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STATE OF ALASKA  
THE LEGISLATURE

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May, 1988

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Mary Van Nimwegen

*House Hess:*

*February 10, 1988*

*February 17, 1988*



DRAFT

STATE OF ALASKA  
1988 LEGISLATIVE SESSION

BILL VERSION: HB 412  
PUBLISH DATE: \_\_\_\_\_

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_  
Title: An Act relating to the pre-  
emancipation services for certain minors.  
Sponsor: HESS  
Requestor: \_\_\_\_\_

Agency Affected: Health and Social Services  
BPIJ: Child and Youth Custody  
Components: Foster care, Residential care.

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL	65.0	70.0	70.0	70.0	70.0	70.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS	200.0	400.0	400.0	400.0	400.0	400.0
MISCELLANEOUS						
TOTAL OPERATING	265.0	470.0	470.0	470.0	470.0	470.0
CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
REVENUE	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING: (Thousands of Dollars)

GENERAL FUND	265.0	470.0	470.0	470.0	470.0	470.0
FEDERAL FUNDS						
OTHER						
TOTAL	265.0	470.0	470.0	470.0	470.0	470.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

100 Youth to receive informal training in independent living concepts and skills at \$200.00 per child.  
45 Youth to receive formal training in independent living skills at \$1000 per child in first year, and 90 per year thereafter at 500 each.

Prepared by: Yvonne M. Chase, Director Phone: 465-3170 (Attachment)  
Division: Division of Family and Youth Services Date: 02-17-88

Approved by Commissioner: Myra M. Munson, Commissioner Date: \_\_\_\_\_  
Agency: Department of Health and Social Services

Distribution (by preparer):  
Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

FISCAL NOTE (Attachment)

Analysis:

20 Youth to receive supervised independent living or subsidized independent living at \$9000. annually and 40 per year thereafter.

STATE OF ALASKA  
1988 LEGISLATIVE SESSION

No. 1  
BILL VERSION: CSHB 412 (HFSS)  
PUBLISH DATE: HOUSE 2/22/88

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_  
Title: An Act relating to the pre-  
emancipation services for certain minors  
Sponsor: HFSS  
Requestor: \_\_\_\_\_

Agency Affected: Health and Social Services  
BRU: Child and Youth Custody  
Components: Foster Care, Residential Care

15A

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES						
TRAVEL		3.0	3.0	3.0	3.0	3.0
CONTRACTUAL						
SUPPLIES						
EQUIPMENT		4.5				
LAND & STRUCTURES						
GRANTS, CLAIMS	20.0	253.0	423.0	423.0	423.0	423.0
MISCELLANEOUS						
TOTAL OPERATING	20.0	260.5	426.0	426.0	426.0	426.0

CAPITAL						
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REVENUE						
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FUNDING: (Thousands of Dollars)

GENERAL FUND	20.0	260.5	426.0	426.0	426.0	426.0
FEDERAL FUNDS						
OTHER						
TOTAL	20.0	260.5	426.0	426.0	426.0	426.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

(See attached Pages(s).)

Prepared by: Yvonne M. Chase, Director *AMC*  
Division: Division of Family and Youth Services

Phone: 465-3170  
Date: 02-23-88

Approved by Commissioner: Myra M. Munson, Commissioner  
Agency: Department of Health and Social Services

Date: 2-24-88

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

## CENTRAL OFFICE COMPONENT

CSHB 412 (HESS)  
HOUSE 2/22/88FY 88 Grants

Initial cost of \$20,000 to develop and purchase training curriculum for emancipation services/ independent living skills, as well as purchase films, video's, and reference materials for foster parents, residential child care providers and state youth correctional institutions.

\$ 20,000.

Total \$ 20,000.

FY 89 Equipment

\$4,500 to purchase a computer for program development and client tracking. This computer would be used in administering the program and to avoid the need for additional personal service costs.

\$ 4,500.

FY 89 Travel

\$3,000 to monitor programs, and to aid in curriculum development and provide training.

\$ 3,000.

Total \$ 7,500.

FY 90-93 Travel

\$3,000 per year to monitor programs, and to aid in curriculum developpe and provide training.

\$ 3,000.

Total \$ 3,000.

## FOSTER CARE COMPONENT

FY 88 Grants

\$ 00.

FY 89 Grants

\$25,000 to train 40 foster parents in independent living concepts and skills. These foster parents would then provide training to other foster parents from their areas. These trained foster parents could then provide independent living skills to 50 youth the first year and 125 per year thereafter.

\$ 25,000.

Total \$ 25,000.

