



DIVISION OF YOUTH CORRECTIONS

# 2003 Annual Report

NEW *horizons*



UTAH DEPARTMENT OF HUMAN SERVICES  
DIVISION OF YOUTH CORRECTIONS



# Executive Summary

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## DYC ANNUAL REPORT 2003

The Division of Youth Corrections serves a variety of delinquent youths with a comprehensive array of programs, including home detention, locked detention, receiving centers, reporting centers, case management, community services, observation & assessment, secure facilities, and transition. Also, work components and service projects have been incorporated into many Division programs. Collectively, these programs provide a continuum of service, so that more severely offending youths are treated in more restrictive settings (page 22). Relevant facts about the Division summarized below.

<ul style="list-style-type: none"><li>• Ground is broken for a new multiuse facility in St. George, and construction is completed on the multiuse center in Blanding (page 8).</li><li>• Of all youths in custody on a typical day, about 70% were in community based programs, over 25% were in locked programs (page 38-39).</li><li>• Total felony and misdemeanor convictions were about the same or decreased for youths admitted to observation and assessment, community programs, and secure facilities (pages 44, 49, 54).</li><li>• Overall, in FY 2003, The Division supported 600 training sessions on mandatory topics and 580 in-service training events for a total of nearly 60,000 hours of individual training (page 61).</li><li>• Across many years, the census of all programs reflects a disproportionate number of minority youths and boys (pages 30, 35, 43, 48, 53).</li><li>• Quality Assurance reviewed 61 of 88 direct service contracts. Approximately 13% of direct and indirect contracts reviewed resulted in some type of corrective action (page 59).</li><li>• Youth services programs began their first year of operation under the Offices of Early Intervention Services and Rural Programs (page 13, 16)</li><li>• Division funding in FY 2003 was \$90,247,800; authorized funding in FY 2004 is \$92,733,900.</li></ul>	<p>Federal collections account for \$20,264,400 of the total FY 2003 revenue (pages 26-27).</p> <ul style="list-style-type: none"><li>• The Observation and Assessment, Community Based, and Secure Facility sections of the Report have data trends across 10 years presented for Population, Budget, and Delinquency History (pages 44, 49, 54).</li><li>• The average daily population of youths in custody was 1,209 during FY 2003. The number of different youths served was 2,365 (page 38).</li><li>• Youths in custody earned over \$300,000 paid directly to victims as restitution. This amount does not include the value of community service hours worked (page 68).</li><li>• While the percent of female staff has increased, so has the percent of female youths. Also, as the percent of nonwhite youths has increased, so has the percent of nonwhite staff (pages 70-71).</li><li>• Internal Investigations analyzes alleged law violations within the Division as well as with all contracted private providers. The group initiated 62 investigations in FY 2003 (page 60).</li><li>• The Youth Parole Authority held 956 hearings in FY 2003 (page 55).</li><li>• Locked detention and multiuse programs often operated over capacity (pages 33, 37).</li></ul>
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# DYC

## Annual Report

# 2003

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# Table of Contents

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## INTRODUCTION

Letter To the Citizens of Utah .....	1
The Board of Youth Corrections .....	2
Letter from the Director .....	3
History .....	4
Mission, Vision, and Values .....	9

## ORGANIZATIONAL STRUCTURE..... 11

## POPULATION SERVED ..... 18

## CLIENT FLOWCHART ..... 20

## JUVENILE JUSTICE CONTINUUM OF CARE ..... 22

## BUDGET ..... 25

## DIRECT SERVICES TO YOUTH

Receiving Centers and Day Programs .....	28
Work Camps and Programs .....	30
Detention .....	32
Multiuse Facilities .....	37
Case Management .....	38
Observation and Assessment .....	40
Community Programs .....	45
Secure Facilities .....	50

## YOUTH PAROLE AUTHORITY ..... 55

## ADMINISTRATIVE SERVICES..... 58

## RECENT AND ONGOING PROJECTS ..... 64

## INFORMATION ..... 73







THE STATE OF UTAH  
**BOARD OF YOUTH CORRECTIONS**

120 North 200 West, 4th Floor  
P.O. Box 45500  
Salt Lake City, Utah 84145-0500

December 5, 2003

To the Citizens of Utah:

It is with pleasure that the Board of Youth Corrections, along with the Division of Youth Corrections, offer this DYC Annual Report 2003: **New Horizons**, for your review. The consistency in format from previous years allows for ease in making comparisons. We applaud the efforts of those involved in bringing this report to completion.

In July, the Board of Youth Corrections lost two of its members, Jody Petry and Lois McArthur. As a spokesman for the entire Board, I would like to express my gratitude to these two dedicated leaders who served with commitment and dignity for many years. We wish them well in their future endeavors. While their presence will be missed, we look forward to building positive relationships with the two new members appointed by Governor Leavitt. Curtis Oda and Perry Buckner come to our organization with a fresh look and new ideas. We anticipate a full, productive year in 2004, as the Division and the Board work together to move forward.

As a Board, we have been pleased this year to take part in the groundbreaking for the Dixie Area Detention facility in St. George, and participate in the dedication program for the new Canyonlands Youth Center in Blanding. Both facilities will add to the goal of safety in their communities by providing an arena for enhanced services and programs.

I can state with full confidence that our youth are in good hands. As we meet with line staff and administration, observing the interaction and dedication they display for providing successful programs, we feel confident that the Division is headed in the right direction. We hope you find the information provided in this annual report as proof of that commitment. We encourage you to offer input, and we ask for your support in these noble efforts.

Respectfully,

Eldon A. Money, Chair  
Board of Youth Corrections

# The Board of Youth Corrections

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**ELDON A. MONEY, CHAIR**

*Farmer and cattleman; Spanish Fork.*



**MYRON T. BENSON,  
VICE CHAIR**

*Retired High School Principal; Newton.*



**CURT ODA**

*Insurance Business Specialist; Clearfield.*



**GEORGIA BLOCK**

*Educator; Murray.*



**JAMES L. EARL**

*Chief Professional Officer/Executive Director,  
Lincoln Center Boys & Girls Club; Bountiful.*



**JODY VALANTINE**

*Dental Assistant; Santa Clara.*



**Perry Buckner**

*Retired; West Jordan.*



State of Utah

Department of  
Human Services

OLENE S. WALKER  
*Governor*

GAYLE F. McKEACHNIE  
*Lieutenant Governor*

ROBIN ARNOLD-WILLIAMS, DSW  
*Executive Director*

BLAKE D. CHARD  
*Director*  
*Division of Youth Corrections*

December 31, 2003

To: Governor Walker, President Mansell, Speaker Stephens, Board of Youth Corrections, and  
Citizens of Utah

This is the last time there will be an Annual Report for the Division of Youth Corrections. As of July 1, 2004, we will be known as the Division of Juvenile Justice Services. This name change is more than cosmetic because it more accurately describes the breadth of the services that the Division provides. As you can see in this report, we deal with youth that we hope to divert from entering the juvenile justice system through Youth Services programs, as well as dealing with the serious youthful offenders that are sent to secure confinement.

I am proud to be associated with the dedicated staff of the Division of Youth Corrections. Whether they work in the confines of a secure facility, or in the communities where they live, they get the job done. They serve along the Wasatch Front, from Blanding to Cache Valley, from St. George to Vernal, and everywhere in between.

The DYC Annual Report 2003: **New Horizons** contains data and information that accurately and succinctly portrays the inner workings of the Division. The efforts of Dr. John DeWitt, Dr. Jeff Wells and Kent Karren of our Research, Evaluation, and Planning Unit are self-evident in this publication. Recounting the year's events is a task they undertake with dedication.

The Division has been working with the Juvenile Court to develop capabilities that will enhance the great work that is already being done. The re-engineering of the mainframe based information system to a web-based system is being implemented as modules are completed. The CARE information system is due to be completed within the next year. We have trained staff and implemented a common approach to interaction with the youth, which includes a common method of assessing individual protective and risk factors each youth faces.

You may view this report on the Internet at [www.hsdyc.utah.gov](http://www.hsdyc.utah.gov). If you have questions, I encourage you to contact us.

Sincerely,

Blake D. Chard, Director  
Division of Youth Corrections

# History

In 1981, Youth Corrections was created with the mission "...to provide a continuum of supervision and rehabilitation programs which meets the needs of the youthful offender in a manner consistent with public safety. These services and programs will individualize treatment and control the youthful offender for the benefit of the youth and the protection of society."

The Division's philosophical roots can be traced to the late 1800s and the Utah Territorial Reform School which opened in Ogden in 1889. The original intent was "...to make the school as near like a home as possible." A century ago increases in delinquent and violent behavior were seen as results of a changing society. The remedy for Utah's troubled youths was seen as the concerted support of competent individuals, caring families, and communities. This remains true today.



Utah Territorial Reform School in Ogden circa 1889 (photo courtesy of the Utah State Historical Society).

## Organizational Highlights

- 1889 The Territorial Reform School opens in Ogden with dormitories for 100 children.
- 1896 Utah receives Statehood and the Territorial Reform School becomes the Utah State Industrial School.
- 1905 The Utah Juvenile Court is created as the primary court for juvenile offenders.
- 1946 A National Probation Association study of the Utah State Industrial School finds that "Most of the buildings along with their equipment fall far short of requirements for the proper care, education and treatment of boys and girls."
- 1974 The Federal Juvenile Justice and Delinquency Prevention Act is created, establishing a new national tone for juvenile corrections reform by advocating: (1) removal of juvenile status offenders and nonoffenders from locked facilities; (2) separation of juvenile offenders from adult offenders; and (3) removal of juveniles from adult jails, municipal lockups, and adult correctional facilities.
- 1975 A class action lawsuit, *Manning v. Matheson*, is filed in Federal District Court. The conditions of confinement at the State Industrial School are brought into question by the lawsuit's allegation that a resident's extended stay in solitary confinement either precipitated or exacerbated his mental illness.
- 1977 The Blue Ribbon Task Force is appointed by Governor Scott Matheson. A major recommendation is that: Youth should be placed in the "least restrictive setting" that is consistent with public safety.
- 1978 Governor Matheson meets with leaders of the juvenile justice community concerning the ability of the State Industrial School to securely hold serious offenders and protect the safety of less serious offenders. A consultant is hired by Governor Matheson to make recommendations for settlement of *Manning v. Matheson*.

The Utah State Industrial School becomes the Utah State Youth Development Center (YDC).

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- 1980 The Governor's Juvenile Justice Task Force, with representation from concerned agencies and the community, is created to examine Utah's juvenile corrections system. The Juvenile Justice Task Force creates a Master Plan, inspired by the correctional model employed by Massachusetts, to provide direction for the development of Utah's juvenile justice system. Key tenets of the model are: (1) most juvenile offenders cannot be treated within a training school setting because treatment and rehabilitation are not consistent with the security issues; (2) young offenders must be provided opportunities for rehabilitation, but not at the expense of public safety; and (3) commitment guidelines should be developed and financial resources should be used to develop community services rather than for the construction and maintenance of secure beds.
- 1981 The Division of Youth Corrections is created by statute (UCA 62A-7) based on the Master Plan developed by the Juvenile Justice Task Force. The Division is organized into three geographical regions, each delivering secure care, community based services, detention, case management, and observation and assessment. Utah's detention centers receive financial support from the state, but are operated by county governments.
- 1987 The Division takes over operation of 9 of the state's 10 county operated detention centers. The exception, the multiuse center in Blanding, is operated by the Division of Child and Family Services.
- 1995 Serious youth offender legislation is enacted to expedite transfer of violent and chronic juvenile offenders to the jurisdiction of the adult courts and correctional system.

A task force is appointed by the Division Director to review and update the 1980 Master Plan.

- 1996 The Juvenile Justice Task Force is appointed by the Utah State Legislature. The group has the mandate to examine all aspects of Utah's juvenile justice system.

Findings of the 1995 Master Plan Task Force are presented to the Board of Youth Corrections. Primary recommendations are to change the Division's Mission Statement to reflect a greater concern for public safety and the principles of the Balanced Approach, and to reorganize the Division's structure of service delivery.

- 1997 The Utah Sentencing Commission promulgates a new set of sentencing guidelines for juvenile offenders. The aim is to reduce delinquency through application of earlier and more intensive sanctions. In addition, a new dispositional option for the Juvenile Court known as "State Supervision" is created. The sanction combines a range of nonresidential interventions directed by Juvenile Court Probation. If needed, the Division of Youth Corrections and the Division of Child and Family Services will provide out-of-home residential placements.
- 2001 The Division's service delivery is reorganized. The traditional regional organization based on geography is replaced with the Offices of Community Programs, Correctional Facilities, and Rural Programs. Statewide administrative services also are realigned to match this change.

The Juvenile Court and the Division adopt standardized risk and needs assessments. The instruments are to be given to youths at probation intake, under probation supervision, and in Division custody. The assessments will be used to identify risk of reoffending, needs for services, and progress made during programming.

- 2002 Oversight of youth services is transferred to the Division of Youth Corrections from the Division of Child



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and Family Services. As a result, the Division of Youth Corrections creates the Office of Early Intervention Services to manage the functions of Youth Services, home detention, and State Supervision along the Wasatch Front. Youth Service functions in rural areas are managed by the Office of Rural Programs.

The Division launches the Program Enhancement Process (PEP). The focus of this initiative is to develop outcomes-based services within the framework of the Balanced and Restorative Justice Model.

2003 The Utah Legislature changes the Division's name to the Division of Juvenile Justice Services.

## Observation and Assessment Program Highlights

1981 An observation and assessment center opens in Salt Lake City in addition to an existing program in Ogden.

1984 An observation and assessment center opens in Provo.

1995 Farmington Bay Youth Center, the first state-owned, privately run facility opens. The 60-bed facility provides observation and assessment services, short-term detention, and long-term secure care in three separate wings.

1997 A 6-bed, observation and assessment program, specialized for females, is opened in Salt Lake City.

The privately operated Copper Hills Youth Center opens in Salt Lake City, providing the Division with an additional 24 beds for observation and assessment.

1998 The privately operated North Bay Youth Center opens in Brigham City, providing the Division with an additional 10 beds for observation and assessment.

1999 The Legislature reduces observation and assessment programming time from 90 days to 45 days. A single extension of 15 days can be authorized by the Division Director (UCA 78-3a-118(e)).

2000 The privately run North Bay Youth Center in Brigham City discontinues operation of its observation and assessment program for Division youths.

2001 The privately run Copper Hills Youth Center in Salt Lake City discontinues operation of its observation and assessment program for Division youths.

## Secure Care Program Highlights

1983 The Youth Development Center (YDC) is closed. In its place Decker Lake and Mill Creek Youth Centers are opened. Each facility provides 30 beds for long-term secure care.

1986 The Youth Parole Authority is created by statute (UCA 62A-7-109) to take responsibility for review of all parole requests and for oversight of youth on parole from secure care.

1987 The Southwest Utah Youth Center, a combination 10-bed secure facility and 6-bed detention center, is opened in Cedar City.

1990 The average daily population of the three secure facilities reaches the system's capacity of 70 youths.

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- 1992 An additional 10, secure-care beds are added to Decker Lake Youth Center bringing the statewide capacity to 80 beds. The new beds are filled within a month and once again the system is at its capacity.
- 1995 Farmington Bay Youth Center, the first state-owned, privately run facility opens. The 60-bed facility provides observation and assessment services, short-term detention, and long-term secure care in three separate wings.
- Appointment of Youth Parole Authority Members becomes an executive appointment by the Governor rather than by the Board of Youth Corrections.
- 1997 Construction of the 70-bed Slate Canyon Youth Center in Provo is completed. The facility has 38 detention and 32 for secure-care beds and replaces outdated and unsafe Provo Youth Detention Center.
- The old Salt Lake Detention Center is renovated and renamed the Wasatch Youth Center. The building provides secure care for up to 56 youth. Specialized programs are developed to meet the unique needs of sex offenders, girls, and youths preparing for transition back to the community.
- 2001 The expansion of Mill Creek Youth Center by 72 beds is complete. Facility capacity is now 102 beds.

## Community Program Highlights

- 1979 The Federal Office of Juvenile Justice and Delinquency Prevention awards Utah an \$800,000 grant to begin developing a network of privately operated residential programs in the community.
- 1994 Day/Night reporting and receiving centers are opened across the state to facilitate monitoring of youths.
- Genesis Work Program, a community based program, is opened at the direction of Governor Michael Leavitt.
- 1996 A partnership between the Division and the US Forest Service establishes the Strawberry Work Camp
- 1997 The Intensive Community Aftercare Program (ICAP) is founded. The program, which is housed at the Wasatch Youth Center (a secure facility) provides youths with supervision and other services as they transition from secure care back to the community.
- 1998 Archway Youth Services Center opens as the first Youth Services program operated directly by the Division.
- The old Provo detention center is converted to a day program for community services and work projects.
- 1999 Paramount Reflections Program, a community residential program, opens in Layton to meet the needs of girls.
- 2002 The Intensive Community Aftercare Program (ICAP) moves from the Wasatch Youth Center to an independent residential facility with 8 beds for youths transitioning from secure care or other structured programs.
- 2003 The Division opens the Utah County Aftercare Program (UCAP) to provide nonresidential transition services for youths in the Utah County area. The program is being funded by a 3-year Federal grant.

