

# **State of Alaska FY2009 Governor's Operating Budget**

## **Department of Health and Social Services Probation Services Component Budget Summary**

## Component: Probation Services

### Contribution to Department's Mission

The Probation Services component encompasses the division's juvenile probation services, which provide intake and supervision services for delinquent juveniles, and the Division Director's Office, which provides statewide agency administrative support and management oversight for juvenile probation services and all the juvenile facility components. Services are provided in a manner consistent with the mission of the division to hold juveniles 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

Probation Services include 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 perform a number of functions and responsibilities from the point a juvenile is arrested or identified by law enforcement as the perpetrator of a delinquent offense. Probation officers evaluate a police officer's request to detain a juvenile following an arrest and make a decision about whether the juvenile should remain at home, be held in a secure facility, or be placed outside of their home. When police refer a juvenile for having committed a delinquent offense, probation officers review the reports to determine if the charges are legally sufficient to take further action against the juvenile. Once jurisdiction has been established, the probation officer meets with the juvenile, their family, and the victim(s) involved in the case to decide if the matter can be handled informally (through a community diversion plan) or that 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 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 of 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 secure juvenile institution, the probation officer assists the youth facility staff in developing and implementing an institutional treatment plan.

Once institutionalized juveniles complete treatment and return to the community, the probation officer assists the juvenile in making a successful re-entry into the community. Probation officers work closely with individuals and community groups who develop and implement accountability support services to ultimately prevent youth from re-offending.

#### Administrative Program Support

Positions in this service unit provide a variety of clerical and information technology support services to professional staff statewide. This service unit prepares budget documents, processes accounts payable, reviews client service expenses, and works with the State Travel Office to arrange client and staff travel.

#### 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 administration of the agency operating and capital budgets; and coordination with the Commissioner, other divisions within the department, other departments, the Governor's Office, 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 (Juvenile Offender Management Information System), as well as focusing on continued refinements to the system including integration with all facets of the juvenile justice service and delivery process.

<b>FY2009 Resources Allocated to Achieve Results</b>		
<b>FY2009 Component Budget: \$12,765,300</b>	<b>Personnel:</b>	
	Full time	132
	Part time	1
	<b>Total</b>	<b>133</b>

### Key Component Challenges

Facility Safety & Security Master Plan:

Increased office space for probation officers remains a critical need in several of the probation sites around the state, with the most urgent needs in Anchorage, Bethel and Juneau. In these locations, multiple probation officers often share single-person offices, making it extremely challenging to meet with juveniles and their families, conduct thorough and confidential risk/need assessments or meet with service providers to ensure appropriate services to promote positive juvenile outcomes.

Adequate quality assurance that will ensure the success of the division's system improvement efforts remains a key need. Over the last three years Juvenile Justice has successfully introduced a number of system improvement initiatives designed to ensure quality service delivery, appropriate resource allocation, and adherence to best-practice standards. The agency's system improvement initiatives require data analysis and ongoing integration in operations in order to ensure that the sought-after outcomes of improved public safety, more effective services for juveniles and victims, and more efficient resource allocation are being realized. Without adequate quality assurance oversight, these initiatives will simply result in extra work with no evidence of effectiveness. Worse, Alaskans will not reap the benefits of reduced criminal activity and improved outcomes for juvenile offenders and their victims that can result from these system initiatives.

Youth Gang Violence:

Gang-related and violent crimes by youth are significant concerns for the Probation Services component. While the numbers of referrals to the division prompted by such crimes has remained relatively steady through recent years, the high profile and apparent random nature of some of these crimes has prompted the Division of Juvenile Justice to examine the statutes, policies, and programming regarding violent offenders. The Division has implemented the highly regarded Aggression Replacement Training curriculum for aggressive offenders housed in its secure facilities and for some juveniles who are supervised in the community, but has identified the need to expand this program in more communities and through partnerships with schools and other agencies.

