

# **State of Alaska FY2008 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 provides 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 assume 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 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 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 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 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 statewide. This service unit processes accounts payable, client service expenses, client and staff travel, and maintains the Division's juvenile offense history and service activity information database (Juvenile Offender Management Information System).

#### 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 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 on-going 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>FY2008 Resources Allocated to Achieve Results</b>		
<b>FY2008 Component Budget: \$13,068,600</b>	<b>Personnel:</b>	
	Full time	127
	Part time	1
	<b>Total</b>	<b>128</b>

### Key Component Challenges

The Division needs to develop and refine quality assurance protocols to ensure that the goals of its system improvement efforts are being met. Over the past three years the Division of 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 on-going integration into 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. This is becoming an increasingly significant need as the Division emphasizes data-driven decision making in all facets of agency operations. Without adequate quality assurance oversight, the Division's system improvement efforts will simply result in extra work for staff and ultimately will be at risk of falling into disuse. 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.

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. While the Alaska Legislature has recognized the importance of funding line-level juvenile probation work, and has in recent years supported funding of a number of positions to field offices around the state, this funding has little impact on the Division's ability to provide essential and timely services if the positions responsible for these services cannot be filled. 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 the process, and that juveniles receive adequate supervision and case management.

The need to develop a broader array of community-based services for juveniles, 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, 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.

Increased office space for probation officers is a critical need in several of the probation sites around the state, with the most urgent needs in Anchorage and Bethel. 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 interface with service providers to ensure appropriate services to promote positive juvenile outcomes.

### Significant Changes in Results to be Delivered in FY2008

In the coming year, the Division will refine the system improvements it has recently adopted for its Probation Services component. Adoption of the Youth Level of Service/Case Management Inventory and Detention Assessment Instrument

in particular have reached the stage in their implementation when it is critical for managers to ensure that these new tools and processes are being used appropriately, that data being generated is accurate and being routinely reviewed, and that, when data points toward needed changes, the Division works quickly and effectively to put improved procedures and approaches into place.

The use of Aggression Replacement Therapy (ART) Training will be expanded in the Probation Services component in FY07 and FY08. ART Training, a highly regarded curriculum proven to change behavior of hostile and violent youth, has already been implemented in several of the Division's youth facilities. In the coming year, more probation officers and community partners will be trained in the delivery of ART Training, bringing this program to youth who are demonstrating aggressive behavior in schools or at home.

FY08 will see improvement in the level of service and service delivery to victims of juvenile crime. Four full time positions (one for each field probation region of the state) are expected to be filled in FY07, allowing 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 to improve services will continue by ensuring that the differences between the adult and juvenile systems are recounted to victims, and that cross-training of our staff occur.

Staff in this component will continue to explore ways in which alternative funding sources, such as Medicaid, can be used to assist with general administrative and case management costs. In FY06, the Division began tracking Medicaid Administrative claiming to recoup costs for administrative services for Medicaid-eligible youth, and expanded its use of Medicaid dollars to fund travel for staff and clients. By FY08, the Division expects to have developed the procedures that will enable probation officers to access Medicaid funds for Targeted Case Management.

The Division will work with its partners in the Office of Children's Services and the Division of Behavioral Health to obtain the goals of the Bring the Kids Home project. With support from the Alaska Mental Health Trust and the Alaska Legislature, the Division hired a program coordinator who participates in the Department's Out-of-State Resource Committee, evaluates juvenile justice, behavioral health and other social services referral information, and approves placements and treatment services of non-custody Severely Emotionally Disturbed youth in out-of-state Residential Psychiatric Treatment Centers funded by Alaska Medicaid. The expected results are the development of improved resources within Alaska for youth and improved oversight over the way state Medicaid dollars are spent.

## Major Component Accomplishments in 2006

The Youth Level of Service Case Management Inventory (YLS-CMI) risk and need assessment process was implemented statewide in FY06. The YLS-CMI is a research-based, validated instrument that uses information on specific factors related to the youth's life to more appropriately make juvenile case decisions. 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. In FY06 the Division developed the internal capacity to institutionalize this system change by training a cadre of staff as "super users" and trainers of the YLS/CMI. These staff are now relied upon to point out concerns and ideas on how to improve use of the YLS/CMI, and to train new staff in its use. Attention has now begun to shift to analysis of the data from the YLS/CMI and its relationship to probation case decisions, level of supervision for juveniles and the appropriateness of the case plan in meeting the desired outcomes.

The Detention Assessment Instrument (DAI), the automated risk-screening tool used by probation officers to assist them in making the decision regarding whether to detain a youth, continued to undergo review and refinement and helped determine resource needs within the Division for community-based alternatives to detention.

A workgroup of Probation managers made substantial progress in revising the Field Probation Policy and Procedure Manual in FY06 and are expected to train probation staff across the state on its contents in FY07. The Field P&P Manual was last revised in 1998 and the current version does not address the number of system changes that have occurred since that time. Another work group of probation managers began work on a complete revision of the Pre-Service Orientation manual that is used to orient new line staff to their work.