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## Detention Program Highlights

- 1981 Utah's seven detention centers receive financial support from the state, but are operated by county governments.
- 1983 Multiuse centers are opened in Vernal, Richfield, and Blanding to provide detention resources in rural areas. Each facility has four beds for detention and six beds for shelter care.
- 1987 The Southwest Utah Youth Center, a combination 10-bed secure facility and 6-bed detention center, is opened in Cedar City.
- The Division takes over operation of 9 of the state's 10 county operated detention centers. The exception, the multiuse center in Blanding, is operated by the Division of Child and Family Services.
- 1989 Statutes passed by the Utah Legislature allow the Juvenile Court to order youths into detention for up to 30 days (UCA 78-3a-52) as a sentence or for up to 10 days for contempt of court (UCA 78-3a-39).
- 1993 The Division assumes responsibility for operation of Canyonlands Multiuse Youth Home in Blanding.
- 1995 The Washington County Youth Crisis Center, a new multiuse center, opens in St. George with 10 beds for detention and 8 beds for shelter care.
- Farmington Bay Youth Center, the first state-owned, privately run facility opens. The 60-bed facility provides observation and assessment services, short-term detention, and long-term secure care in three separate wings.
- 1997 Construction of the 70-bed Slate Canyon Youth Center in Provo is completed. The facility has 38 detention beds and 32 secure-care beds and replaces the outdated and unsafe Provo Youth Detention Center.
- The aging 56-bed Salt Lake Detention Center is replaced by a 160-bed Salt Lake Valley Detention Center.
- 2000 Construction is completed on multiuse facilities in Logan, Vernal, and Price. Each has 16 beds for locked detention and additional beds for shelter care and observation and assessment.
- 2001 Construction is completed on a multiuse facility in Richfield. The center, which has 16 beds for detention and 16 beds that may be used for shelter and observation and assessment.
- 2003 Construction is begun on the Dixie Area Detention Center in St. George. The center's 48 detention beds will replace 10 detention beds at the Washington County Youth Crisis Center. Existing beds at the Washington County facility will be retained for shelter, and other nonsecure programs.
- Construction is completed on a multiuse facility in Blanding. The center has 16 beds for detention and 16 beds that may be used for shelter and observation and assessment. The new center opened under the name Canyonlands Youth Center.



# Mission, Vision, and Values

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## MISSION STATEMENT

The mission of the Division of Youth Corrections is to provide comprehensive services for at risk youth within the framework of the Balanced and Restorative Justice Model. Community Protection, Accountability, and Competency Development, are integrated goals and philosophical foundations of the model.

## VISION STATEMENT

The Division of Youth Corrections will provide to the youth we serve the best opportunity to realize their potential and improve their overall competence, which will allow them to be law-abiding and productive citizens.

## CORE VALUES STATEMENT

We are committed to act with respect and integrity and meet the challenge of change with creativity and perseverance.

## TWELVE GUIDING PRINCIPLES

Protect the community by providing the most appropriate setting for the youthful offender.

Provide secure, humane, and therapeutic confinement to a youth who has demonstrated that he/she presents a danger to the community.

Hold youth accountable for delinquent behavior in a manner consistent with public safety through a system of graduated sanctions, rehabilitative measures, and victim restoration programs.

Provide a continuum of diverse early intervention, community based, and secure correctional programs.

Promote a functional relationship between a youth and his/her family and/or assist the youth in developing the skills for alternative or independent living.

When it is in the best interest of the youth and community, provide placements in close proximity to the youth's family and community.

Promote ongoing research, evaluation, and monitoring of Division programs to determine their effectiveness.

Strengthen rehabilitative opportunities by expanding linkages to human service programs and community resources.

Provide assistance to the Juvenile Court in developing and implementing appropriate offender dispositions.

Provide for efficient and effective correctional programs within the framework of professional correctional standards, legislative intent, and available resources.

Promote continuing staff professionalism through the provision of educational and training opportunities.

Provide programs to increase public awareness and participation in Youth Corrections.

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## BALANCED AND RESTORATIVE JUSTICE (BARJ)

The Balanced and Restorative Justice (BARJ) Model outlines a philosophy of restorative justice that places equal importance on the principles of Accountability, Community Protection, and Competency Development.

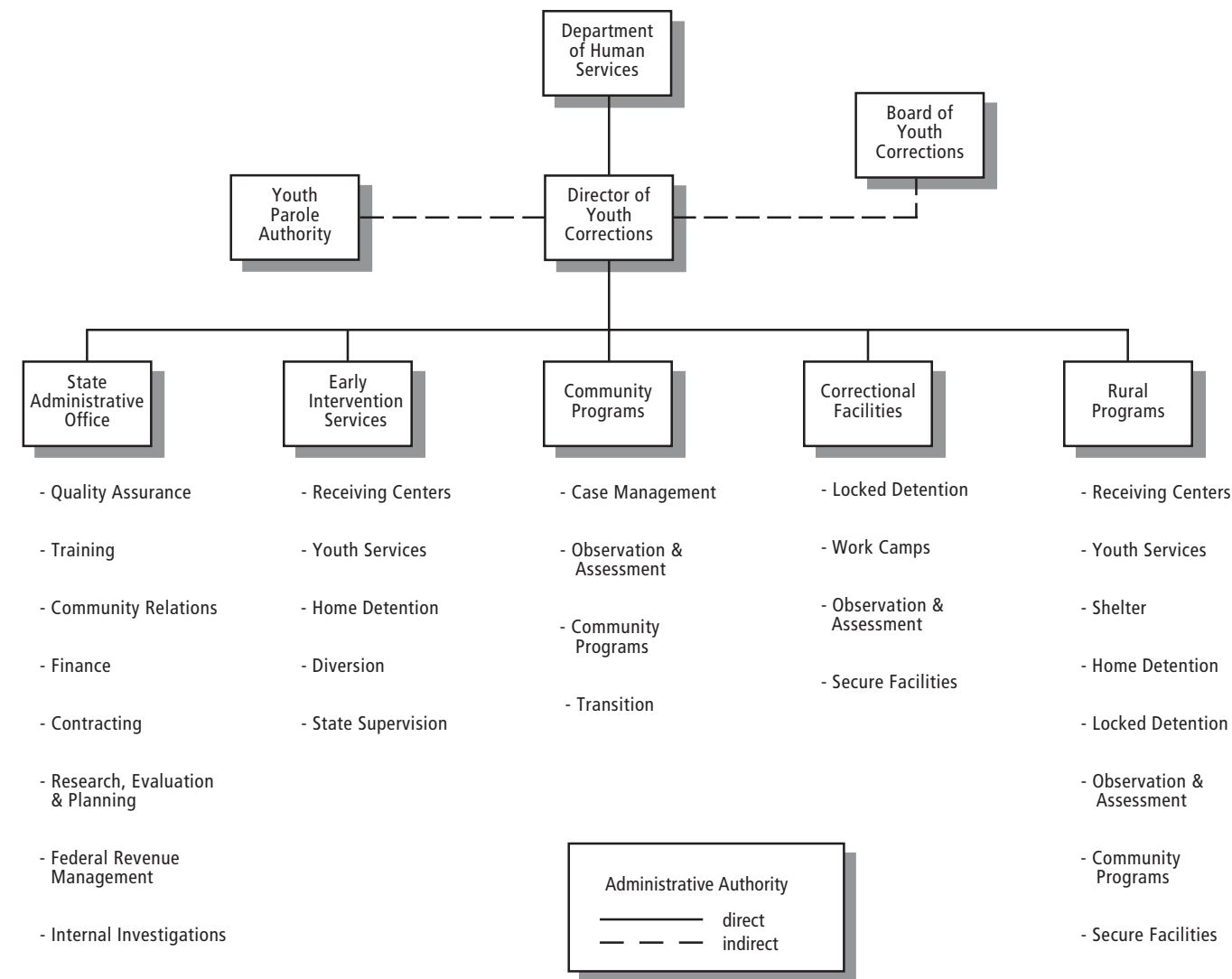
Accountability means that when a crime occurs, a debt is incurred. Justice requires that every effort be made by offenders to restore losses suffered by victims. The Division enables offenders to make amends to their victims and community and take responsibility for their own actions.

Competency development requires that offenders leave the system more capable of productive participation in conventional society than when they entered. Youths in Division care are given the opportunity to learn skills to become self-sufficient, competent members of the community.

Community protection means that the public has a right to a safe and secure community. The Division works to protect the public through processes which include individual victims, the community, and offenders as active participants.

Collectively, these three components provide a comprehensive approach that not only addresses the immediate consequences of delinquency, but also provides long-term solutions for restoring victims, the community, and the offender.

# Organizational Structure



Youth Corrections is a division of the Department of Human Services. Other divisions and offices include the Executive Director's Office, the Division of Substance Abuse and Mental Health, the Division of Aging and Adult Services, the Division of Services for People with Disabilities, the Office of Recovery Services, and the Division of Child and Family Services.

The Board of Youth Corrections provides the Division with guidance and has the responsibility for approving policy. The Division's Director provides statewide policy leadership and administrative oversight. This includes direct authority over the Division's four service delivery Offices and the State Administrative Office and indirect authority over the Youth Parole Authority.

The Division was reorganized during FY 2001 to

increase its efficiency and provide better services to delinquent youths and the community. This was the agency's first major organizational change since its creation in 1981. Originally, a full range of residential and nonresidential correctional services was delivered through each of three regional offices: Region I - Northern, main office in Ogden; Region II - Central, main office in Salt Lake City; and Region III - Southern, main office in Springville. While this organization worked well in many ways, it sometimes led to differences in programming philosophy. In addition, the original arrangement made it difficult to move resources quickly when needs arose.

As represented in the chart above, services are now distributed through the Offices of (1) Early Intervention Services, (2) Community Programs, (3) Correction-

al Facilities, and (4) Rural Programs. The reorganization was designed to improve the consistency and effectiveness of programming by (1) standardizing the development of treatment and correctional plans for individual youths, (2) standardizing programming strategies, (3) improving communications between related programs, and (4) facilitating transfer of resources and youths between similar programs.

Three of the Offices, Early Intervention Services, Correctional Facilities, and Community Programs, operate in the urban areas along the Wasatch Front. This area includes Weber, Morgan, Davis, Salt Lake, Tooele, Summit, and Utah Counties and corresponds to the 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> Districts of Utah's Juvenile Court. The Office of Rural Programs operates in the state's remaining 22 Counties corresponding to five different Juvenile Court Districts.

The reorganization has not changed the Division's traditional goals and objectives. Programming continues to be organized around the Division's Mission Statement and principles of the Balanced And Restorative Justice (BARJ) Model (see "Mission, Vision, and Values," page 9).

Though the Division's Offices specialize in different ways, they must work closely with one another. Coordination is particularly important to ensure continuity of care when an individual youth moves from a program operated by one Office to a program operated by another. Close cooperation is particularly important for youths who concurrently receive services from two different Offices. For instance, youths in secure facilities operated by the Office of Correctional Facilities have case managers provided by either the Office of Community Programs or the Office of Rural Programs.

The Offices also have common interests in a number of Division-wide initiatives including (1) development of a risk assessment process (see "Protective and Risk Assessment Project", page 65), (2) the implementation of the Program Enhancement Process (PEP; see page 66), and (3) construction of the CARE information system (see "Court & Agencies' Record Exchange (CARE)", page 67).

### State Administrative Office

Located in Salt Lake City, the Division's State Administrative Office provides administrative services and support to Division programs through its work groups for Research, Evaluation, and Planning, Training,

### Quick Facts State Administrative Office

Full-time Staff	38
Service Area	Statewide
Services	Staff
Administration	5
Contracting	2
Quality Assurance	5
Training	4
Finance	6
Community Relations	4
Federal Revenue Management	2
Research, Evaluation, & Planning	3
Internal Investigations	2
Youth Parole Authority	5
FY 2003 Budget	\$6,957,500

Quality Assurance, Community Relations, Contracts, and Finance. These groups provide services such as volunteer coordination, a speaker's bureau, contract monitoring, internal investigations, program evaluation, research, basic orientation training, financial and federal revenue management, budgeting, and contract management (see "Administrative Services", page 58). The State Administrative Office also coordinates and interacts with Federal, State, and local agencies such as the Office of Juvenile Justice and Delinquency Prevention, Utah Commission on Criminal and Juvenile Justice, Utah Legislature, Governor's Office, and various county governments. The Administrative Officer and staff of the Youth Parole Authority are part of the State Administrative Office and provide support for the Youth Parole Authority (see page 55).

### Office of Early Intervention Services

The Office of Early Intervention Services oversees programs for youths considered less delinquent than those in the Division's custody. The Office's primary goals are to (1) prevent youths from penetrating further into the juvenile justice system and (2) keep youths in their own homes. The creation of the Office has solidified diversion services as a vital component of the

Division's continuum of care. Specific programming responsibilities include:

*Receiving Centers.* Receiving Centers are nonresidential facilities where law enforcement can take youths who have been arrested but do not qualify for locked detention under the detention admission guidelines (see "Receiving Centers and Day Programs", page 28). Staff locates parents or guardians and assesses the youth to determine if other interventions are needed. Staff provides information to parents about appropriate resources available in the community and makes referrals to other agencies when appropriate.

*Youth Services Centers.* These programs provide 24-hour-a-day crisis counseling services to runaway, homeless, and ungovernable youths and their families. The goal is to keep families intact and to divert youths and families from intervention by the juvenile justice system. Programs also can provide short-term crisis beds, groups, and community outreach to augment their efforts. Goals for FY 2004 include review of staff training requirements and identification of new funding sources.

*Home Detention.* This service provides an alternative to secure detention for youths awaiting adjudication or placement (see "Detention", page 32). Youths remain home in the community under daily supervision provided by Division staff.

*Diversion Services.* These programs provide day-treatment services for youths under short-term commitment

order (usually 30 days) of the Juvenile Court. Programming focuses on intensive daily supervision and competency development through a variety educational groups and activities. In addition, youths are involved in community service projects that help them make amends to their victims and the community at large.

*State Supervision.* The Division coordinates with Juvenile Court Probation to provide short-term (usually 45 days) residential placement for youths in state supervision. Services are supplied by contracted providers and focus on education, skills development, and developing plans for a successful return home. The Office is currently developing a new request for proposals for state supervision residential services.

During FY 2003, the Office of Early Intervention Services emphasized the continued development of standardized program models for each of its service areas. Operational manuals have been adopted and a policy and procedure manual is being developed. All Office staff members, and some contracted employees, have been trained in the use of the Division's risk assessment tools and are actively using them. These efforts already are bringing greater consistency to service delivery, improving communication between workers, and helping manage resources more effectively and fairly.

During FY 2003, teams from receiving centers, diversion programs, and youth services programs participated in the PEP process. By the end of FY 2004, all programs are expected to have completed their PEP evaluation models and begun data collection.

Regardless of changes or the introduction of new programs and services, the Office of Early Intervention Services remains committed to providing quality programs and services that are consistent with the Division's Mission and the principles of the BARJ Model.

## Office of Community Programs

The Office of Community Programs provides community based services to youths committed to Division custody from along the Wasatch front. Services include:

*Case Management.* Each youth committed to Division custody is assigned a case manager who is responsible for overseeing the youth's care (see "Case Manage-

### Quick Facts Early Intervention Services

Full-time Staff	100
Service Area	Wasatch Front
Functions	Programs
Receiving Center	5
Youth Services	4
Home Detention	4
State Supervision	3
FY 2003 Budget	\$8,169,600

## Quick Facts Community Programs

Full-time Staff	159
Service Area	Wasatch Front
Functions	Programs
Observation & Assessment	4
Transition	3
Case Management	3
FY 2003 Budget	\$28,476,800

ment", page 38). This begins with an evaluation of the youth's needs for services, based on the youth's (1) personal history, (2) information from other workers, (3) the risk assessment process, and (4) orders and directions from the Juvenile Court. Evaluation results are interpreted within the framework of the BARJ Model. The case manager then works to ensure that identified needs are addressed by arranging appropriate services delivered in the community. On a daily basis, the case manager makes placement decisions, monitors the youth's progress, participates in determining consequences for noncompliance with rules, shoulders responsibility for the documentation required for Federal entitlement revenues, coordinates with providers, and represents the Division in Court.

*Observation and Assessment (O&A).* The Office directly operates O&A programs in Ogden, Salt Lake City, and Springville (see "Observation and Assessment", page 40). Youths are committed to O&A by the Juvenile Court for a 45-day evaluation. During this time, they receive extensive psychological, educational, physical, behavioral, and social assessments. Following the principles of the BARJ Model, the overall goal is to determine the services that will best meet the youth's needs for accountability, community protection, and competency development.

*Community Based Services.* The Division directly provides or contracts with private providers for residential and nonresidential services for youths committed to the Division for community placement and for youths on parole after secure care (see "Community Programs", page 45). A wide variety of options are available to meet

the diverse needs of these youths for specialized treatment and supervision.

*Transition Services.* The transition from secure care or community placement back home or to independent living can be very difficult for a youth (see "Community Transition", page 69). The youth is leaving a highly structured environment with strong external controls and is expected to move into situations where appropriate internal control is critical for success. Transition services are designed to make the move as smooth and successful as possible.

The Office of Community Programs accomplished several important goals during FY 2003. The Uniform Case Management Committee was created to study and evaluate the Division's case management process. The committee's final report was presented to and accepted by the Division's Executive Management Team. Major recommendations were:

- Implement generic case loads for all case managers.
- Increase training opportunities.
- Develop uniform accountability procedures and include minimum standards in performance plans for case managers.
- Provide consistent levels of technical and clerical support.
- Implement a Best Practice Model.
- Increase services for families of youths in Division custody.

