

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

**Department of Health and Social Services
McLaughlin Youth Center
Component Budget Summary**

Component: McLaughlin Youth Center**Contribution to Department's Mission**

The McLaughlin Youth Center exists to provide secure detention and other services to youths who have been charged with an offense and are awaiting adjudication, treatment services for youth who have been committed to the facility for long-term confinement and to provide transition/aftercare services to offenders being released from secure treatment. These services are provided in a manner consistent with the Division of Juvenile Justice mission 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

McLaughlin Youth Center is a 165-bed facility that provides alternatives to detention, secure detention, long-term treatment programs, and transition/aftercare services, primarily to the Third Judicial District which encompasses the south-central region of the state. The services are directed toward achieving short-term community protection and long-term habilitation of juvenile offenders. The detention units primarily serve Anchorage, Kodiak, Dillingham, and the Aleutian/Pribilof Islands.

McLaughlin Youth Center is the oldest and largest of the division's eight youth facilities. In addition to services provided to youth from the Third Judicial District, specialized programs for sex offenders, female offenders and violent offenders are provided for youths from other areas of the state. The facility also provides oversight and support services for the Mat-Su Youth Facility in Palmer, the Kenai Peninsula Youth Facility, and administrative support for Anchorage Probation and South Central Region Probation.

Detention Programs (66 beds)

McLaughlin's Detention Program provides secure confinement for male and female youth who have been arrested on criminal charges or probation violations. The Detention units are primarily responsible for detaining youth from the Third Judicial District until their cases are investigated and the court determines a disposition. In addition to maintaining a safe environment, detention staff acts as judicial service officers by providing secure escorts to and from court. A comprehensive points system for detention unit residents is designed to modify unacceptable behavior. Juvenile Justice Officers help residents accomplish short-term goals through individual, group and family work and informational/educational presentations. Detained youths also receive academic evaluation in addition to school and recreational programming. Contract psychiatrists and psychologists provide court-ordered evaluations and professional consultation for the Detention staff in dealing with youth experiencing a mental illness or youth with extremely challenging behaviors.

Detention I, with a capacity of 31 residents, and Detention II, with a capacity of 25 residents, provide secure confinement for boys who have been arrested on criminal charges or probation violations, or are in need of protective custody. All detention admissions, court runs, and escorts are done out of Detention I, with the younger/less delinquent youth being housed in Detention I. Detention II remains at the full capacity of 25 and houses the older/more delinquent youth.

Denali Detention, with a capacity of 10 residents, is co-located in the Girls Cottage with the long-term girls' treatment program. An additional 5 secure beds are shared with the Gruening Girls Treatment Program.

Detention admissions have been consistent for the past several years at McLaughlin, remaining at just over 900 the past three years.

The Community Detention Program is an alternative to secure detention. Youth who are detained at McLaughlin may qualify for release to Community Detention depending on the outcome of a screening process. Services provided include intensive community supervision (Detour), a day program that utilizes local Boys and Girls Club facilities, an evening program, a community service program and a school program for students who dropped out of school or have been expelled. Services are also provided to delinquent juveniles who have received short-term school suspensions. The Community Detention has evolved from solely an alternative to detention program to one that includes

diversion/intervention for those pre-adjudicated youth who need structure in their day while going through the court process. These changes help address the fluctuating counts/referrals within the juvenile system and allow for a better response to juvenile and public safety needs.

Treatment Programs (99 beds)

The Treatment Programs of the McLaughlin Youth Center consist of the following:

Secure Treatment Unit - A 24-bed program that provides assessment, evaluation and treatment for male residents who are entering long-term treatment on the Secure Treatment Unit or who will transfer to another long-term treatment program at McLaughlin. The unit also serves as a disciplinary program for cottage residents, and provides transition/reintegration programming for some Closed Treatment Unit residents and residents returning to Anchorage after having been classified to facilities outside of Anchorage for their long-term treatment.

Gruening Girls Treatment Program - A 10-bed program co-located in the Girl's Cottage with Denali Detention. The program addresses multiple issues specific to female juvenile offenders. An additional 5 secure beds are shared with the Denali Detention Program.

Cottage Three - A 20-bed program for male sex offenders that focuses on:

- Breaking through denial and accepting responsibility for offenses,
- Identifying/altering assault cycles,
- Providing anger management skills,
- Addressing chemical dependency issues,
- Identifying/restructuring cognitive dysfunction (to include the development of socially acceptable attitudes, values and beliefs),
- Facilitating victim impact and empathy components,
- Dealing with victimization issues, and
- Providing strategies/skills in the area of relapse prevention.

