

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

**Department of Health and Social Services
Ketchikan Regional Youth Facility
Component Budget Summary**

Component: Ketchikan Regional Youth Facility

Contribution to Department's Mission

The Ketchikan Regional Youth Facility exists to provide a combination of short-term detention for juvenile offenders and crisis stabilization services for youth with a mental illness. These services are consistent with the mission of the Division of Juvenile Justice 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.

Core Services

The Ketchikan Regional Youth Facility is a 10-bed dual-function facility that provides detention of youth who are awaiting court hearings or who are court-ordered into the facility (six locked detention beds) and short-term crisis respite and stabilization services for youths experiencing a mental illness (four beds, staff-secure). The unique combination of a detention unit and a crisis stabilization unit in one location is an innovative feature for a youth facility, both in Alaska and in the United States. This approach enables program staff to meet the needs of residents in both units while reducing the administrative needs that two separate facilities would require.

The aim of all the programs of the facility is to stabilize youth while providing skill-building opportunities, promoting pro-social behaviors, creating formal educational opportunities, and developing additional resources to help youth lead successful lives.

Services provided focus on the principles of restorative justice and include special attention to the victim and repairing any harm caused through criminal behavior or destructive, acting-out behaviors. In addition, the facility works closely with families and the community to strengthen the youth's relationships with family members and others in the home community so youth can transition back to the community and experience acceptance rather than rejection and failure.

The Detention Unit provides secure confinement for up to six youth who have been arrested for criminal charges or probation violations and are involved in the court process or awaiting other placement. All youth in this unit are there by an order of the court that details a maximum length of stay.

The detention program:

- Ensures public safety
- Ensures youth are held accountable to the victim and community for their crimes
- Gives youth and their families the opportunity to build positive support systems and strengthen healthy community ties.

Youth in detention meet regularly with juvenile probation officers, participate in a variety of educational and goal-setting activities, and fulfill court-ordered obligations in a highly structured environment.

During FY07 the facility observed an increase in the Detention Program's average daily population, from 4.33 youth in FY06 to 4.46 youth in FY07.

The Crisis Stabilization Unit (CSU) provides a safe environment for up to four youth in crisis and needing assessment or evaluation to assist in treatment planning. Services provided are short-term, with a maximum stay of up to 30 days. Youth are permitted to stay in the community during sub-acute episodes while still receiving the structure and support necessary for them to succeed. Staffing for the CSU includes a mental health clinician who works closely with community mental health providers to ensure continuity of care and to effectively plan for each youth's return to the community.

School Services The Ketchikan Regional Youth Facility has developed a strong and rewarding relationship with the Ketchikan Gateway Borough School District. The district provides educational services to all residents in the facility. Services provided include on-site daytime school provided by a certified special education teacher and a full-time teaching aid. Special education testing and monitoring of individual education plans are also provided by the school district. This classroom can serve up to 12 students, making it possible for some youth who have been released from

the facility but have been expelled from the public school to attend. The facility participates in the summer school credit recovery program, and also makes use of computer-based instructional opportunities

FY2009 Resources Allocated to Achieve Results		
FY2009 Component Budget: \$1,529,300	Personnel:	
	Full time	16
	Part time	1
	Total	17

Key Component Challenges

Safety and Security:

The facility lacks sufficient permanent staffing to meet the best practice levels of supervision for the safety, security, and habilitation of the youth, making use of non-permanent staff as a means of filling the gaps in supervision levels. An internal, comparative analysis of the staffing patterns in Alaska’s juvenile facilities demonstrates that the Ketchikan Regional Youth Facility is in need of one more additional Juvenile Justice Officer II position (one was requested and received in the FY08 budget). This is based upon scheduling, programming considerations, non-permanent and overtime usage, as well as best practices in safety, security, and programming for the youth and staff. The facility, while it functions under a single roof, operates more as two distinct units –both of which require a minimum number of staff. The minimum-staffing patterns may provide adequate security but does not allow for life skills and other pro-social skill development and treatment activities with Crisis Stabilization Unit youth, or additional cognitive behavioral change focused activities in detention. Adding one more additional staff would work to help alleviate both a scheduling gap as well as improve the opportunity for additional treatment and cognitive change oriented programming.

Recruitment:

In addition, the superintendent of the Ketchikan Regional Youth Facility resigned in September 2007 to take a position in Washington state. This means that the division will recruit for this position that has historically been difficult to fill. Once that person comes on board, bringing him/her up to speed with the division and its priorities will be the main focus for the senior staff.

