

SB

150

SFIN

FILE

SB 150

was referred to the
Senate Finance
Committee

No hearing was held
on this bill



SENATOR JERRY WARD

ALASKA STATE LEGISLATURE

Senate Bill 150

"An Act making appropriations for the design and construction of a youth detention facility in Kenai; and providing for an effective date."

Currently, there are no youth corrections facilities on the Kenai Peninsula. All of the juvenile offenders from the area are transported and detained at the McLaughlin Youth Center in Anchorage, which incurs a great deal of expense. Building the Kenai Peninsula Detention Facility will help alleviate the over crowding in McLaughlin as well as provide a more centralized service for the Kenai Peninsula.

In 1997 the Department of Health and Social Services identified the need for this facility as part of the Master Plan for Youth Facilities. By 1998 a Kenai Peninsula Youth Facility Committee was formed. A Site evaluation has been completed by ECI/Hyer, naming the site in Kenai as the most preferable. A 10 acre parcel on Marathon Road has been donated by the city of Kenai.

Senate Bill 150 would provide funding for the design and construction of the Kenai Peninsula Juvenile Detention Facility. Having this facility on the Kenai Peninsula will fill a void in the Juvenile Justice System by providing a centralized "headquarters" for various local interdisciplinary agencies. A local facility is critical to the rehabilitation and re-integration of the youth back into the community.

The 11,800 s.f. facility will be composed of nine single occupant detention cells and two observation cells. Also included in the architectural program are youth probation offices, space for youth education and community programs that will interface with the detention program. The facility includes fenced outdoor exercise areas, staff offices, and intake area and all support spaces required to operate a youth detention center.

Kenai Peninsula Youth Facility Survey: Analysis

Introduction

In 1997 funding was secured by the Division of Family and Youth Services (Youth Corrections) to help plan the development of a four bed youth detention facility to serve the Kenai Peninsula. In December of that year Youth Corrections staff met with members of the public and officials in Kenai to begin the process of planning the facility. A citizens group, the Juvenile Detention Facility Committee (JDFC), was formed at that time. Over the next few months the JDFC met regularly and established three committees with priority areas of focus. The first of these was a site selection committee, the second was a citizen involvement committee, the last was a program planning committee.

In late 1998 the JDFC determined that a public opinion survey would be useful in determining committee priorities for the non-detention functions that might be included in the facility. It was also determined that this would be a way to develop a clearer picture of community needs and perceptions regarding juvenile offenders. A minimal amount of funding was secured from the Department of Health and Social Services, Division of Administrative Services from the funds set aside for facility planning. These funds were conveyed to the Kenai Peninsula Borough which acted as a neutral agent in funding the survey.¹ \$2,500.00 was made available. An estimated \$1,200.00 was expended on the project.

Methodology

The survey was conducted from Friday, February 26, 1999 to Monday, March 1, 1999 from a centralized, supervised location in Soldotna. 302 calls were completed yielding a 5% +/- margin of error. The sample was drawn from a random list of Kenai Peninsula voters with phone numbers and calls were made in a random, systematic manner. Preliminary demographics indicate a strong correlation with Peninsula population data and underscore this survey's reliability². Raw data was coded to answer sheets and inputted into an Excel spreadsheet. Copies of the survey instrument and raw results are included at the end of this report.

¹ The towns of Kenai and Soldotna have each submitted a location for the new facility. The Borough, which represents both, was seen as the ideal entity to serve as the neutral funding agent.

² Tyonek was not included in the survey. Numbers for the remaining areas of the peninsula were reflective of their proportion of the total population. Other demographic patterns (age, residency, marital status) appeared consistent with area patterns.

Summary Findings

The survey was effectively divided into four non-demographic sections. The first addressed 15 different service areas and asked whether or not the respondent felt each area was being adequately served. The second then asked the respondent to rate which of those fifteen areas they believed were of most importance. The third section asked general use questions about special services in the community and attitudes about juvenile crime and safety. The fourth section attempted to assess which particular areas of concern might merit the most support for inclusion in the program of the youth facility.

Key Points:

It was clear that the community group had put the word out on the facility and that people were thinking about it:

- Just over one third (36%³) of those surveyed had heard about the proposed facility

There were also clear areas where people felt services were simply not adequate:

- 60% do not believe substance abuse is being adequately addressed in the community
- 56% do not believe that youth activities are being adequately addressed
- 54% do not believe delinquency prevention is being adequately addressed
- While 24% believed that there was adequate support for conflict mediation, 41% did not – indicating that, among those who were familiar with the concept, by a nearly 2 to 1 margin they felt that the service was inadequate
- This held the same for runaway and youth shelter services where 18% believed services were adequate while 39% did not for runaways, and 19% thought shelter services were adequate while 42% did not.
- An even greater spread was evident among those who addressed affordable legal representation (28% felt it was adequate, 45% felt it was not), though this may have been a reflection of the availability of those services for adults also

Other areas were more ambiguous with a nearly equal number of persons agreeing and disagreeing on adequacy. These included mental and emotional health, domestic violence, affordable child care, and parent support and education.

On the other hand, there were areas that the community felt were being adequately addressed:

- Over two thirds of those surveyed – 68% – felt that education was adequate
- 50% felt that that violent crime was being adequately addressed (compared to 34% who felt it was not)

Coordination of educational and social services also received a favorable plurality.

³ All percentages are rounded to whole numbers.

When asked to further refine their levels of importance for these programs, three subjects were strongly supported as key areas (a respondent's first, second, or third choice of issue). These were, in order of importance, 1) child abuse; 2) substance abuse; and 3) youth activities.⁴ The latter two could be addressed programmatically with the new facility.

When asked about whether or not respondents had sought specialized services, most had not – not even police services (only 38% claimed to have sought police services.) Coupled with the perception that violent crime was being dealt with, these perceptions seem to underscore a rather deep-set belief in the relative safety of the Peninsula. Even so, 72% of respondents did feel there was a juvenile crime problem in their community. When respondents were asked to identify the types of crime which appeared to be a problem, they cited drugs (81%), vandalism (75%), burglary (68%), and shoplifting (65%) as their top areas of concern.

These responses seem to coincide with the earlier impression that, while violent crime is being addressed, delinquency prevention is not. Though 70% of respondents feel safe nearly all of the time,⁵ respondents also acknowledge that there are problems in their community, though these tend to be the less violent delinquent acts. The facility may well be seen as an opportunity to prevent some of these delinquent acts.

These thoughts are further reinforced when respondents are asked what should be programmatically provided in the facility. The number one response – substance abuse intervention and education – was favored by 81% of the respondents, followed by educational services (77%), and violence intervention services (75%).

Conclusion

Respondents seem to understand their community and its needs. While acknowledging the need to do more about some areas of concern, respondent's prioritized areas that appear to have needs unmet by their existing social service network. Respondents were remarkably consistent in their views and quickly identified certain themes of underlying importance to their community. In particular, as the numbers in this survey indicate, substance abuse and educational services have risen to the fore. Co-location in the facility of non-profits or coordinating agencies that serve populations suffering from the impact of drugs or which provide educational resources, might help alleviate these concerns and develop a more consistent program that serves the prevention and detention needs of Kenai Peninsula Borough youth.

⁴ Because delinquency prevention, runaway services and other topics were less well known than other questions, they may not have shown as well in this section.

⁵ An additional 25% feel they are safe most of the time, while four respondents either hardly ever or never felt safe – just over 1%.

Annual Report
The Division of Juvenile Justice
FY99



Governor Tony Knowles
Commissioner Karen Perdue
Director George Buhite



State of Alaska
Department of
Health and Social Services

Executive Summary: A Professional, Community-based Juvenile Justice System

FY 99 was the last year of the Youth Corrections section of the Division of Family and Youth Services (DFYS) and the first year of the new Division of Juvenile Justice (DJJ). The transition from Section to Division shaped much of the past year's activities at the administrative level, while serving to acknowledge the evolution of Alaska's Juvenile Justice system throughout our State. FY 99 also saw the continued development of the DJJ long term strategic plan designed to better meet the needs of clients and the public. Strong support from the Governor and Legislature for new and existing youth facilities, securing substantial federal grant funds for community-based accountability programs and systems improvements, and continued integration of the practices and principles of Balanced and Restorative Justice were other hallmarks of the year.

Over the past decade a series of planning documents were prepared that together have provided a sound footing for the evolution of DJJ. The NCCD Trends report, the Master Plan for Youth Facilities, and the Governor's Conference on Youth and Justice report all demonstrated the need for system development with community participation. Recently, consistent with these reports, treatment and detention bed space have increased and a substantial emphasis has been placed on developing and supporting community-based programs.

FY99 saw rapid growth in DJJ partner initiatives such as youth courts, rural community court agreements, aftercare programs, school and community-based probation, victim/offender mediation, creative community-based treatment and detention efforts, and a variety of other programs. These efforts coincided with a decline in the rate of youth crime. Today DJJ referral trends are moving down and our institutionalized population, though still over capacity, appears to have stabilized.

While expanding service in these areas, the Division also developed a workable strategic plan. This plan addresses system growth, cultural diversity, improved communication, and strengthened collaboration - from prevention through reintegration - for offenders, their victims, and their communities. All of these efforts underscore the professional development of DJJ culminating in this fall's successful system-wide accreditation by the American Correctional Association (ACA) - one of only six state juvenile justice systems to achieve this standard.

Facilities

Alaska maintains five operating youth facilities. Two additional facilities are under construction or in the design phase of construction and a third is proposed. The State's central facility remains the 115 treatment and 55 detention bed McLaughlin Youth Center (MYC) in Anchorage. Fairbanks Youth Facility in Alaska's second largest city has 20 treatment and 20 detention beds. The Johnson Youth Center (JYC) in Juneau provides 8 detention beds and opened a new 22 bed treatment wing this year. Regional facilities in the small rural communities of Bethel (11 treatment and 8 detention beds) and Nome (6 detention beds), round out the system and help meet some of the needs of Alaska's rural and isolated communities. The 15 bed Mat-Su youth detention facility presently under construction, is slated to open in April 2000. The 10 bed Ketchikan Youth Facility (four detention, four mental health diagnostic beds, and two "swing" beds) will break ground in 2000 and is scheduled to open in 2001. A 4 to 10 bed facility is also proposed for the Kenai Peninsula. Site selection for that facility was completed recently, though the facility has not yet received funding for construction.

Youth Facility Current and Planned Capacity

| | Existing Capacity | New Beds | New Staff | Facility Open | Total Beds |
|--------------------------|-------------------|-------------------------------|-----------|---------------|------------|
| McLaughlin Youth Center | 170 | 30 | 23 | May, 2000 | 200 |
| Fairbanks Youth Facility | 40 | | | | 40 |
| Johnson Youth Center | 30 | | | | 30 |
| Bethel Youth Facility | 19 | | 2 | | 19 |
| Nome Youth Facility | 6 | | | | 6 |
| Mat Su Youth Facility | 0 | 15 | 22 | April, 2000 | 15 |
| Ketchikan Youth Facility | 0 | 10 | 17 | January, 2001 | 10 |
| Kenai Youth Facility | 0 | Proposed 4 to 10 bed facility | | | |
| Total | 265 | 55 | 64 | | 320 |

Planning efforts for the new facilities were based on the principles of Balanced and Restorative Justice and involved the community in site selection and the development of program components. The unique program concept of the Ketchikan Youth Facility/Residential Diagnostic Treatment model helped secure construction funding from a wide variety of local and state sources. This detention and mental health treatment concept has also drawn the attention of other states and organizations as a potentially replicable model for small youth facilities. Innovative program development for facilities builds on the Restorative Justice principles of victim restoration, offender accountability and competency development, and community partnerships.

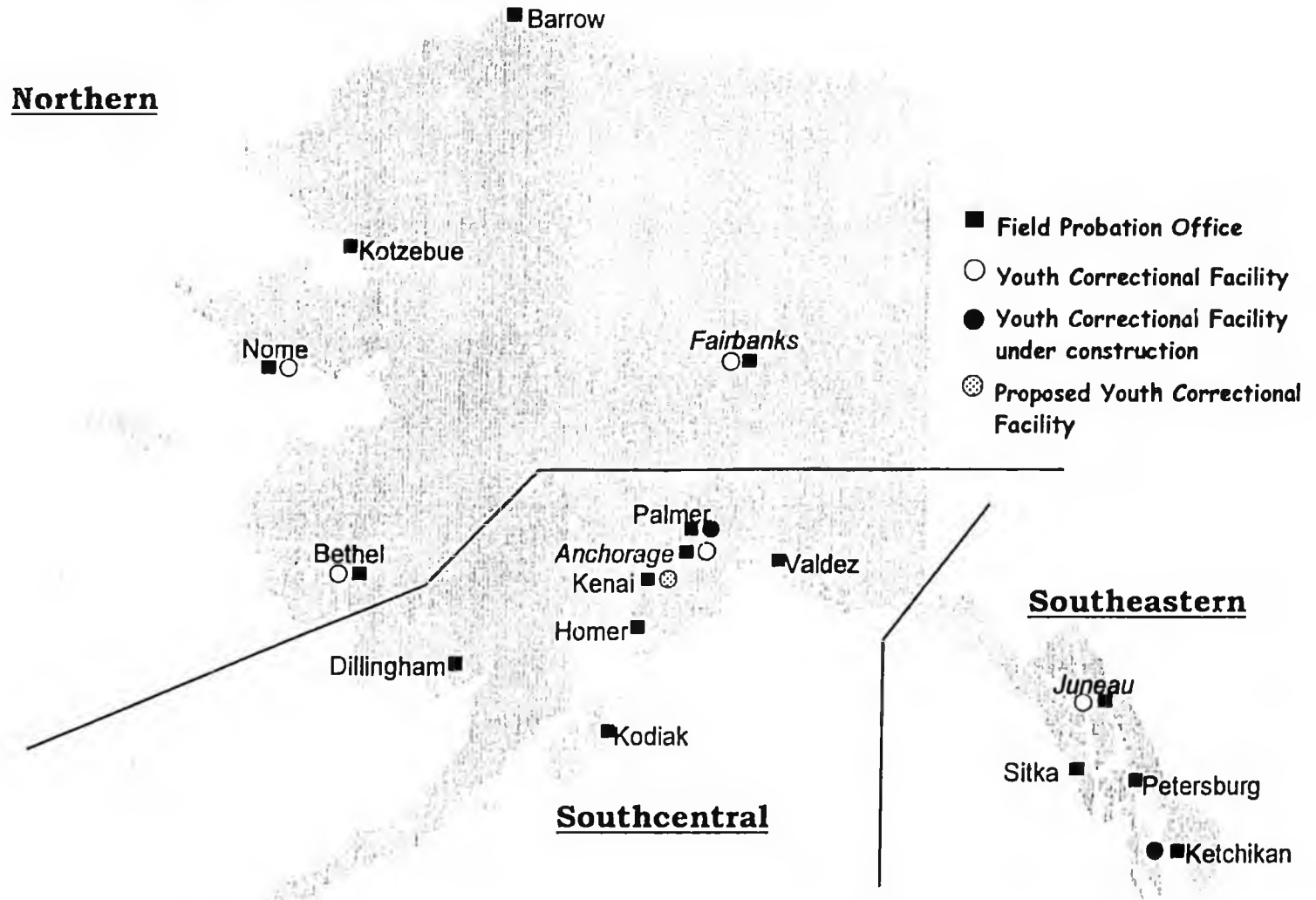
Probation Services

Probation services are directed through three separate regions that differ widely in demographic and geographic makeup. Northern Region includes Fairbanks and much of rural Alaska - from Bethel to Barrow. Southcentral Region includes Anchorage and communities from Dillingham to Kodiak and Cordova. Southeast covers the entire Southeast panhandle from Yakutat to Metlakatla. Probation offices in rural Alaska have often taken the lead in partnering with Alaska's substantial Alaska Native population in developing community-based solutions like circle sentencing and community courts that seek to serve kids in their own communities. Urban probation officers are working to establish school and community-based probation, truancy, and community partnerships to address delinquency at all ages and levels. These officers are provided support in their efforts from regional and state offices.