During FY 2003, an internal process was started to review the manner in which services are selected and delivered. The initial effort focused on youths who committed serious crimes while in Division custody or shortly after leaving custody. The first review was completed in FY 2003 and provided important insights into the gaps in the Division's continuum of care and how decisions are being made about services. Feedback to staff has been well received and allowed staff to look at placements with greater regard to the principles of the BARJ Model.

Case managers, O&A staff, and transition staff have now been trained in use of the risk assessment tools and are beginning to incorporate them as standard parts of their work.

Case management has continued to hold periodic utilization reviews to ensure that youths are being placed in the most appropriate settings and that interventions



are being delivered within the framework of the principles of the BARJ Model.

During FY 2003, all three O&A programs began development of PEP models and are preparing to begin data collection.

The Office of Community Programs has set the following goals for FY 2004.

- Fully implement recommendations made by the Uniform Case Management Committee.
- Ensure that all state operated programs complete building their PEP models and begin collecting data.
- Ensure that residential private providers complete their PEP models in preparation for the start of data collection in FY 2005.
- Continue developing Graduated Sanctions Model of Service Delivery and Supervision (see page 66).

The continued success of services and programs offered by the Office of Community Programs is the direct result of the caring staff and volunteers who are dedicated to making a difference in the lives of Utah's youth. These individuals are our greatest resource.

## The Office of Correctional Facilities

The Office of Correctional Facilities administers four locked detention centers, five secure facilities, and the Genesis Youth Center along the Wasatch Front. Most of these facilities are directly operated by the Division. Contracted private providers manage Farmington Bay Youth Center and Salt Lake Valley Detention Center. The Salt Lake center provides locked detention. The Farmington Bay facility provides secure care, locked detention, and observation and assessment services.

*Genesis Youth Center.* Genesis is a 50-bed, coeducational, residential work program (see "Work Camps and Programs", page 30). The center provides work opportunities for youths ordered by the Court to pay victim restitution. Genesis serves youths from across the state and at all levels of the juvenile justice system including youths (1) on Juvenile Court Probation, (2) on state supervision, (3) under Division custody for community placement, and (4) on parole from secure care.

*Locked detention.* These programs provide secure, short-term care for youths (1) charged with a serious offense, (2) serving a court ordered sentence, or (3) awaiting placement in another program (see "Detention", page

32). Detention programming is designed within the framework of the BARJ Model.

Youths admitted to locked detention are screened for early detection of substance abuse, depression, and other mental health related problems (see "Detention Screening/Referral Project", page 68). Substantial numbers of these youths have been found to be at risk in one or more of these areas. The centers are now developing a process to share screening results with parents and direct them to services available in the community.

*Secure Facilities.* Secure facilities provide extended residential care in a locked environment for seriously delinquent youths (see "Secure Facilities", page 50). These programs are designed to protect the community but also help youths take responsibility for their delinquent behavior and build the skills necessary to be successful when they return to the community.

The Office of Correctional Facilities has joined with the Division's other Offices in supporting PEP. Secure facilities, detention centers, and the Genesis Youth Center have completed development of their PEP models. All will have begun data collection by the end of FY 2004.

The Office recognizes that the gains a youth makes while in secure care must be supported when the youth eventually returns to the community. To be successful, there must be close coordination between the staff who work with a youth in a secure facility and the transition workers and case managers who will supervise the youth in the community. It is believed that the risk assessment process will provide a major element of this coordina-

### Quick Facts Correctional Facilities

Full-time Staff	321
Service Area	Wasatch Front
Functions	Programs
Work Camp	1
Observation & Assessment	1
Locked Detention	4
Secure Care	5
FY 2003 Budget	\$26,968,900

tion. As assessments become more widely used they will provide valuable information about the youth's needs for services and progress in meeting programing objectives. Assessment tools also will facilitate the sharing of significant information between workers in secure facilities, staff in transition programs, and case managers. In addition, beginning in January 2004, a new resident correctional plan will be implemented. Within 60 days after commitment, representatives from case management, secure care, and transition will collectively develop a plan designed to prepare the youth for successful return to the community. Assessments will be updated periodically to monitor progress.

In other developments, secure care is developing clinical positions to enhance care of residents who require specialized mental health services. Further, Mill Creek Youth Center opened a living center exclusively for girls to address the growing numbers of girls committed to secure care.

The Office of Correctional Facilities recognizes that appropriate care of delinquent youths often requires expertise and programming the Division cannot support on its own. During FY 2003, the Office worked to develop working relationships with allied agencies such as the Division of Substance Abuse and Mental Health to provide specialized evaluations and services. The Office also placed emphasis on securing outside funding to expand programming. Grant money was obtained to provide secure care youths with vocational training on Microsoft Office products and on furniture repair. Outside funds helped Decker Lake Youth Center expand its wood shop and Slate Canyon build a greenhouse. Collaborative efforts of community members and secure facility staff have enabled the construction or improvement of chapels at the Slate Canyon, Mill Creek, and Decker Lake centers.

The Office of Correctional Facilities strives for consistency in the operations of locked detention and secure facilities. Its goals continue to be to maximize resource utilization, provide appropriate services to youths and families, and protect the community.

## Office of Rural Programs

The Office of Rural Programs has responsibility for delivering full ranges of correctional and early intervention services in Utah's rural areas. The Office currently operates programs in 10 rural communities across Utah.

Most services are delivered through six multiuse

centers. Each operates a number of residential and nonresidential programs (see "Multiuse Facilities," page 37) including locked detention, diversion, shelter care, youth services, and observation and assessment. The centers also have programming space that may be used for education services, detention alternative programming, and receiving center functions. Several centers also use some of their nonsecure beds for community-based placements of youths in Division custody. A seventh center, the Southwest Utah Youth Center, in Cedar City, has beds for both locked detention and secure care. In addition, case management and receiving center functions are provided at three other locations.

Providing a complete range of services in a rural setting poses a number of major challenges. The relatively small numbers of youths in these communities make it difficult for rural programs to specialize to the extent possible in more populous communities along the Wasatch Front. For the same reason, rural programs often cannot take advantage of economies of scale. Further difficulties include attracting qualified service and support staff, added expenses for staff training, limited availability of local medical services and other community resources, and higher administrative costs because of greater travel requirements.

Despite the difficulties, there are many good reasons to provide services at local levels. As recognized in the Division's Mission, it is critical to involve parents and community members in a youth's correctional plan. Youths need chances to mend broken relationships and

### Quick Facts Rural Programs

Full-time Staff	250
Service Area	Rural Counties
Functions	Programs
Receiving Center	7
Youth Services	7
Shelter	5
Locked Detention	7
Observation & Assessment	3
Secure Care	1
Case Management	1
FY 2003 Budget	\$19,415,800



establish local support networks if they are to be successful when they return to their home communities. In addition, locally administered programs can be more responsive to local community standards and better help combat community-level problems associated with delinquency. This all becomes difficult or impossible when youths must be transported long distances to programs far from their homes.

Staff of the Office of Rural Programs strives to overcome the difficulties of providing services in rural areas. Efforts have been made to standardize services and develop consistent models for service delivery at all locations. During FY 2003, the Office adopted and participated in the implementation of all Division-wide initiatives. Notably, initial training on the use of risk assessment tools was completed for all service delivery staff. The investment in this initiative will continue to have positive implications for future operations by enabling better identification of the service needs of individual youths.

All Rural programs also have participated in PEP. Teams from each center are in the process of implementing PEP evaluation models for receiving center and

locked detention services. Data collection will begin during the second half of FY 2004.

In order to comply with the necessary budget reductions of FY 2003 (see "Budget," page 25), some programs were closed. The most significant closure was the Castle County Youth Center O&A program in Price. Multiuse programs in Vernal and Richfield are now serving youths previously served by that program.

The Office opened the new Canyonlands Multiuse Center in Blanding in July of FY 2004. The new facility was designed to provide locked detention, O&A, and shelter programs. Presently, only the locked detention program has been opened because of budget constraints. Construction began for the new Dixie Area Detention Center in Washington County. The facility is scheduled for completion near the end of FY 2004. Contingent on the availability of funds, both the Canyonlands and the new Washington County facility will be fully operational in FY 2005.

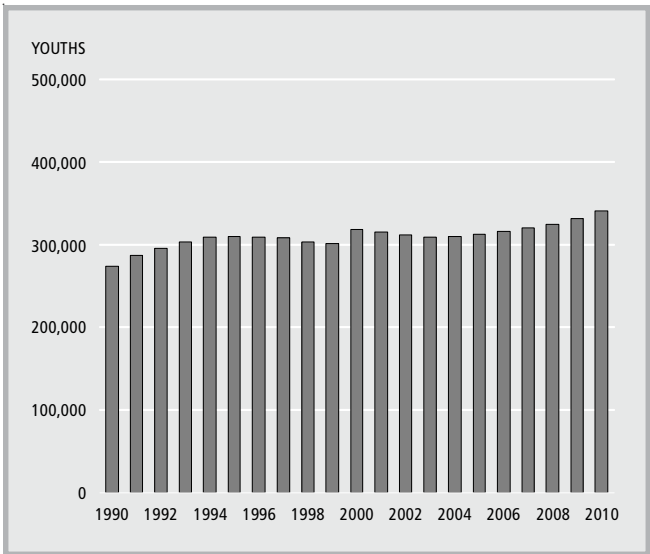
Youth Services programming was made the responsibility of the Division in FY 2003. The Office of Rural Programs has added resources and adjusted priorities to address this new obligation.

# Population Served

During FY 2003, Utah's population of 10 - 17 year old youths numbered 309,475, a slight decrease from the number in FY 2002 (311,571). Beginning in FY 2004, this group is expected to grow steadily and reach 341,000 by 2010 (see chart at top right; source: Utah State Governor's Office of Planning and Budget, 2003). The majority of these youths (75%) live in four urban counties along the Wasatch Front (Weber, Davis, Salt Lake, and Utah). Another 9% live in three of the state's fastest growing counties (Cache, Washington, and Iron).

Based on an analysis of individuals who turned 18 in 2002, over 38% of Utah's youths will have some contact with the juvenile justice system *by age 18*. Nearly 2.9% will be found by the Juvenile Court to be victims of dependency, neglect, or abuse. Nearly 30% will be charged with at least one offense and referred to the Juvenile Court. In a substantial number of cases, involvement with the Court will lead to in-home supervision by Juvenile Court probation or transfer of custody from parents to the Division of Youth Corrections or the Division of Child and Family Services.

## UTAH'S 10 to 17 YEAR OLD YOUTHS



Additional predictions about contacts with Utah's juvenile justice system are presented below.

## BY AGE 18

### Offending <sup>1</sup>

1 in 3.7 youths will be found to have committed at least one felony- or misdemeanor-type offense:

- 1 in 17 - offense against a person (1 in 66 a felony-type offense against person).
- 1 in 5.8 - offense against property.
- 1 in 6.1 - offense against the public order.

A small proportion of youths (6.8%) will be responsible for the majority of identified youth crime (64%).

### Custody and supervision

1 in 11 youths will spend time in locked detention.

1 in 21 youths will be placed under supervision with Juvenile Court Probation.

1 in 30 youths will be committed to custody or supervision of the Division of Child and Family Services.

1 in 43 youths will be committed to custody of the Division of Youth Corrections:

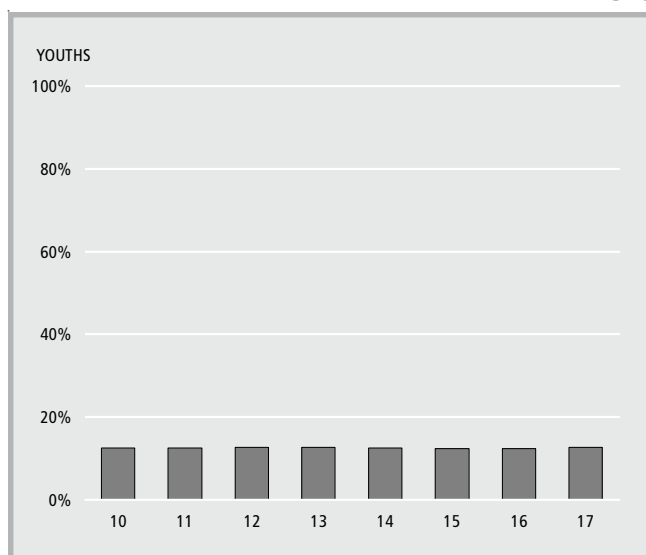
- 1 in 76 - community placement.
- 1 in 78 - observation and assessment.
- 1 in 228 - secure facility.

<sup>1</sup> Felony-type offenses are the most serious followed by misdemeanor-type offenses. Felony- and misdemeanor-type offenses are distinguished further by their object: person offenses (e.g., assault); property offenses (e.g., car theft); and public order offenses (e.g., gambling).

## AGES

In FY 2003, the Utah's population included nearly equal numbers of youths at each year of age between 10 and 17 (source: Utah State Governor's Office of Planning and Budget; 2003).

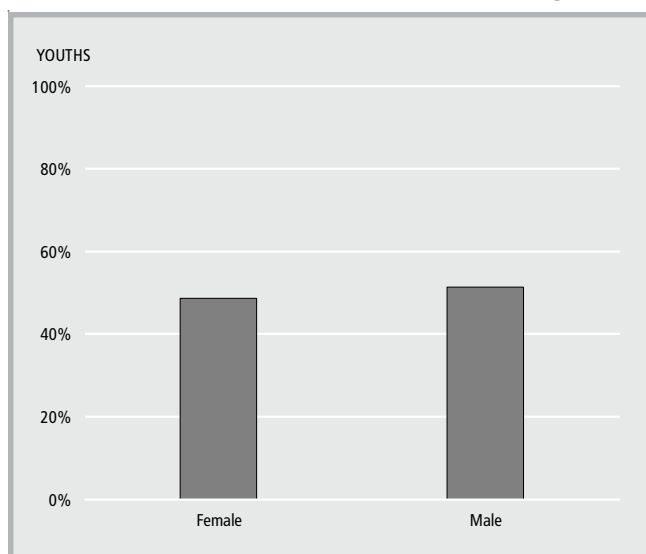
The majority of youths in Division care are between 15 and 17 years old. Consequently, there should be little change in the numbers of candidates for Division programs in the next several years.



## GENDER

Boys held a slight majority (51%) of the youth population (source: Utah State Governor's Office of Planning and Budget, 2003).

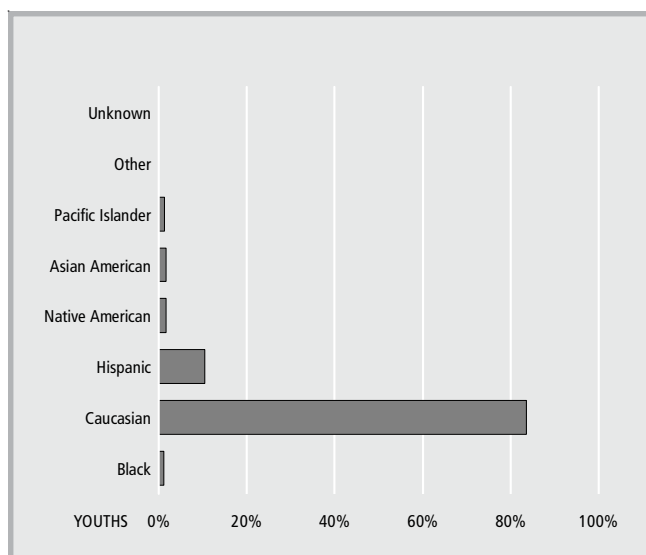
Boys are overrepresented at all levels of the Division's programming.