During FY06, probation services continued the refinement and expansion of alternatives to detention, electronic monitoring and other community-based services. Locally developed Alternatives to Detention 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 Division detention units. Services are now operational or under development in Fairbanks, Ketchikan, Juneau, Bethel, Mat-Su, Kenai and Nome. Although the programs differ based on local need and capacity, they serve primarily

as intensive supervision based systems utilizing electronic monitoring, telephone check-ins, home visits by probation and juvenile justice officers, school visits and face-to-face visits. The youth were 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 FY06 27,429 hours of community work service was performed (82% 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 FY06, the Division collected \$52,349.60, or 96.2% 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, or 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

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**Probation Services  
Component Financial Summary**

*All dollars shown in thousands*

	FY2006 Actuals	FY2007 Management Plan	FY2008 Governor
<b>Non-Formula Program:</b>			
<b>Component Expenditures:</b>			
71000 Personal Services	8,657.2	10,148.6	11,357.0
72000 Travel	193.9	190.4	190.4
73000 Services	829.6	1,023.3	1,023.3
74000 Commodities	209.7	83.0	83.0
75000 Capital Outlay	48.5	57.9	57.9
77000 Grants, Benefits	493.4	357.0	357.0
78000 Miscellaneous	0.0	0.0	0.0
<b>Expenditure Totals</b>	<b>10,432.3</b>	<b>11,860.2</b>	<b>13,068.6</b>
<b>Funding Sources:</b>			
1002 Federal Receipts	393.0	563.0	563.0
1004 General Fund Receipts	9,892.3	11,041.3	12,170.9
1007 Inter-Agency Receipts	0.0	10.2	10.2
1037 General Fund / Mental Health	0.0	60.0	66.4
1108 Statutory Designated Program Receipts	147.0	185.7	258.1
<b>Funding Totals</b>	<b>10,432.3</b>	<b>11,860.2</b>	<b>13,068.6</b>

**Estimated Revenue Collections**

Description	Master Revenue Account	FY2006 Actuals	FY2007 Management Plan	FY2008 Governor
<b>Unrestricted Revenues</b>				
None.		0.0	0.0	0.0
<b>Unrestricted Total</b>		<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Restricted Revenues</b>				
Federal Receipts	51010	393.0	563.0	563.0
Interagency Receipts	51015	0.0	10.2	10.2
Statutory Designated Program Receipts	51063	147.0	185.7	258.1
<b>Restricted Total</b>		<b>540.0</b>	<b>758.9</b>	<b>831.3</b>
<b>Total Estimated Revenues</b>		<b>540.0</b>	<b>758.9</b>	<b>831.3</b>

**Summary of Component Budget Changes  
From FY2007 Management Plan to FY2008 Governor**

*All dollars shown in thousands*

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
<b>FY2007 Management Plan</b>	<b>11,101.3</b>	<b>563.0</b>	<b>195.9</b>	<b>11,860.2</b>
<b>Adjustments which will continue current level of service:</b>				
-Transfer Personal Services Funds to Kenai, Mat-Su, Fairbanks, Nome, Johnson and Ketchikan Youth Facilities	-175.5	0.0	0.0	-175.5
-Delete one-time-authorization for First FY2007 Fuel/Utility Cost Increase Funding Distribution	-87.3	0.0	0.0	-87.3
-FY 08 Health Insurance Increases for Exempt Employees	0.2	0.0	0.0	0.2
-Fund Source Adjustment for Retirement Systems Increases	58.7	-58.7	0.0	0.0
<b>Proposed budget increases:</b>				
-Increase SDPR authority for Juvenile Probation Officer position in Ketchikan	0.0	0.0	72.4	72.4
-Add back authorization for First FY2007 Fuel/Utility Cost Increase Funding Distribution	87.3	0.0	0.0	87.3
-FY 08 Retirement Systems Rate Increases	1,252.6	58.7	0.0	1,311.3
<b>FY2008 Governor</b>	<b>12,237.3</b>	<b>563.0</b>	<b>268.3</b>	<b>13,068.6</b>

Probation Services Personal Services Information				
Authorized Positions			Personal Services Costs	
	FY2007 Management Plan	FY2008 Governor		
Full-time	126	127	Annual Salaries	6,663,319
Part-time	1	1	Premium Pay	11,851
Nonpermanent	1	1	Annual Benefits	5,170,061
			<i>Less 5.75% Vacancy Factor</i>	(681,031)
			Lump Sum Premium Pay	192,800
<b>Totals</b>	<b>128</b>	<b>129</b>	<b>Total Personal Services</b>	<b>11,357,000</b>

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	0	0	3	0	3
Division Director	0	0	1	0	1
Juvenile Prob Officer I	1	0	2	4	7
Juvenile Prob Officer II	23	10	3	24	60
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
Research Analyst III	0	0	1	0	1
Social Services Associate I	0	1	0	1	2
Social Services Associate II	6	1	1	7	15
Social Services Prog. Admin.	1	0	1	0	2
Social Svcs Prog Coord	1	0	2	0	3
Social Svcs Prog Officer	2	0	1	0	3
Training Specialist II	0	0	1	0	1
<b>Totals</b>	<b>43</b>	<b>18</b>	<b>22</b>	<b>46</b>	<b>129</b>