Department of Health and Social Services

Division of Juvenile Justice

(locations of the DJJ regional offices are denoted by italics)



Capital Projects

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Division of Juvenile Justice Capital Projects

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Project Status Overview as of September 30, 1999

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Mat-Su/Palmer 15 Bed Detention Unit

[Governor's Conf](#)

(Marty Grossman, DHSS Facility Manager, Chet Halcomb, DOT Project Manager)

[Capital Projects](#)

- **APPROPRIATION:** \$355,000 (Design); \$4,100,000(Construction & Site Purchase)

- **CONSULTANT:** ECI/Hyer, Inc

- **SCOPE OF WORK:** Design and construction of a new full service 15-bed youth detention facility to service the communities located in the Mat-Su Borough.

- **SCHEDULE:**

- February '98 - Draft Conceptual design documents for review and/or share with Legislature
- March '98 - Re-design to conform to budget constraints
- April '98 - Legislative project overview document with executive summary
- July '98 - Site Selection Issues completed.
- Jan '99 - Bid documents ready/Project advertised
- Feb '99 - Construction award
- April'00 - Project completion

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MYC 30 Bed Detention Addition

(Marty Grossman, DHSS Facility Manager, Chet Halcomb, DOT Project Manager)

- **APPROPRIATION:** \$675,000 (Design); \$ 5,197,000 (Construction).

- **CONSULTANT:** ECI/Hyer, Inc.

- **SCOPE OF WORK:** Design and construction of a new 25-bed male youth detention unit and a 5-bed female detention wing addition to Cottage #5 (Cottage H). The building is to be constructed in the space now occupied by the Outdoor Recreation yard, east of the school building and includes Probation/Administration office spaces (per Item 4 & 5 of the Master Plan).

- **SCHEDULE:**

- February '98 - draft spatial design documents for review and/or share with Legislature
- Jan. '99 - Bid documents ready/Project advertised
- Feb. '99 - Construction award
- May.'00 - Project completion

MYC DDC Project

(Marty Grossman, DHSS Facilities Manager; Chet Halcomb, DOT Project Manager)

- *APROPRIATION*: \$ 450,000
 - *CONTRACTOR*: Johnson Controls (DOT Term Agreement)
 - *SCOPE OF WORK*: Engineer and install new Direct Digital Control System @ MYC.
 - *SCHEDULE*:
 - October '98 - Engineering Start
 - March '00 - Expected Project Completion
-

FYF Addition and Design Engineering

(Marty Grossman, DHSS Facility Manager. Roxanne Sexton, DOT Project Manager)

- *APROPRIATION*: \$287,000 (Design).
 - *CONSULTANT*: The Farr Group.
 - *SCOPE OF WORK*: Renovations and additions (approximately 15,000 square feet) to existing facility to include security improvements (glazing, key control, public entry, security screens); add second floor to existing housing unit for 5 additional beds; reconfigure and/or remodel existing housing, facility, and education space; add new gymnasium with new maintenance office.
 - *SCHEDULE (Tentative)*:
 - New fee negotiation underway after NRDOT could not reach agreement with LSI. ECI/HYER retained for design services.
 - August '98 – 65% Design Submittals.
 - November '98 - 90% Design Submittal
 - *Bid/Award Note: Construction Funding*
 - Construction/Project Completion *not scheduled until FY2001 Capital Budget*
-

FYF Fire Alarm Replacement

(Marty Grossman, DHSS Facilities Manager, Roxanne Sexton, NRDOT Project Manager)

- *APROPRIATION*: \$336,000 GF
- *CONSULTANT*: The Farr Group
- *SCOPE OF WORK*: Design and Construction for the replacement of the existing FA System with an addressable FA System.
- *SCHEDULE (Tentative)*:
 - September '99 Design Begins
 - November '99 Design Completion
 - December '99 Bid/Award

- February '00 Construction Begins
- June '00 Construction Completed

Ketchikan Youth Facility

(Tom Lane, DHSS Facility Manager, DOT Project Manager, Neil Atkinson)

- **APPROPRIATION:** \$117,238 SLA 91; \$184,500 SLA 97; \$1,518,300 SLA 98 \$529,484 GF and \$200,000 Program Receipts (City of Ketchikan CDBG Grant) SLA 99 : \$ 2,520,038 Additional \$250,000 from Alaska Mental Health Trust Authority (AMHTA) and \$600,000 from Ketchikan Gateway Borough (KGB) expected—will bring total available to \$3,399,522.
- **CONSULTANT:** ECI-Hyer.
- **SCOPE OF WORK:** Design and construction of a new 10 bed facility, which would house 4 detention bed, 4 residential diagnostic and treatment beds (mental health) and 2 observation beds.
- **SCHEDULE (Tentative):**
 - March 1, '98 – Begin Architectural Programming.
 - April 23, '98 – Draft architectural programming complete. Meeting with Ketchikan on architectural program.
 - June 18, '98 – Ketchikan City Council selects site for facility.
 - October '98 – Design begins.
 - December '98 - Additional funding for mental health beds not included in Governor's budget. Search begins for alternate funding sources.
 - May 19, 1999 – Legislature adjourns after appropriating \$529,484 GF and \$200,000 program receipts (needed to accept City of Ketchikan's CDBG grant award for project Estimated total project cost: \$3.40 million (\$650,000 additional available from AMHTA and KGB, with \$200,000 more expected from KGB). Estimated cost (basic bid package) does not include space for Probation Officers, which will be treated as an additive alternate. Lower construction bids may allow construction of probation officer space.
 - December 99 – Design completed
 - March '00 –Construction begins.
 - Spring '01 Construction completed.

Kenai Youth Facility Detention Unit/Community Programs

(Tom Lane, DHSS Facility Manager Project Management being shifted to DOT/PF Central Region)

- **APROPRIATION:** \$232,500. \$2,912,500 additional needed
- **CONSULTANT:** Not selected yet.
- **SCOPE OF WORK:** Design and construction of a new youth facility and appropriate community services.
- **SCHEDULE (Tentative):**
 - November 3, 97 - Initial meeting held with Borough Mayor
 - December 15, 97 - Community meeting.
 - February 13, 98 – Kenai Borough Youth Facility Committee meeting
 - March 16, 98 - Planned Kenai Borough Youth Facility Committee

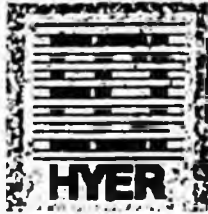
meeting

- Spring/'98 – Fall '99 – Meetings continue with community; community identifies possible community options.
- December '98 – Community offer two sites for facility.
- October '99 Formal site evaluation begins; architectural programming begins (tentative)
- December '99 site selected;.
- Jan'00 – Design begins.
- May '00 – Legislature funds construction.
- October 00 – Design completed
- Spring '01 –Construction begins.
- Spring '02 Construction completed

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Anchorage Jail Anchorage, Alaska

The Municipality of Anchorage is the hub of Alaska's population and commerce. With approximately half of the State's population residing in this growing community, there is an ever expanding need to provide a wide range of municipal services, including public safety. The Anchorage Jail will become

the new cornerstone of police and law enforcement activity within our State's largest community. The Anchorage Jail will replace the existing 6th Avenue Jail which is thirty years old, grossly under sized for the City's current population and woefully antiquated and inefficient.

The new jail is to be owned by the Municipality of Anchorage, operated by the Alaska Department of Corrections and managed by a consortium of stakeholders that include the Anchorage Police Department, Alaska State Troopers, Alaska Court System, Municipality of Anchorage Safe Cities Inebriate Transfer Station, the Federal Marshal and the Alaska Department of Corrections.

The 188,324 square foot Anchorage Jail building is to be constructed on a five acre parcel of land bordered to the north by 3rd Avenue, south by 5th Avenue, east by a Municipality of Anchorage vacant piece of land, and to the west by Cook Inlet Pretrial, a State of Alaska owned and operated felon presentenced facility.

The two story building will be approximately forty feet in height and will initially include three hundred ninety six jail beds and has been designed to accommodate an ultimate prisoner population of six hundred when the addition of three housing modules is constructed. Supervision within the jail is based on a direct supervision model.

The jail construction budget is \$56,000,000 and the City funded Inebriate Transfer Station budget is \$1,000,000, for a total construction budget of \$57,000,000.

2000 AIA Committee on Architecture for Justice selected the Anchorage Jail to appear in the 2000-2001 issue of AIA Justice Facilities Review



**Mat-Su Youth Facility
Palmer, Alaska**

The 1990's saw the Mat-Su Borough become the fastest growing area within the State. With this growth, came a disproportionately

high level of youth related crime, violence and social problems. It became clear to the law enforcement agencies that a unique solution to the problems facing Mat-Su's youth must be found. DHSS responded to this challenge by developing a youth assessment/detention facility that responded to a variety of needs facing youth in crisis. The 13,000 s.f. structure houses a program that includes fifteen hard detention cells and a full complement of support spaces for the detention area. In addition, space is provided for the Mat-Su Youth Probation offices, an intake center with interview rooms, a conference room and two observation/holding cells. An overriding goal of the Mat-Su Youth Facility program is to provide a central location for assessment of a youngsters problems and determine how the child's parents, school or state agencies can facilitate the best solution or most effective treatment.

2000 Alaska Chapter AIA Merit Award



**McLaughlin Youth Center School
Anchorage, Alaska**

Services provided for the MYC School included programming, design and construction phase services for a 20,000 square foot youth detention school. The program called for the building to provide specialized educational spaces for 100 delinquent youths. Security issues were of paramount concern while developing the

project design. Equally important were qualities of space, light and openness. These characteristics were considered essential in providing educational opportunities for youths who typically withdraw from formal learning environments. The project encompassed extensive renovation of the existing school building and the addition of classroom and library space.

**McLaughlin Youth Center Master Plan
Anchorage, Alaska**

-----UNDER CONSTRUCTION-----



**Kenai Youth Facility
Kenai, Alaska**

The Kenai Youth Facility project began as a site evaluation and recommendation project and evolved through concept design into design documents that will ultimately be used for building construction.

The 11,800 s.f. facility will be composed of nine single occupant detention cells and two observation cells. Also included in the architectural program are youth probation offices, space for youth education and community programs that will interface with the detention program. The facility includes fenced outdoor exercise areas, staff offices, an intake area and all support spaces required to operate a youth detention center. The facility is anticipated to be constructed in the Summer of 2001 with occupancy in the Spring of 2002.

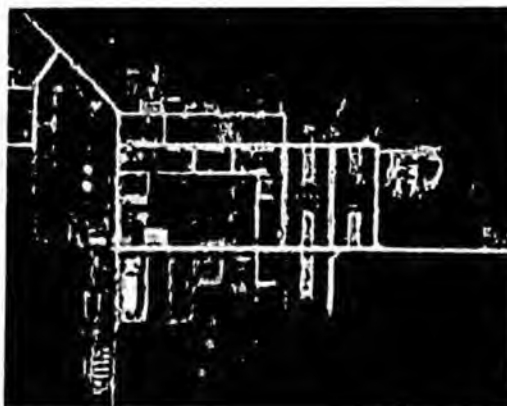


**Palmer Correctional Center
Minimum Security Housing
Palmer, Alaska**

This project included the design and construction of a new 21,000 s.f. dormitory which houses 176 minimum security inmates under a direct supervision management system. This two story building is the first of two identical structures

planned for the PCC campus. Day rooms, multipurpose rooms, and staff offices are provided in addition to the primary function of inmate housing.

Site development provided for all utility systems including new campus sewage treatment, water, emergency power, roads and site amenities.



**Wildwood Correctional Center
Kenai, Alaska**

The Wildwood Correctional Center Project spans more than ten years and incorporates the development of a master plan for the 106 acre site purchased for use as a minimum and medium custody penal institution. The outgrowth of the Master Plan is a re-utilization of ten existing buildings and development of four new structures to

**THE KENAI PENINSULA JUVENILE
DETENTION FACILITY**

A PROGRESS REPORT

SEPTEMBER 1999

By

Eric Weatherby, Karen Rogers, Joan Schrader,
Virginia Espenshade and Jeff Kohler

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THE KENAI JUVENILE DETENTION FACILITY A PROGRESS REPORT

INTRODUCTION:

This paper is written with purposes. The first is to 1) provide a general overview of the juvenile justice system in Alaska, 2) to provide an overview of the progress of the Kenai Juvenile Detention Facility Committee and its subcommittees since its inception, and 3) to provide direction for the committee as it pursues the development of a central peninsula detention facility.

In providing an overview of the Division of Juvenile Justice, it is hoped that the reader gains a basic level of understanding the division's philosophy towards delinquency, and how it approaches its mission. This report will provide a basic review of the literature on juvenile delinquency, secure facilities and related issues (such as substance abuse and mental health concerns) that the committee will need to communicate to the public in its promotional efforts in the community. These first two sections should be useful to committee members who are often engaged by the public with questions about the juvenile justice system, but because they are not personally involved do not have the knowledge to respond. The third section provides a review of the committee's progress involving the community in identifying program needs that are expected to affect the design of a Kenai Peninsula facility. In conclusion, this report hopes to address recommendations for the committee in continuing with the next phase of its mission through public presentations designed to elicit broad public support for central peninsula detention facility. To meet this final objective the committee will need to adopt a communication plan to guide it over the coming months.

The Division of Juvenile Justice:

The State of Alaska's Department of Health and Social Services consists of multiple divisions with differing and separate, but complementary missions, all of which seek to help the citizens of Alaska. The Division of Juvenile Justice¹ is responsible for the rehabilitation of Alaska's youth. The Division of Family and Youth Services is responsible for child protective services², and the

¹ The Division of Juvenile Justice was established by Legislative action effective July 1, 1999. Prior to this date the Division was known as the Youth Corrections Section of the Division of Family and Youth Services.

² A.S. 47.10.011(1-12): Child protective services include the investigation of reports of neglect, physical and sexual abuse, mental injury, refusal to accept available care (runaways), and impaired care resulting from substance abuse by the parent or legal guardian, as acts against the child.

Division of Mental Health is responsible for the community and institutional mental health needs of Alaska's citizens. These overlapping missions, when properly coordinated, can provide the ingredients of a "synergy" beneficial to the whole of the community greater than any individual sum of its parts.

The mission of the Division of Juvenile Justice, "to hold juvenile offenders accountable for their behavior, promote the safety and restoration of victims and communities, and assist offenders and their families in developing skills to prevent crime,"ⁱ focuses on community protection through a variety of programs and approaches that are jointly developed with community stakeholders. It is intended to impart to youths the skills to enable them to become responsible and productive members of the community. Equally importantly, as a management philosophy, restorative justice provides the opportunity for every division employee to form working partnerships with people in the community with the goal of planning for the future. It encourages communication within the community as the Division continues "the process of seeking community input in the program development of new youth facilities that are either under construction or in the design phase around the state."ⁱⁱ

Division Sections:

The Division delivers services through three sections: Intake, Probation Services, and Institutions. Through these interactive sections the Division seeks to meet its mission utilizing a variety of programs. Some of these programs are community based and others are institutional. All are focused on involvement of the community, families and youth.

Probation and Intake Services:

Through community based programs the Division's intake and probation services seek to reduce and prevent juvenile delinquency, while also seeking to reduce the number of youth who are incarcerated. A multitude of programs³ have been developed or expanded as a result of "legislation in the past two legislative sessions focused on streamlining and opening up confidentiality, strengthening statutory authority for alternative dispositions...and improving delivery of services within the system."ⁱⁱⁱ

³ Examples of programs includes electronic monitoring, voice verification, school-based probation officers, day treatment, Youth Court, expanded restitution collection and community services programs, victim-offender mediation, and community after care.

Institutions:

Secure lodging of our youth is, on occasion, necessary and unavoidable. The Division of Juvenile Justice operates detention programs in Anchorage, Bethel, Fairbanks, Juneau, and Nome. The McLaughlin Youth Center⁴ is the largest facility in the state. It provides both detention and treatment programming, as does the Fairbanks Youth Facility, and the Johnson Center in Juneau. A new Mat-Su detention facility is presently under construction in Wasilla, and is expected to open in January 2000. Ketchikan anticipates the start of construction on a facility in December 1999. The Kenai Peninsula is preparing for the public hearing process as part of Design and Development for a central peninsula facility. Assuming that all planned facilities are built as intended, the State of Alaska will operate eight secure custody facilities by the year 2004.

