

State of Alaska FY2012 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.

- The defined recidivism rate for juveniles released from secure treatment in FY2008 and followed up in FY2010 was 38.1%, a decrease from last year but still higher than the target of 33%.
- The defined recidivism rate for the probation population was 27.3%, a rate similar to that identified in the previous four years.
- The rate of juvenile referrals (reports of juvenile offenses from law enforcement) per 100,000 youth declined 11.8% compared with the rate two years ago but remained virtually unchanged compared with the number received last year.
- The proportion of juveniles with at least one offense (a criminal charge in a report from law enforcement alleging a juvenile perpetrator) diverted from the formal court process was 74%, exceeding the goal of 70%.
- The percentage of restitution orders and requests completed successfully in FY2010 was 85.6%, a percentage similar to previous years. A total of 140 orders or requests for restitution were closed in FY2010 and of these 120 were completed successfully.
- The percentage of community work service episodes completed successfully during FY2010 was 68%, a percentage similar to previous years. A total of 584 episodes of community work service episodes were closed in FY2010 and of these 395 were completed successfully.
- The target of reducing the risk as measured by the assessment instrument was met. The average substance abuse risk for juveniles completing Division of Juvenile Justice services in FY2010 was 0.82, which is considered medium risk as determined by the Division's juvenile assessment instrument. The rate was 1.11 in FY09 and 0.95 in FY08. The substance abuse risk scale is: 0 - low risk, 1-2 medium risk, 3-5 high risk. (DHSS DJJ)

Status of Strategies to Achieve End Result

- The speed with which juvenile justice staff responded to referrals (reports from law enforcement of juvenile activity) remained above the goal, with 83% of reports responded to within 30 days. The average response time for juvenile probation staff to respond to referrals was 17.9 days.
- 40.8% of victims of person and property offenses committed by juveniles who were adjudicated on those offenses in FY2010 had contact information listed in the Juvenile Offender Management Information System. This percentage was similar to that identified for previous years.
- Juvenile probation officers in Alaska continued to exhibit a high degree of professionalism in conducting casework, as demonstrated by an average 92.48% compliance rate in meeting overall case standards.
- Increase the percentage of juveniles assessed for substance abuse risk to 100%.

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 FY11. 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.

Recruitment:

Recruitment of professional staff has become a key challenge as the division's workforce ages and long-term staff retire from State service. In the past few years, the division has experienced a significant turnover in several key leadership positions, including facility superintendents, regional probation managers, district probation supervisory positions, several long-time probation officers and critical positions in the director's office. This trend will continue into FY11. The ability to attract qualified applicants to these positions has become increasingly difficult, especially for rural offices and facilities. The superintendent position at the Ketchikan Regional Youth Facility has remained vacant for over two years. The division is working with the Division of Personnel to revise the minimum qualifications for this job series and is committed to the process of finding viable candidates.

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. The division is has received some capital funds to bring sites on-line, but we continue to work with the department to find funding to provide Anchorage with the necessary radios.

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 oversight 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 the 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 arrest procedures, client behavioral management, legal issues, gang 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.

Workload for Juvenile Probation Officers:

A federally funded study of the division's juvenile probation staffing, completed in early FY10, demonstrated that probation offices statewide are significantly under-resourced, and recommended increased staffing at almost all of the division's 16 probation offices. The division is reviewing these results and will be making recommendations on how staffing patterns can be changed and staffing levels increased as necessary to meet the State's goals for public safety, victim support, and skill development for delinquent youth.

Significant Changes in Results to be Delivered in FY2012

- A primary focus for FY2011 and FY2012 will be the continued improvement of services for youth in rural Alaska. Critical to youth success will be further development of transitional services, especially working with families, as well as understanding the strengths inherent in Alaska Native communities.
- The Division will also seek to establish video-conferencing capabilities in order to enhance connections to families, youth, schools and community members in rural Alaska.

Significant Changes in Results to be Delivered in FY2011

- The division will seek to understand the reasons why its recidivism rates for youth released from secure treatment programs continues to be high. The recidivism rate is particularly high for Alaska Native youth released from these programs. The division has formed two workgroups devoted to understanding recidivism more generally and specifically among Alaska Native youth. In FY10, our goal was to have examined data on these youth and to have engaged in dialogue with members of the Alaska Native community on our concerns. Our long-term hope is that future recidivism rates for youth released from treatment will decrease as a result of these efforts.