Training:

To date, the facility continues to serve a high percentage of the youths in detention who appear to have substance abuse or chemical dependency issues, as well as serious conflict with their families and community, as evidenced by suspension, expulsion or drop-out educational status, and a pattern of frequent violations of prior court orders. During FY08, the facility will be providing additional training for staff through the Regional Alcohol and Drug Abuse Counselor Training Academy and other substance abuse training opportunities. The facility will continue to work to develop short-term interventions focused upon substance abuse, other health, and mental health related issues.

Significant Changes in Results to be Delivered in FY2009

Appropriate Funding for Safety and Security:

Authorized youth facility positions have historically not been fully funded based on the assumption that during the course of a year positions will become vacant and budget "savings" will therefore naturally occur. In order to generate the required amount of "savings" vacant positions are held open for a minimum of 30 days. However, juvenile facilities require adequate staffing at all times to keep both the youth and the facility staff safe. Hiring non-permanent staff and requiring permanent staff to work overtime have been necessary in order to maintain adequate staffing levels. This practice has not allowed the division to realize the savings a vacancy factor implies, and may be contributing to staff turnover and further vacancies. The lack of consistent staff during shifts and staff turnover is not conducive to effective treatment. Fully funding all authorized positions would resolve this issue.

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.

ProShare Funding:

Juvenile Justice began utilizing ProShare funds in late FY04. Medical costs that would normally have been paid directly to a provider for medical needs were submitted to Providence Hospital for payment. These medical needs included everything from prescriptions, psychiatric evaluations and dental work, to any necessary surgeries or hospital stays. The division is required by Alaska statute to provide necessary medical services to clients that are housed in our Juvenile Justice facilities (AS 47.12.150, AS 47.14.020). With the elimination of the ProShare program, the division is in need of general funds dollars to cover these costs.

Facility Staffing:

If the request for additional facility staff is approved, the facility will be able to reduce liability and provide best practice levels of supervision for the safety, security, and habilitation of the state's youth. Several of the division's juvenile facilities still lack sufficient permanent staffing to provide levels of supervision necessary to ensure the safety, security, and habilitation of the youth. For example, several of Alaska's facilities lack sufficient permanent staff to conduct an adequate number of room checks recommended to ensure that residents are not at risk of suicide or self-injury. Without enough staff to engage youth in productive activities that can aid in their habilitation, residents spend too much time in idle, unproductive activity, alone in their rooms. Without adequate permanent staff to provide minimum levels of safety and security, facilities make frequent use of non-permanent staff as a means of filling the gaps in supervision. As a result, the division pays for more non-permanent employees and more overtime for current staff than is necessary. Currently, we are in the second year of a five-year plan to bring all of our facilities to full staffing.

Major Component Accomplishments in 2007

Safety and Security:

- The electronic monitoring program continues to be a successful cooperative program between Juvenile Probation, the facility, and with the community as a whole. The Ketchikan superior court uses electronic monitoring as an alternative to detention. Youth on electronic monitoring check in with facility staff, who also offer parents instruction on appropriate discipline and supervision techniques. The program allows the division to ensure the youth are being held accountable, provides staff contact with the schools, and a quick response to any "alarms" generated by the equipment. This is an important success in the division's ongoing efforts to enhance its community-based service continuum while ensuring accountability and public safety.
- The facility continued a review and revision of policy and procedures, communication improvements (internal and external), further integration of Performance-based Standards into operations, and improvements to training curriculum.
- The Ketchikan Regional Youth Facility staff continued to professionally serve the youth and families in an effective manner. Staff have been working to adopt a number of changes that have increased cohesiveness and team spirit in the facility.
- Additional finishing touches were put in place on the Safe Haven Sanctuary (an area outside the facility where group meetings and/or sessions with local tribal entities can be held with youth) to improve the access and safety for youth who may access the area. Dialogue regarding the talking circle project has been ongoing between the Ketchikan Indian Corporation (KIC) and the superintendent –and is pending the development of

formal plans from a KIC member.