Combining Resources:

As the Division of Juvenile Justice develops it becomes more synergetic in its approach to delinquency treatment and prevention. Intake, probation and institutional programs are being co-located wherever possible through out the state. Designs for new facilities have included space for both probation services and community agencies that have partnered in the treatment of our youth. Co-locating the "people resources" of the division increases opportunities for internal communication amongst the sections, and fosters collaborative efforts in seeking solutions to our youthful problems. The opportunity exist on the Kenai Peninsula to create an innovative new facility to serve local community juvenile justice needs in the new millennium.

LITERATURE REVIEW - JUVENILE JUSTICE ISSUES:

The following literature review will provide some understanding of the nature and scope of the demographic, mental health, substance abuse, and logistical issues facing the citizens of Alaska as we attempt to address increasing facility demand.

⁴ McLaughlin Youth Center is located at 2600 Providence Drive, Anchorage, Alaska. It opened in 1968 as the first in state centralized juvenile correctional treatment center.

Detention Demography:

“The average length of stay, for a juvenile, in secure custody (detention and treatment) in Alaska is 445 days.⁵ While Alaska ranks thirteenth from the bottom in its percentage of serious violent offenders it ranks second from the top in terms of the percentage of juveniles it commits to secure facilities and in the length of time they are committed to those facilities.”^{iv} While these are alarming statistics, research done by N.E. Schafer and Richard W. Curtis discloses that in terms of detentions alone, “The average length of stay for each instance of detention was 13.82 days, with a range from 0 to 267.7 days. Because the long range skews the distribution, we also provide the median length of stay per detention (1.9 days). This is the midpoint: half the detentions were longer and half were shorter.”^v

The daily average cost of housing a juvenile in a secure facility is \$162.^{vi} This equates to \$5018.75 per month or \$60,225 annually per youth detained. McLaughlin Youth Center is the primary facility serving Kenai Peninsula youths detention and treatment needs. This \$165 daily cost figure does not include transportation associated with moving youth between a facility and their home community.

McLaughlin Youth Center (MYC) is designed to house 35 youths in detention. Demand for detention in the South Central Region during 1998 so exceeded this capacity it forced the conversion of one cottage program into a second detention unit thus doubling MYC's detention capacity. Still, on June 1, 1999 the count in the MYC detention units reached a high of 91 youths. In fiscal year 1998 there were a total of 618 Peninsula youth referred to the Division of Juvenile Justice. 127 (20.6%) of those youths underwent a detention screening resulting in 72 (11.7%) being held in some form of custody.⁶

Research of future bed space needs in Alaska shows that, “According to official statewide demographic projections, the number of young people between 10 and 19 years of age increased by nearly 3 percent between year 1990 and 1995, far faster” than in other states also under study. “Official forecasts indicate that the state's at-risk population will continue to increase at approximately this rate well into the future. Census information also suggest that the highest projected growth is in the State's Native American population – an ethnic group that traditionally

⁵ Although this report addresses the subject of a peninsula detention facility this statistic includes institutionalized youth who would not be housed in a strictly detention facility.

⁶ State of Alaska, Division of Juvenile Justice Referral Summary Report for the Kenai District, FY98.

has much higher arrest rate other groups in the State.”^{vii}

The fact that our Natives are our fastest growing population needs to be viewed against research on Alaska’s detention patterns. Detention data by racial analysis shows that “Alaska Natives appear to be over-represented among detained youth for the two years (1992 and 1993) for which race data are nearly complete. They constituted less than 20 per cent of the combined white/Native population of 10 to 19-year-olds in the total state population (Alaska Department of Labor, Alaska Population Overview, 1991), but they were more than 30 per cent of all detainees in 1992 and 28.6 per cent of all detainees in 1993.” When multiple detentions are analyzed the data discloses that this over-representation is even greater for Alaska Natives at 46.9%.^{viii}

Mental Health and Juvenile Justice:

Barbara Henjum, Associate Superintendent of treatment programs at McLaughlin Youth Center, notes that although most of the research on the mentally ill and corrections is based on analysis of adult populations the same trends have been noted in the juvenile justice system. Alaska’s juvenile justice system is similar to that of current research which has “noted that up to 13 percent of the jail population suffers from severe mental illness, as compared to approximately 2 percent of the general population.”^{ix} Ronald L. Bonner, Psy. D., suggests that the increase in the mentally ill correctional population is due to causes “ranging from psychiatric deinstitutionalization, co-existing substance abuse, inadequate community treatment and housing programs, and the commission of varying levels of crime.” Dr. Bonner recommends “mental health screening for all admitted inmates” which may be done economically and efficiently by “front line booking and correctional officers (who) can be trained to quickly and reliably complete such procedures with a system of referral and triage for “red flag” or at risk cases.” Most importantly, “Training, case meetings, regular roll-call participation, and close interaction between correctional and mental health care staff are essential for the successful management of the mentally ill in custody.”^x

Substance Abuse and Juvenile Justice:

Significant numbers of youth coming into contact with the juvenile justice system each year meet diagnostic criteria for at least one mental disorder, diagnosable alcohol abuse or dependence disorder, and/or suffer from a diagnosable substance abuse or dependency disorder.^{xi} OJJDP⁷

⁷ Office of Juvenile Justice and Delinquency Prevention.

research indicates that although the extent of the link between substance abuse and mental health disorders amongst juvenile offenders is not known, "recent research suggest that these problems are significantly greater for juvenile delinquents than for other youth." Furthermore, juvenile delinquents "tend to have both mental health disorders and substance abuse problems, and a high percentage of them also have conduct disorders."^{xii} And yet, as OJJDP notes in its study of the problem, "the services available in the juvenile justice system to alleviate these problems are entirely inadequate."^{xiii}

David Hawkins and Richard Catalano note in their discussion of the drug prevention program, Communities That Care, that "several risk factors arising throughout the course of child development increase the chances of drug and alcohol abuse. Two categories of risk factors are identified: environment and individual." They point out that effective interventions address "Key risk factors and academic problems... along with protective elements such as family bonding and establishing clear norms against drug and alcohol abuse. This approach recognizes that parents are a major influence in the development of their children..."^{xiv}

Proximity to the Community:

Extensive literature review indicates that, "Families are one of the strongest socializing forces in life and can serve to teach children to conform to social norms or to violate them." (Wright, 1994)^{xv} Jones and Krisberg list six components they consider "critical" to successful treatment programs. They include continuous case management, well-planned reintegration and reentry services, opportunities for youth achievement and empowerment, clear and consistent consequences for misconduct, educational and vocational programming, and diversity of clinical services to match the client's needs."^{xvi}

Facility Size and Program Scope:

There is considerable research on the relationship of "pupil to teacher ratio," which may be reasonably assumed to correlate to "staff to detainee ratio." Research also notes that "Large schools are criticized for isolating students. Recommendations include smaller classes, where students can get to know their students and listen to them (Tirozzi)."^{xvii} N.E. Schafer and Richard W. Curtis comment in their Alaska studies that, "If detention units are crowded, health and safety issues arise in addition to increased demand for resources."^{xviii}

Alaska currently operates 5 institutional facilities. In 1995 these institutions were operating at 97% of capacity.^{xix} This statistic may raise the question, "Why are two of three additional detention facilities deemed necessary for the South Central Region if it is operating at approximately full, but not over crowded, capacity?" However, a look at the state's demographics and geographies reveals that 60 percent of Alaska's population reside within this larger region while only 20 percent of existing facilities are located there. Thus, in the South Central Region the detention and treatment of our youth is occurring in large and centralized facilities. Placing peninsula youth at McLaughlin Youth Center places them in overcrowded conditions where family support is not available.

The State of South Carolina's nationally recognized model program "5 Goals 4 Kids," is "designed to help children and families through local community centers." The program is aimed at addressing five areas that contribute to delinquency. They are "truancy reduction, increasing after-school opportunities, reducing gun injuries, substance abuse prevention and health insurance enrollment." Attorney General Janet Reno states, "What's being planned in South Carolina is what should be done elsewhere to cut youth violence."^{xx} These are target areas that can be addressed through inter-agency programs that could operate from a central peninsula detention facility.

Regional Detention Centers – RDC's:

The Regional Detention Center (RDC) is not a new concept. A number of states, including Alaska, have adopted the design of developing regional detention centers to house youth in secure custody in an effort to deal with many of the problems associated with large central state facilities. The RDC approach provides the ability to detain youth in a regionally centered area, but seldom provide long term treatment. RDC's should not be confused with Regional Diagnostic and Treatment facilities (RDT's), which are generally regionally located mental health residential programs.

Juvenile Assessment Centers – JAC's:

The newest concept in juvenile intervention is the Juvenile Assessment Center (JAC) concept adopted by the States of Florida and Colorado. Juvenile Assessment Centers in these states are not "detention centers." They are initial entry points partnering agencies "housed in or connected to the facility...to provide a complete range of services at the initial stages of the juvenile's

involvement with the juvenile justice system.”^{xxi} (Mathieson) Services in the JAC include a “centralized booking and identification center” where police can drop off youth and return to duty; greatly reducing time officers are away from police duties. “Psycho-social assessments” which allow focus on indicators of future delinquency such as truancy, low reading skills, alcohol and drug abuse, mental health issues, and family issues. Mathieson points out that “by providing an in-depth assessment at the initial entry point in the system, we can identify and address many of these problems at the point when intervention is most effective.” Such assessments, as noted earlier (Henjum) are effective at identifying high-risk youth who benefit from immediate intervention or referral for more in-depth treatment.

In addition to the above benefits, an additional benefit to the community is that all youth taken into custody by police are taken to the assessment center. In communities lacking a juvenile facility police are required to locate a parent or guardian to take custody of the youth. An intake is scheduled at a later date, often 30 days after the offense incident. Such delays are counter productive to effective intervention. In the Dade County JAC model Mathieson states, “Efforts are currently underway to systematically involve programs such as the 500 Role Models of Excellence, as well as churches throughout the community, to make them part of the referral network... The goal of this collaborative effort is to make a community-based mentor available to juveniles who... will (then) have a support system that is community, rather than agency, based.”^{xxii}

An Alaskan Model:

The Mat-Su and the Ketchikan detention facilities have taken the benefits of both the RDC and the JAC models and combined them. In Mat-Su the facility, now under construction, will serve the Matanuska Valley population’s secure and protective custody⁸ needs. The Ketchikan facility has been designed to go a step further and will include four mental health residential beds in a separate wing. This unique collaborative effort of mental health and juvenile justice illustrates the opportunities available to communities to fully and proactively serve its youth’s needs.

Both the Mat-Su and Ketchikan facilities include office space for a substance abuse counselor and mental health worker, community intervention programs (such as Youth Court and Mediation),

⁸ Protective custody holds include inebriates and emergency mental health holds of suicidal individuals until they can be stabilized or transferred to a more appropriate facility.

and other community agencies interested in participating in local inter-disciplinary interventions. The opportunity, and task, is to determine what the Kenai Peninsula communities consider important in a local facility.

THE PROJECT:

The Division of Juvenile Justice recognizes that its effort to meet its mission through development of adequate secure detention space needs to be approached with an emphasis on cooperation within the community rather than through the more simplistic process of state government directive.⁹

The first step in the process of building a community consortium to support a centrally located Kenai Peninsula detention facility has been the establishing of a committee. This committee, under the chairmanship of Pete Sprague,¹⁰ identified its mission as being "To build and guide community involvement in, and support for, the development of a Kenai Peninsula juvenile detention facility."¹¹ While the general focus of "the community nationally" has been to "build jails for juveniles" it has been the focus of the committee to seek direction from the communities of the Kenai Peninsula in setting the scope of the facility with the interest that it provide more than "jail" or "detention" space.

In addition to establishing a committee to steer the design and development of a Central Peninsula detention facility this initial group of citizens and agency representatives selected have served as a focus group to guide early work. The committee, as a focus group, initially included representatives of the following groups: Peninsula wide police agencies, juvenile probation, social services, mental health, substance abuse treatment services, Alaska Native social services, and numerous private citizens. Although certain important community representatives have been noticeably missing in the development process, the committee believes that the value and contributions of the disciplines represented in this group has served adequately to provide an acceptable work product to date.

⁹ W. Edwards Deming refers to this as the "continuous efforts to improve the product, and cooperation instead of hierarchy." *Out of the Crisis*, Cambridge, Mass.: Massachusetts Institute of Technology, Center for Advanced Engineering Study, 1986, pp. 38-42.

¹⁰ Pete Sprague also serves concurrently as a Kenai Peninsula Borough Assemblyman.

¹¹ Kenai Juvenile Detention Center Mission Statement adopted Spring 1998.

THE SURVEY:

A number of methods to assess community support for a secure detention facility were considered, including various types of opinion polls, public meetings, and surveys. In addition to assessing existing support for a facility, the Kenai Juvenile Detention Facility Committee was interested in learning what programs the Peninsula's communities are likely to support in connection with such a facility. This information is necessary both for planning the facility's design, and in seeking support from the larger community for such a facility.

The unscientific surveys were quickly eliminated from consideration.¹² Although a little more difficult to conduct, the results of a solid scientific survey can provide a reliable guide to the opinions of many people in addition to those interviewed.^{xxiii} The survey method was selected, and it was concluded that a telephone survey would provide the highest response rate in a limited time frame. More importantly it was concluded that a telephone survey would provide the most credible data collection.¹³ The major distinguishing difference between scientific and unscientific polls is who picks the respondents for the survey. In a scientific poll, the pollster identifies and seeks out the people to be interviewed. In an unscientific poll, the respondents usually "volunteer" their opinions, selecting themselves for the poll.

In selecting the "survey team," to design a survey instrument, the importance to "solicit the support of influencers before the change is made public"^{xxiv} was not neglected. The group was picked to include influential local human service and education managers, and selected citizens representing special interest groups in the community.¹⁴ The ten point check list strategies offered by Maxwell was very helpful in selecting members of this group, and will prove equally helpful when developing strategies on how to use the data from the survey as the project moves to the next stage of disseminating information to the communities.¹⁵

¹² Examples of unscientific surveys include the "900- number call-in polls, man-on-the-street surveys, shopping mall polls, and even the classic toilet tissue poll featuring pictures of the candidates on each sheet. The major difference between scientific and unscientific surveys is who picks the respondents for the survey. In a scientific survey, the surveyor will identify and seeks out the people to be interviewed. In an unscientific survey, the respondents usually 'volunteer' their opinions, selecting themselves for the survey. See Public Opinion Online, Endnote section.

¹³ The survey committee concluded that survey data collected through news inserts or "mail-ins" would be subject to bias by special interests which would be more likely to take the time to write in and potentially submit multiple responses, whereas a telephone survey would be equally responsive of the "silent majority."

¹⁴ Guardians for Parents Rights, an ad hoc advocacy group established circa 1991, was invited to serve on the committee, as were representatives of the Youth Court and Community Mediation and Resolution Center. Selection also considered a Borough Wide representation.

¹⁵ Maxwell offers a 10-point checklist: 1. List the major influencer(s) of the major groups within your organization. 2. How many will be affected directly by this change? (These people are the most important group.) 3. How many will be affected indirectly by this change? 4. How many will probably be positive? 5. How many will probably be negative? 6. Which group is the majority?

The Key:

“The key to making a worthwhile and productive survey is to set clear goals at the outset. The survey team should ask itself two questions: What kind of information are we looking for? What will we do with it once we have it?”^{xxv} The survey team recognized that the instrument needed to elicit “input” from the community as to what it identifies as needs without directing those needs, and thereby dictating the outcome of the survey.

“What kind of information are we looking for?”

The survey team identified a number of adolescent and family community issues to be assessed as a gauge of the community’s satisfaction with existing services. The survey team determined that the survey should:

1. gauge community awareness of the existence of specific issues;
2. gauge community belief that those issues are being addressed in the community at present;¹⁶
3. identify from the community the three issues considered most neglected in the community;¹⁷
4. gauge satisfaction with significant public services;¹⁸
5. gauge specific areas of juvenile crime considered problematic; gauge the community’s overall sense of “safe community”; and
6. seek a community identification of specific services that should be included in a juvenile detention facility.