Additionally, the program offers parental support, family counseling, and reintegration services.

Cottage Four - A 20-bed Cognitive Behavioral Treatment Program, which focuses on skill streaming, anger control, moral reasoning, intensive substance abuse treatment, family support, and life skill development for male residents.

Intensive Treatment Unit - A 20-bed unit that provides maximum security for residents who pose the greatest risk to themselves and/or others. The program provides a cognitive behavioral approach to treatment and works closely with our mental health clinician to address the difficult mental health issues of the residents.

Transitional Services Unit (TSU) - This unit is designed to begin preparing each institutionalized youth for a gradual and successful re-entry into the community from the time he/she is institutionalized. The Youth Level of Services/Case Management Inventory assessment instrument is utilized to identify specific individual needs and areas of risk. The results of the assessment -- which also includes information provided by the institutional treatment teams, probation officers, case files, families and other pertinent sources are used to build a plan to provide a continuum of services, including transition, reintegration, and aftercare services, and help to guide the treatment process from the time of institutionalization until release from probation. TSU staff works with unit treatment teams, probation officers and community providers to coordinate and provide for specific identified needs/services for youth throughout the treatment process, and especially as youth prepare for reintegration back into the community. TSU staff provides monitoring, supervision and support of youth in the community prior to and after release as identified in the Youth Level of Services Case Management Inventory, Aftercare Plan and the youth's overall progress. The TSU is recognized nationally as a promising practice.

School Programs

All McLaughlin residents are provided an educational program with funds from the Department of Education and Early Development and administered by the Anchorage School District. Classroom space is provided by the facility. Since nearly two-thirds of the youth are two or more years behind academically, remedial education is emphasized.

Services in Support of Treatment and Detention Programs

Various supporting functions necessary for the operation of the 24-hour institution include:

Administrative (budget, fiscal, accounting, personnel, payroll and clerical) and supply services (procurement, contracting, property control and custodial) are provided to McLaughlin Youth Center, Mat-Su Youth Facility, Kenai Peninsula Youth Facility, and Anchorage and South-central Juvenile Probation. Supply services also provide resident job training and work experience programs. Administration/Support staff are also frequently called upon to provide support in the areas of their expertise to our division statewide. The training office provides staff training, maintains training records, and provides critical support for the division's Juvenile Offender Management Information System (JOMIS), as well as maintaining records for participation in Performance-based Standards, the quality-improvement system for youth facilities.

Support/Operations provides food service, medical services, training, maintenance, repair services and support to McLaughlin Youth Center, Mat-Su Youth Facility, Kenai Peninsula Youth Facility, and Anchorage and South-central Juvenile Probation. Food Service and Maintenance provide resident job training and work experience programs.

FY2009 Resources Allocated to Achieve Results		
FY2009 Component Budget: \$17,072,100	Personnel:	
	Full time	173
	Part time	0
	Total	173

Key Component Challenges

Facility Safety & Security Master Plan:

The McLaughlin Youth Center (MYC) - Detention II unit, the oldest juvenile detention unit in the state, is located in a 40 year old building that is outdated and worn out. Secure doors cannot be depended upon to lock, heating and ventilation systems do not meet current standards or codes, at times sewage has backed up and flooded cell floors. Visibility is poor for staff monitoring of residents. Also, the facility has seriously inadequate space for medical/nursing staff with infractions of ADA (Americans with Disabilities Act), OSHA (Occupational Safety and Health Administration), HIPAA (Health Insurance Portability and Accountability Act), International Building Codes and health standards prevalent in the confined space. Also, the MYC perimeter security system is not adequate to keep residents in the campus confines or keep the public out. Additionally, the division's Anchorage juvenile probation office is located in a former housing unit with single occupant cells serving as office space for two probation officers. The cramped and congested space is dangerous to staff and visitors with inadequate screening or intake areas. Two of McLaughlin's three treatment cottages are in such need of repair that a cost analysis completed by the department in February 1997 indicated that a significant renovation or replacement of the cottages is needed.

Recruitment:

- The facility lacks sufficient permanent staffing to meet the best practice levels of supervision for the safety, security, and habilitation of the youth. Non-permanent staff are used to fill the gaps in supervision levels.
- The facility lacks sufficient behavioral health staffing to meet the best practice standards of treatment and case management of youth.

Appropriate Funding for Safety and Security:

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.

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.