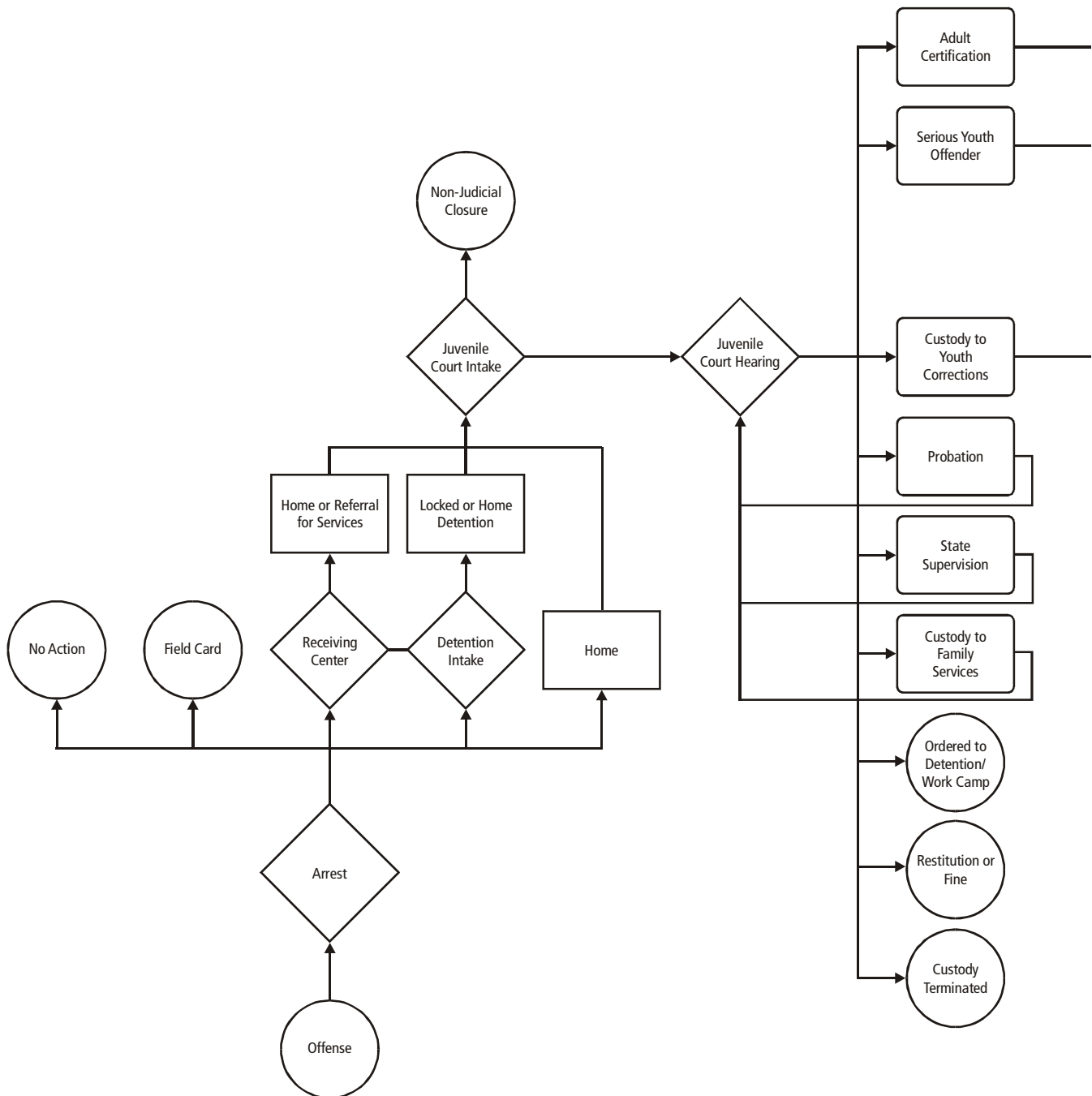
## ETHNICITY

The great majority of youths (83.5%) were Caucasian. Hispanics represented about 10.5% of the group; Blacks 1.1%; Native Americans 1.6%; Pacific Islanders 1.4%; and Asian Americans 1.7% (source: Utah State Office of Education, fall enrollment in grades 5 through 10 for the 2003 - 2004 school year).

Minority youths are overrepresented at all levels of the Division's programming.



# Client Flowchart

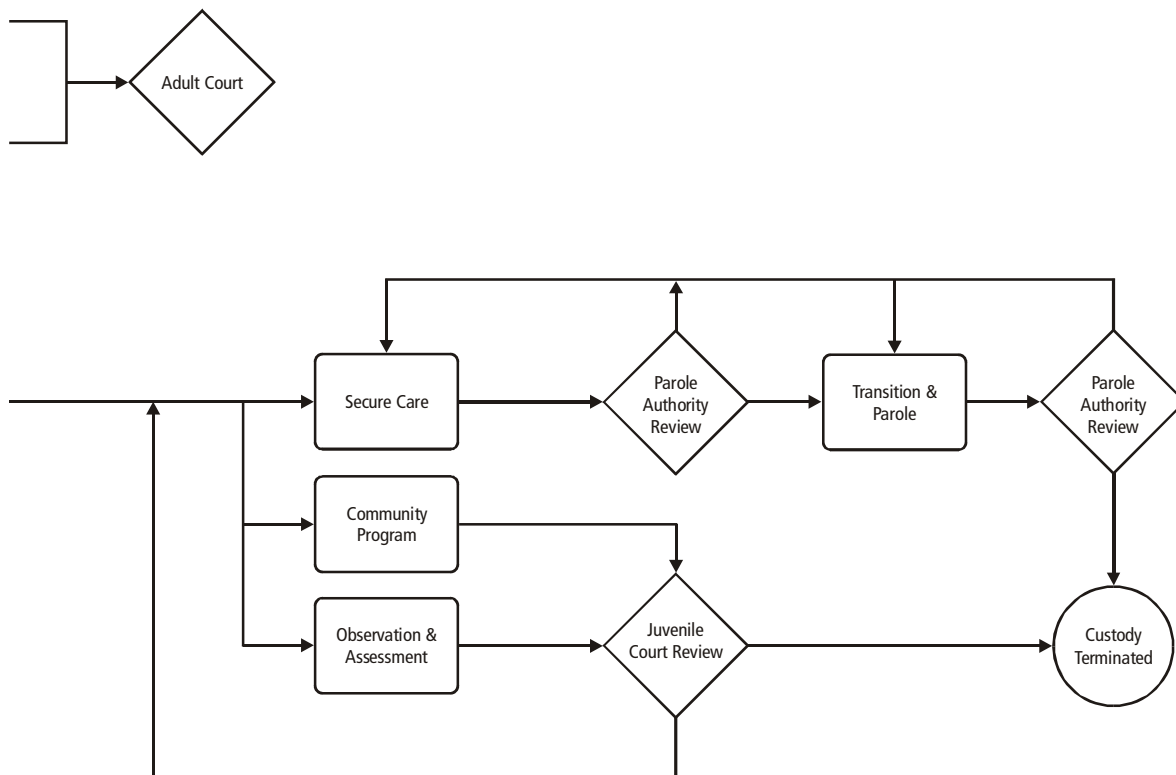


Though the Division now operates youth services programs which may serve nondelinquent youths, the great majority of Division clients are delinquent youths who have the following experience.

A youth who is arrested and charged with an offense is referred to a Juvenile Court intake worker. Depending on the seriousness of the offense and other factors,

such as danger to the community, the child may be held in a detention center operated by the Division.

There is a range of sanctions for charges found true. Sentencing alternatives include (1) levying fines, (2) ordering payment of restitution to victims, (3) placing the offender on probation under the continuing jurisdiction of the Juvenile Court, and (4) placing the youth in



the custody of the Division.

Traditionally, granting custody to the Division has been reserved for the most serious or chronic offenders. Several of the Division's treatment options are represented in the chart. Community programs are the least restrictive of these; secure facilities the most restrictive. Programs follow the principles of the Balanced and

Restorative Justice Model (BARJ); namely, competency development, accountability, and community protection.

If a youth cannot be properly cared for by juvenile justice agencies, procedures are available for transferring serious juvenile offenders to the jurisdiction of adult courts and the adult correctional system. Youths found guilty in the adult system serve adult sanctions.

# Juvenile Justice Continuum of Care

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The care of Utah's delinquent youths is primarily provided by Juvenile Court Probation, the Division of Child and Family Services, and the Division of Youth Corrections. The Division of Child and Family Services has day care and residential services for dependent and neglected children. In addition, the Division of Child and Family Services provides services to youths under the age of 12 who have been found to be delinquent and youths over the age of 12 who are less seriously delinquent. Probation provides day treatment programs and supervision to youthful offenders. This population largely includes youths who are still in the homes of their parents or are in the custody of the Division of Family Services. The Division of Youth Corrections provides care for delinquent youths who require removal from home. The Division's residential programs range from community based programs to secure care. In addition, Youth Corrections administers Utah's receiving centers, youth service programs, locked detention, detention diversion programs, and residential work programs. Collectively, the programs of the agencies may be thought to form a continuum of care that allows the Juvenile Court to give graduated responses to youths in proportion to the severity of their behavior and according to their needs for treatment.

The continuum has evolved and certainly will continue to change in response to a variety of factors including resource availability, innovations in treatment and programming, community values, and changing demographics. In addition, initiatives of the Utah State Legislature and juvenile justice partners have sought to enhance the continuum and have changed the manner in which programming is applied. Several significant efforts from recent Legislative sessions are described below.

## Judicial Sentencing Authority

The 1997 Utah State Legislature passed two bills that extend the sentencing authority of Juvenile Court Judges. The Juvenile Judges - Short Term Commitment of Youth (UCA 78-3a-118 (2f)) allows Juvenile Court Judges to order youths found to have committed felony-type or misdemeanor-type offenses to a stay of up to 30 days in a locked detention facility or in a detention diversion program.

A second bill passed by the 1997 Legislature (UCA 78-3a-901, Juvenile Court Powers) extends the sanctions available for youths found in contempt of court. His-

torically, sanctions affecting custody were only given at adjudication of new delinquent offenses. This excluded hearings where the only charge was contempt of court. The new legislation allows Juvenile Court Judges to sentence youths found in contempt to any sanction except secure care. This includes short-term sanctions such as orders to detention and long-term sanctions such as community placement.

## Serious Youth Offender

Utah's Serious Youth Offender law, enacted by the 1995 Legislature, was designed to move some youths beyond the Juvenile Justice System. The law was intended to provide more severe sanctions for the most serious juvenile offenders and to remove them from costly juvenile programs that appeared to be having little impact.

To qualify as a serious youth offender, a youth must be at least 16 years of age at the time of an offense and meet one of three offense criteria: (1) the youth is charged with murder or aggravated murder, (2) the youth is charged with a felony-type offense after having been committed to a secure facility, or (3) the youth is charged with at least one of 10 serious felony offenses (aggravated arson, aggravated assault, aggravated kidnapping, aggravated burglary, aggravated robbery, aggravated sexual assault, discharge of a firearm from a vehicle, attempted aggravated murder, attempted murder, or a felony offense involving the use of a dangerous weapon after having previously been found to have committed a felony-type offense involving the use of a dangerous weapon).

Youths who are at least 16 and meet either of the first two criteria are charged directly in the adult court system. Juveniles who are charged with one of the 10 serious felony offenses are initially given a hearing in Juvenile Court. If the state meets its burden to establish probable cause to believe that the juvenile committed one of the specified crimes, the Juvenile Court binds the juvenile over to the adult court system. Transfer can be avoided if the juvenile meets all three of the following criteria: (1) the minor has not previously been adjudicated delinquent for a felony offense involving the use of a dangerous weapon; (2) the offense was committed with one or more other persons and the youth appears to have a lesser degree of culpability than the confederates; and (3) the minor's offense was not committed in a violent, aggressive, or premeditated manner.

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## Juvenile Sentencing Guidelines

Widespread concerns over rates of juvenile crime prompted the Utah Sentencing Commission to open a dialogue between agencies involved in the care of Utah's delinquent youths. The parties included the Juvenile Court, the Division of Youth Corrections, law enforcement, county prosecutors, defense attorneys, and Utah State Legislators. As a result of these discussions, a guidelines proposal was created that focused on the principles of: (1) early intervention, (2) consistent application of sanctions, and (3) intensive supervision. Increased focus on these objectives was expected to provide for community protection, more equitable application of sanctions, and greater predictability of resource needs for agencies that care for delinquent youths. Most importantly, it was believed that earlier and more intensive intervention would deter youths from delinquent behavior and keep them from penetrating further into the system.

The guidelines proposal was not simply a scheme for determining eligibility for particular sentencing sanctions. It made recommendations about the types of programming that should be available in the juvenile justice continuum of care. First, the plan recommended increasing the frequency of contact youths have with their probation officers. This would be accomplished by reducing probation case loads to between 10 and 15.

Second, a new level of programming known as State Supervision was described. This intervention was intended to fill a gap in the continuum of care thought to exist between probation, administered by the Juvenile Court, and community placement managed by the Division of Youth Corrections. The new sanction was designed to be operated through Juvenile Court Probation. Case management functions would be provided by probation officers. Most youths receiving the disposition would remain in their own homes but would be closely supervised by probation officers and would be involved in structured, day-treatment programs. If needed, arrangements could be made for out-of-home placements through the Division of Youth Corrections or the Division of Child and Family Services.

A third programmatic recommendation involved the use of observation and assessment programming. The guidelines proposal recommended that the program be viewed exclusively as a diagnostic tool and not as a punitive sanction for delinquent youths. Therefore, observation and assessment was not included as one of

the guidelines' sanctions. Instead, its use was encouraged whenever diagnostic evaluation was needed for a delinquent youth aged 12 or older.

The actual sentencing guidelines and procedures for using them are described thoroughly in the Sentencing Guidelines Manual 1997 produced by the Utah Sentencing Commission. Application of sanctions is based on three factors: (1) the severity of a juvenile's current offense(s), (2) the juvenile's delinquency history, and (3) any circumstances that would make the behavior seem more serious (aggravating factors) or less serious (mitigating factors). A statute passed by the 1997 Utah State Legislature (UCA 78-3a-505 (2)) requires that the guidelines be considered by any agency making a dispositional report to the Juvenile Court. Departures from guidelines recommendation should be justified in terms of mitigating or aggravating factors. Although Juvenile Court Judges receiving a recommendation are not bound by the guidelines, it was hoped that the standardized recommendations would promote consistency in judicial decisions. Juvenile Court Judges have agreed informally to identify aggravating or mitigating circumstances that merit departure from the guidelines.

Policy makers involved in creating the guidelines believed that they should be "revisited, monitored, and evaluated on a regular basis". The first comprehensive study of the guidelines and their impact has been completed. Funded by the National Institute of Justice, the study was conducted by researchers from the Social Research Institute, located in the Graduate School of Social Work at the University of Utah. The objectives of this evaluation included:

- Assessment of whether a state could implement juvenile sentencing guidelines and an intermediate sanction that are designed to intervene earlier in the lives of juvenile offenders.
- Determination of the effectiveness of an early intervention program based on reductions in subsequent delinquent activity and lowered rates at which youths are committed to the Division of Youth Corrections.
- Identification of promising state supervision approaches.

The study found that the guidelines appear to have been incorporated into daily practice of juvenile justice workers statewide. Using information from 1999, the following percentage of sentences were found to be consistent with that recommended by the guidelines statewide:

- Other Sanctions 91%
- Probation 59%
- State Supervision 59%
- Community Placement 75%
- Secure Care 47%

When a sentence deviated from the guidelines, 88% were mitigated. That is, the actual sanction given by the Juvenile Court Judge was less severe than the sanction recommended by the sentencing guidelines.

The guidelines and state supervision were designed to help the juvenile justice system intervene earlier with more intensive services, thereby reducing recidivism and reducing the number of youths sentenced to the custody of the Division of Youth Corrections. As policy makers had intended, juveniles sentenced after implementation of the guidelines were put on probation earlier than in the past. Further, state supervision programs statewide were found to be more intensive than those offered for probation. State supervision offenders reported receiving services from the Juvenile Court ranging from 0 to 12 hours a day. On average, state supervision offenders reported receiving more programming during the after school hours, increased substance abuse testing and treatment, more alternative school programming, slightly higher participation in work crews, and increased family participation in supervision and counseling. State supervision offenders also reported more contacts with their probation officers than did youths receiving probation supervision alone. However, programs varied widely. Youth Corrections appears to have created short-term, out-of-home placements using wilderness and work camp programming.

Probationers sentenced under the guidelines were less likely to reoffend during a 2-year follow up period than were probationers who were placed on probation before the guidelines were implemented. Interestingly, there were only slight differences in reoffense rates for different Juvenile Court Districts even though Districts varied widely in the types of new services they had implemented. On the other hand, the rate of commitment to the Division of Youth Corrections was not significantly reduced.

In summary, the study concludes that it is possible to implement effective, offense-based juvenile sentencing

guidelines. The analysis presents a mixed picture of the ability of a state to implement an intermediate sanction that is largely run by the Juvenile Court. The impact of the new program on reoffense rates likely stems from sentencing less serious offenders to probation. Rates of commitment to the Division of Youth Corrections did not show statistically significant decreases. It is likely that the low percentage of sentences consistent with the guidelines for secure care and the uneven implementation of the state supervision sanction have reduced the effectiveness of the early intervention program.

The full report, "Impact of An Early Intervention Mandate: The Juvenile Sentencing Guidelines and Intermediate Sanctions in Utah, Final Report," can be found on the Utah Sentencing Commission's website; [www.sentencing.utah.gov](http://www.sentencing.utah.gov).

## Other Statutory Based Changes

The 1999 Utah State Legislature reduced observation and assessment programming time from 90 days to 45 days. A single extension of 15 days can be authorized by the Division director (UCA 78-3a-118(e)). The adjustment was expected to increase efficiency of the assessment process by allowing more youths to be evaluated without increasing numbers of observation and assessment staff and other resources and without affecting the quality of observation and assessment services.

The 2002 Utah State Legislature transferred oversight of Youth Services to the Division of Youth Corrections from the Division of Child and Family Services (UCA 62A-7-125). The change allows the Division of Child and Family Services to focus on its core mission of caring for abused and neglected youths and recognizes the Division of Youth Corrections' expertise in operating residential programs.

The 2003 Legislative Session changed the Division's name to Juvenile Justice Services, effective July 2004 (62A-7-101).

## Legislative Intent Language

The 2003 Utah Legislature directed that funds for the Division and the Youth Parole Authority are nonlapsing.



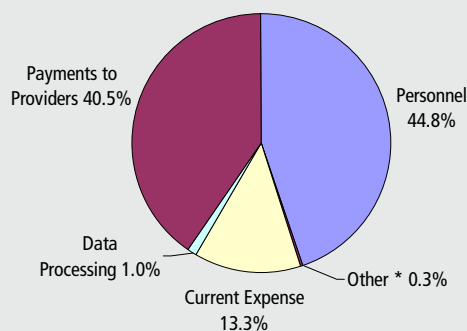
# Budget

The Division's budget for FY 2003 exceeded ninety-million dollars. Detailed expenditures and revenue sources are presented on the following pages. General categories of expense are represented in the chart at top right. Personnel costs were the largest single category, accounting for nearly 45% of the total. The second largest category was Payments to Providers which was over 40% of all expenses. The majority of these payments were for community based residential and nonresidential services. The Data Processing category amounted to 1.0% of all expenses. Importantly, funds for development of the new CARE information system have come largely from Federal funds and not the Division's budget.