The survey also allowed for respondents to add issues not identified in the instrument, and recorded the number of respondents who had heard about the facility prior to receiving a call.¹⁹

“What will we do with it once we have it?”

The information gleaned from the community survey provides support to influence both the larger public’s support of a facility, as well as partnership of certain local agencies. Responses identified clear areas where people feel services are not adequate at present. These include:

7. Which group is the most influential? 8. If the positive group is stronger, bring the influencers together for discussion. 9. If the negative group is stronger, meet with the influencers individually. 10. Know the “key” to each influencer.

¹⁶ Issues such as child abuse, mental or emotional health, education, domestic violence, substance abuse, violent crime, runaway services, child care, shelters, mediation, parent support were included.

¹⁷ This information should assist in making decisions about facility design to accommodate specialized program needs of agencies community identifies as desirable partners with the juvenile detention and assessment facility.

¹⁸ Significant public services included specialized health care services, education services, human services, and police services.

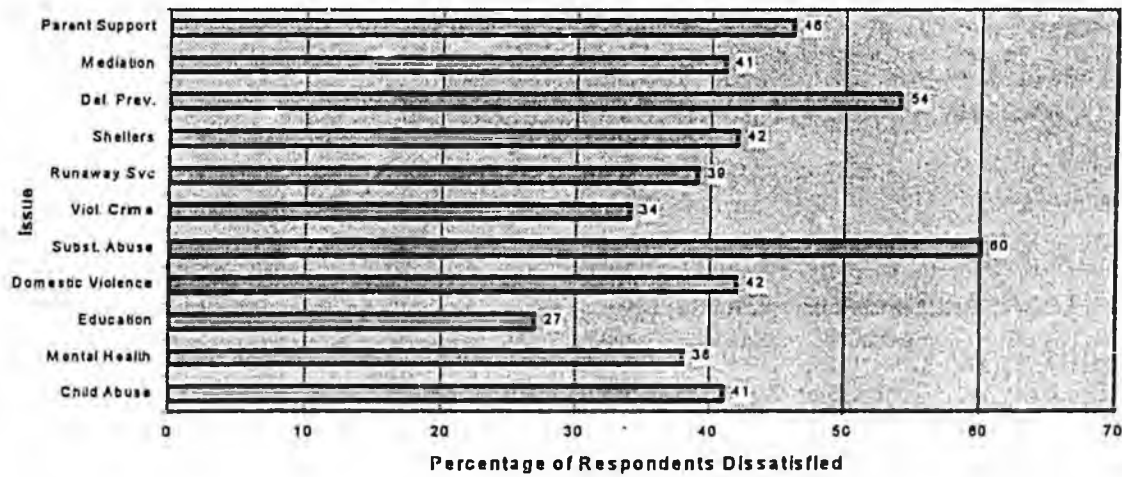
¹⁹ The number of respondents who had some previous knowledge about the possibility of detention center was 36% of the sample. This figure is considered significant in view of no organized publicity campaign having been conducted.

- Substance Abuse – 60% do not believe services are adequate.
- Mental and Emotional Health – 38% felt services are inadequate.
- Delinquency Prevention – 56% felt current efforts are inadequate.
- Runaway Services – of the 57% familiar with the issue 39% felt services are inadequate.
- Shelter Programs – of the 73% familiar with the services 45% felt they were inadequate.
- Conflict Mediation – of the 41% who understand the concept, 66% felt services are inadequate.

Chart 1 illustrates ranking for each of the areas in which respondents were asked to answer either YES or NO to the question, “Do you think the issue is being addressed or provided for in your community?”

Chart 1, n 302

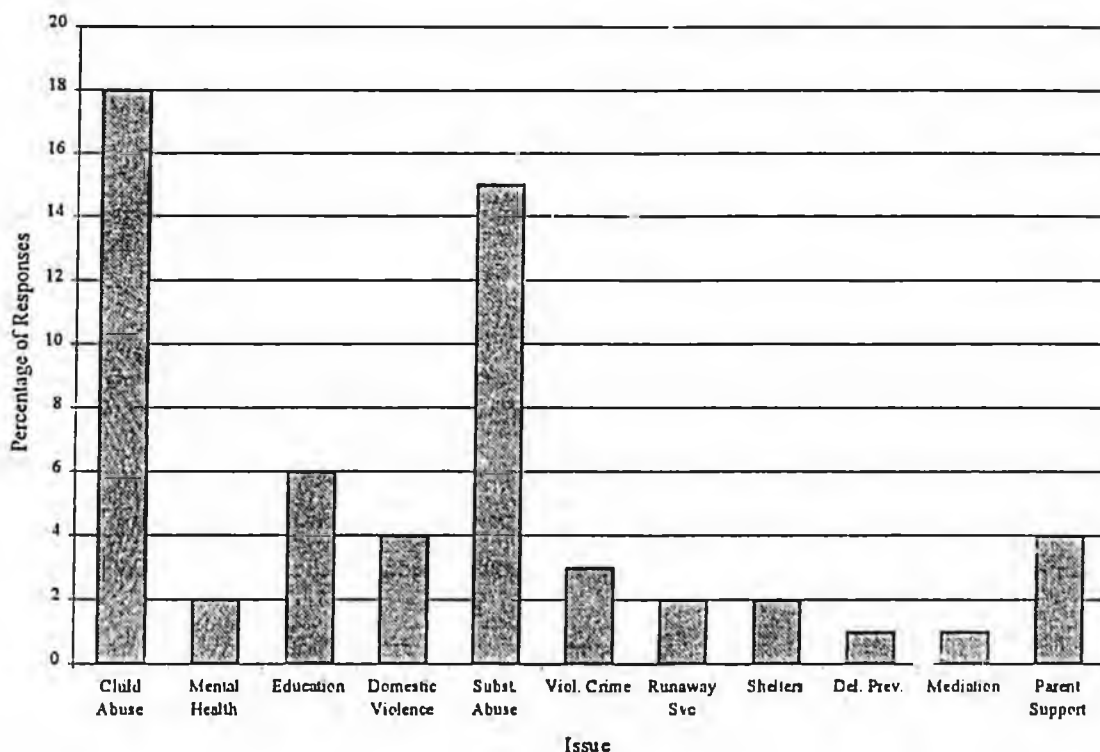
IDENTIFIED INADEQUATE SERVICES



Next, respondents were asked, “Of the issues you said you did not feel were being adequately addressed, please list the top three.” The following chart comparatively illustrates the ranking for each of the areas respondents ranked as their number one, or most important, area needing attention. (See Chart 2)

Chart 2, n 302

TOP COMMUNITY IDENTIFIED ISSUES



These results of these two charts reveal areas that the community sees as being inadequately addressed. The data, when related to the literature review on juvenile delinquency, appears to strongly support that substance abuse, mental health, education and child neglect resources should partnership within the detention facility. When viewed towards those local agencies which have shown some resistance to, or at least some lack of interest, in partnering with the facility the data provides community support for seeking collaboration.

The data also provides the "ownership by the people" which Maxell points out is critical if change, however slight, is to be long term. "Without ownership, changes will be short-term. Changing people's habits and ways of thinking is like writing instructions in the snow during a snowstorm...unless ownership is given along with the instruction."²⁰

Respondents, overall, indicated a strong sense of safety living on the Kenai Peninsula. Less than five percent felt safe only "sometimes", "hardly ever", or "never." Seventy percent feel safe "all of the time" and 25 percent "most of the time." Interestingly, seventy-two percent of the

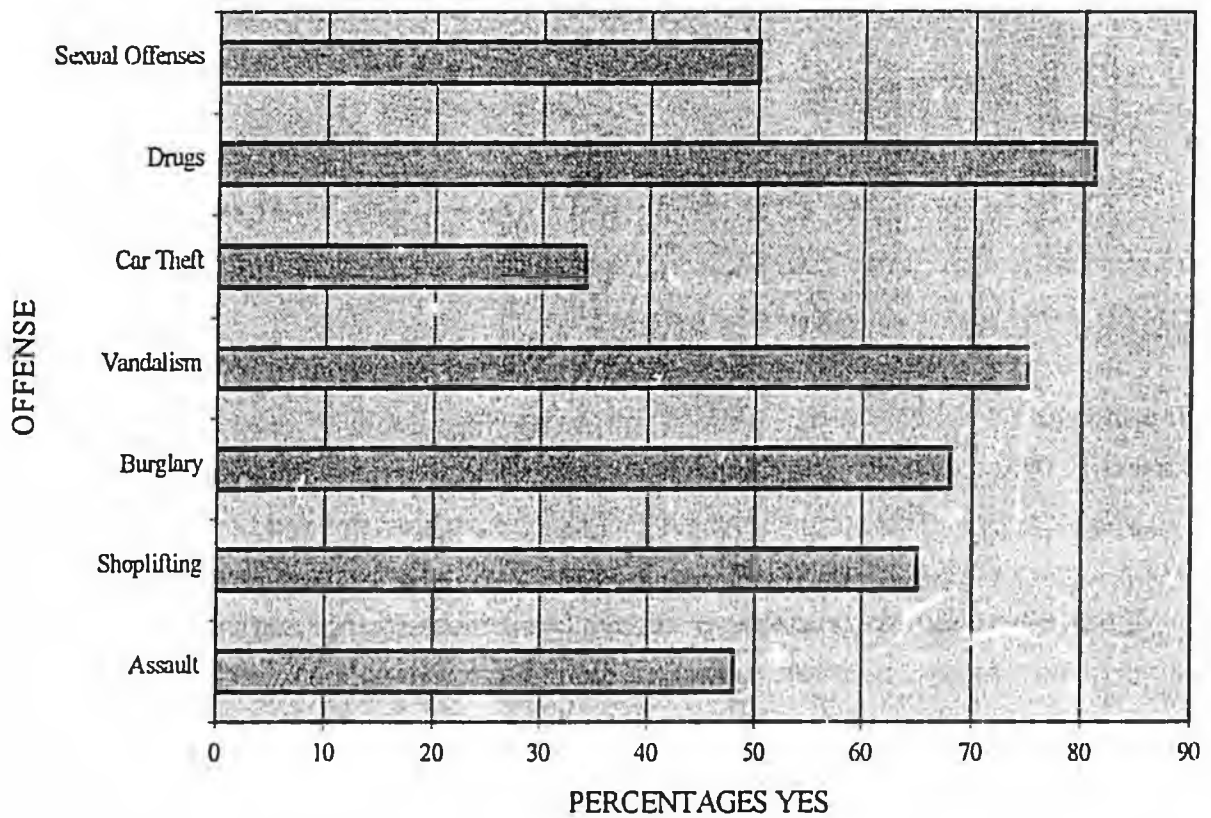
²⁰ John C. Maxwell, DEVELOPING THE LEADER WITHIN YOU, Thomas Nelson Publishers, 1993, pg. 71.

respondents replied YES to the question, "Do you believe there is a juvenile crime problem in your community?"

The respondents were asked to respond YES if they felt the certain crimes represented a problem in their community. The following chart depicts the percentage of respondents identified specific crime problems:

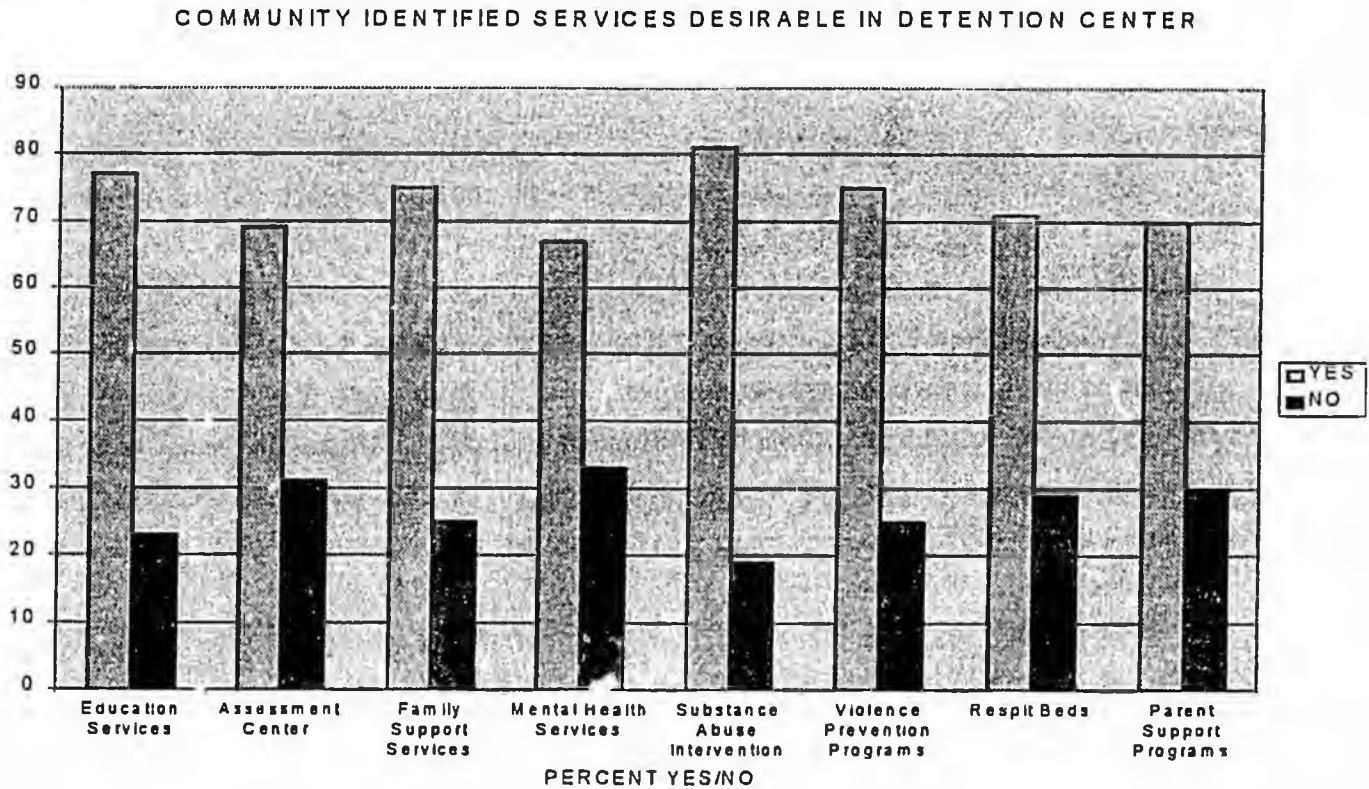
Chart 3, n 302

COMMUNITY PERCEPTION OF JUVENILE CRIME



Finally, respondents were asked, "Which of the following services would you like to see included if this facility could offer more than just detention?"

Chart 4, n 302



Survey Conclusion:

"Research puts a tool in your hand that enables you to manage – rather than simply react."^{xxvi}

Responses in our survey indicate that the public feels generally safe, but also feels that not enough is being done to address juvenile delinquency. The communities recognize that crime and delinquency problems exist, and that a detention facility provides opportunities to address these issues. The number one suggestion for programming to be included in a detention facility was substance abuse intervention and education (81%) followed by educational services (77%), and violence intervention services (75%). These responses provide strong argument for co-locating agencies and non-profits that serve these populations.

SUMMARY OF PROJECT RESULTS:

The subject of this progress report has been the work of "Kenai Juvenile Detention Facility to develop a survey instrument and conduct a survey. The next stage will be to develop and implement a communication plan through which the committee will inform the various public and private interests of the support for a central peninsula detention facility, and the identified *needed programs*.

The committee should immediately seek local government support of mayors and council presidents to write the Commissioner of the Department of Health and Social Services in support of ensuring this project is placed in the Governor's Capital Improvements Budget this coming session. Secondly, the committee establish a media strategy which might include a panel approach to meeting with local newspaper staff writers to provide a full breath of information as well as a unified disciplinary support for a detention facility. Third, the "letter" drafted by the communications sub-committee January 1998 needs to be reviewed, approved and distributed in conjunction with the fourth step. Four, the committee should begin a series of public presentation in October to enlist first the support of the business and civic communities. If there is to be significant concern or resistance to the development of a detention facility these organizations will be a good early barometer of that concern. Finally, by early to mid-November the committee should be prepared to make full public presentations in the form of a community meeting in each local town hall or council chamber.

