the unique needs of implementation of the YLS in rural Alaska. This staged approach to such a significant system change was of great benefit in gaining staff input and buy-in for statewide implementation begun in FY06.

The Detention Assessment Instrument (DAI), an objective risk-screening instrument designed to ensure that detention is reserved for youths posing a risk to the community, was automated and integrated into the Division’s JOMIS on-line system. The migration from a paper and pencil process to on-line DAI capability has enabled the pulling of data for this important system change to be accomplished in a much more thorough and efficient manner.

During FY05, probation services continued the refinement and expansion of alternatives to detention, electronic monitoring and other community-based services. Locally developed Alternatives to Detention (ATD) Programs were either developed or refined as an alternative to secure detention and/or as a means of reducing length of stay for those clients admitted to DJJ detention units. Services are now operational in Fairbanks, Ketchikan, Juneau, Bethel, Mat-Su, Kenai and Nome. Although the programs differ based on local need and capacity, they serve primarily as an intensive supervision-based system utilizing electronic monitoring, telephone check-ins, home visits by probation and juvenile justice officers, school visits and face-to-face visits. The youth is referred to a range of local community services dependent upon availability and his/her needs.

The component produced a systems improvement report that detailed the significant changes being made to improve Alaska’s juvenile justice system. This was distributed widely throughout the state and used as a means to establish dialogue and educate a broad array of system stakeholders and partners, both at the statewide and local levels. Ongoing integration with service partners, both local non-profits and justice partners such as law enforcement, court system, district attorneys, public defenders and others continues to be a priority goal for the Division.

The Division's juvenile offenders provided a significant amount of community work service as a way to repair the harm caused to victims and communities in both urban and rural Alaska. In FY05, 30,642 hours of community work service were completed, or 90% of the work service that was ordered.

Juvenile probation officers around the state continue to collect a high percentage of restitution on behalf of victims of juvenile crime. In FY05, the Division collected \$69,343, or 97.7% of the amount of restitution ordered for and paid by juvenile offenders whose cases were processed outside the formal court system through informal adjustments, informal supervision agreements, and diversion agreements.

Statutory and Regulatory Authority

AS 09.35 Execution
AS 11.81 General Provisions
AS 12.25 Arrests and Citations
AS 12.35 Search and Seizures
AS 25.27 Child Support Enforcement Agency
AS 47.05 Administration of Welfare, Social Services and Institutions
AS 47.10 Children in Need in Aid
AS 47.12 Delinquent Minors
AS 47.14 Juvenile Institutions
AS 47.15 Uniform Interstate Compact on Juveniles
AS 47.17 Child Protection
AS 47.18 Programs and Services Related to Adolescents
AS 47.21 Adventure Based Education
AS 47.30 Mental Health
AS 47.35 Child Care Facilities, Child Placement Agencies, Child Treatment Facilities, Foster Homes, and Maternity Homes
AS 47.37 Uniform Alcoholism and Intoxication Treatment Act
7 AAC 52 Juvenile Correctional Facilities & Juvenile Detention Facilities
7 AAC 53 Social Services
7 AAC 54 Administration
Alaska Delinquency Rules
Alaska Rules of Civil Procedure
Alaska Rules of Criminal Procedure

Contact Information

Contact: Janet Clarke, Assistant Commissioner
Phone: (907) 465-1630
Fax: (907) 465-2499
E-mail: Janet_Clarke@health.state.ak.us