Recruitment:

Job openings for juvenile probation officers have gone unfilled for months due to lack of interest or qualified candidates for these jobs, particularly in rural areas. Probation vacancies directly result in delayed responses to juvenile crime because another probation officer or a probation supervisor must take on the additional casework. If the vacancy is in a rural office this usually means that a probation officer from a distant community must assume this work, incurring overtime and extra travel costs. Being able to quickly hire and retain qualified staff will help ensure that reports of juvenile crime are receiving a quick response, that victims are involved in and aware of the juvenile justice process, and that juveniles receive adequate supervision and case management.

The need to develop a broader array of community-based services for juveniles at the front end of the service continuum, as well as for youth transitioning to their home communities from a long-term institutional placement, remains a significant priority for this component. The division needs additional foster homes and therapeutic placements for

juveniles, with particular emphasis on rural areas; a comprehensive and systemic approach to services for transitioning youth, including the ability to provide step down therapeutic group homes with wrap-around services; and additional and targeted services for juveniles with mental health issues, particularly those with low cognitive functioning or Fetal Alcohol Spectrum Disorder.

## Significant Changes in Results to be Delivered in FY2009

### Gang Prevention:

With additional funding, this component will improve gang and youth violence prevention and intervention by expanding Aggression Replacement Training to more youth demonstrating chronically aggressive and antisocial behavior. To date, Juvenile Justice has implemented this nationally recognized, proven-effective curriculum on a limited basis statewide, mostly to youth residing in secure juvenile facilities. With additional funding the division would expand Aggression Replacement Training to youth on probation supervision in Anchorage, Fairbanks, and Juneau. In addition, partnerships will be cultivated with local schools and other youth-serving agencies to enroll youth who have demonstrated early signs of aggressive behavior. Additional probation and training staff will be required to deliver the program on this expanded basis, but based on national experience Alaskans could expect to see reduced bullying, gang activity, recidivism, and other aggressive behaviors in locations where the program is implemented.

### Performance-based Standards Funding:

All of the facilities will continue to participate in the Performance-based Standards (PbS) program to improve program efficiency and quality. PbS is a critical component of the system improvement project undertaken by the division approximately five years ago, in our movement toward a system based on research, data, and demonstrated best practice. Aside from our own internal commitment to research-based programs and processes, PbS is also consistent with the direction we received from the Legislature regarding research and data driven decision-making. The division has now been involved with PbS for three years, and during that time we have committed extensive staff time and other resources to developing policies consistent with Performance-based Standards, training staff, and implementing procedures in our facilities statewide. In that time, we also have achieved demonstrable results in data collection and ongoing progress via the Facility Improvement Plan (FIP) process. In determining where to target our efforts in the FIP process, the critical areas of safety and security are considered priorities. Concerns related to rates of resident injuries, physical restraints, suicidal behavior and medical care, for example, are expected to be addressed before other important but less critical areas such as resident education, vocational services, and targeted treatment programs. Climate surveys administered to residents and staff allows us to identify and focus on areas of concern such as employee job satisfaction, adequacy of staff training, and staff and resident fear for safety.

Unfortunately, the vendor that provides us access to the PbS program lost their federal funding, so the costs to the clients rose dramatically. Although the increment for funding of the PbS shows up in the Probation Services component, the funding affects all of the facility components.

### General Fund Needed for Decrease in FMAP (Federal Medical Assistance Percentage) Rate:

With the decrease in FMAP (Federal Medical Assistance Percentage) rate, the division expects to need an additional \$32.9 to cover the loss of Medicaid funds for the Targeted Case Management billings.

## Major Component Accomplishments in 2007

### Training:

- A significant revision of the Policy and Procedure Manual for Juvenile Probation Staff neared completion in 2007. This 450-page document guides every aspect of juvenile probation practice, from intake through discharges from supervision, from court processes to case management. The manual, which last underwent revision in 1998, was in serious need of an update that would include the significant changes in the practice of juvenile probation, the structure of the department, and the mission of state's juvenile justice system. A division workgroup of probation staff completed this task in addition to their regular duties. Plans are underway for the new manual to be introduced to probation staff statewide in the new fiscal year.
- The Juvenile Probation Officer Pre-Orientation Training curriculum also received a significant renovation in FY07. This curriculum previously consisted only of a workbook, handed to new probation staff upon their hire. The workbook was not only outdated but of limited utility in providing new staff with adequate background on juvenile justice work and guidance in obtaining further knowledge. The new Pre-Service Orientation is a web-based

curriculum that provides a thorough grounding in restorative juvenile justice work, provides tests, links the student to a number of resources, and guides both the new staff and supervisor through mentoring opportunities and training in specific practices. The curriculum was piloted by several new probation staff and new supervisors were trained in the delivery of the new curriculum in early FY08.