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^{xxx} Shay Bilcuk, An Assessment of Space Needs in Juvenile Detention and Correctional Facilities, Report to Congress, Office of Juvenile Justice and Delinquency Prevention, July 1998, pg. Xiii.

^{xxx} S.C. Pilot Youth Crime Prevention Program Picked As A National Mode, Children & Youth Funding Report, Issue No. 99-10, May 19, 1999, pg. 17.

^{xxi} Major Larry W. Mathieson, JAC – The Birth of Dade County’s Juvenile Assessment Center, Metro-Dade Police Department, 1997.

^{xxi} Mathieson, JAC – The Birth of Dade County’s Juvenile Assessment Center, 1997.

^{xxii} PUBLIC AGENDA ONLINE: The Journalist Inside Source For Public Opinion and Policy Analysis, National Council on Public Polls, Sheldon R. Gawiser, Ph.D. and G. Evans Witt.

^{xxiv} John C. Maxwell, DEVELOPING THE LEADER WITHIN YOU, Thomas Nelson Publishers, 1993, pg. 71.

^{xxv} Kenneth M. Wheeler, Effective Communication: A Local Government Guide, ICMA, 1994, pg. 28.

^{xxvi} Wheeler, Ibid, pg. 29.

The Associated Press State & Local Wire December 15, 1999

The Associated Press State & Local Wire

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December 15, 1999, Wednesday, BC cycle

SECTION: State and Regional

LENGTH: 257 words

HEADLINE: Kenai chosen as site for juvenile detention center

DATELINE: KENAI

BODY:

The state has picked **Kenai** over Soldotna as the site for a new **juvenile detention center**.

The Alaska Department of Health and Social Services chose a 10-acre lot owned by the city of Kenai near the Alaska Regional Aircraft Fire Training Center on Marathon Road.

A local committee, including law enforcement, social services, Kenai Peninsula Borough and city representatives, proposed two possible sites for the center. The other was a nine-acre lot the city of Soldotna owns by the Alaska State Troopers office on Kallifornsky Beach Road.

The Anchorage architectural firm ECI/Hyer compared the two sites based on a variety of criteria, including privacy and proximity to services, medical facilities, arrest areas, airports and courts.

During a meeting in Kenai last month, state officials said the center would likely cost about \$3 million to build, and from \$1 million to \$3 million per year to operate.

If the Legislature appropriates money this winter, the ground-breaking could be as early as July, said architect Steve Fishback. Construction would likely take seven or eight months.

Funding is uncertain, given the state's financial woes.

"It's not the capital money that concerns me, as much as the operations and maintenance money," Sen. John Torgerson, R-Kasilof, said last month. "They're going to have to figure that out, because the state is not going to go out and start new programs. If it's that high a priority within DHSS, then DHSS is going to have to give up some lesser-priority programs."

LOAD-DATE: December 16, 1999

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Anchorage Daily News December 20, 1999, Monday,

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December 20, 1999, Monday, FINAL EDITION

SECTION: METRO, Pg. 1B

LENGTH: 337 words

HEADLINE: PLANNED KENAI JUVENILE DETENTION CENTER LOSES FUNDING FROM STATE

BYLINE: The Associated Press

DATELINE: Kenai

BODY:

Funding for the proposed central Kenai Peninsula juvenile detention center was dropped from Gov. Tony Knowles' budget, and efforts to restore it could be difficult.

Though the Republican majority plans to cut another \$ 30 million from the budget this year, Kenai officials have not given up on the center.

"There's always a chance that it might be put in during the (legislative) session," said Kenai Peninsula Borough Assembly member Pete Sprague of Soldotna. Sprague chairs a committee including police, social service workers and local representatives formed to advise the state on the center.

Earlier this month, the Division of Juvenile Justice picked a site in Kenai.

State officials have said the center likely would cost about \$ 3 million to build and from \$ 1 million to \$ 3 million a year to operate. The state Department of Health and Social Services asked for just \$ 2.5 million in construction money for the coming fiscal year.

Sprague said the state identified a need for the central peninsula **detention** center 21/2 years ago and the need has not diminished.

The state houses **Kenai** Peninsula juveniles at McLaughlin **Youth** Center in Anchorage. A **detention** center here would allow juveniles awaiting hearings or trial to be near their families, schools and social services.

George Buhite, director of the Division of Juvenile Justice, said designing will continue on the project.

"I'm disappointed, but that's just the reality of the state at the moment," he said.

Buhite said the department will request construction money again next year.

Kenai Mayor John Williams has suggested alternative funding schemes in case the Legislature does not appropriate construction money. For example, the city could issue bonds to fund construction, lease the detention center to the state and use the lease payments to pay off the bonds.

Even then, the state would have to find money to make the lease payments, Buhite said.

"At this point, I don't know the best option," he said.

LOAD-DATE: December 21, 1999



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Web posted Thursday, September 28, 2000

Youth **detention** center back in play

Chamber support sought

By JAY BARRETT
Peninsula Clarion

Construction of the Kenai Peninsula's own youth **detention facility** could begin as early as next year -- but only if the Alaska Legislature provides the \$4.5 million needed to build it.

Nearly two years ago, Gov. Tony Knowles refused to add the project to his proposed capital budget, though members of the Kenai Peninsula Youth **Detention Facility Committee** were not deterred.

At the Kenai Chamber of Commerce luncheon Wednesday, committee members urged the chamber faithful to lobby for construction funds to be approved this legislative session.

"We believe the time has come for a Kenai Peninsula Youth Facility," said juvenile probation officer Eric Weatherby, who sits on the committee. "We need your support to get funding in the Legislature this year."

Two years ago, as the price of oil slipped to less than \$9 a barrel, funding was not likely. Today, oil is in the \$30 neighborhood, so organizers are more optimistic that it will be funded.

The facility is essentially a jail for kids, Weatherby said. It is designed to hold juvenile offenders for a short time after arrest and up to 30 days after arraignment.

Currently, youthful offenders are housed in often inadequate jail cells at local police stations or shipped to McLaughlin Youth Center in Anchorage.

Kenai Police Lt. Jeff Kohler showed slides of the tiny, two-bed cell used for housing children at the Kenai police station.

"With this single cell, it's impossible to hold boys and girls together," he said. "And if someone is under the influence or dangerous, we can't have anyone else in the cell with them."

He said the police have put mattresses on the floor of the employee kitchen for kids to sleep on when the cell is full.

Kohler said there are other good reasons to have a local **facility**, such as reducing the amount of time police officers spend dealing with youthful offenders, so they can spend more time on patrol.

"A **juvenile** arrest can take up to five hours," he said.

Besides booking, photographing and fingerprinting the offenders, Kohler said, tracking down the adult responsible for them takes the most time. With a youth **detention facility**, those duties will be handled by others.

"Police can return to the street rather than be baby sitters," he said.

Kohler also spoke of keeping **juvenile** offenders near family and local schools.

Currently, an average of 10 peninsula youths are housed at McLaughlin at any one time, Weatherby said.

"Our education dollars go to Anchorage for each one of those," he said.

The site chosen for the **facility** is near downtown Kenai on Marathon Road, across from the fire training center. The 10-acre site, worth an estimated \$200,000, will be donated by the city of Kenai. The property is part of the airport trust land transferred to the city by the Federal Aviation Administration when Kenai incorporated, so the city must "buy" the land from the Airport Fund through a transfer from the general fund.

Kenai Mayor John Williams said the donation of the land would be the latest in a long line of donations to bring economic development to the city. Past projects include the Visitors and Cultural Center, senior housing, the District Court building, fire training center and, most recently, land for the Public Health Center now going up on Barnacle Way.

Chair of the committee, Kenai Peninsula Borough Assembly member Pete Sprague of Soldotna, who favored a site in Soldotna over the Kenai site, told the chamber audience he now thought the Kenai site was an excellent choice.

It was chosen because of its proximity to the court house and to the airport over objections that Kenai was not the hub of the peninsula that Soldotna is. Sen. John Torgerson, R-Kasilof, said earlier this year that Kenai is "12 miles out of the way."

Sprague and Torgerson led a push to have the two sites re-evaluated. When that was done, Soldotna received more points, but still not enough to surpass Kenai as the logical choice.

Questions arose about the proposed size of the **facility** -- 10 beds -- since



the average youth incarceration rate of peninsula kids at McLaughlin is 10.

Weatherby said a 15-bed facility might not be palatable to the Legislature, while Sprague pointed out the original proposal from the state was for four beds. The building and the site are both suitable for future expansion, Weatherby added.

Once a facility is built, its operation could cost up to \$1.5 million a year. Weatherby said those funds would come from the state as well.

There will be several more presentations in communities around the peninsula before the legislative session, Weatherby said. He also said there would be a meeting on Nov. 14 at 6 p.m. in the Borough Building to further discuss the project.

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Web posted Sunday, November 19, 2000

Juvenile detention facility closer to reality

By STEVEN MERRITT
Peninsula Clarion

Lobbying efforts in support of a proposed youth **detention facility** for the central peninsula have intensified in recent months, as backers seek to get the project on the governor's budget and eventually in front of the 2001 Legislature for funding.

Another in a series of public meetings on the project was held in Soldotna Tuesday, as members of the Kenai Peninsula Youth **Facility Committee** as well as representatives from the state's Department of **Juvenile Justice** discussed the need for an area **facility** in light of similar statewide projects currently operating or under construction.

The state Department of Health and Social Services identified the need for a youth **facility** on the Kenai Peninsula in its 1996 master plan. In 1999, land for the project was offered by the Kenai Peninsula Borough as well as the cities of Kenai and Soldotna before the state settled on a 10-acre parcel on Marathon Road owned by the city of Kenai.

The proposed peninsula **facility** will be modeled after the Mat-Su complex that opened this fall, said Tom Begich, the Community Justice Coordinator with the Department of **Juvenile Justice**. Begich said the proposed 10-bed peninsula **facility**, projected to cost \$4.8 million, will be slightly smaller than the 15-bed Mat-Su complex. Both could be expanded to 25 beds, Begich said.

Proponents cite a long list of benefits offered by a peninsula **facility**, including keeping detained youth in contact with family instead of being sent to McLaughlin Youth Center in Anchorage. Other benefits cited include better agency coordination regarding delivery of services like substance-abuse treatment as well as reducing the amount of time law enforcement officers spend on **juvenile-related** calls. The **facility** also would create 14 local full-time jobs.

Mat-Su **facility** superintendent Ray Michaelson told the committee and assembled community members that the success of any **facility** depends on strong community support. He added the relationship between the schools, police and **juvenile justice** officials has produced results.

"I can appreciate the position you are in right now," Michaelson told the group. "Not so long ago we were talking about a **facility** for the Palmer-Wasilla area, and now it's a reality. Our youth crime and violence task force really took the idea of a **detention** center and fueled interest throughout the community."

Michaelson said an especially productive partnership within the community has been with the Matanuska-Susitna Borough School District. The district has worked with state **juvenile** justice officials to develop prevention programs like probationary night school, aimed at identifying troubled youth and steering them away from possible entry into the **detention** system.

"I think it (night school) has had a good impact," Michaelson said. "The more you detain some of these kids, the less they get the message. We want **detention** to be a wake-up call."

Michaelson also cited a three-year, \$3 million grant the school district recently received that has funded such projects as a **juvenile** assessment **facility** and a "school within a school" program for kids in danger of being suspended. The grant was part of the Safe Schools, Healthy Students Initiative passed by Congress in the wake of the 1999 Columbine High School shootings in Littleton, Colo.

Michaelson said one of the more tangible results he's seen since the **facility** opened is that parents of detained youth are coming to see their kids.

"That 50-mile difference (to Anchorage) sometimes is an excuse for a parent not to go and see their child," he said. "We often hear a lot of excuses, and I think we should hold the parent to task. We don't want to leave them out."

He also added that law enforcement officials were pleased to have a closer **facility**.

"The police are certainly happy," Michaelson said. "The shift goes much more smoothly, and they certainly don't have to drive as far."

With the Mat-Su **facility** complete and construction under way on a similar complex in Ketchikan, Begich said the "pieces were falling into place" for the central peninsula **facility**. DHSS is making the capital funding request for the upcoming legislative session, and the project has to be included in Gov. Tony Knowles' budget, which is expected to be presented in mid-December. Knowles did not include the project in last year's proposed budget.

"What do we need to do to get it in the budget?" asked peninsula youth **facility** committee chair and current Kenai Peninsula Borough Assembly member Pete Sprague, who heads up a diverse group of law enforcement, school district, social service and community leaders involved with the project.



"Even if it makes it into the governor's budget, the real issue is whether it will be funded by the Legislature," Begich said. "The fact that you have a legislative delegation that's been involved in this project is very helpful."

Begich said the DHSS master plan specified different years for completion of each project. He added that the peninsula facility's target date is coming up.

Sprague said he felt confident about the project's chances in the upcoming legislative session.

"Basically we've been ahead of the curve on the project for the last couple of years," Sprague said. "We've done a lot of groundwork. Other projects like Ketchikan and Mat-Su were ahead of ours, and now we're next in line. I'm feeling pretty good about it."

The committee has made its presentation to area civic organizations and has planned another public meeting for Tuesday at noon at the Homer Elks Lodge.

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KPEDD



KENAI PENINSULA
ECONOMIC DEVELOPMENT DISTRICT, INC.
BUSINESS INNOVATION CENTER

Friday, February 02, 2001

The Honorable Jerry Ward
Alaska State Legislature
State Capitol, Room 423
Juneau, AK 99811-1182

RE: In support of a Kenai Peninsula Youth Detention Facility

Dear Senator Ward;

On behalf of the Kenai Peninsula Economic Development District, I am happy to provide a letter of support for the Kenai Peninsula Youth Detention Facility. If funded the Kenai Peninsula Youth Detention Facility will provide a vital link in the economic and social health of the Kenai Peninsula Borough.

The objectives of the project are consistent with Kenai Peninsula plans for economic development as identified in the Comprehensive Economic Development Strategy (CEDS). The CEDS is on file with the Economic Development Administration, the State of Alaska and the Kenai Peninsula Borough.

Many think of economic development in only the narrowest terms, as an effort to attract a new business or industry. To be successful, however economic development must encompass a wide range of activities to strengthen the economic base and so support wealth and quality of life. This project, by improving the expected outcomes for juvenile offenders will improve workforce outlooks. The Kenai Peninsula Youth Detention Facility goes to the heart of economic development.

The Kenai Peninsula Economic Development District supports the Kenai Peninsula Youth Detention Facility as an economic development action that promotes quality, sustainable economic development and is consistent with the Kenai Peninsula Borough Comprehensive Economic Development Strategy.

Sincerely,

Betsy Arbelovsky, Director
Kenai Peninsula Borough Economic Development District, Inc.

*Senator,
It was good to
see you in Juneau!
Betsy*

Attachment

Cc: file

Mile 14.5 Kenai Spur Hwy
PO Box 3029
Kenai, AK 99611-3029

phone: 907/283-3335
fax: 907/283-3913
email: info@kpedd.org
web: www.kpedd.org

**KENAI PENINSULA BOROUGH
ECONOMIC DEVELOPMENT DISTRICT, INC**

RESOLUTION 2000-12

In Support of a Kenai Peninsula Youth Detention Facility

WHEREAS, the Kenai Peninsula Borough Economic Development District, Inc. is responsible for planning, and implementation of economic development activities within the Kenai Peninsula Borough; and

WHEREAS; the State of Alaska Department of Health and Social Services, Division of Family and Youth Services recommends building a Youth Detention Facility in the Central Kenai Peninsula area as outlined in their Master Plan for Youth Facilities (February 1997); and,

WHEREAS; a site, located in close proximity to the Kenai District Court House, Kenai Municipal Airport, Kenai D.H.S.S. Division of Juvenile Justice, and other allied services was selected by the State of Alaska Department of Health and Social Services Division of Juvenile Justice; and,

WHEREAS; no detention facility exists on the Kenai Peninsula and a need exists for a secure facility that would allow juvenile offenders to remain closer to their families, schools and community support services while awaiting trial and serving detention; and,

WHEREAS; no juvenile booking facility exists in the area and arresting officers and juvenile corrections personnel are required to spend inordinate amounts of time arranging for the care and custody of juvenile arrestees, therefore straining limited resources; and,

WHEREAS; the lack of a local facility increases the scope of juvenile delinquency on the Peninsula as a number of juvenile offenders are released without intervention, or intervention is delayed beyond effectiveness, therefore giving the message that criminal acts are tolerated; and

WHEREAS; a local Youth Detention Facility would improve expected outcomes for juvenile offenders by decreasing rates of recidivism and improving youth outcomes, thereby reducing the negative impacts of crime while improving workforce outlooks; and,


WHEREAS; the Peninsula economy would benefit from the quality jobs provided by the construction and operations of the Youth Detention Facility; and,

WHEREAS; the Peninsula economy would benefit by keeping local children in our local schools;

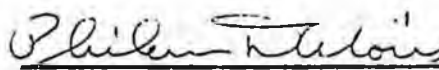
NOW, THEREFORE, BE IT RESOLVED BY BOARD OF DIRECTORS OF THE KENAI PENINSULA BOROUGH ECONOMIC DEVELOPMENT DISTRICT, INC., KPEDD supports the State of Alaska Department of Health and Social Services, Division of Juvenile Justice efforts to obtain funding for the construction and operation of a Youth Detention Center to serve the residents of the Kenai Peninsula.