Status Update: The research into the causal factors related to this issue continues. The high recidivism among rural and, especially, Alaska Native youth is of specific concern. The division is involved in greater outreach efforts related to the Alaska Native population and believe they can assist us to develop positive and culturally appropriate intervention and transition strategies.

- Since difficulties and inconsistencies in parents' ability to supervise youth, discipline them, and overcome relationship challenges are known risk factors for juvenile delinquency, the division has a goal to provide effective treatment services to families with delinquent youth in the coming year. Support from the Alaska legislature and Mental Health Trust Authority has enabled the division to hire mental health clinicians who, in the coming year, will be able to provide counseling, coaching, and other services to better enable families to deal with their child's behavioral issues that result in delinquency.

Status Update: Greater emphasis on family intervention is a key component to both prevention and intervention efforts. The division has initiated a pilot program in Anchorage using a treatment curricula entitled, Parenting with Love and Limits, that will target youth and families new to the juvenile justice system. This program appears to be effective and replicable to other parts of Alaska. Consideration of trying to use the program through video-conferencing may allow for its use in rural areas. Family intervention has also become the primary duty of one clinician at McLaughlin Youth Center; clinicians in other facilities are involved in family work on a regular basis.

- In FY10 the division will begin the work of realizing the goals and objectives set out in a strategic planning process begun in FY08 and FY09. Among the goals of the plan are to explore improvements in program services for juvenile offenders and their families, and better support for the victims of juvenile crime. The program services component of the strategic plan also will seek ways to improve transitional services for juveniles returning to their home communities after a period of out-of-home secure or residential care. Other components of the strategic plan seek to improve partnerships with community organizations and expand vocational and other skill-building opportunities for youth, and to improve the administrative functions of the division, such as through better training, communications, and employee recruitment and retention.

Status Update: Toward this effort, the Division of Juvenile Justice (DJJ) was able to receive federal technical assistance in the areas of training and quality assurance. In the early months of FY10 site visits were

completed and recommendations received. We have begun the process of evaluating and prioritizing these recommendations and anticipate that we will continue to be guided by them throughout this fiscal year. One of the recommendations that is directly related to outcomes for youth is to link our quality assurance efforts to individual case plans for youth.

- Regarding employee recruitment, there is currently a project underway to complete videotapes in several locations statewide (Nome, Juneau, and Anchorage), focusing on areas with recruitment difficulties, to highlight employment opportunities and lifestyle benefits in more remote or rural areas. The division expects that by the end of the calendar year, these brief video clips will be available on-line when applicants access our website.

Status Update: Video clips have been completed for Juneau, Bethel, Kenai, and Nome. They are extremely well done and, besides being available on the website, will be used shown to interested people during career fairs, etc. In addition, the division has formed a workgroup to look at ways to recruit more minorities into the DJJ workforce.

- The Division of Juvenile Justice expects to have improved substance abuse prevention and intervention programming in its secure facilities in FY11. In FY09 a collaborative group of division mental health clinicians, Division of Behavioral Health staff, and an Anchorage-based substance abuse services provider examined the services offered in the division's youth facilities and local communities. The group also researched best practices in substance abuse services. Their resulting reports provide recommendations that will likely be realized as service improvements in FY11.

Status Update: The recommendations for improvement of substance abuse treatment being offered in DJJ facilities seem to focus on the development of consistent standards for that treatment that also has the flexibility to allow for the creative adaptation of treatment strategies that, while consistent with established standards, will allow for client-specific needs when necessary.

Major RDU Accomplishments in 2010

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 FY09, 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 FY10, which will result 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 Division has more fully developed behavioral health services for juveniles within detention and treatment facilities. A very thorough statewide Suicide Prevention Policy & 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:

Additional staff resources assigned to quality assurance (QA) functions in FY2008 and FY2009 have allowed the division to begin to take a more systematic approach to evaluating and improving services provided. Division managers are able to receive automated reports that help them manage and evaluate the work being done in their areas. A quality assurance workgroup continued to meet regularly throughout FY2010 to guide these efforts. With an additional Research Analyst position we are better able to analyze data in a way that provides meaningful guidance to our staff.

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.

- The Joint Management Team has been expanded to include the Division of Behavioral Health, Office of Children's Services and DJJ. During FY09, the Division of Public Assistance became part of that team. During FY2010, 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 FY2010.
- 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, a new 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 expects to expand in the coming years.
- 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. The division 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.
- 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; collaborating with the federal Tribal Youth Program 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. Of special note, the Ketchikan Regional Youth Facility has reached level 3, and the Fairbanks Youth Facility Detention Unit is one of only four sites nationwide to have reached level 4.