#### Behavioral Health Issues:

- In FY07 probation staff worked to ensure that they had complete data on any mental health diagnoses among juveniles newly referred to the division and those under custody or supervision. This information is critical to more clearly understanding the prevalence and range of mental health issues among juveniles, which in turn will assist the division in better targeting services for these youth.

#### Bring the Kids Home Initiative:

- Staff in this component continued to participate in the Bring the Kids Home (BTKH) initiative that aims to reduce the number of youth in out-of-state care facilities. This includes expanding community-based services and boosting capacity of in-state residential treatment to assist youth with behavioral issues and their families. Probation staff worked closely with the division's BTKH coordinator to ensure appropriate levels of care and intervention for specific youth and also to provide input on the needs statewide, regionally, and locally.

#### Victim's Survey:

- This component took an important step in improving its accountability toward the victims of juvenile crime by working with the department's information technology section to develop a victims' survey. The software application developed draws victims' names and addresses from the division's Juvenile Offender Management information System and places these in a questionnaire asking recipients for their confidential comments about their experiences and satisfaction in dealing with the Division of Juvenile Justice. The survey is printed as a tri-fold brochure that can be completed online or mailed back to the division. In the coming fiscal year the division will analyze the results of returned surveys and explore whether any changes in victims service practice are indicated.

#### Performance Measures:

- Probation staff continued to demonstrate success in meeting the daily expectations of the work, as indicated through the performance measures that are submitted each year to the Office of Management and Budget. For the third consecutive year, the average length of time for probation staff to respond to reports of juvenile crime (such as by conducting an intake interview or filing of a petition with a court) decreased—from 23 days in FY 05 to 19.8 days in FY07. In FY07 the proportion of juveniles who were diverted from the formal court process remained high, at 75%. Probation staff also continued to demonstrate consistent quality of work as demonstrated by the results of audits of case files: in FY07, the Anchorage and Southeast regions were above the 95% goal, while Southcentral and Northern Region were slightly under the 95% goal. The average for all four regions was 95%, which meets our performance measure.
- Juvenile probation officers around the state continue to collect a high percentage of restitution on behalf of victims of juvenile crime. In FY07, the division collected \$83,158.30, or 90%, of the amount agreed to be paid by juvenile offenders whose cases were processed outside the formal court system through informal adjustments, informal supervision agreements, or diversion agreements. 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 FY07 25,979 hours of community work service was performed (81% of the work service that was ordered through the court system or agreed to through a voluntary agreement).

## **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

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**Probation Services  
Component Financial Summary**

*All dollars shown in thousands*

	FY2007 Actuals	FY2008 Management Plan	FY2009 Governor
<b>Non-Formula Program:</b>			
<b>Component Expenditures:</b>			
71000 Personal Services	9,099.5	9,930.5	10,870.6
72000 Travel	290.7	190.4	218.9
73000 Services	1,383.2	1,038.4	1,152.9
74000 Commodities	116.0	83.0	108.0
75000 Capital Outlay	0.6	57.9	57.9
77000 Grants, Benefits	475.9	357.0	357.0
78000 Miscellaneous	0.0	0.0	0.0
<b>Expenditure Totals</b>	<b>11,365.9</b>	<b>11,657.2</b>	<b>12,765.3</b>
<b>Funding Sources:</b>			
1002 Federal Receipts	319.5	1,163.0	1,163.0
1004 General Fund Receipts	10,653.5	10,166.1	11,274.2
1007 Inter-Agency Receipts	190.9	10.2	10.2
1037 General Fund / Mental Health	60.0	59.8	59.8
1108 Statutory Designated Program Receipts	142.0	258.1	258.1
<b>Funding Totals</b>	<b>11,365.9</b>	<b>11,657.2</b>	<b>12,765.3</b>