BE IT FURTHER RESOLVED, that a copy of this resolution be forwarded to Governor Tony Knowles and Karen Perdue, Commission of Health and Social Services, Senator John Torgerson, Senator Jerry Ward, Representative Elect Ken Lancaster, Representative Elect Mike Chenault, Representative Elect Drew Scalzi, Senator Georgiana Lincoln, Representative Carl Morgan.

PASSED BY THE BOARD OF DIRECTORS, this 14th day of December 2000.



Tom Boedeker, President

 12/14/2000
Attest *Secretary*, Date

Suggested by: Administration

**City of Kenai
RESOLUTION NO. 2000-60**

A RESOLUTION OF THE COUNCIL OF THE CITY OF KENAI, ALASKA, SUPPORTING THE EFFORTS OF THE STATE OF ALASKA, DEPARTMENT OF HEALTH AND SOCIAL SERVICES TO OBTAIN FUNDING FOR THE CONSTRUCTION OF A YOUTH DETENTION FACILITY.

WHEREAS, the State of Alaska Department of Health and Social Services, Division of Family and Youth Services Master Plan for Youth Facilities (February 1997) recommends building a Youth Detention Facility in the Central Peninsula; and,

WHEREAS, the City of Kenai will provide a parcel of land on Marathon Road suitable for the construction of such a facility. The site, selected by the State of Alaska Department of Health and Social Services Division of Juvenile Justice, is located in close proximity to the Kenai District Court House, Kenai Municipal Airport, Kenai D.H.S.S. Division of Juvenile Justice, and other allied services; and,

WHEREAS, no detention facility exists on the Kenai Peninsula and a need exists for a secure facility that would allow juvenile offenders to remain closer to their families, schools, and community support services while awaiting trial and serving sentences; and,

WHEREAS, no juvenile booking facility exists in the area and arresting officers and juvenile corrections personnel are required to spend inordinate amounts of time arranging for the care and custody of juvenile arrestees; and,

WHEREAS, the lack of a local facility often results in the immediate release of juvenile offenders, or an extended wait to serve their sentence, sending a message that there are no immediate consequences to criminal behavior; and,

WHEREAS, the construction of such a facility capable of housing no less than ten youths, and incorporating prevention and intervention components into its operation, would alleviate these problems for Kenai and other Kenai Peninsula communities and provide support to the parents and families of troubled youth; and,

WHEREAS, the City of Kenai has demonstrated it is committed to addressing these needs by providing all Central Peninsula law enforcement agencies and the Division of Juvenile Justice with a temporary juvenile holding cell since 1986 and;

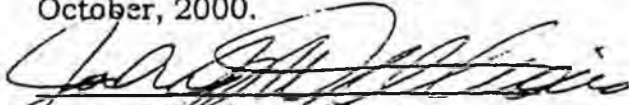
WHEREAS, the residents of the City and the Kenai Peninsula would benefit from locating the facility in the City by providing support to the parents and families of troubled youth residing in the city and, at the same time, reducing operating costs and liability risks incurred by the City's Police Department.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF KENAI, ALASKA, to support the State of Alaska Department of Health and Social Services,

Division of Juvenile Justice efforts to obtain funding for the construction and operation of a Youth Detention Center to serve the residents of the Kenai Peninsula.

BE IT FURTHER RESOLVED, that a copy of this resolution be forwarded to Karen Perdue, Commissioner of Health and Social Services, Senators John Torgerson, Jerry Ward, Georgianna Lincoln and Representatives Gary Davis, Gail Phillips, Hal Smalley and Carl Morgan.

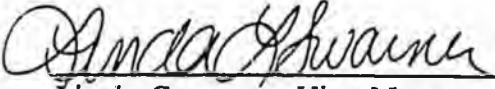
PASSED BY THE COUNCIL OF THE CITY OF KENAI, ALASKA, this 19th day of October, 2000.

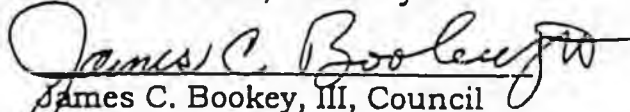

John J. Williams, Mayor

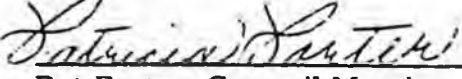

Joe Moore, Council Member


Duane Bannock, Council Member

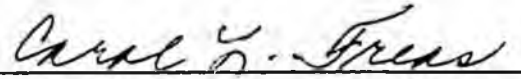

Bill Frazer, Council Member


Linda Swarner, Vice Mayor


James C. Bookey, III, Council Member


Pat Porter, Council Member

ATTEST:


Carol L. Freas, City Clerk

| | |
|------------|-----------|
| Introduced | Mayor |
| Date: | 10/13/98 |
| Action: | Adopted |
| Vote: | Unanimous |

| |
|--------------------------------|
| KENAI PENINSULA BOROUGH |
| RESOLUTION 98-082 |

**A RESOLUTION SUPPORTING A JUVENILE DETENTION CENTER
FOR THE KENAI PENINSULA**

WHEREAS, the State of Alaska Department of Health and Social Services, Division of Family and Youth Services through a Master Plan for Youth Facilities (February 1997) recommends building a 4 to 10 bed Juvenile Detention Facility in the central Kenai Peninsula; and

WHEREAS, a need exists for housing of juvenile offenders in an appropriate facility and for juveniles to be detained closer to home; and

WHEREAS, the lack of a facility can result in immediate release of a juvenile without detention giving a message to juveniles that there is not immediate consequence to criminal activity; and

WHEREAS, the facility could also be developed as an "assessment center" that would supplement detention with substance abuse and mental health counseling; and

WHEREAS, the State of Alaska has begun investigation into the type of facility needed and desired by the Kenai Peninsula, as well as identifying a suitable location;

NOW, THEREFORE, BE IT RESOLVED BY THE ASSEMBLY OF THE KENAI PENINSULA BOROUGH:

SECTION 1. That the Kenai Peninsula Borough supports the building of a Juvenile Detention Center for the Kenai Peninsula.

SECTION 2. That the Commissioners of Health and Social Service and the Department of Corrections be provided a copy of this resolution upon its adoption.

SECTION 3. That this resolution shall take effect upon adoption.

ADOPTED BY THE ASSEMBLY OF THE KENAI PENINSULA BOROUGH THIS 13TH DAY OF OCTOBER, 1998.

Jack Brown, Assembly President

STATE OF ALASKA

DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF ADMINISTRATIVE SERVICES

TONY KNOWLES, GOVERNOR

P.O. BOX 110650
JUNEAU, ALASKA 99811-0650
PHONE: (907) 465-3082
FAX: (907) 465-2499

March 16, 2000

The Honorable John Torgerson
Senator
Alaska Senate
Room 516, State Capitol
Juneau, AK 99801-1182

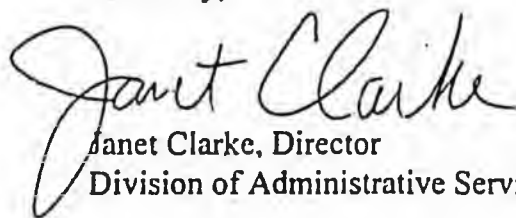
RE: Review of site evaluation scoring for the Kenai Youth Facility

Dear Senator Torgerson:

Enclosed is a copy of a letter from our site evaluation consultant (ECI/Hyer). As you know, as a result of the January 25, 2000 letter from you and Senator Torgerson, the Department of Health and Social Services (DHSS) requested that the consultant revisit the initial evaluation and address the issues carefully spelled out in that letter. ECI/Hyer completed the review and modified the scores somewhat. However, the overall score again points to the Kenai site as preferable and DHSS concurs with that choice. While several factors give the overall edge to the Kenai site, the most crucial one in our minds is that the selected site offers more possibilities for future expansion. Someday the Kenai and Soldotna areas will be much more populated than now and suitable large sites in the population centers will be difficult to find.

I hope that this review helps resolve the site issues, and that we can soon progress with design of the facility. If you have any questions or concerns, feel free to contact us.

Sincerely,



Janet Clarke, Director
Division of Administrative Services

Enclosure

cc: Senator Jerry Ward
Representative Harold Smalley
Representative Gary Davis
Representative Gail Philips

Senator John Torgerson

March 16, 2000

Page 2

Mayor Jack Cushing, City of Homer
Mayor John Williams, City of Kenai
Mayor Bob Edgar Blatchford, City of Seward
Mayor Ken Lancaster, City of Soldotna
Mayor Dale Bagley, Kenai Peninsula Borough
Ron Drathman, Manager, City of Homer
Richard Ross, Manager, City of Kenai
Scott Janke, Manager, City of Seward
Tom Boedecker, Manager, City of Soldotna
George Buhite, Director, Division of Juvenile Justice

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Kenai Youth Facility
Project No. 2299/2.1.3

March 14, 2000

Tom Lane
Facilities & Planning Section
Dept. of Health and Social Services
State of Alaska
P. O. Box 110650
Juneau, AK 99811-0650

RE: Site Evaluation Scoring

Dear Tom:

Thank you for forwarding to me the January 25, 2000 letter that was prepared by Senator Torgerson and Pete Sprague regarding the Kenai Youth Facility site evaluation process.

Their letter raises a number of very good points and a different perspective than the ones raised during the public meeting. This open dialogue is the basis for good sound public process and we welcome the opportunity to discuss the issues.

The site evaluation report commended the communities for offering such favorable potential sites and noted that either site would be suitable for the Youth Detention Facility. That point was brought home by the close scoring which separates the Kenai site from the Soldotna site.

The letter sent to us questions five of our scoring recommendations. The following is our response to those questions and our reasoning why they were scored as they were.

Criteria #1 & #2 (Area and Topography)

The letter questions our responses to criteria numbers one and two, both on the issue of usable site area. I have combined the topics into one response.

It is important to note that no weighting has been applied to any of the criteria topics. Had we decided to weigh some criteria higher than others,



ARCHITECTURE
PLANNING
INTERIORS
DEVELOPMENT

101 WEST BEND, IN
SUITE 306
ANCHORAGE, AK 99503
(907) 561-554

the area offered would certainly be deemed as having very high importance. Sufficient area is critically important to provide buffers, allow for future expansion and minimize the need for future site acquisition which will become very difficult as neighborhoods are established around these well positioned sites.

Senator Torgerson and Mr. Sprague question the need for a ten-acre site and refer to the proposed Ketchikan building that is sited on a very small parcel and yet it has the same number of beds as the proposed Kenai Facility.

We also recommended a ten-acre site for the Ketchikan facility, but there simply was not that large of a level tract available in Ketchikan. Site size was a compromise forced upon the selection committee by local topographic conditions that do not exist in the Kenai/Soldotna area.

Additionally, the Ketchikan facility will service a regional population of less than 14,000 people while the Kenai Borough includes nearly 50,000 people. The need for expansion of the Ketchikan Facility appears to be far into the future, while the expansion of the Kenai Facility is likely on the horizon and clearly within the life frame of the building.

Detention facilities are rarely abandoned or modified to another use due to the high development costs. For this reason, the facility needs to be located on a site that will accommodate the Borough's growth for at least the next fifty, and likely many years beyond. The question we must ask is the proposed 5.3 acres of developable land in Soldotna adequate to accommodate the future growth over this time period.

We concluded that it was prudent and advisable for the State to locate this important, long term capital investment on the larger, flat, square site. Deciding otherwise is neither advisable, nor wise. While argument might be made about the other scoring factors, providing enough expansion capability for future needs is critical and the Kenai site offers nearly twice as much useable land as the Soldotna site.



The sites have nearly equal costs associated with site development and acquisition. There is no economic advantage for the State to choose the smaller site over the larger, more developable location offered in Kenai. For these reasons we are confident that there is strong justification for four additional points being awarded to the Kenai site.

Criteria #6 (Zoning)

Criteria Number 6 addressed the issue of zoning both on the offered sites and on adjacent lots.

Both sites are currently zoned to accept the Youth Facility and both received full points in this category. The adjacent site zoning and current land use was scored differently between the sites. The land surrounding the proposed Kenai site is all zoned as commercial and is either undeveloped or developed for commercial use. The proposed Soldotna site offers an undevelopable parcel to the south of the site, the State Trooper's District Office to the east and a community recreation area to the north and west.

We felt that casual trespass, introduction of contraband and the heavily traveled Kalifornsky Beach Road were detrimental to the facility's mission and awarded the Soldotna site four points less than the Kenai site in this category.

Senator Torgerson and Mr. Sprague take issue with our finding and suggest we evaluated the likelihood of the Soldotna deterrents too highly. They also noted that the proximity of the State Troopers Post will enhance public confidence.

Scoring of intrinsic issues such as *what makes better neighboring land use* can be subjective and does evoke controversy.

In responding to this land use issue, we relied on our recent experience at the McLaughlin Youth Center which has been required to undertake an extensive security upgrade project to stop the very activities mentioned above. The upgrade included a 12 foot tall perimeter security fence topped with razor wire, more security cameras, additional lighting and new vehicle barriers. We recently designed similar measures at the



Fairbanks Youth Facility again to limit trespass, stop contraband from entering the facility and to preclude unauthorized site access.

The proposed Kenai Youth Facility is far smaller than the two institutions mentioned above and may not attract the same level of objectionable activity. Upon reflection, we recognize that the trooper's office will provide more immediate law enforcement access in the case of an emergency and therefore, we recommend one additional point be scored for the Soldotna site.

Criteria #8 (Travel Distance)

Criteria Number 8 addresses the distance of the proposed facility from various important daily users and services. In most cases, the difference was either negligible (less than 10 minutes additional travel time) or significant (10-30 minutes additional travel time). In our evaluation, we indicated the distance to food/laundry providers was three miles difference and judged this difference inconsequential since there is less than a 5 minute travel time difference between the two sites. The letter from Senator Torgerson and Mr. Sprague indicated that the site with less travel distance (Soldotna) should be awarded more points.

This is clearly a point of personal judgement and I agree that this issue and the criterion that identifies point value for distance to law enforcement should be modified by reducing the site B score by one point.

Criteria #9 (Transportation)

Criteria Number 9 addresses public transportation and site access. One of the tests addressed access to air transportation. The Kenai site is within a few blocks of the Kenai Airport, but the Soldotna site is 9-10 miles away. We scored the Kenai site two points higher due to its proximity to the airport. In Senator Torgerson and Mr. Sprague's letter, the test was questioned. They stated that the airport was not critical to the facility's operation and should not be scored as a measure of site suitability. I disagree with this point for a number of reasons. The Kenai Youth Facility will be a detention facility. All adjudicated youth (youth whom the court has determined require long term treatment) will be transported



to a site that offers appropriate programs (Anchorage or Fairbanks). The Kenai Facility will not be equipped or staffed to deal with very violent offenders for more than a short time. These kids will need to be transported to Anchorage. If the facility becomes over crowded, the overflow population will need to be transported to Anchorage. Due to the nature of their crime, some of the youngsters will be held in Anchorage but need multiple court appearances in Kenai. These youngsters will likely overnight in Kenai. These are only a few of the numerous reasons why juveniles will be transported to the airport from the Youth Facility.