The chart at bottom left represents the Division's budgets over the last 21 years. Yearly expenditures rose from \$10.2 million in FY 1983 to \$90.2 million in FY 2003, an increase of nearly 800%. Budget increases over the period paralleled the increases in youths placed in Division care and the range of services provided. For example, the Division assumed operation of juvenile detention programs in FY 1987 and youth services programs in FY 2003.

Over the past 2.5 years, the Division's State General Funds budget has been reduced by \$6.2 million (8.4%) as part of the state's overall budget solution. As a result, the Division has (1) eliminated 64 employee positions (most through attrition), (2) closed a combined 50 beds at the Mill Creek, Wasatch, Genesis, and Castle Country facilities, and (3) imposed a 3% rate reduction for

**FY 2003 EXPENDITURES**

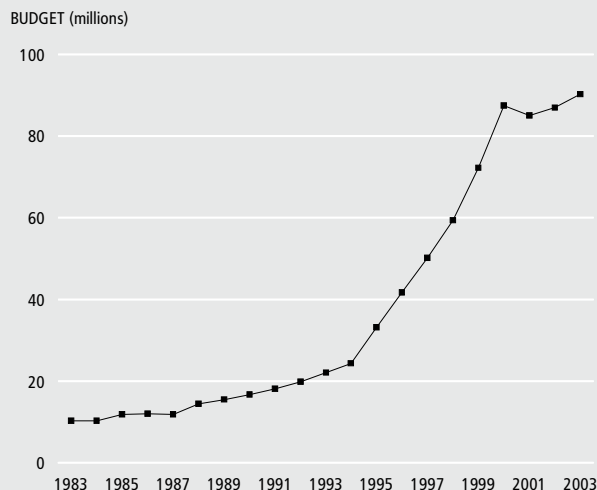


\* Other includes Travel and Capital Expenses.

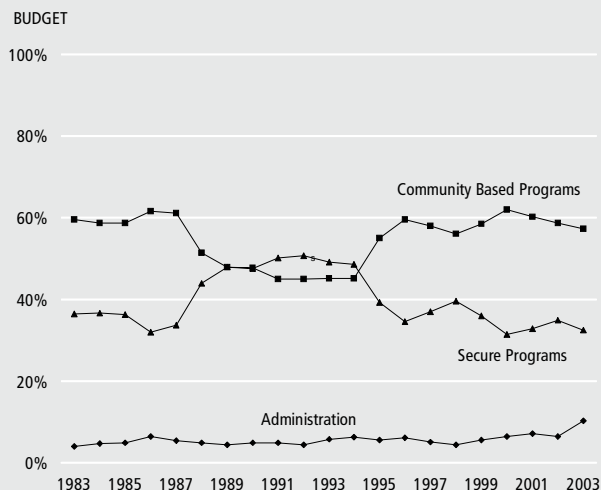
services delivered by private providers. Reductions in revenues have been partly offset by increased collection of Federal funds.

The chart at bottom right shows fluctuations in budgets for secure programs (detention and secure facilities) compared to budgets for community based programs and administration. Percentages for secure programs reached a high of 50% in FY 1991. In FY 2003, the percentage was about 32%, among the lowest values in 21 years. Administration has been relatively low and stable throughout. The increase in FY 2003 is temporary, representing Federal funds for construction of a new detention facility in Washington County.

**DIVISION BUDGETS FY 1983 to FY 2003**



**BUDGET COMPONENTS FY 1983 to FY 2003**



## Operating Budgets.

Office	Actual FY 2003	Authorized FY 2004 <sup>1</sup>	Requested FY 2005
<b>State Office Administration <sup>2</sup></b>	<b>6,957,500</b>	<b>7,500,100</b>	<b>3,194,500</b>
<b>Community Programs <sup>3</sup></b>			
Administration	1,296,222	1,298,000	1,300,300
Case Management	3,891,950	3,897,200	3,904,100
Community Programs	17,830,656	17,854,900	17,886,400
Observation & Assessment	3,380,693	3,385,300	3,391,200
Out of State Placement	1,119,819	1,121,300	1,123,300
Transition	957,460	958,800	960,400
Sub Total	28,476,800	28,515,500	28,565,700
<b>Correctional Facilities <sup>3</sup></b>			
Administration	284,444	291,300	285,900
Detention Facilities	10,151,967	10,397,600	10,205,600
Observation & Assessment	799,110	818,500	803,400
Secure Facilities	13,021,857	13,336,900	13,090,700
Work Camp	2,711,522	2,777,100	2,725,800
Sub Total	26,968,900	27,621,400	27,111,400
<b>Early Intervention <sup>3</sup></b>			
Administration	204,916	215,400	205,200
Diversion	3,348,664	3,520,200	3,354,100
Receiving Centers	2,355,379	2,476,100	2,359,200
Work Camp (Strawberry)	130,811	137,500	131,000
Youth Services	2,129,830	2,238,900	2,133,300
Sub Total	8,169,600	8,588,100	8,182,800
<b>Rural Programs</b>			
Administration	309,425	321,700	317,300
Case Management	826,161	858,900	847,300
Community Programs	6,134,167	6,377,500	6,290,800
Detention Facilities	5,397,152	5,611,300	5,535,000
Diversion <sup>4</sup>	1,293,454	1,344,800	1,326,500
Observation & Assessment <sup>5</sup>	1,842,141	1,915,200	1,889,200
Out of State Placement	133,429	138,700	136,800
Receiving Centers	1,045,888	1,087,400	1,072,600
Secure Facilities	718,947	747,500	737,300
Shelter	1,407,576	1,463,400	1,443,500
Youth Services	307,460	319,700	315,400
Sub Total	19,415,800	20,186,100	19,911,700
<b>Youth Parole Authority Admin</b>	<b>259,200</b>	<b>322,700</b>	<b>280,700</b>
<b>Total</b>	<b>90,247,800</b>	<b>92,733,900</b>	<b>87,246,800</b>

- 
- 1 FY 2004 includes expenditures for one additional day of service.
  - 2 FY 2003 and FY 2004 include Federal funds to help pay for the construction costs at the Canyonlands Youth Center and the Dixie Area Detention Center.
  - 3 Community Programs, Correctional Facilities, and Early Intervention provide services along the Wasatch Front (Weber, Morgan, Davis, Salt Lake, Tooele, Summit, and Utah Counties).
  - 4 Rural Diversion was previously titled Alternatives to Detention.
  - 5 Rural Observation and Assessment costs include a portion of the common costs that were not allocated to this program in previous years.
- 

## Revenues.

Source	Actual FY 2003	Authorized FY 2004 <sup>1</sup>	Requested FY 2005
General Fund <sup>2</sup>	67,211,500	68,279,600	66,933,200
Federal Collections <sup>3</sup>	20,264,400	20,524,400	16,383,700
Other Collections <sup>4</sup>	2,230,700	2,769,600	2,769,600
General Fund Restricted <sup>5</sup>	541,200	1,160,300	1,160,300
<b>Total</b>	<b>90,247,800</b>	<b>92,733,900</b>	<b>87,246,800</b>

- 1 FY 2004 includes funding for one additional day of service.
- 2 FY 2004 General Fund includes \$969,100 non-lapse from the previous year.
- 3 Federal Revenues includes Title IV-E, Title XIX, U.S. Immigration and Naturalization Service and other Federal grants. FY 2003 and FY 2004 revenues also includes VOITIS funds.
- 4 The majority of Other Collections is ORS collections from parents to pay for the cost of care.
- 5 General Fund Restricted is for victim restitution, work camps, and DNA testing.

# Receiving Centers and Day Programs

## Receiving Centers

Youths typically enter Utah's juvenile justice system when arrested and charged with an offense (see "Client Flowchart," page 20). The arrest usually is made by a local police officer, county deputy sheriff, or a member of the Highway Patrol. If the youth is accused of a serious offense which falls within the Guidelines for Admission to locked detention, the youth may be taken to a locked detention center. However, when guidelines are not met, officers often struggle to find a responsible adult to take custody of the youth or to find a suitable placement. The officers may not have the means or the time to contact the youth's parents and may have difficulty finding appropriate services for a youth requiring immediate care. All too often this results in intense frustration, wasted time, and missed opportunities for everyone concerned. The youth misses a chance to receive help and is exposed to an inefficient system. The arresting official must devote time away from other duties critical to public safety.

To minimize such difficulties, receiving centers have been opened across the state. The centers are built on a partnership between the Division of Youth Corrections, law enforcement, the Juvenile Court, and local community resources. On receiving a youth, center workers immediately attempt to contact the youth's parents or guardians. They evaluate the youth's immediate needs for security and care and make referrals for services. Referrals can be made for a wide variety of services



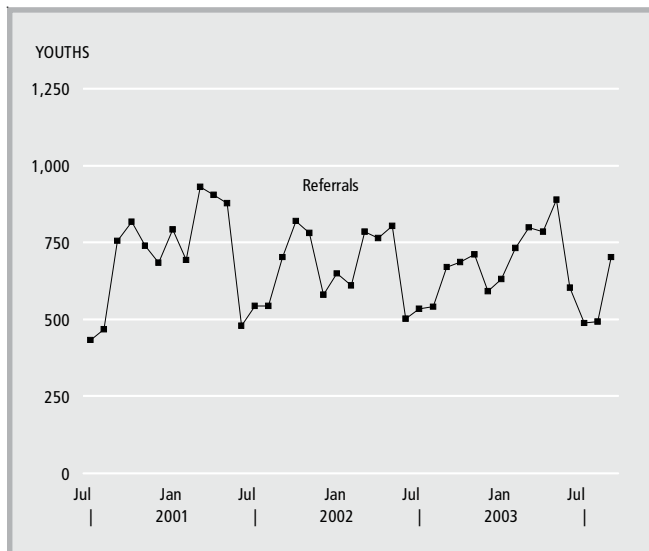
Counselor and youth at Lightning Peak Day Programs.

including crisis intervention, youth services care, locked detention, substance abuse counseling, mental health programming, and school counseling.

During FY 2003, 12 receiving centers were open for service. The Office of Early Intervention Services operates 5 centers; the Office of Rural Programs operates 7 centers. Overall monthly receiving center referrals are represented in the chart at bottom left. During FY 2003, 8,168 youths were served. About 60% were boys and 40% were girls. Nearly 85% of all referrals were to centers in urban areas operated by the Office of Early Intervention Services. Reasons for referral ranged from truancy to delinquent offenses. Length of stay varied, but typically was under 2 hours. In most cases, youths were released to their parents or guardians. Substantial numbers also were released to shelter, youth services programs, and locked detention. Based on findings of need, referrals were made to other agencies including the Juvenile Court, Division of Child and Family Services, substance abuse agencies, and mental health agencies.

Beginning in FY 2003, all 12 rural and urban receiving centers have participated in the Division's PEP initiative (see "Program Enhancement Process", page 66). As of this writing, all have completed their PEP models and are in the process of finalizing selection of data collection tools. All are scheduled to begin data collection during the third quarter of FY 2004. As has been true for other programs, PEP has provided a useful forum for sharing ideas between similar programs.

## RECEIVING CENTER REFERRALS



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## Day Programs

The Office of Early Intervention Services operates several day-treatment programs along the Wasatch Front. These programs have been developed to help relieve crowded detention centers, hold offenders accountable, and enhance public safety. They include (1) the Davis Area Youth Center in Sunset, (2) the Detention Alternatives for Responsible Teens (DART) in Salt Lake City, (3) the Teen Alternatives for Secure Care (TASC) in Salt Lake City, and (4) Lightning Peak in Provo.

These programs provide cost effective and safe interventions. Program workers screen youths in locked detention centers to ensure they have appropriate low levels of risk. Programming includes (1) intensive daily supervision, (2) skill building, (3) work projects to help meet court-ordered restitution and community service obligations, and (4) various tasks and experiences designed to increase awareness of the harm done to victims of delinquency.

During FY 2003, 630 youths completed the program at the Davis Area Youth Center during. These individuals would otherwise have spent up to 30 days each in locked detention. Center staff maintained close supervision of these youths with over 27,000 face-to-face contacts in the community and over 93,000 phone contacts. Participants also received a minimum of one group and one individual counseling session per week. And, each youth and his or her family received at least one joint counseling session per week. Overall, youths completing the program during FY 2003 worked over 10,000 hours in the program's work projects. Work hours were credited against the youths' obligations for community service and victim restitution.

Day programs have committed to participate fully in the Division's PEP initiative. During the first and second quarters of FY 2004, PEP models were developed for each of the programs. As of this writing, plans are to finalize selection of data collection tools and begin data collection during the third quarter of FY 2004.

# Work Camps and Programs

Work projects have become important parts of Division programs at all points along the continuum of care. The Genesis Youth Center is a residential program specifically designed to provide work experiences. Other Division programs such as secure care and observation and assessment integrate work projects with other correctional activities.

Well planned and coordinated work projects serve a number of important functions. Most importantly, perhaps, they provide opportunities for youths to demonstrate accountability for their delinquent behavior. The wages or service hours that youths earn are used to repay victims of juvenile crime and help repair harm done. Properly constructed, work experiences can also help youths learn about the impact of their delinquent behavior on victims. The community benefits through work on significant projects. Work experiences also help foster competence and give youths the chance to learn constructive ways to gain personal satisfaction. Participants have opportunities to learn practical skills and feel the pride that comes with completing a job. Some of the projects also involve parents to strengthen family support networks.

## Genesis Youth Center

In 1994, the Division opened the Genesis Youth Center in Draper as a 72-bed, residential work program for males. Girls were first admitted to the program in FY 2002. During FY 2003, because of budget cutbacks, the program's overall bed capacity was reduced to 50, 40 beds for males and 10 beds for females. The program is administered by the Division's Office of Correctional Facilities.

The program's key objective is to hold delinquent youths accountable for their behavior and help them meet Court-ordered obligations to pay victim restitution and perform community service. In FY 2003, 306 youths were admitted to the program, including 259 males and 47 females. Overall, residents worked a total of over 77,000 hours during the year. At a minimum wage rate of \$5.15 per hour, these work hours represent a return to victims and the community of nearly \$400,000.

While in the program, residents work under close staff supervision at various sites in the community. During FY 2003, their projects included mowing lawns, planting flowers, lawn care and snow shoveling for senior citizens, culinary and laundry work, maintenance



Youth in the woodworking class at Genesis Youth Center.

## Quick Facts - Genesis Youth Center

Beds .....	50
Admissions .....	306
	(259 boys/47 girls)
Different Youths Served .....	333
Average Daily Population .....	52.8
Average Length of Stay .....	67.3 days
Work Hours Completed .....	77,410
Daily Cost per Youth .....	\$140.67

and janitorial duties, painting, tile work, building fences, cleaning horse stalls and the setting up and taking down equipment for many community functions and activities.

Regular Genesis work sites include:

- This Is The Place Heritage Park
- Salt Lake County Aging Services/Life Care for Senior Citizens
- Equestrian Park
- Camp Williams
- Tracy Aviary
- Deseret Industries
- Red Butte Gardens
- Hispanic, Greek and Scottish Festivals

- Best Friends Animal Sanctuary
- Veterans Memorial Cemetery

Work assignments not only benefited victims and the community, but also helped the youths learn useful skills such as house painting, lawn care, use and maintenance of small machinery, and food preparation. Residents also had the opportunity to participate in various training including woodworking, horticulture, First-Aid, and CPR.

Each year, Genesis sets goals for the program. During FY 2003, a primary goal was to implement the Horticulture Certificate Program for female residents. Developed in cooperation with the Jordan School District, the program has been a big success. Nine girls received Certificates during the year and harvested a bountiful garden for their efforts. Currently, a Genesis staff member is being trained, through Jordan School District, to teach horticulture and expand the program to all Genesis residents.

FY 2003 was a challenging yet very productive year. Despite budget difficulties, work sites were never neglected and many hours of restitution and useful community service were performed. Genesis continues to be a program that benefits the community as well as the residents. Residents are exposed to a positive work ethic, learn to be productive members of the community, and develop meaningful new skills. Victims receive financial reimbursement for their losses. The community benefits directly from the work that residents perform. Together, these results help reduce crime and make the community a safer place for everyone.

A program goal for FY 2004 is to participate in the Division's PEP initiative (see "Program Enhancement Process", page 66). During the first and second quarters of FY 2004, Genesis staff developed a PEP model for the program. Selection of data collection tools will be finalized and begin data collection will begin during the third quarter of FY 2004.



# Detention

Detention programs are designed to provide short-term control of youths who pose an immediate danger to themselves or others. They often are a youth's first point of contact with Utah's juvenile justice system. Youths typically enter locked detention (1) pending Juvenile Court adjudication, (2) waiting transfer to another jurisdiction or agency, or (3) on a short-term commitment to detention ordered by the Juvenile Court.

Locked Detention functions within the framework of the Division's Mission Statement and the principles of the Balanced And Restorative Justice (BARJ) Model (see "Mission, Vision, and Values," page 9). For example, Youth in Custody teachers hold school every weekday in classrooms at each facility (see page 68). Medical and dental services also are provided as needed. In addition, family visitation is encouraged and nondenominational church services are held at all centers.