Strategic Planning:

The strategic planning process initiated in 2008 continued throughout FY09. Three sub-committees met regularly to develop priorities, establish implementation plans and timelines, and review progress. In August, 2009, we met as a large group with the technical advisor who has been assisting in this process, and reviewed our overall

progress to date. During FY11 DJJ will be working with the DHSS contract provider to continue important work on our overall performance measures and strategic plan.

Contact Information

Contact: Joe Hall, Budget Manager
Phone: (907) 465-1629
Fax: (907) 465-1850
E-mail: joseph.hall@alaska.gov

**Juvenile Justice
RDU Financial Summary by Component**

All dollars shown in thousands

	FY2010 Actuals				FY2011 Management Plan				FY2012 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	17,043.3	613.3	0.3	17,656.9	16,943.0	587.1	1.0	17,531.1	18,186.8	399.4	1.0	18,587.2
Mat-Su Youth Facility	2,068.4	25.8	0.0	2,094.2	2,047.0	35.0	0.5	2,082.5	2,108.7	35.0	0.5	2,144.2
Kenai Peninsula Youth Facility	1,746.0	26.5	0.0	1,772.5	1,714.8	35.0	1.0	1,750.8	1,766.3	35.0	1.0	1,802.3
Fairbanks Youth Facility	4,457.8	55.4	0.8	4,514.0	4,549.4	89.8	4.5	4,643.7	4,649.6	89.8	4.5	4,743.9
Bethel Youth Facility	3,485.0	41.1	0.0	3,526.1	3,610.2	48.3	3.0	3,661.5	3,829.0	48.3	3.0	3,880.3
Nome Youth Facility	2,219.4	2.0	0.0	2,221.4	2,448.3	0.0	2.0	2,450.3	2,554.6	0.0	2.0	2,556.6
Johnson Youth Center	3,403.7	50.7	13.4	3,467.8	3,569.2	78.1	2.2	3,649.5	3,720.3	78.1	2.2	3,800.6
Ketchikan Regional Yth Facility	1,524.7	25.0	1.5	1,551.2	1,620.0	28.5	38.0	1,686.5	1,672.8	28.5	38.0	1,739.3
Probation Services	12,878.3	213.6	364.1	13,456.0	13,507.8	73.4	568.9	14,150.1	13,877.2	184.3	559.1	14,620.6
Delinquency Prevention	0.0	47.5	940.5	988.0	0.0	130.0	1,234.8	1,364.8	0.0	130.0	1,184.8	1,314.8
Youth Courts	310.6	0.0	199.8	510.4	429.4	0.0	568.5	997.9	429.4	0.0	0.0	429.4
Totals	49,137.2	1,100.9	1,520.4	51,758.5	50,439.1	1,105.2	2,424.4	53,968.7	52,794.7	1,028.4	1,796.1	55,619.2

Juvenile Justice
Summary of RDU Budget Changes by Component
From FY2011 Management Plan to FY2012 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>
FY2011 Management Plan	50,439.1	0.0	1,105.2	2,424.4	53,968.7
Adjustments which will continue current level of service:					
-McLaughlin Youth Center	543.8	0.0	-187.7	0.0	356.1
-Mat-Su Youth Facility	61.7	0.0	0.0	0.0	61.7
-Kenai Peninsula Youth Facility	51.5	0.0	0.0	0.0	51.5
-Fairbanks Youth Facility	100.2	0.0	0.0	0.0	100.2
-Bethel Youth Facility	218.8	0.0	0.0	0.0	218.8
-Nome Youth Facility	106.3	0.0	0.0	0.0	106.3
-Johnson Youth Center	151.1	0.0	0.0	0.0	151.1
-Ketchikan Regional Yth Facility	52.8	0.0	0.0	0.0	52.8
-Probation Services	369.4	0.0	0.0	15.2	384.6
Proposed budget decreases:					
-Probation Services	0.0	0.0	0.0	-25.0	-25.0
-Delinquency Prevention	0.0	0.0	0.0	-50.0	-50.0
-Youth Courts	0.0	0.0	0.0	-568.5	-568.5
Proposed budget increases:					
-McLaughlin Youth Center	700.0	0.0	0.0	0.0	700.0
-Probation Services	0.0	0.0	110.9	0.0	110.9
FY2012 Governor	52,794.7	0.0	1,028.4	1,796.1	55,619.2