Air transportation to the facility is necessary and adjacency to the airport is beneficial to the effective operation of the facility.

Since the site selection evaluation study was completed, we have been able to obtain better information on the actual driving distance between Homer and Soldotna (74 miles), Homer and Kenai (82 miles), Seward and Soldotna (88 miles), and Seward and Kenai (100 miles). Since nearly an equal number of transports originate from Homer and Seward, it is safe to conclude that there is an 8 mile travel advantage from Homer to Soldotna and a 12 mile travel advantage from Seward to Soldotna. The travel difference is approximately 10% between the two sites. The two point advantage given to the Soldotna site may be viewed by some residents as unfair to the Kenai site and suggest a point differential to be more equitable. I feel this is a controversial issue and further discussion should be conducted before points are reallocated.

The scoring criteria and tabulation have been reproduced with the current revised scoring for your reference. As you will see, the scoring is still in favor of site B, the Kenai site.



Kenai Youth Facility
Site Evaluation Scoring
March 14, 2000
Page 6

| Criteria | Site A | Site B |
|---------------------------------------|-----------|-----------|
| 1. Area | 2 | 4 |
| 2. Topography | 2 | 4 |
| 3. Public View | 3 | 4 |
| 4. Soils | 4 | 4 |
| 5. Utilities | | |
| a. Electrical | 4 | 4 |
| b. Water | 4 | 4 |
| c. Gas | 4 | 4 |
| d. Sewer | 4 | 4 |
| 6. Zoning | | |
| a. Current Zoning | 4 | 4 |
| b. Adjacent Zoning | 3 | 4 |
| c. Adjacent Usage | 2 | 4 |
| 7. Road Access | 4 | 4 |
| 8. Travel Distance | | |
| a. Food Providers | 2 | 2 |
| b. Medical Services | 4 | 2 |
| c. Law Enforcement | 4 | 2 |
| d. Fire Protection | 4 | 4 |
| e. Court System | 2 | 4 |
| 9. Transportation | | |
| a. Highway | 4 | 2 |
| b. Airport | 2 | 4 |
| 10. Public Acceptance | 4 | 4 |
| 11. Site Acquisition Cost | 4 | 4 |
| 12. Site Development Cost | 4 | 4 |
| <i>Total ranking points per site:</i> | <i>74</i> | <i>80</i> |



Again. I would like to stress that we feel either site will serve the Borough and State admirably, but we continue to recommend, and are supported by the scoring criteria, that the Kenai site offers a better solution to the facility's short and long term needs.

Sincerely,
ECI/Hyer. Inc.

Steve Fishback, AIA

cc: Jerry Watkins

SF:so

► **FUNCTIONAL COMPONENTS**

- ▼ The Kenai Youth Facility will serve four primary functions:
 - It will provide a central booking area for juveniles on the Kenai Peninsula which will facilitate a rapid response to delinquent activity.
 - It will accommodate a total of 10 male and/or female juvenile detainees for emergency and pretrial detention.
 - It will provide office and interview space for Kenai Juvenile Probation operations.
 - It will provide on-site continuing Kenai district education of all juveniles, detained for any length of time, reducing the likelihood of future criminal conduct and social dependency.

- ▼ As a multiple-use facility the building will consist of four primary program components: Secure Housing, Probation, Intake/Booking, and Administration, all arranged around a central Control Room. The Probation, Intake, and Administration components will share spaces such as interview rooms, toilet rooms, and office space.

- ▼ The Housing component will be defined by a secure building enclosure and a controlled security line which divides the interior of the building between public and secure activities.

SCHEDULE

- ▼ The project is expected to be ready for solicitation of construction bids by early summer of 2001. However, the solicitation cannot be issued until adequate project funding has been obtained.

► **FUNDING REQUIRED** **\$4,600,000**



CLIENT:

State of Alaska
Department of Health and Social Services
Division of Juvenile Justice
P.O. Box 110635
Juneau, Alaska 99811-0635

State of Alaska
Department of Transportation and Public Facilities
Public Facilities Branch
2200 East 42nd Avenue
Anchorage, AK 99508

CONSULTANT TEAM:

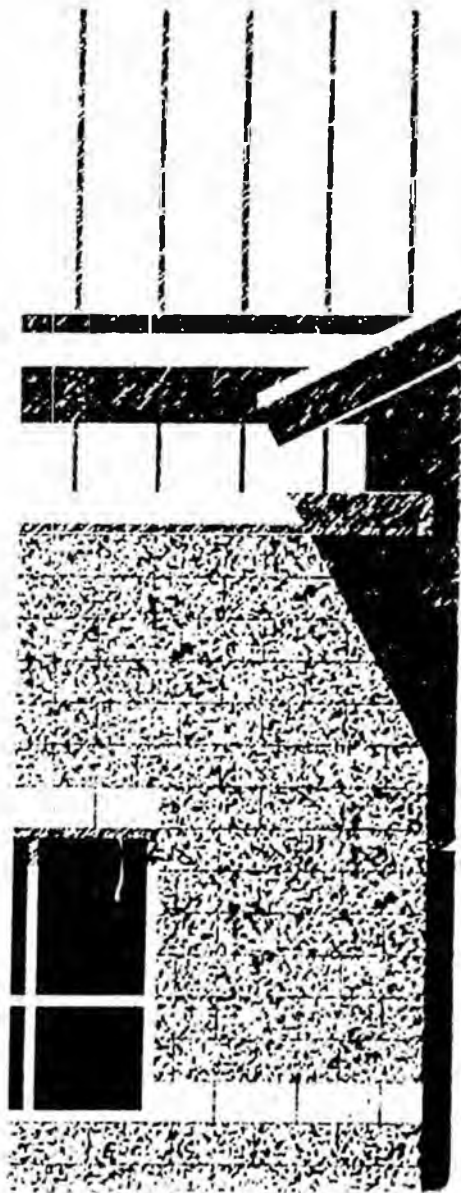
ECI/Hyer, Inc. (*Architectural*)
101 West Benson, Suite 306
Anchorage, Alaska 99503

Wm. J. Nelson & Assoc. (*Civil*)
215 Fidalgo Suite 204
Kenai, Alaska 99611

BBFM Engineers, Inc. (*Structural*)
510 L Street, Suite 200
Anchorage, Alaska 99509

RSA Engineering, Inc. (*Mechanical/
Electrical Engineers*)
2522 Arctic Boulevard, Suite 200
Anchorage, Alaska 99503

Earthscape (*Landscape Design*)
705 W 13th Ave.
Anchorage, Alaska 99501



Currently, there are *no* youth corrections facilities on the Kenai Peninsula. All Peninsula juvenile offenders are transported and detained at the McLaughlin Youth Center

in Anchorage, at a great expense in time and money to local area police and to the Division of Juvenile Justice. With accelerating regional population growth in the area the need for a juvenile detention center on the Kenai Peninsula has been clearly demonstrated.

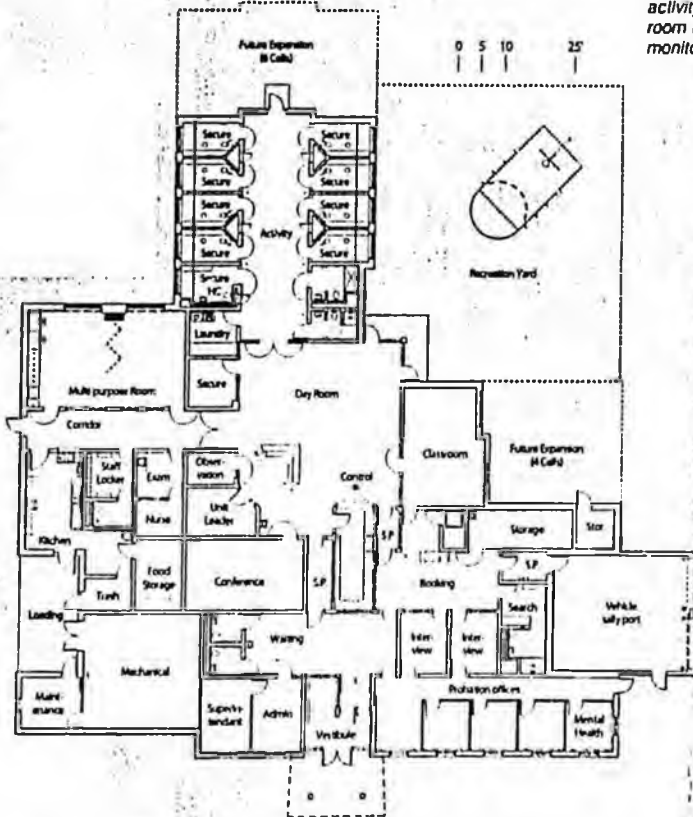
The proposed Kenai Youth Facility will combine Juvenile Detention and Juvenile Probation under one roof to facilitate booking, assessment, and court proceedings associated with the Juvenile Justice System. Bringing this facility to the Kenai Peninsula will fill a void in the Juvenile Justice System by providing a centralized "headquarters" for the various local interdisciplinary agencies and a focus on rehabilitative and reintegrative programmatic links within the communities it serves.

This facility will provide a vital rehabilitation program within the community it serves.

The combination of Intake Screening and Secure Detention will assure the efficient, rapid and comprehensive processing and evaluation of incoming offenders. Police officers will be able to quickly return to the street, and a closer working relationship among State, local, nonprofit agencies, and local schools will be fostered. Redundancy and conflicts in juvenile handling and records will be eliminated, leading to a more consistent and effective intervention policy.

The Detention Program will provide a much-needed secure housing environment for Peninsula residents near family, teachers, counselors, attorneys and probation staff. Youth Facility residents will participate in intervention and educational programs focused on effective reintegration into the community. More violent or difficult youth requiring long term treatment will continue to be housed at the McLaughlin Youth Center in Anchorage.

Intake/Booking: This area is under the direct observation of the control room and includes two interview rooms, a holding cell, a toilet/shower room, and U/A testing equipment. The intake and booking area will be accessible from the police vehicle Sallyport, the secure housing unit, and the public waiting area. The primary purpose of this area is to facilitate the transfer of a juvenile from the custody of a police officer to the custody of juvenile justice staff. Booking and assessment will occur in the main booking area. A booked juvenile will be admitted to the detention unit and held until a probation intake officer completes an assessment. This assessment will decide if and when the juvenile will appear for court, and if the juvenile should be released to the protective custody of a parent or outside agency.



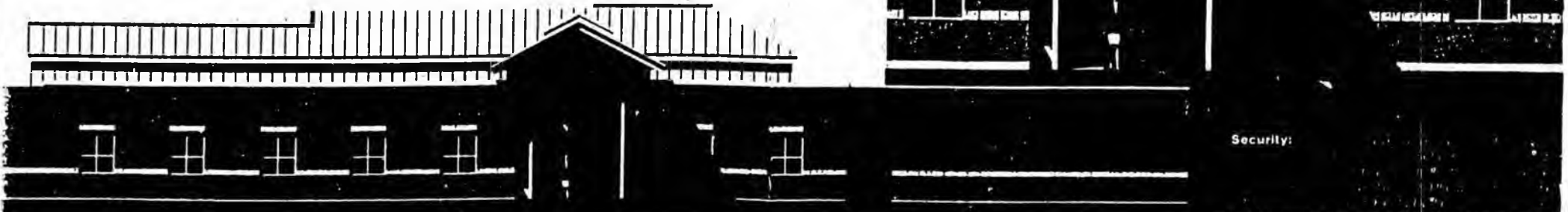
Probation: Offices are provided for the co-location of Kenal Juvenile Probation. Probationers will be brought through the public waiting area and into the intake waiting area. Interview rooms and U/A testing areas in the intake/booking area will be shared with probation operations. Office space in this area has also been designated for juvenile drug and alcohol counseling and juvenile mental health.

Secure Housing Unit: The secure housing unit is constructed as a secure living area with 10 "wet" sleeping rooms with lock-down capability. The activity area and a larger dayroom provide multi-use space for socialization, meetings, and visitations, as well as short-term overflow. The housing unit is also served by a reheat kitchen for preparing food service-delivered meals, a laundry area for juveniles to wash their own clothing, a conference/courtroom, a nurses exam room, and a smaller conference room. A secure observation room is located next to the staff duty station. The central control room has visual contact and immediate backup access to the dayroom and activity areas, as well as to the staff duty station. A staff locker room and toilet is provided off the housing unit, and a secure, monitored recreation yard is provided for outdoor activities.

Education: A classroom space has been provided which can be divided into two smaller meeting rooms. This classroom will support High-School education provided by the Kenal Peninsula Borough School District.

Administration: The building's main entry vestibule will serve all staff, counselors, attorneys, and public, including probation youth and their parents. The administration office space is located adjacent to the public waiting area and consists of the facility superintendent's office and clerical office space. The unit leader's office, nurse's office, and provisions for a teacher's office are provided on the secure housing unit.

Future Expansion: There are two potential expansion phases. The secure housing unit is planned to allow for expansion of up to an additional 10 beds as the need arises and funding is secured, with wing extensions off the ends of each activity area. The administration area is expected to grow as the rest of the facility grows, with an area immediately to the (plan) south of the existing offices and mechanical room reserved for future expansion. The area to the (plan) west of the probation wing is reserved for a future office addition, at which time the vehicle Sallyport will be enclosed and heated. The area to (plan) east is reserved for an indoor recreation/dining addition.



WELCOME TO THE KENAI PENINSULA YOUTH FACILITY

~INTRODUCING YOUR KENAI PENINSULA YOUTH FACILITY COMMITTEE MEMBERS~

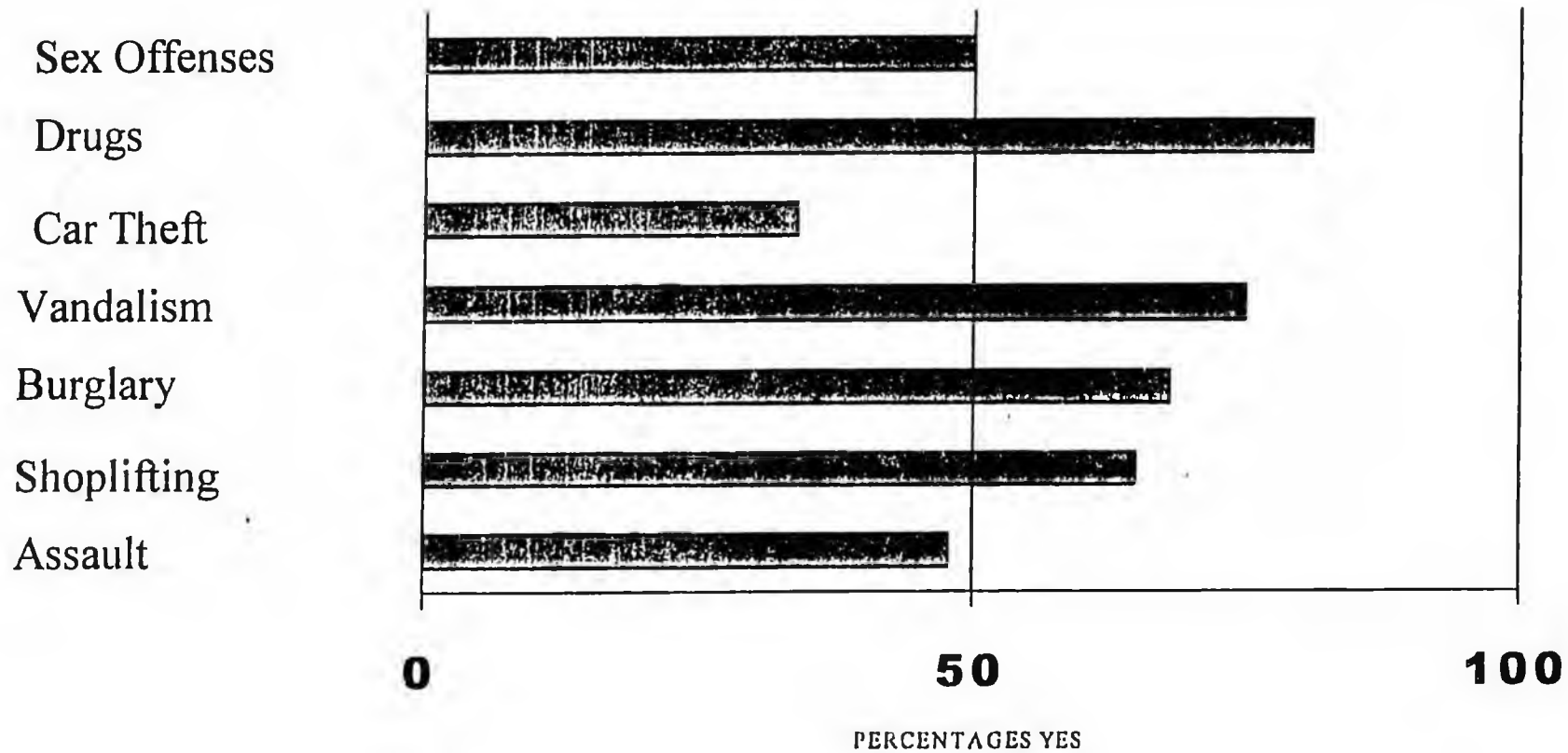
- Chairman - Pete Sprague
 - City of Soldotna / SPD - Chief Shirley Warner
- City of Kenai / KPD - Lt. Jeff Kohler
 - Citizen Members - Joan Schrader & Karen Rogers
- KPBSD - Dr. Ed McLain
 - Division of Juvenile Justice - Eric Weatherby
- Central Peninsula Counseling Services - Karen Ruebsamen
 - Youth Court - Ginny Espenshade
- Division of Family and Youth Services - Katie Stafford