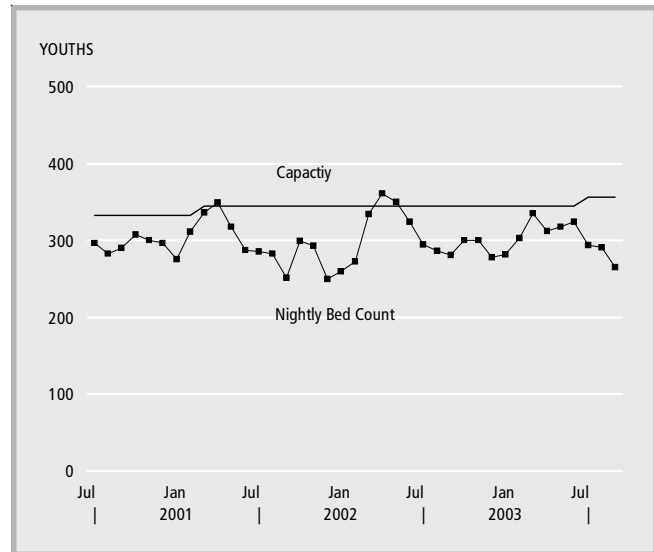
The Division's reorganization (see "Organizational Structure", page 11) placed the four detention centers on the Wasatch Front under the Office of Correctional Facilities. The seven detention centers in rural areas are administered by the Office of Rural Programs. Six of these are multiuse centers that also can provide shelter, observation and assessment, receiving center, and detention alternative services. The seventh, the Southwest Utah Youth Center, provides both locked detention and secure care.

As of this writing, all 11 detention programs have participated in the Division's PEP initiative (see "Program Enhancement Process," page 66) and have built evaluation models. During FY 2004, all are expected to start data collection and begin to learn how to use data for assessing and enhancing program effectiveness. The process has already proved to be helpful for both administrators and detention staff by providing a forum for exchanging ideas about different programming approaches and information management.

The chart at top right represents the statewide average nightly bed count of locked detention each month from July FY 2001 to September FY 2004. Bed count was 304 in FY 2001, 297 in FY 2002, and 301 in FY 2003. Admissions were quite stable during the 3-year period, 14,411 in FY 2001, 14,417 in FY 2002, and 14,363 in FY 2003. Average length of stay per admission was 7.8 days in FY 2001, 7.4 days in FY 2002, and 7.5 days in FY 2003.

During FY 2003, there was serious overcrowding at several detention centers. As may be seen in the table

**AVERAGE NIGHTLY BED COUNT**



## Quick Facts -- Locked Detention

Number of Programs .....	11
Beds .....	356
Admissions .....	14,363
Different Youths Served .....	6,601
Average Nightly Bed Count .....	301.2
Length of Stay per Admission ...	7.5 days
Daily Cost per Youth .....	\$141.44

on the following page, all but one center exceeded capacity during the year. The most extreme cases were two rural multiuse centers; Washington County Youth Crisis Center (99.7%) in St. George and Canyonlands Youth Center (66.3%) in Blanding.

Youths who do not pose an immediate risk to themselves or others may be placed on home detention as an alternative to locked detention. Home detention workers provides close supervision in the community and effectively protect the community and control the youth without the negative consequences of removing the youth from home. The Division's reorganization placed these programs under the Office of Rural Programs and the Office of Early Intervention Services.





Youths in a computer class at Slate Canyon Youth Center.



Youth being admitted to Farmington Bay Youth Center.

## Use of Locked Detention Centers During FY 2003.

Facility	Capacity	Youths Served <sup>1</sup>	Admissions <sup>2</sup>	Nightly Bed Count	Nights Over Capacity <sup>3</sup>	Length of Stay <sup>4</sup>
<b>Office of Correctional Facilities</b>						
Farmington Bay Youth Center	24	757	1,386	22.0	26.6%	5.6
Salt Lake Valley Detention	160	2,789	5,649	134.0	4.4%	8.4
Slate Canyon Youth Center	38	796	1,655	35.2	36.4%	7.6
Weber Valley Detention Center	34	867	2,035	33.5	42.5%	5.9
<b>Office of Rural Programs</b>						
Cache Valley Youth Center	16	460	1,060	14.2	30.1%	4.9
Canyonlands Youth Center	16	158	326	6.2	66.3%	6.9
Castle Country Youth Center <sup>5</sup>	16	259	440	10.7	7.1%	8.6
Central Utah Youth Center	16	188	374	5.2	0%	4.9
Southwest Utah Youth Center	10	187	346	8.2	26.6%	8.3
Split Mountain Youth Center	16	198	341	11.7	12.1%	12.1
Washington Co. Youth Crisis Center	10	342	751	20.3	99.7%	9.5
<b>Total</b>	<b>356</b>	<b>6,601</b>	<b>14,363</b>	<b>301.2</b>		<b>7.5</b>

<sup>1</sup> "Youths Served" is an unduplicated count per facility. "Total" of "Youths Served" is an unduplicated count for the entire system.

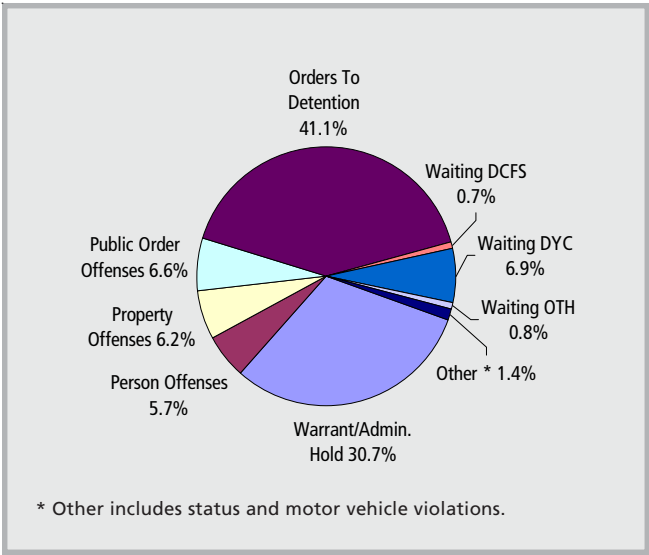
<sup>2</sup> Changes in a youth's status during a single episode in detention are counted as separate admissions. For example, a youth placed in detention for a delinquent offense who attends court and is then ordered to a 10-day commitment to detention would accumulate two admissions based on a change of status while in detention.

<sup>3</sup> "Nights Over Capacity" is based on the actual numbers of beds available each night.

<sup>4</sup> "Length of Stay" is the average number of days served per admission based on youths who were released during FY 2003.

<sup>5</sup> The new Canyonlands Youth Home opened on July 17, 2003. "Nights Over Capacity" was calculated based on the four-bed capacity available during FY 2003.

ADMITTING OFFENSES TO LOCKED DETENTION

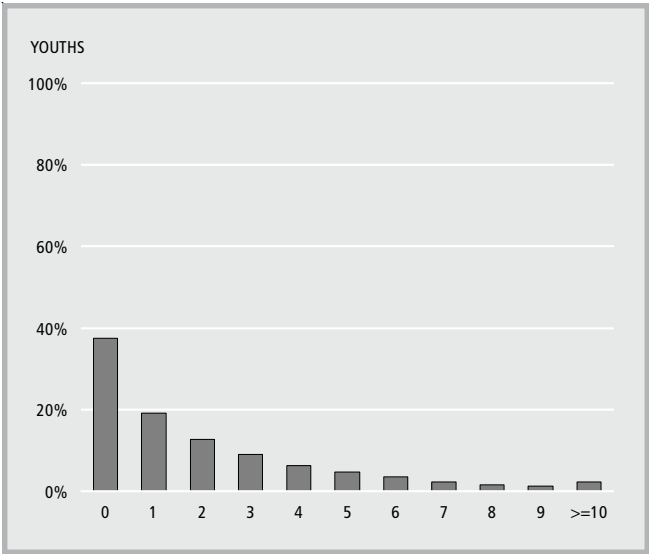


During FY 2003, 18.5% of youths admitted to locked detention were admitted for delinquent offenses, including: (1) offenses against other people, (2) theft or damage to property, and (3) violations of public order.

A substantial proportion of admissions to locked detention, 71.8%, were for orders to detention, warrants, or administrative holds.

8.4% of admissions to locked detention were for youths waiting for a Division of Youth Corrections' placement (Waiting DYC), a Division of Child and Family Services' placement (Waiting DCFs), or some other agency's placement (Waiting OTH).

PRIOR DETENTION ADMISSIONS

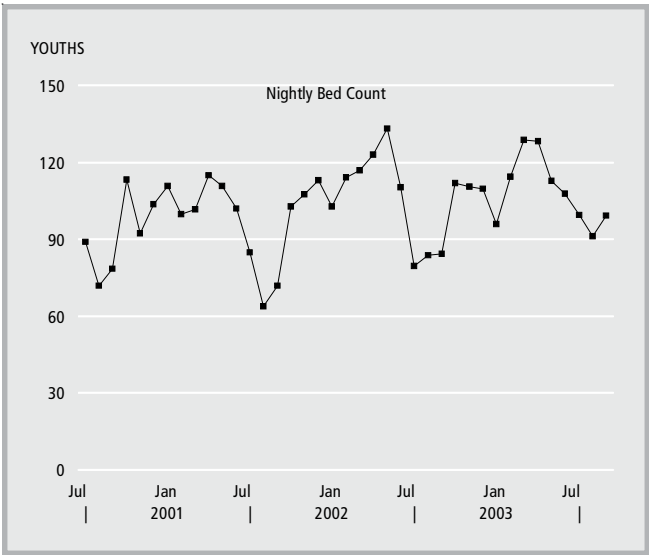


Youths admitted to locked detention during FY 2003 had an average of just over 2 prior admissions to locked detention.

About 57% of youths admitted had either one or no prior detention placements; that is, they were being admitted for the first or the second time.

2.2% of youths admitted during the year had 10 or more prior placements in locked detention.

USE OF HOME DETENTION

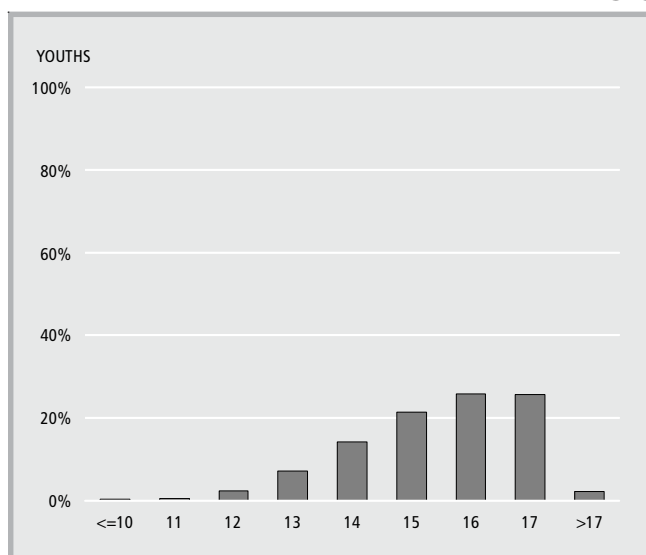


During FY 2003, 8 different home detention programs had 1,808 admissions and provided over 38,600 days of care to 1,401 different youths.

Average nightly home detention population in FY 2003 was about 106, a slight increase from 104 in FY 2002, and 7 more than the number in FY 2001.

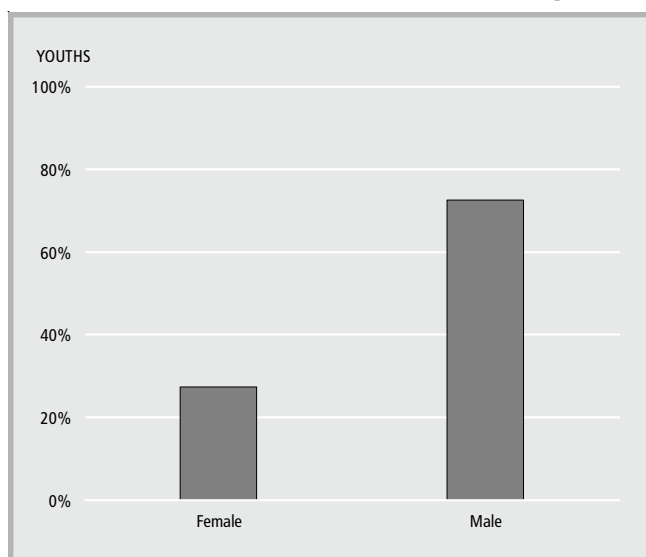
## AGES

*Youths admitted to locked detention during FY 2003 ranged in age from under 10 to over 18 years old and averaged 16. Of all youths admitted, 87% were between 14 and 17 years old. This is approximately the same distribution of ages as that seen in FY 2002.*



## GENDER

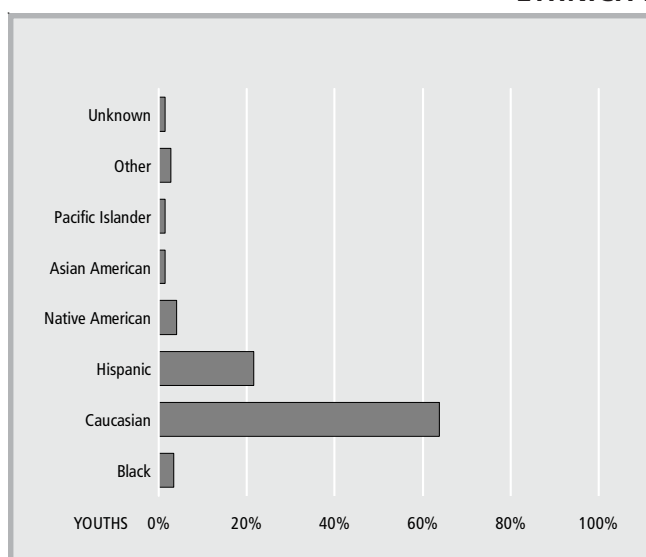
*Girls represented about 27% of all youths admitted to locked detention during FY 2003; that is, just over one in every four admissions. This is the same as the proportion during FY 2002.*



## ETHNICITY

*Continuing a trend of many years, minorities were overrepresented in locked detention. Collectively, they accounted for over 36% of all admissions, though they represent about 16.5% of Utah's youth population. This is a substantial increase over the 31% in FY 2002.*

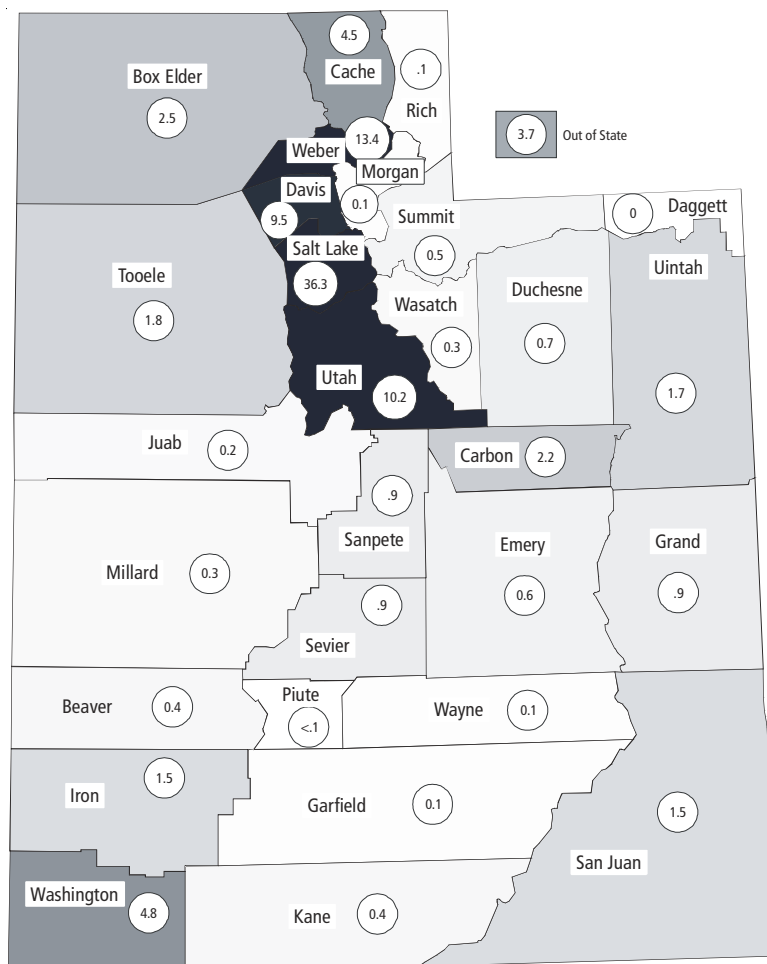
*Black youths were represented over 3.2 times more frequently than would be expected from their proportion in the population at large; Hispanics were represented over 2 times more frequently.*



## Percentage of Admissions by County

Statewide, there were 14,363 admissions to Utah's locked detention during FY 2003. The numbers and shading in the map at top right represent the percentages of these admissions involving youths from Utah's 29 counties. For example, 9.5% of all admissions involved youths from Davis County.