Community Partnerships:

- The facility continued its strong working relationships with parents, juvenile probation, the local school district and school board and local service agencies including Community Connections, Gateway Human Services Center, Metlakatla Social Services, and the Ketchikan Indian Corporation.
- During FY07 the facility's Crisis Stabilization Unit (CSU) continued to be a viable alternative for the community of Ketchikan. The CSU provided for youth who were seriously affected by mental illness or crisis events in their homes. The CSU staff also worked with diagnosed youth who have transitioned from out-of-home placements, including out-of-state placements, back into their permanent placement or family home. As the division's District Juvenile Probation Office has expanded to include Petersburg and Wrangell, the CSU has started to admit and serve youth from those communities, as well as youth from the originally contemplated service area.
- The Ketchikan Regional Youth Facility has maintained a local citizen advisory board that includes student representation, parents and a variety of ethnic groups. These citizen volunteers will provide important feedback and recommendations to the facility geared towards meeting the needs of youth throughout all facets of their involvement with juvenile justice, including both juvenile probation and the facility.

Recognition:

- Successful completion of Performance-Based Standards Level I and progress towards Level II Data Certification was made in FY07.

Statutory and Regulatory Authority

AS 47.05 Administration of Welfare, Social Services and Institutions
AS 47.10 Children in Need of 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 47.37 Uniform Alcoholism and Intoxication Treatment Act
7 AAC 52 Juvenile Correctional Facilities & Juvenile Detention Facilities
7 AAC 54 Administration

Contact Information

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Ketchikan Regional Youth Facility Component Financial Summary

All dollars shown in thousands

	FY2007 Actuals	FY2008 Management Plan	FY2009 Governor
Non-Formula Program:			
Component Expenditures:			
71000 Personal Services	1,088.8	1,173.5	1,284.2
72000 Travel	0.6	3.5	3.5
73000 Services	122.5	120.7	127.4
74000 Commodities	67.5	86.4	86.4
75000 Capital Outlay	0.0	0.0	0.0
77000 Grants, Benefits	3.0	6.0	27.8
78000 Miscellaneous	0.0	0.0	0.0
Expenditure Totals	1,282.4	1,390.1	1,529.3
Funding Sources:			
1002 Federal Receipts	34.9	65.0	38.0
1004 General Fund Receipts	1,231.9	1,305.1	1,468.6
1007 Inter-Agency Receipts	15.6	20.0	22.7
Funding Totals	1,282.4	1,390.1	1,529.3

Estimated Revenue Collections

Description	Master Revenue Account	FY2007 Actuals	FY2008 Management Plan	FY2009 Governor
Unrestricted Revenues				
None.		0.0	0.0	0.0
Unrestricted Total		0.0	0.0	0.0
Restricted Revenues				
Federal Receipts	51010	34.9	65.0	38.0
Interagency Receipts	51015	15.6	20.0	22.7
Restricted Total		50.5	85.0	60.7
Total Estimated Revenues		50.5	85.0	60.7

**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>
FY2008 Management Plan	1,305.1	65.0	20.0	1,390.1
Adjustments which will continue current level of service:				
-Transfer in General Funds from Medicaid Services due to Elimination of ProShare Financing	4.2	0.0	0.0	4.2
-Transfer in Interagency Receipt Authority from McLaughlin Youth Center	0.0	0.0	2.7	2.7
-Transfer out Federal Authority to Delinquency Prevention	0.0	-27.0	0.0	-27.0
-FY 09 Bargaining Unit Contract Terms: General Government Unit	70.6	0.0	0.0	70.6
-FY 09 Bargaining Unit Contract Terms: Labor Trades and Crafts Unit	1.1	0.0	0.0	1.1
Proposed budget increases:				
-General Funds Required Due to Elimination of ProShare funding	17.6	0.0	0.0	17.6
-Front-Line Staffing for Ketchikan Regional Youth Facility, Year 2 of Division Plan	70.0	0.0	0.0	70.0
FY2009 Governor	1,468.6	38.0	22.7	1,529.3

**Ketchikan Regional Youth Facility
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	15	16	Annual Salaries	749,407
Part-time	1	1	COLA	60,297
Nonpermanent	1	1	Premium Pay	17,000
			Annual Benefits	439,839
			<i>Less 4.00% Vacancy Factor</i>	<i>(50,662)</i>
			Lump Sum Premium Pay	68,343
Totals	17	18	Total Personal Services	1,284,224

Position Classification Summary

Job Class Title	Anchorage	Fairbanks	Juneau	Others	Total
Administrative Clerk III	0	0	0	1	1
Juvenile Justice Officer I	0	0	0	1	1
Juvenile Justice Officer II	0	0	0	10	10
Juvenile Justice Officer III	0	0	0	2	2
Juvenile Justice Supt I	0	0	0	1	1
Juvenile Justice Unit Supv	0	0	0	1	1
Maint Gen Journey	0	0	0	1	1
Mntl Hlth Clinician II	0	0	0	1	1
Totals	0	0	0	18	18