House Bill 412

CSHB 412 (HESS)  
HOUSE 2/22/88

FY 90-93 Grants

A cost of \$8,000 per year thereafter be required to train additional or new foster parents to accommodate turnover among foster parents, and to update and enhance the curriculum. \$ 8,000.

Total Per Year \$ 8,000.

RESIDENTIAL CHILD CARE COMPONENT

FY 88 Grants

-0-

FY 89 Grants

\$30,000 to train staff from 14 residential child care facilities and 4 youth corrections facilities in the independent living skills curriculum. These care givers would then teach independent living skills to 75 youth the first year and 175 youth each year thereafter. Each of the residential and youth correction facilities would be required to add this component to their treatment programs. \$ 30,000.

\$135,000 to provide supervised independent living to 15 youth ages 17 and older at an annual cost of \$9,000/year for the first year. Costs will vary per youth because of varying levels of maturity and abilities to achieve transition to subsidized independent living or full independence. Maximum time in supervised independent living would be one year. \$135,000.

\$ 63,000 to provide an average subsidy of \$750/month to 7 full time equivalent youth. The amount and length of time subsidies will be provided will vary within a range based on individual needs. A full subsidy will be funded initially and decreasing to zero during the course of a year. \$ 63,000.

FY 90-93 Grants TOTAL \$228,000.

\$10,000 each year to update and enhance the independent living curriculum and to train staff from residential child care facilities and youth corrections facilities due to turnover and the need to update skills. \$ 10,000.

House Bill 412

\$270,000 to provide supervised independent living to 30 youth ages 17 and older at an annual cost of \$9,000/year for the first year. Costs will vary per youth because of varying levels of maturity and abilities to achieve transition to subsidized independent living or full independence. Maximum time in supervised independent living would be one year.

\$270,000.

\$135,000 to provide an average subsidy of \$750/month to 15 full time equivalent youth. The amount and length of time subsidies will be provided will vary within a range based on individual needs. A full subsidy will be funded initially and decreasing to zero during the course of a year. Only youth who have gone through an independent curriculum may be admitted to this program. An independent living subsidy will assist the youth in making the transition to independent living.

\$135,000.

TOTAL \$415,000.

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STATE OF ALASKA  
1988 LEGISLATIVE SESSION

BILL VERSION: CSHB 412 (HESS)  
PUBLISH DATE: HOUSE 4/11/88

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_  
Title: An act relating to the pre-  
emancipation services for certain minors  
Sponsor: HESS  
Requestor: \_\_\_\_\_

Agency Affected: Health and Social Services  
BRU: Child and Youth Custody  
Components: Foster care, Residential care.

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES						
TRAVEL		3.0	3.0	3.0	3.0	3.0
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS		189.4	244.8	244.8	244.8	244.8
MISCELLANEOUS						
TOTAL OPERATING	-0-	191.4	247.8	247.8	247.8	247.8

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS		191.4	247.8	247.8	247.8	247.8
OTHER						
TOTAL	-0-	191.4	247.8	247.8	247.8	247.8

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

See attached page(s).

Prepared by: Yvonne M. Chase, Director  
Division: Division of Family and Youth Services

Phone: 465-3170  
Date: 04-08-88

Approved by Commissioner: Myra M. Munson, Commissioner  
Agency: Department of Health and Social Services

Date: 4-8-88

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

FY 89TRAVEL:Central Office Component \$ 3.0

Travel and per diem for staff to monitor programs, aid in curriculum development, and provide training. 6 Trips x \$600/trip.

GRANTS:Central Office Component \$ 20.0

Initial cost to develop and purchase training curriculum for emancipation services/independent living skills, as well as purchase films, video's, and reference materials for foster parents, residential child care providers and state youth correctional institution.

Foster Care Component \$ 25.0

Provides training for 40 foster parents in independent living concepts and skills. These trained foster parents could then provide independent living skills to 50 youth the first year and 125 per year thereafter.

Residential Care Component \$143.4

\$30,000 to train 50 staff from 21 residential child care facilities and 4 youth corrections facilities in the independent living skills curriculum. These care givers would then teach independent living skills to 75 youth the first year and 175 youth each year thereafter. Each of the residential and youth correction facilities would be required to add this component to their treatment programs.

\$81,000 to provide supervised independent living to 10 full time equivalent youth ages 17 and older at an annual cost of \$8,100/year for the first year. Costs will vary per youth because of varying levels of maturity and abilities to

CSHB 412 (HESS)  
HOUSE 4/11/88

achieve transition to subsidized independent living or full independence. Maximum time in supervised independent living would be one year.