THE TIME HAS COME FOR THE KENAI PENINSULA YOUTH FACILITY

- **1980 - Community voices need for local facility**
- **1997 - DHSS identifies the need in its Master Plan**
- **1998 - The Kenai Peninsula Youth Facility Committee forms**
- **1999 - Committee conducts needs survey**
- **2001 - Construction of the Kenai Peninsula Youth Facility begins!**

March 1999 Survey Results

Types of Juvenile Crime



FACILITY COST & BENEFITS

■ Cost:

- The estimated construction cost is \$4.0 to \$4.5 million

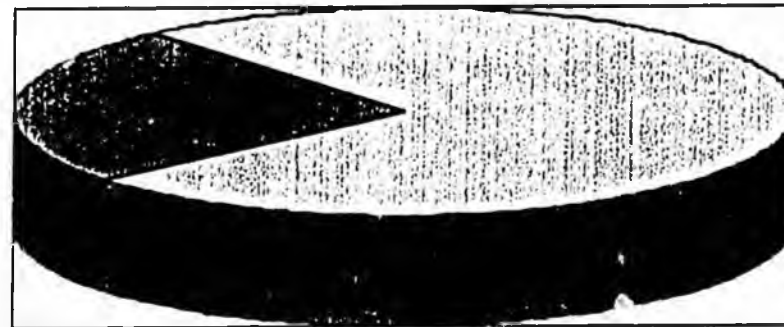
■ Benefits:

- Increased Public Safety through increased police presence
- Maintain community standards
- Youth requiring detention will be detained immediately
- Youth will maintain connections with community and family
- 14 local full time jobs

KENAI PENINSULA YOUTH FACILITY INCREASES PUBLIC SAFETY

- Police refer 500 to 700 Peninsula youth to Juvenile Justice annually.
- 28 percent of these police contacts result in an arrest.
- An arrest can take police off the streets for up to 5 hours.
- A Youth Facility will return 75% of lost patrol time.

OFFICER ARREST TIMES



■ Time w/Facility □ Time Saved

OUR PRESENT REALITY WITHOUT A YOUTH FACILITY



- Arrested youth must now be held at local police department
- Males and females cannot be held together.
- Youth needing arrest and custody are often released for lack of space.

BENEFITS OF A LOCAL FACILITY

- **Provides Immediate Consequence**
- **Increases Community Protection**
- **Reduces Exposure to Sophisticated Urban Delinquents**
- **Youths stay connected with their own families, local schools, counselors and community**



HELPING PENINSULA FAMILIES

- Better support for the families of delinquent and pre-delinquent youths.
- Improved agency coordination assisting families with issues such as substance abuse, health services, and education.
- More timely delivery of services.



MENTAL HEALTH & DELINQUENCY

- 4 out of 10 Peninsula youths in the Alaska Juvenile Justice System have serious mental health issues
- In FY 2000 54 Peninsula youths received emergency psychiatric assessments through CPCS.
- 45 of those 54 assessments resulted in hospitalization
- There is currently no appropriate place to hold mentally ill youth
- KPYF will provide a safe place to hold seriously mentally ill youth until they can be hospitalized

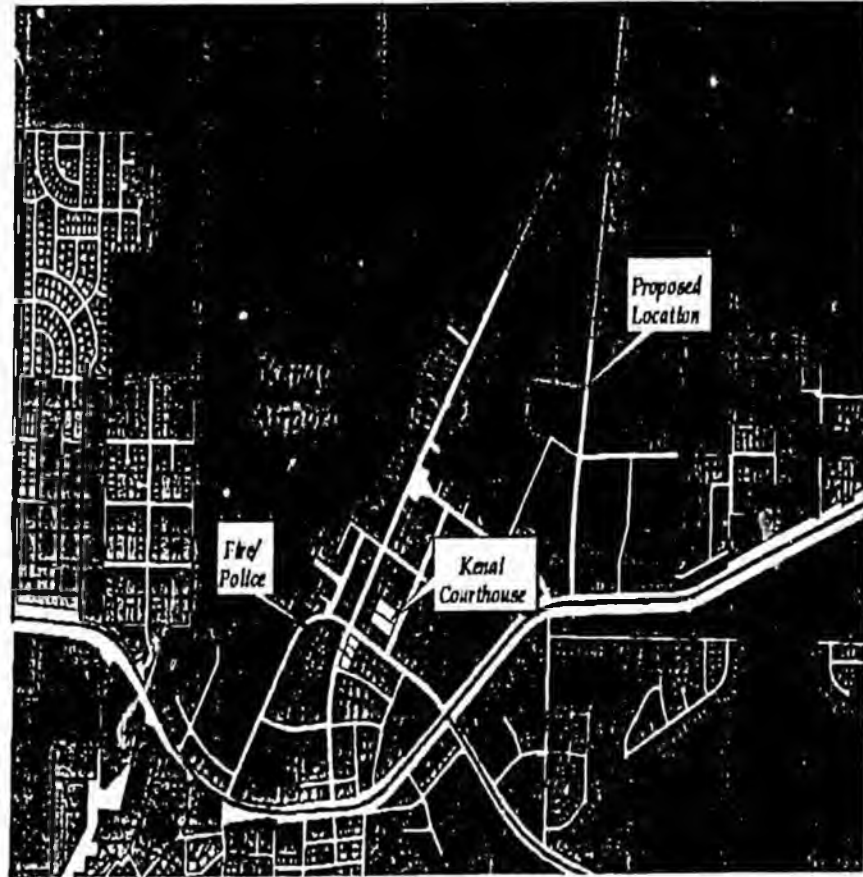
MENTAL HEALTH & DELINQUENCY

- Youth who do not require hospitalization can receive:
- Complete psychological and substance abuse assessments
- Testing for Fetal Alcohol Effect / Syndrome
- Benefits of a community wide plan of integrated services
 - **If we don't address the mental health issues of our youth they will be back.**

SITE LOCATION

10 Acre Site Donated by the City of Kenai located on Marathon Road

- Close to Airport, Court House and Police Station
- Meets All Current Design Requirements Including Space for Future Expansion



EDUCATION ISSUES

The Hidden Cost of No Facility

- The Peninsula averages 10 detained youths taken out of district schools at any given time.
- Revenue dollars to support educational services are lost.
- Students lose days of instruction and support services.

Benefits of a Peninsula Facility

- Detained students remain in a Peninsula school
- Revenue dollars to support educational services will stay in district and support local education
- Local district provides consistent instruction and educational support services to detained youths

EDUCATION ISSUES

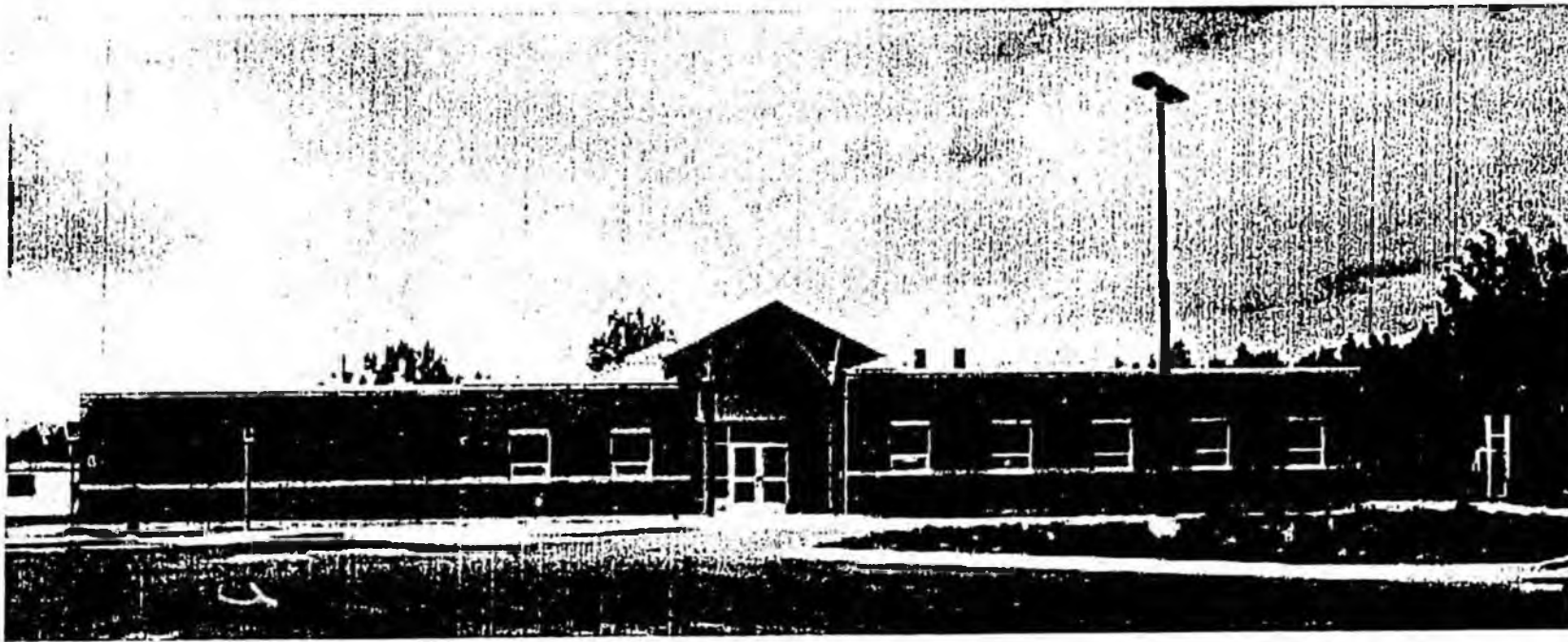
The Hidden Cost of No Facility

- The break in educational services to students is lengthened.
- Educational services in Anchorage are not KPBSD controlled.
- KPBSD cannot design, manage or coordinate educational services.

Benefits of a Peninsula Facility

- Improved , timely access to appropriate educational services
- Coordination and continuity of curriculum & instruction
- Greater local definition, design, control of educational services

WELCOME TO THE KENAI PENINSULA YOUTH FACILITY



**You are invited to a Public Meeting
November 14, 2000 at 6:00 p.m.
At the Kenai Peninsula Borough Building**

188 Farnsworth Blvd.
Soldotna, AK 99669-7602
March 21, 2001

Senator Jerry Ward
State Capitol Room 423
Juneau, AK 99801-1182

Dear Senator Ward,

On behalf of the Kenai Detention Facility Committee, I wanted to send along my sincerest thanks to you for the introduction of SB 150. As you know, the committee has worked quite diligently over the past three plus years to bring this project to fruition. Your bill is a great step forward in the process. There is still much work to be done, and we will continue to work for passage of this legislation. Please let us know how we can be of assistance as the session advances. Once again, thank you.

Respectfully,

A handwritten signature in cursive script that reads "Pete Sprague". The signature is written in black ink and extends across the width of the page.

Pete Sprague
Chair
Kenai Detention Facility Committee

STATE OF ALASKA

DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF JUVENILE JUSTICE

TONY KNOWLES, GOVERNOR

P.O. BOX 110635
JUNEAU, ALASKA 99811-0635
PHONE: (907) 465-2212
FAX: (907) 465-2333

March 19, 2001

The Honorable Senator Jerry Ward
Alaska State Senate
Alaska State Capital, Room 423
Juneau, Alaska 99801

Re: Kenai Youth Facility


Dear Senator Ward:

We are pleased to provide the following information requested by your office in support of SB150 to appropriate funds for the construction of the Kenai Peninsula Youth Facility.

- The Kenai Peninsula Youth Facility is based on the working prototypical design used for the Mat-Su Youth Facility. Design and Construction of the Mat-Su Facility was completed in August 2000.
- Design work has already been started on the Kenai Youth Facility with the \$232,500 appropriated in SLA 97 for that task. The following design services have already been accomplished: 1) Site title transfer is continuing and the replat has been accomplished as required by the land donation process. 2) The site survey and geotechnical investigation has been accomplished. 3) The Program and Conceptual Design has been completed and an informational brochure produced.
- The construction cost estimate for remaining funds needed, developed by the Department of Transportation and Public Facilities, is \$4.6 million. The estimated is predicated on construction beginning in FY 2002 and completed in FY 2003. These funds have yet to be appropriated.
- The City of Kenai has donated the land; a 10 acre tract of land. The site is well drained, with water, gas, electrical and sewer in close proximity to the property.

I hope this answers your questions concerning the project. If I can be of further assistance, please feel free to contact me.

Sincerely,



George Buhite, Director



KENAI PENINSULA BOROUGH SCHOOL DISTRICT

148 North Binkley Street • Soldotna, AK 99669-7598 • Phone 907/262-5846 • Fax 907/262-9645

March 21, 2001

To Senator Jerry Ward

CC Sandy Altland, Aide to Senator Ward

From Ed McLain, Ed.D, Assistant Superintendent - Instruction
Kenai Pen. Borough School District

Re Appreciation of support for the Kenai Juvenile Detention Facility and comment on grant support for social support and assessment services in the Center

Thank you for the notification that Senator Ward has introduced an appropriation bill for the Kenai Juvenile Detention Center.

As we discussed, in addition to its basic mission of providing immediate and locally based detention facility for Peninsula youth in need of such detention, the center will allow the School District in concert with Peninsula based social service agencies to pursue federal grant funding to support locally delivered, timely and appropriate services, assessments and interventions for peninsula youth and their families.

One possible source of grant funding that the District is examining is the *Safe School / Healthy Student Initiative* grant. We are studying carefully the *Safe School* grant project secured by the Mat-Su Borough as a model for a grant proposal of our own to fund services for local youth and families.

Following the awarding and construction of the Mat-Su detention facility, the Mat Su Borough School District, working with a consortium of Valley based police, social and family service agencies, secured a three million dollar / three year federal grant to pay some of the operating costs associated with running a juvenile assessment center in consort with the recently opened juvenile detention center in Mat-Su.

We plan to build upon their proposal to construct a locally relevant and appropriate service and support delivery model here on the peninsula.

Thank you for your leadership and support of the Kenai Juvenile Detention Center.

Please convey my appreciation to the Senate for their support of the Kenai juvenile detention facility project.

Sincerely,
Ed McLain, Ed.D



Alaska State Legislature

Please enter into the record my testimony to the Senate Finance
committee name

Committee on SB 150, dated 3/22/01
bill # / subject

I fully support SB 150 as it would greatly help the Kenai Peninsula communities better address juvenile delinquency. It also helps the state complete the final stages of its Master Plan for Juvenile Detention facilities statewide.

Signed: Virginia Espenohale
Testifier

Representing (optional)

Box 1752 Homer AK 99603
Address

235-1823
Phone number