**Probation Services
Component Financial Summary**

All dollars shown in thousands

	FY2005 Actuals	FY2006 Management Plan	FY2007 Governor
Non-Formula Program:			
Component Expenditures:			
71000 Personal Services	8,098.4	9,269.4	10,614.1
72000 Travel	118.5	100.8	200.8
73000 Services	690.4	541.0	804.4
74000 Commodities	60.7	50.0	83.0
75000 Capital Outlay	0.0	42.9	42.9
77000 Grants, Benefits	400.6	357.0	357.0
78000 Miscellaneous	0.0	0.0	0.0
Expenditure Totals	9,368.6	10,361.1	12,102.2
Funding Sources:			
1002 Federal Receipts	731.8	683.1	783.1
1004 General Fund Receipts	8,392.7	9,484.1	11,025.2
1007 Inter-Agency Receipts	87.9	10.2	10.2
1037 General Fund / Mental Health	0.0	0.0	100.0
1108 Statutory Designated Program Receipts	156.2	183.7	183.7
Funding Totals	9,368.6	10,361.1	12,102.2

Estimated Revenue Collections

Description	Master Revenue Account	FY2005 Actuals	FY2006 Management Plan	FY2007 Governor
Unrestricted Revenues				
None.		0.0	0.0	0.0
Unrestricted Total		0.0	0.0	0.0
Restricted Revenues				
Federal Receipts	51010	731.8	683.1	783.1
Interagency Receipts	51015	87.9	10.2	10.2
Statutory Designated Program Receipts	51063	156.2	183.7	183.7
Restricted Total		975.9	877.0	977.0
Total Estimated Revenues		975.9	877.0	977.0

**Summary of Component Budget Changes
From FY2006 Management Plan to FY2007 Governor**

All dollars shown in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2006 Management Plan	9,484.1	683.1	193.9	10,361.1
Adjustments which will continue current level of service:				
-FY 07 Wage Increases for Bargaining Units and Non-Covered Employees	167.0	0.0	0.0	167.0
-FY 07 Health Insurance Cost Increases for Bargaining Units and Non-Covered Employees	21.4	0.0	0.0	21.4
-FY 07 Retirement Systems Cost Increase	308.7	0.0	0.0	308.7
Proposed budget increases:				
-Assistance for Increased Fuel/Electricity Costs	1.2	0.0	0.0	1.2
-Public Safety and Security Through Offender Accountability	933.3	0.0	0.0	933.3
-Bring the Kids Home (BTKH) Care Coordination Project	100.0	100.0	0.0	200.0
-Risk Management Self-Insurance Funding Increase	109.5	0.0	0.0	109.5
FY2007 Governor	11,125.2	783.1	193.9	12,102.2

**Probation Services
Personal Services Information**

Authorized Positions		Personal Services Costs		
	<u>FY2006</u> <u>Management</u> <u>Plan</u>	<u>FY2007</u> <u>Governor</u>		
Full-time	125	127	Annual Salaries	6,565,495
Part-time	1	1	COLA	181,794
Nonpermanent	2	1	Premium Pay	0
			Annual Benefits	3,857,973
			<i>Less 2.24% Vacancy Factor</i>	(237,762)
			Lump Sum Premium Pay	246,600
Totals	128	129	Total Personal Services	10,614,100

Position Classification Summary

Job Class Title	Anchorage	Fairbanks	Juneau	Others	Total
Accounting Clerk II	1	0	1	0	2
Administrative Assistant	0	0	1	0	1
Administrative Clerk II	1	1	1	0	3
Administrative Clerk III	1	1	1	0	3
Assoc Coordinator	1	0	3	0	4
Division Director	0	0	1	0	1
Juvenile Prob Officer I	1	0	0	1	2
Juvenile Prob Officer II	23	10	5	26	64
Juvenile Prob Officer III	4	2	1	10	17
Juvenile Prob Officer IV	2	1	1	0	4
Mntl Hlth Clinician III	0	1	0	0	1
Prog Coordinator	1	0	0	0	1
Research Analyst III	0	0	1	0	1
Social Services Associate II	6	2	1	8	17
Social Services Prog. Admin.	1	0	1	0	2
Social Svcs Prog Coord	1	0	2	0	3
Social Svcs Prog Officer	1	0	1	0	2
Training Specialist II	0	0	1	0	1
Totals	44	18	22	45	129