\$2,400 to provide an average subsidy of \$675/month to 4 full time equivalent youth. The amount and length of time subsidies will be provided will vary within a range based on individual needs. A full subsidy will be funded initially and decreased to zero during the course of a year.

TOTAL: \$191.4

FY 90-93

TRAVEL:

Central Office Component \$ 3.0

Travel and per diem for staff to monitor programs, aid in curriculum development, and provide training.  
6 Trips x \$600 per trip.

GRANTS:

Foster Care Component \$ 8.0

A cost of \$8,000 per year would be required to train additional or new foster parents to accommodate turnover among foster parents, and to update and enhance the curriculum.

Residential Care Component \$ 10.0

\$10,000 each year to update and enhance the independent living curriculum and to train staff from residential child care facilities and youth corrections facilities due to turnover and the need to update skills.

\$162,000 to provided supervised independent living to 20 youth ages 17 and older at an annual cost of \$8,100/year. Costs will vary per youth because of varying levels of maturity and abilities to achieve \$162.0

CSHB 412 (HESS)  
HOUSE 4/11/88

transition to subsidized independent living or full independence. Maximum time in supervised independent living would be one year.

\$64,800 to provide an average subsidy of \$675/month to 8 full time equivalent youth. The amount and length of time subsidies will be provided will vary within a range based on individual needs. A full subsidy will be funded initially and decreasing to zero during the course of a year.

TOTAL:

\$247.8

Angela Salerno  
1727 Talkeetna St.  
Anchorage, AK 99508  
February 12, 1988

House HESS Committee Member:

HB 412 would amend the Alaska Childrens' Code to include another option for service delivery to minors in State custody, pre-emancipation services, which have as their goal independent and productive living. The bill addresses the special needs of adolescents who will not or cannot return to their birth family, and for whom traditional services have been unsuccessful. Youth who have been in the child protection system a long time, in detention or in a series of foster homes, (and data gathered by DFYS in 1985 reveal adolescents do poorly in foster care and thus have multiple placements, but still over half of all children in placement in Alaska are teens) or who enter the system as runaways or castaways can profit from transitional living services designed to teach the adult skills they may have never learned in McLaughlin or in a neglectful or abusive home.

To endorse this bill is to recognize the State's duty to provide services to this special population. Moreover, this bill addresses the overall mission of the Governor's Interim Commission on Children and Youth, economic self-sufficiency for Alaska's young people, and would as well implement one of the Commission's specific recommendations, legislation which would allow for placement of youth in supervised independent living

programs. Pre-emancipation services could be the last State intervention needed by certain troubled youth, prevention measures you must endorse by support of this bill.

There are several different models of pre-emancipation services now in use around the country, and I would like to comment on three which appear most frequently in child care\child protection literature.

1) A groupwork approach in which seven or eight adolescents meet with a social worker in an educational group focusing on adult living skills development. Mauzerall (1983) reports 66% of youth in such a program will be successful in living independently. This type of service is now being offered in Anchorage on a limited basis by the Alaska Youth and Parent Foundation.

2) supervised group homes, "emancipation apartments" are semi-independent specialized homes to prepare youths for independent living. Skills training is comprehensive and includes such topics as financial responsibility, vocational skills, use of community resources, and interpersonal skills. Contracts with group home parents spell out the youths' educational, social and employment plans. There are no such homes in the Anchorage area.

3) the Independent Living Subsidy Program is an innovation in independent living arrangements which provides adolescents 16 years of age or older with subsidies for start-up costs and stipends for continued independent living in residences of their

choice. Payments are made directly to the teenager who must be working, going to school, or engaged in some combination of the two, fulltime. As the youth gains in earning power, subsidies are reduced until the person is self-sufficient. Strong professional social work guidance is essential to this model. In Oregon where this model was pioneered and has been in use for a decade, it was found that 75.8% of the participants successfully made the transition to independent living, and at a cost which was less than for foster care or group homes (Halm 1980).

I believe that the policy outlined in this bill would fill a gap in services to delinquent minors and children in need of aid. Such measures would provide an alternative to dependence on the State or institutionalization for troubled youth. Instead, this policy would assist them in becoming responsible and productive members of Alaskan society.

**POSITION PAPER**

**HOUSE BILL NO. 412**

For an Act entitled: "An Act relating to the pre-emancipation services for certain minors."