Significant Changes in Results to be Delivered in FY2009

Facility Safety & Security Master Plan:

If the capital improvement request to address the deficiencies in the Detention II, Intensive Treatment Unit, medical/nursing section, probation, and specified treatment cottage areas are approved, the division will be able to begin work on implementing the plan in FY09. Significant improvement in meeting basic accepted standards, reducing liability concerns and improved services will be realized.

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.

Facility Staffing:

If the request for additional 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 residents.

Behavioral Health Services:

In the FY08 budget, three additional behavior health clinicians were approved. The division is in the process of getting these staff hired. Once these staff are hired, this will reduce liability and provide improved treatment and case management services to the youth in facility care.

ProShare Funding:

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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.

Major Component Accomplishments in 2007

Recidivism:

An important measure of the success of the McLaughlin Youth Center (MYC) treatment units is the ability of youth to remain crime free after their release. Our most recent recidivism data demonstrates that two out of three youth released from long term treatment did not reoffend in the year after their release. This level of success, for the most serious juvenile offenders in the state, is outstanding.

Safety and Security:

- This spring, the division selected the Handle With Care Behavior Management System (HWC) to be the basis of the staff physical intervention training. The Mandt System served MYC well for 23 years and has helped to create a culture that promotes dignity and respect for the residents that we work with; those values remain critical to our success. However, the last few year's staff have looked to improve the physical management training provided staff while still maintaining the excellent values and skills taught by Mandt. HWC continues to train values that are based on dignity and respect and emphasizes that the greatest tool we have to ensure safety for residents and staff is to build relationships with residents in our care. HWC, however, trains more extensively on how to safely and effectively manage youth physically. Transition from Mandt to Handle With Care will be completed during the next year. An excellent group of staff trainers is making this transition well received and very successful.
- Early in 2007 MYC, Cottage 5 staff moved towards a Strength-based Program that would positively affect resident long-term success in the community and improve unit morale. Working with the division's statewide training coordinator and the Transition Service unit coordinator, Cottage 5 was able to secure funding to obtain technical assistance and training needed to obtain their goal. A majority of the staff from Cottage 5 were able to attend the training, along with the MYC Transitional Services Unit, Anchorage Probation and Intake, and representatives from the other MYC treatment units. From that training, Cottage 5 has set into motion a shift towards strength-based practices, the premise of which is to direct attention away from a client's shortcomings and focus on the client's abilities. This initiative will be unlike any currently practiced anywhere else in the nation. When it fully evolves, it will employ strength-based practices from intake through detention, long-term treatment, transition, and aftercare for females involved in the juvenile justice system.
- The McLaughlin Safety and Security Committee continue to meet monthly to discuss issues of concern at MYC. Representatives from all of the units, including the school, participate in the meetings which provide a conduit for information to other staff. Accomplishments of this committee this year include: revamping center duty officer (CDO) training, standardizing CDO rounds, holding a mock code red drill, and reviewing MYC disaster preparedness.

Youth Gang Violence:

McLaughlin Youth Facility participates in the Tri-Borough Anti-Gang and Youth Violence Policy Team. This Team is co-chaired by Mayor Mark Begich and U.S. Attorney Nelson Cohen. The Team's purpose is to coordinate and prioritize the community's efforts in fighting gang and youth violence. This has been a unique collaboration effort as the Team is very much committed to action steps and priorities have already been established. The division was very involved in helping establish the Team and is an important voice on the Team.

Recognition and Awards:

- During the summer of 2007 several MYC residents, under the guidance and supervision of maintenance staff, with the support of federal funding for supplies, built a traditional sweat lodge for use by MYC residents. Sweat lodges have been used for many years in adult corrections as part of the treatment provided to adult prisoners, most often tying this traditional custom with substance abuse treatment. The sweat lodge was based on a model built on the campus of the Alaska Children's Services Jesse Lee Home campus and was 'blessed' in a ceremony by a representative from the Alaska Native community in August 2007.

- McLaughlin Youth Center continues to successfully participate in Performance Based Standards, and has received excellent feedback regarding their implementation and success.
- Several of the facility's staff have received the governor's Denali Peak Performance Award.