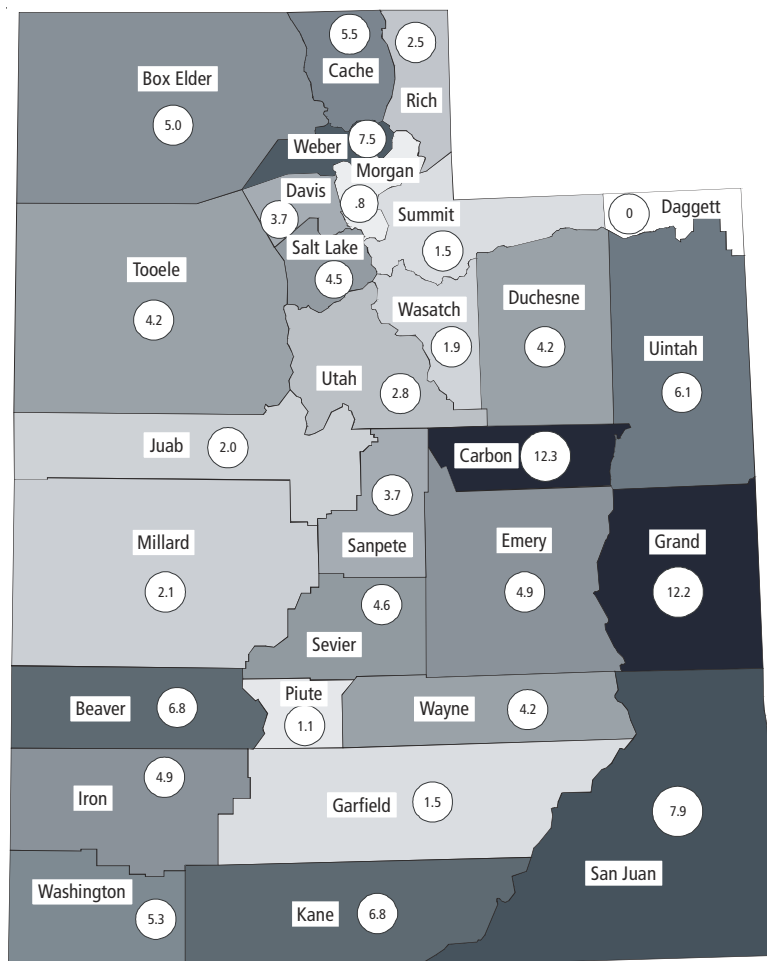
- At one extreme, Salt Lake County, the state's most populous county, had the largest total, accounting for nearly 36.3% all admissions.
- At the other extreme, no youths were admitted from Daggett County during FY 2003.
- Rural counties served by the Office of Rural Programs contributed nearly 25% of all admissions. These counties are home to just under 22% of Utah's 10 to 17 year old youths.
- Urban counties (Salt Lake, Davis, Weber, and Utah) accounted for over 69% of all detention admissions. These counties are home to 78% of the state's 10 to 17 year olds.
- 3.7% of admissions were out-of-state youths.



## Admission Rates by County

The map at bottom right represents the rates of admission to locked detention for each of Utah's 29 counties. Shading and numbers indicate the numbers of admissions for each 100 youths age 10 to 17. For example, there were 5.5 admissions to detention for every 100 10 to 17 year old youths in Cache County.

- Statewide, there were 4.5 admissions to locked detention for each 100 youths. This is the same as the rate in FY 2002.
- Rates of detention admission were highest in Carbon (12.3) and Grand (12.2) Counties.
- Salt Lake County, the state's most populous county, had an admission rate of 4.5 per 100 youths at risk, the state average.
- Overall, rural counties had a rate of 5.3 admissions per 100 youths; urban counties (Salt Lake, Davis, Weber, and Utah) had a rate of 4.3 admissions per 100 youths.



# Multiuse Facilities

The Division's multiuse facilities are designed to provide a variety of residential and nonresidential services for youths in rural communities. The facilities provide the core services of the Office of Rural Programs and have become integral parts of local juvenile justice efforts.

Multiuse facilities are operated in six rural communities: (1) Split Mountain Youth Center, in Vernal; (2) Central Utah Youth Center, in Richfield; (3) Canyonlands Youth Center, in Blanding; (4) Cache Valley Youth Center, in Logan; (5) Castle Country Youth Center, in Price; and the (6) Washington County Youth Crisis Center, in St. George.

Collectively, the centers provide 90 beds of locked detention and 70 nonsecure beds. Nonsecure beds may be used for a variety of residential programs including observation and assessment, shelter, and community-based programs. Centers also have programming space for educational activities, receiving center functions, and work programs.

Overall use of locked detention beds is presented in the chart at bottom left. During FY 2003, average locked detention population reached but did not exceed overall capacity. However, as described previously, (see "Detention", page 33), most programs did experience some overcrowding. The extremes were the Washington County Center, which exceeded capacity 99% of all nights, and Canyonlands Youth Center, which exceeded capacity 66% of all nights. Overcrowding should be minimized with the completion of new facilities. The

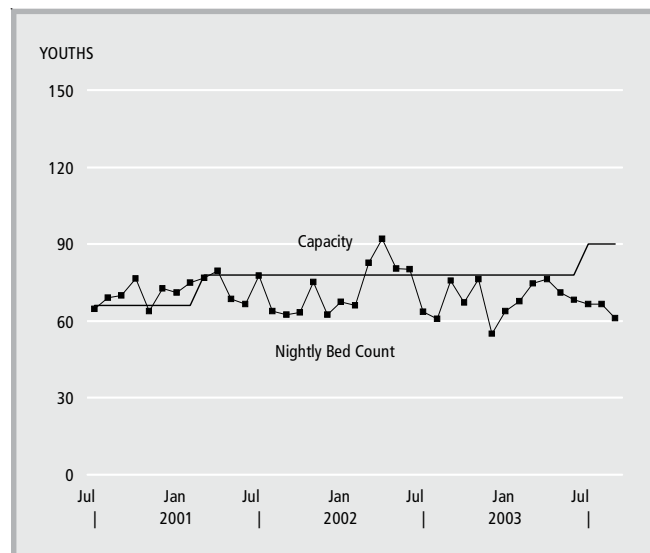


Patriot's Day Ceremony at Canyonlands Youth Center.

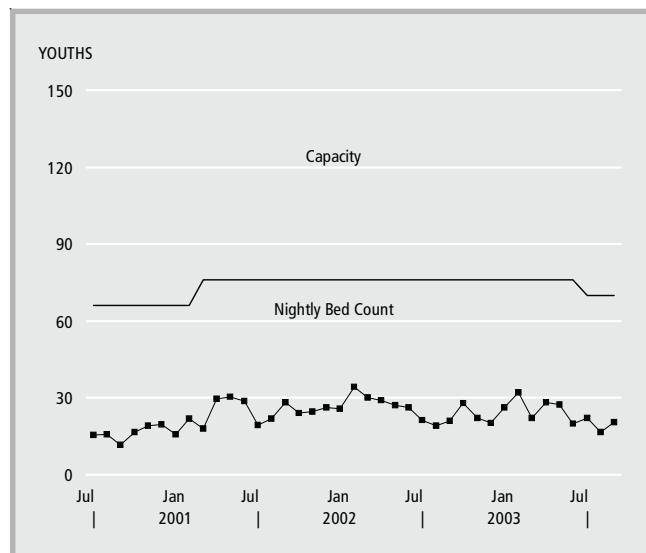
new Blanding facility, which opened in July of FY 2004, has 16 beds for locked detention and 16 nonsecure beds. The Dixie Area Detention Center in St. George will add 48 beds of locked detention in a separate facility. The existing 20-bed facility will be retained for shelter, and other nonsecure programs. Construction should be completed during FY 2004.

Overall use of nonsecure beds is presented in the chart at bottom right. Use of these beds has been modest over the last several years.

## LOCKED DETENTION USE



## LOCKED DETENTION USE



# Case Management

The Juvenile Court assigns the most serious and chronic juvenile offenders to the custody of the Division for extended care. These youths often have continued to offend while in less structured programs, such as probation, or pose a serious risk to themselves or the community. Each youth committed to the Division for community placement, observation and assessment, or secure care is assigned to an individual case manager. Case management services are administered by the Division's Office of Community Programs and Office of Rural Programs.

Case managers begin their work by evaluating the youth's needs for services based on (1) the youth's personal history, (2) information from other workers, (3) the risk assessment process and other assessments, and (4) directions and orders from the Juvenile Court. Findings are interpreted within the framework of the Division's Mission Statement and the principles of the BARJ Model (see "Mission, Vision, and Values," page 9) to develop the youth's Needs Assessment Service Plan. The Service Plan (1) documents the youth's strengths and weaknesses, (2) identifies needed residential and nonresidential services, and (3) sets goals for successful completion.

Case workers arrange and monitor delivery of residential and nonresidential services and document the youth's progress in meeting goals of the service plan. They also coordinate with staff in residential programs and facilities to support youths returning home after secure care or other residential service (see "Community Transition", page 69). Periodically, case managers meet with the Juvenile Court to review the youth's progress and make recommendations for future interventions.

Case managers also have responsibility for maintaining the considerable documentation required for the Division to collect revenues from Targeted Case Management (TCM) and Title IV-E Federal entitlement programs. During FY 2003, these efforts resulted in average collection of over \$28,000 for each of the Division's full-time case managers.

Two juvenile justice initiatives are greatly facilitating case managers' efforts to develop service plans for a youth and monitor the youth's progress in meeting the plan's objectives. The Division has adopted use of risk assessment tools for all youths in Division custody (see "Protective and Risk Assessment Project," page 65). The assessment process is used to identify protective and risk factors known to be associated with future delinquency and other problems. Reassessments



Case managers discussing a youth's problem.

## Quick Facts - Case Management

Number of Workers ..... 70

### New Commitments

State Supervision ..... 366

Observation & Assessment ..... 643

Community Placement ..... 641

Secure Care ..... 181

Different Youths Served ..... 2,365

Average Daily Population ..... 1,209

Daily Cost per Youth ..... \$10.69

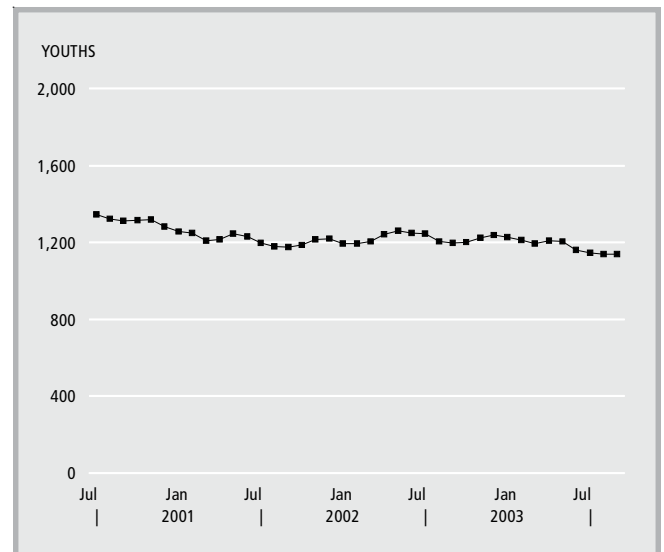
document progress and continuing issues. Information collected from the risk assessment process is managed by the CARE information system (see "Court & Agencies' Record Exchange (CARE)," page 67). Assessment results and other case information are immediately available to all juvenile justice workers associated with a youth. The CARE system also includes data-collection and reporting tools that facilitate interpretation of assessments, assembly of the youth's service plan, and documentation of the youth's progress.

Case management has committed to the Division's PEP initiative (see "Program Enhancement Process", page 66). As of this writing, teams of urban and rural case managers are developing their PEP models.

An average of 1,209 custody youths were in placements each day during FY 2003. This is the same as the number in FY 2002 and nearly 9% below the historic high of 1,329 in FY 2000.

The average daily population was relatively stable during FY 2003, but ended the year at the lowest level for the period. The population dropped further during the first 3 months of FY 2004 to an average of 1,140.

## AVERAGE DAILY POPULATION

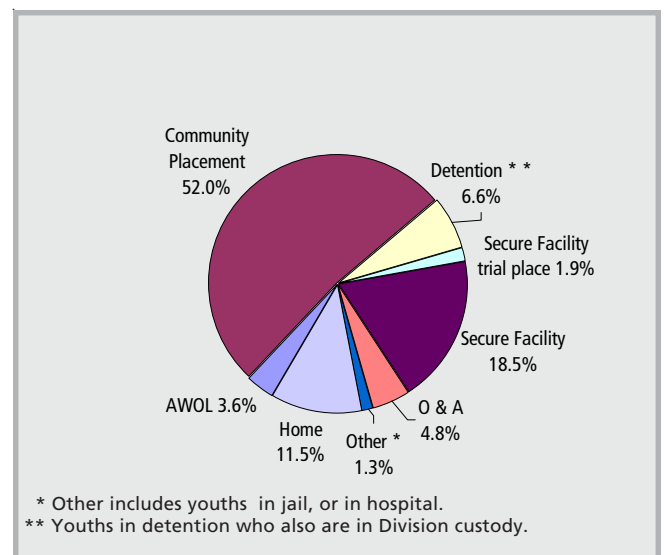


During FY 2003, the majority of these youths (70%) were cared for in community placements, home placements, observation and assessment (O&A) programs, or trial placements.

About 25% of the youths were in locked secure facilities or locked detention.

During FY 2003, the Division's 70 case managers and state supervision workers coordinated and provided services to an average of about 17 youths each day.

## TYPICAL PLACEMENTS





# Observation and Assessment

Observation and assessment (O&A) is a 45-day residential program that provides comprehensive evaluation and treatment planning. Youths receive extensive psychological, behavioral, social, educational, and physical assessments to identify their needs for services. Evaluation results are interpreted within the framework of the Division's Mission Statement and the principles of the Balanced And Restorative Justice (BARJ) Model (see "Mission, Vision, and Values," page 9). Information from the process forms the basis for recommendations made to the Juvenile Court and case management.

O&A programs also begin or continue the process of rehabilitation. Where appropriate, attempts are made to involve family members and other community members in programs designed to help the youth set new patterns of behavior and mend broken relationships. Parenting classes and other resources to help parents learn better ways to support their children.

Educational services are provided on site through Youth in Custody (YIC) programs (see page 68). YIC teachers, employed by local school districts, hold classes each weekday for all youths. Work finished in O&A classrooms is credited to a youth's regular academic record.

An increasingly important function of O&A programming is holding youths accountable for their delinquent behavior. O&A centers have developed opportunities for youths to meet their court-ordered obligations to perform community service and make restitution to victims. Recent work projects have included painting houses and shovelling snow for the elderly, cleaning roads, helping with mailings for various community agencies, and making toys for underprivileged children. Projects such as these represent opportunities for the youths to learn good work habits, find satisfaction in positive social activities, and acknowledge their responsibility for the damage they have done.

During FY 2003, five independent programs provided O&A services. The Division directly operated four of these. An additional O&A program, the Farmington Bay Youth Center O&A in Farmington, was operated under contract with a private provider. Administratively, the Farmington facility operates under the Office of Correctional Facilities because it is collocated with the Farmington Bay secure care and locked detention programs. The remaining programs are operated through the Office of Community Programs.

During FY 2003, teams from all five programs



Youth in Custody teacher at Farmington Bay Youth Center.

## Quick Facts - O&A

<b>Number of Programs</b>	
Independent .....	5
Multiuse Facilities.....	3
<b>Beds .....</b>	<b>85</b>
(plus variable number of multiuse beds)	
<b>Different Youths Admitted .....</b>	<b>660</b>
<b>Different Youths Served .....</b>	<b>735</b>
<b>Average Daily Population.....</b>	<b>79.3</b>
<b>Average Length of Stay .....</b>	<b>43.7 days</b>
<b>Daily Cost per Youth .....</b>	<b>\$208.02</b>

participated in the Division's PEP initiative (see "Program Enhancement Process", page 66). As of this writing, these teams have finalized their PEP models and are preparing to begin data collection.

During FY 2003, O&A services also were provided by the Office of Rural Programs through its multiuse facilities in Logan, Vernal, Price, Richfield, and St. George. This arrangement has helped the Division provide additional O&A services while keeping youths close to their families, schools, and other community members who must play critical roles in the youths'



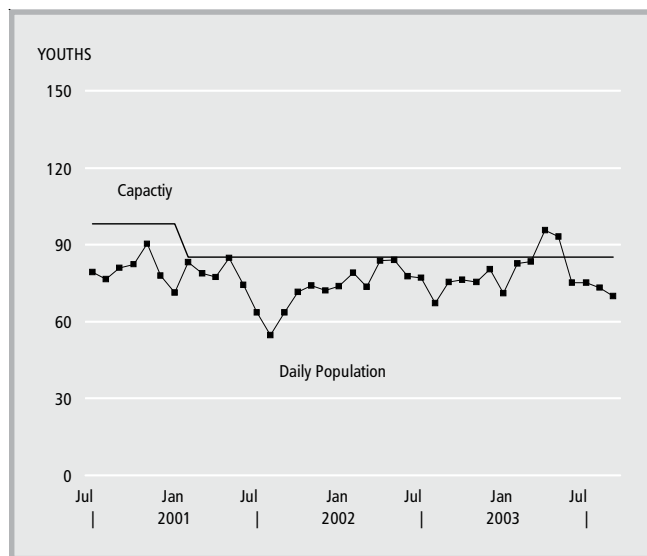
rehabilitation and future success. As a result of budget constraints, the program in Price has been discontinued for FY 2004 (see "Budget," page 25).

The chart at center left represents the statewide average daily population in O&A each month from July FY 2001 through September FY 2004. The solid line identifies changes in the number of independent O&A beds in the system during the same period. Capacity during FY 2003 was 85 beds. The number of beds

available for delivery of O&A services in multiuse centers vary and are not included in this total. Daily population during FY 2003 averaged 79.3, an increase from the number of 72.5 in FY 2002.

As shown in the table, 735 different youths received O&A services during FY 2003. This was an increase of over 11% from 660 in FY 2002 and an historic high. Also in the table, overcrowding in the independent O&A facilities was not a problem during the year.

## AVERAGE DAILY POPULATION



Group counseling session at Springville O&A.