**Estimated Revenue Collections**

Description	Master Revenue Account	FY2007 Actuals	FY2008 Management Plan	FY2009 Governor
<b>Unrestricted Revenues</b>				
Unrestricted Fund	68515	0.1	0.0	0.0
<b>Unrestricted Total</b>		<b>0.1</b>	<b>0.0</b>	<b>0.0</b>
<b>Restricted Revenues</b>				
Federal Receipts	51010	319.5	1,163.0	1,163.0
Interagency Receipts	51015	190.9	10.2	10.2
Statutory Designated Program Receipts	51063	142.0	258.1	258.1
<b>Restricted Total</b>		<b>652.4</b>	<b>1,431.3</b>	<b>1,431.3</b>
<b>Total Estimated Revenues</b>		<b>652.5</b>	<b>1,431.3</b>	<b>1,431.3</b>

**Summary of Component Budget Changes  
From FY2008 Management Plan to FY2009 Governor**

*All dollars shown in thousands*

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
<b>FY2008 Management Plan</b>	<b>10,225.9</b>	<b>1,163.0</b>	<b>268.3</b>	<b>11,657.2</b>
<b>Adjustments which will continue current level of service:</b>				
-ETS Chargeback Redistribution	24.8	0.0	0.0	24.8
-Correct Unrealizable Fund Sources for Salary Adjustments: GGU	35.2	-27.9	-7.3	0.0
-Delete one-time-authorization for First FY2008 Fuel/Utility Cost Increase Funding Distribution	-62.4	0.0	0.0	-62.4
-FY 09 Health Insurance Increases for Exempt Employees	0.2	0.0	0.0	0.2
-FY 09 Bargaining Unit Contract Terms: General Government Unit	449.3	27.9	7.3	484.5
<b>Proposed budget increases:</b>				
-General Funds Required Due to Decrease in Fed Medical Assistance Percentage Rate for Targeted Case Management Billing	32.9	0.0	0.0	32.9
-Funding for Performance-based Standards	115.0	0.0	0.0	115.0
-Youth Gang and Violence Reduction Project	513.1	0.0	0.0	513.1
<b>FY2009 Governor</b>	<b>11,334.0</b>	<b>1,163.0</b>	<b>268.3</b>	<b>12,765.3</b>

**Probation Services  
Personal Services Information**

Authorized Positions		Personal Services Costs		
	<u>FY2008</u>	<u>FY2009</u>		
	<u>Management</u>	<u>Governor</u>		
	<u>Plan</u>			
Full-time	126	132	Annual Salaries	7,019,982
Part-time	1	1	COLA	491,415
Nonpermanent	3	4	Premium Pay	0
			Annual Benefits	3,931,974
			<i>Less 6.88% Vacancy Factor</i>	<i>(786,971)</i>
			Lump Sum Premium Pay	214,176
<b>Totals</b>	<b>130</b>	<b>137</b>	<b>Total Personal Services</b>	<b>10,870,576</b>

**Position Classification Summary**

Job Class Title	Anchorage	Fairbanks	Juneau	Others	Total
Accounting Clerk II	1	0	1	0	2
Administrative Assistant I	0	1	0	0	1
Administrative Assistant II	0	0	1	0	1
Administrative Clerk II	1	1	0	0	2
Administrative Clerk III	1	0	1	1	3
Assoc Coordinator	0	0	4	0	4
College Intern IV	0	1	0	0	1
Division Director	1	0	0	0	1
Juvenile Justice Officer II	0	1	0	0	1
Juvenile Prob Officer I	1	1	0	2	4
Juvenile Prob Officer II	26	11	5	26	68
Juvenile Prob Officer III	4	3	1	9	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
Research Analyst IV	0	0	1	0	1
Social Services Associate II	4	1	1	10	16
Social Services Prog. Admin.	0	0	1	1	2
Social Svcs Prog Coord	2	0	1	0	3
Social Svcs Prog Officer	1	0	1	0	2
Training Specialist II	0	0	1	0	1
<b>Totals</b>	<b>45</b>	<b>22</b>	<b>21</b>	<b>49</b>	<b>137</b>