Statutory and Regulatory Authority

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 47.37 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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**McLaughlin Youth Center
Component Financial Summary**

All dollars shown in thousands

	FY2007 Actuals	FY2008 Management Plan	FY2009 Governor
Non-Formula Program:			
Component Expenditures:			
71000 Personal Services	11,573.4	12,029.7	14,497.7
72000 Travel	6.5	4.2	4.2
73000 Services	1,041.6	1,051.2	1,226.1
74000 Commodities	875.1	880.0	888.8
75000 Capital Outlay	0.0	0.0	0.0
77000 Grants, Benefits	182.8	218.7	455.3
78000 Miscellaneous	0.0	0.0	0.0
Expenditure Totals	13,679.4	14,183.8	17,072.1
Funding Sources:			
1002 Federal Receipts	0.2	50.0	1.0
1004 General Fund Receipts	13,131.9	13,374.4	15,955.3
1007 Inter-Agency Receipts	383.7	411.0	387.8
1037 General Fund / Mental Health	159.5	159.2	528.3
1092 Mental Health Trust Authority Authorized Receipts	0.0	189.2	199.7
1108 Statutory Designated Program Receipts	4.1	0.0	0.0
Funding Totals	13,679.4	14,183.8	17,072.1

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	0.2	50.0	1.0
Interagency Receipts	51015	383.7	411.0	387.8
Statutory Designated Program Receipts	51063	4.1	0.0	0.0
Restricted Total		388.0	461.0	388.8
Total Estimated Revenues		388.0	461.0	388.8

**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	13,533.6	50.0	600.2	14,183.8
Adjustments which will continue current level of service:				
-Transfer in General Funds from Medicaid Services due to Elimination of ProShare Financing	45.5	0.0	0.0	45.5
-Reverse FY2008 MH Trust Recommendations	0.0	0.0	-189.2	-189.2
-Transfer out Interagency Receipt Authority to Various Other Components	0.0	0.0	-23.2	-23.2
-Transfer out Federal Authority to Delinquency Prevention Component	0.0	-49.0	0.0	-49.0
-Transfer out General Fund Authority to Mat-Su Youth Facility	-21.0	0.0	0.0	-21.0
-FY 09 Bargaining Unit Contract Terms: General Government Unit	741.1	0.0	10.5	751.6
-FY 09 Bargaining Unit Contract Terms: Labor Trades and Crafts Unit	17.6	0.0	0.0	17.6
Proposed budget increases:				
-General Funds Required Due to Elimination of ProShare funding	349.4	0.0	0.0	349.4
-Safety and Security Funding for Juvenile Justice's Facilities	1,016.5	0.0	0.0	1,016.5
-Front Line Staffing at McLaughlin Youth Center, Year 2 of Division Plan	439.0	0.0	0.0	439.0
-Fairbanks Juvenile Treatment Court Support	73.5	0.0	0.0	73.5
-MH Trust: Dis Justice - Mental Health Clinical capacity for juveniles in and/or transitioning out of detention	288.4	0.0	189.2	477.6
FY2009 Governor	16,483.6	1.0	587.5	17,072.1

**McLaughlin Youth Center
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	163	173	Annual Salaries	8,016,630
Part-time	0	0	COLA	626,460
Nonpermanent	2	3	Premium Pay	0
			Annual Benefits	4,687,422
			<i>Less 0.00% Vacancy Factor</i>	(0)
			Lump Sum Premium Pay	1,167,201
Totals	165	176	Total Personal Services	14,497,713

Position Classification Summary

Job Class Title	Anchorage	Fairbanks	Juneau	Others	Total
Accounting Tech II	1	0	0	0	1
Administrative Assistant I	1	0	0	0	1
Administrative Assistant II	4	0	0	0	4
Administrative Clerk II	1	0	0	0	1
Administrative Clerk III	4	0	0	0	4
Administrative Officer I	1	0	0	0	1
Administrative Officer II	1	0	0	0	1
Assoc Coordinator	2	0	0	0	2
Building Mgmt Specialist	1	0	0	0	1
Enviro Services Journey II	1	0	0	0	1
Food Service Journey	5	0	0	0	5
Food Service Lead	3	0	0	0	3
Food Service Supervisor	1	0	0	0	1
Juvenile Justice Officer I	1	0	0	0	1
Juvenile Justice Officer II	94	0	0	0	94
Juvenile Justice Officer III	25	0	0	0	25
Juvenile Justice Supt I	2	0	0	0	2
Juvenile Justice Supt III	1	0	0	0	1
Juvenile Justice Unit Supv	7	0	0	0	7
Juvenile Prob Officer II	1	1	0	0	2
Maint Gen Journey	4	0	0	0	4
Maint Spec Eltronics Journey I	1	0	0	0	1
Mntl Hlth Clinician II	5	0	0	0	5
Mntl Hlth Clinician III	1	0	0	0	1
Nurse II	3	0	0	0	3
Nurse III	1	0	0	0	1
Recreational Therapist II	1	0	0	0	1
Social Services Specialist III	1	0	0	0	1
Training Specialist I	1	0	0	0	1
Totals	175	1	0	0	176