House Bill No. 412 would require the Department to provide a full range of pre-emancipation services to youths 16 years of age or older to facilitate their transition to full adult independence. It would also establish authority necessary to provide such services. Specifically the bill would:

- 1) require the Department to provide pre-emancipation services to any youth age 16 or older who requested the service;
- 2) authorize extension of Departmental custody beyond a youth's nineteenth birthday in order for the youth to continue receiving pre-emancipation services;
- 3) authorize the Department to utilize supervised independent living situations as placement alternatives for youth committed to Departmental custody;
- 4) authorize the Department to grant or to contract with municipalities or private non-profit organizations for the provision of pre-emancipation services.

Needs Addressed by HB 412

Most youth in our society have the opportunity to acquire the knowledge and skills necessary for successful independence gradually throughout childhood and adolescence. And for most youth the transition to full independence is also accomplished gradually and with the support and assistance of parents or parent substitutes. For youth in state custody and for those youth who are informally emancipated this type of gradual training and transition cannot or does not occur either because of statutory or funding limitations or because of a lack of needed services.

Informal preparation for independence does occur as a part of foster care and residential care placements for older youths in state custody. However, this is not an area of primary focus nor does it follow a special curriculum to ensure its completeness or effectiveness. Foster parents and residential care staff are not generally trained specifically to prepare youths for informal living and there are no mechanisms available to provide for support for the final phases of the transition to independent living.

DEPARTMENT POSITION

The Department has long recognized the need to provide better transition services for children leaving state custody and for other youth who do not have the transition support traditionally provided by parents. The

Department supports the intent of House Bill 412 to address this need. However, there is a need to better define the population of youth for whom the services are intended.

Not all youth who might request pre-emancipation services under the language of the bill would benefit from or be appropriate to receive the services. The current language would not allow the Department flexibility to establish criteria for determining the appropriateness of service. It would require the service to be provided to any youth age 16 or older upon request. Not all children who reach the age of 16 years are ready or appropriate for emancipation services. The appropriateness of a child for pre-emancipation services and the specific services to be provided should be determined on the basis of established criteria in conjunction with the case plan for the individual child. The Department recommends that the bill be amended to provide sufficient administrative flexibility in determining eligibility for pre-emancipation services to accommodate the realities of appropriations provided for the services.

The Department also suggests that the scope of services to be provided be better defined in the bill or that language be structured to provide the Department flexibility in determining the services to be provided. Currently, a variety of programs are being offered in several states which would provide the linkages that are essential for a relatively smooth transition from childhood to adulthood. One of the essential elements in successful programs is a continuum of services. This ensures that the youth do not miss any of the phases, and that the progress to independent living and adulthood is one of gradual preparation, assuring a higher degree of success.

Attached is a chart which outlines the various types of services in the continuum toward independent living which are generally offered in other states. Estimated costs of providing these services to children in the custody of the Department as well as to children outside of state custody are included.

RECOMMENDED:

*Yvonne M. Chase*  
Yvonne M. Chase, Director  
Division of Family  
and Youth Services

DATE:

*2/17/88*

APPROVED:

*Myra M. Munson*  
Myra M. Munson, Commissioner  
Department of Health  
and Social Services

DATE:

*2/17/88*

Continuum of Services	Informal Independent Living Concepts	Formalized Training Programs	Supervised Practice Living	Self-Sufficiency (After-Care)
Type of Service	Placement in substitute care (Residential or foster care) with the intent of encouraging youth to be involved in decision making, problem solving, and everyday tasks. (Existing Service)	DFYS has a small federal grant (\$6000) to purchase a training curriculum for for youth and their care-takers to work through together. Some skill handling programs already exist in Alaska, but need to focus on this special population of youth.	Both residential care and foster care providers can be trained to work with this population.	Two items of importance here: 1) Only youth who have been through the first three phases should be accepted into these programs; 2) An independent living subsidy (either offered or being developed by 27 states) assists the youth in making the transition to independent living.
Serving All Eligible Children (Total Estimate)	If youth is not in substitute care, independent living seminars would need to be developed and run by private provider. Cost estimate based on 100 children annually. \$20,000.	Cost estimate based on 45 youth in a formal skills development program for one year. \$45,000.	Some new program development needed here. Cost estimate based on 60 children annually. \$540,000. (Average cost of \$9,000. annually per child)	Subsidy estimate based on 31 youth, each with a subsidy for one year. (Average of \$750/month with greater subsidy initially decreases during the year) \$279,000.
Serving Children In State Custody (Total Estimate)	Existing Service - No Additional Cost	Purchase of training materials covered by federal grant; DFYS will provide training to foster parents. (No additional cost)	Cost estimates based on 50 children annually, using same cost per child as those in state custody. \$450,000.	Estimate based on 26 children with a subsidy for one year. \$234,000.