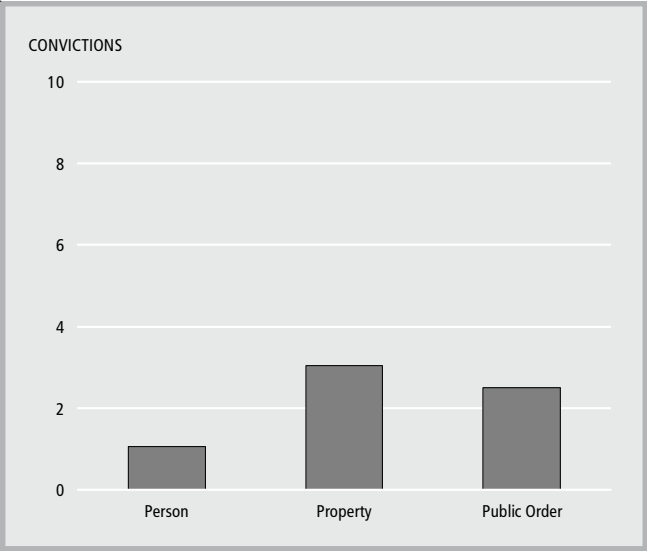
## Use of Observation and Assessment Centers During FY 2003.

Facility	Capacity	Youths Served <sup>1</sup>	Youths Admitted	Average Daily Population	Nights Over Capacity	Length Of Stay <sup>2</sup>
<b>Office of Correctional Facilities</b>						
Farmington Bay Youth Center	18	143	125	15.1	0%	43.6
<b>Office of Community Programs</b>						
Ogden O&A	27	165	148	17.3	0%	41.8
Salt Lake O&A	16	127	120	13.9	0%	45.2
Salt Lake Girls O&A	8	49	47	5.3	0%	44.5
Springville O&A	16	97	84	11.4	0%	45.0
<b>Office of Rural Programs</b>						
Multiuse O&A	variable	165	143	16.3	0%	42.0
<b>Total</b>	<b>85</b>	<b>735</b>	<b>660</b>	<b>79.3</b>		<b>43.7</b>

<sup>1</sup> "Youths Served" is an unduplicated count per facility. "Total" of "Youths Served" is an unduplicated count for the entire system.

<sup>2</sup> Averages were based on records of youths completing O&A programming during FY 2003.

## DELINQUENCY HISTORY

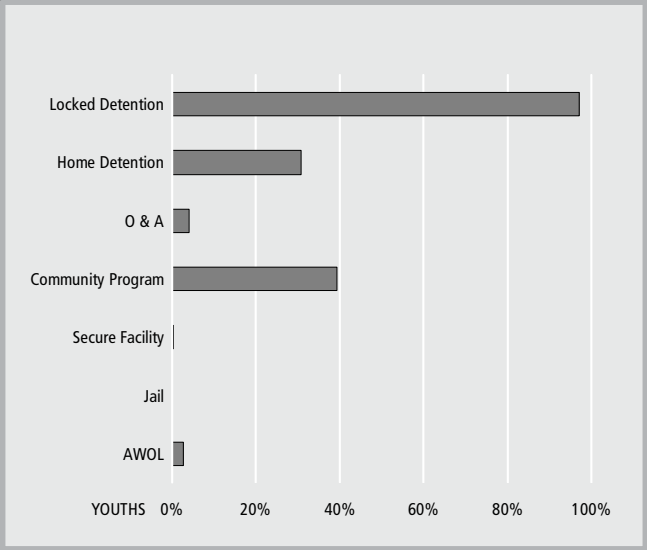


Overall, youths admitted to observation and assessment had an average of 6.6 felony- and misdemeanor-type convictions, the same number as in FY 2002.

The great majority of offenses (84%) were misdemeanor- and felony-type offenses against property or public order. In contrast, misdemeanor- and felony-type offenses against people represented only about 16% of the offenses in the youths' histories.

Though not shown on the chart, youths admitted to O&A were first found delinquent at an average age of 13.3; nearly 70% of them were between 10 and 14 years old at their first delinquency. Further, about 18% of the youths had one or more convictions for life endangering felonies (serious offenses against people).

## PLACEMENT HISTORY

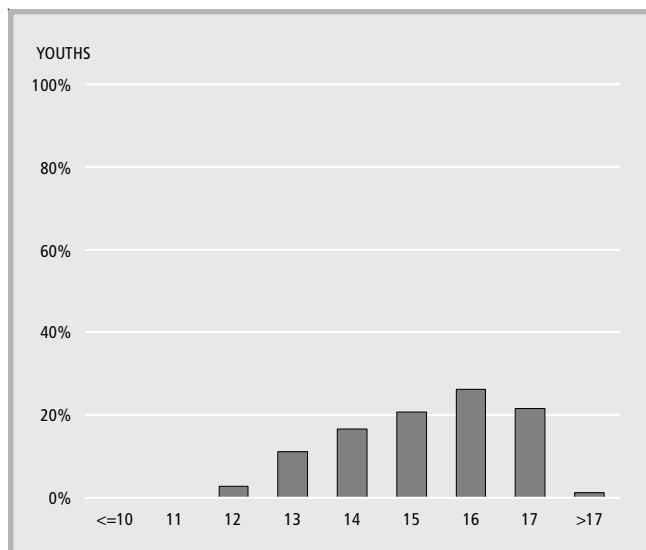


Nearly all youths admitted to O&A during FY 2003 had previously been admitted to locked detention; 39% had previously been placed in a community program; and about 31% had been in a home detention placement.

Though not shown on the chart, most of these youths also had received services from other juvenile justice agencies: over 58% had been on probation, over 20% had been in the custody or under supervision of the Division of Child and Family Services, and over 68% previously had one or both of these types of care.

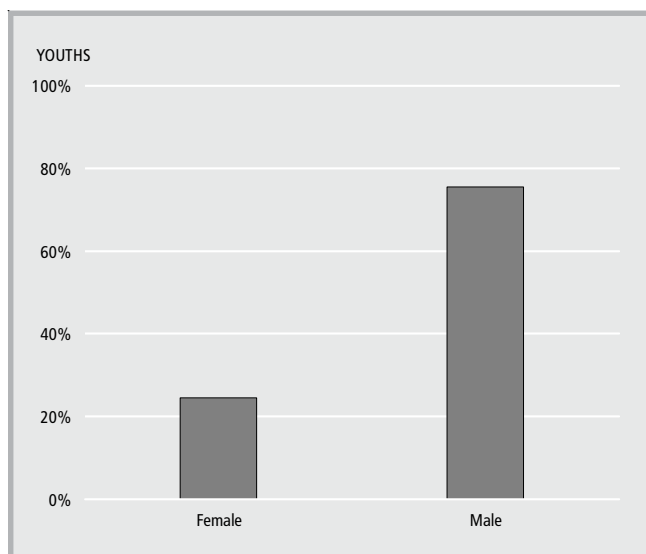
## AGES

Youths admitted to O&A ranged from 12 to 18 years old and averaged 15.8, about the same as in FY 2002. 68% were between the ages of 15 and 17.



## GENDER

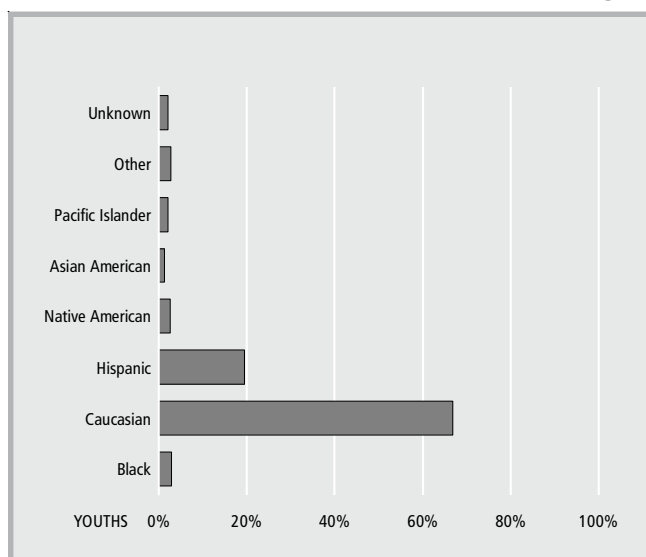
The percentage of girls admitted to O&A was 24%, just under the number of 25% in FY 2002.



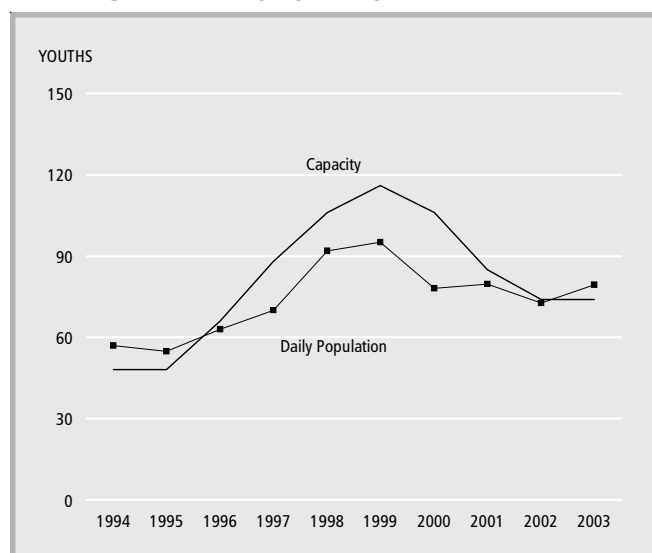
## ETHNICITY

As was true for community programs and locked detention, minorities were overrepresented in O&A. Collectively, they accounted for over 33% of all admissions, though they represent about 16.5% of Utah's youth population. This is a substantial increase from the percentage of about 25% in FY 2002.

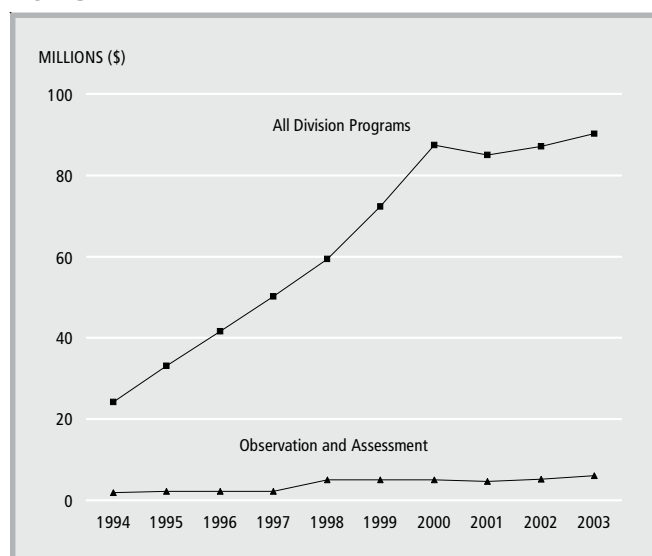
Blacks were placed nearly 3 times as often as would be expected based on their proportion in the population at large; Hispanics were placed 1.9 times as often.



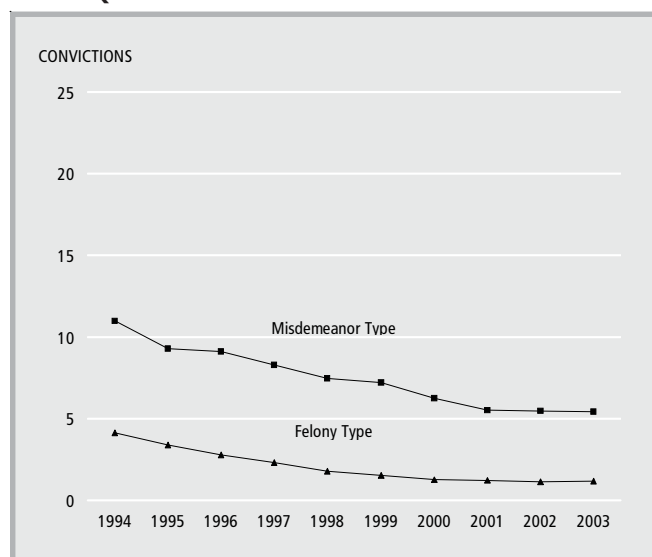
## AVERAGE DAILY POPULATION



## BUDGET



## DELINQUENCY HISTORY



## 10-Year Trends

Observation and assessment (O&A) programming underwent a number of changes in the 10-year period from FY 1994 to FY 2003.

### Demographics

- **Daily population.** The average numbers of youths receiving O&A each day increased from 57 in FY 1994 to over 79 in FY 2003 (see chart at top left). Rapid growth through FY 1999 subsided when allowable length of stay was reduced from 90 to 45 days.
- **Youths served.** Overall, during the 10-year period, the numbers of youth served by O&A increased nearly 130%, growing from 320 in FY 1994 to 735 in FY 2003.
- **Age.** The average age of youths admitted to O&A programs was stable and averaged about 15.8 years across the 10-year period.
- **Gender.** Girls represented an increasingly large percentage of youths admitted to O&A programs. Their percentage increased by 166%, growing from 9% of total admissions in FY 1994 to over 24% in FY 2003.
- **Ethnic youths.** The proportion of ethnic youth admitted to O&A dropped from 37% in FY 1995 to a 10-year low of 24% in FY 2001 before rising to 26% in FY 2002 and 33% in FY 2003.

### Budget

- **Expenditures.** The budget for O&A increased by over 210% between FY 1994 (\$1,932,000) and FY 2003 (\$6,022,000; see chart at center left). Over the same period, the overall Division budget grew by 272%.

### Delinquency

- **Overall offenses.** Average numbers of felony- and misdemeanor-type offenses at admission declined by over 50% across the period (see chart at bottom left).
- **Violent offenses.** The percentage of youths admitted with one or more life-endangering felonies declined from a high of 43% in FY 1994 to 18% in FY 2003.

# Community Programs

Community programs are a critical part of the Division's continuum of care. For appropriate youths, these services provide opportunities for cost-effective care in a community setting.

Community programs are primarily provided to three different groups of youths: (1) youths committed to the Division for community placement and under the continuing review of the Juvenile Court, (2) youths who have been paroled from secure facilities and are transitioning back to the community under the continuing oversight of the Youth Parole Authority, and (3) youths on state supervision or on Juvenile Court probation who require temporary out-of-home placement.

A large majority of residential services are delivered by Utah private providers. However, some youths are served by private, residential programs outside Utah (Boarding Schools) which specialize in seriously delinquent youths. In addition, the Division operates three community residential programs for youths in Division custody: Project Paramount, in Ogden, ICAP, in Salt Lake City, and Genesis Youth Center, in Draper. Both Project Paramount and ICAP provide transitional services and supervision for youths leaving secure care or other highly structured residential programs (see "Community Transition," page 69). The Division also operates the Genesis Youth Center as a short-term residential work camp (see "Work Camps and Programs," page 30).

Residential services provided through private provider contracts include (a) proctor care, where an individual youth is placed with a single adult or family, (b) specialized treatment for sex offenders, youths with mental issues, youths with developmental issues, or youths with alcohol and drug problems, (c) wilderness programs, and (d) boarding schools that specialize in care for seriously delinquent youths.

Nonresidential services available through contracts with private providers are used to augment residential services. These options include psychiatric evaluation, individual and family counseling, group therapy, tracking, and vocational training.

The placement types identified in the chart at the bottom of the next page depict five of the more frequently used residential programs. Placements are described according to the level of structure and supervision they provide and the general types of youths they serve. Programs at all levels have the operational goal of moving youths to progressively less structured placements, as warranted by the youth's behavior, until safe



Group home in Toquerville.

## Quick Facts - Community Programs

Number of Providers	
Residential Services .....	47
Nonresidential Services .....	41
Total Capacity .....	
open ended	
Range of Costs	
Nonresidential Services .....	\$12-\$120
Residential Services .....	\$55-\$232/day
New Commitments	
State Supervision .....	366
Community Placement .....	641
Parole .....	170
Different Youths Served .....	
1,941	
Average Daily Population .....	
791	

return to the community can be assured.

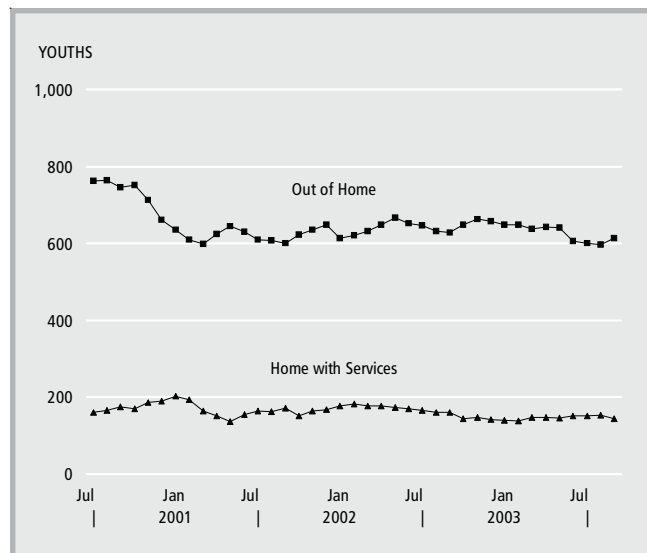
The chart at top right on the following page represents the numbers of youths in "out-of-home" community placements and at "home with services" from July 2001 through September 2003.

The average, daily number of youths in out-of-home placements reached the historic high level of 758 in the first 3 months of FY 2001 before falling sharply. Placements averaged about 630 through FY 2002 then

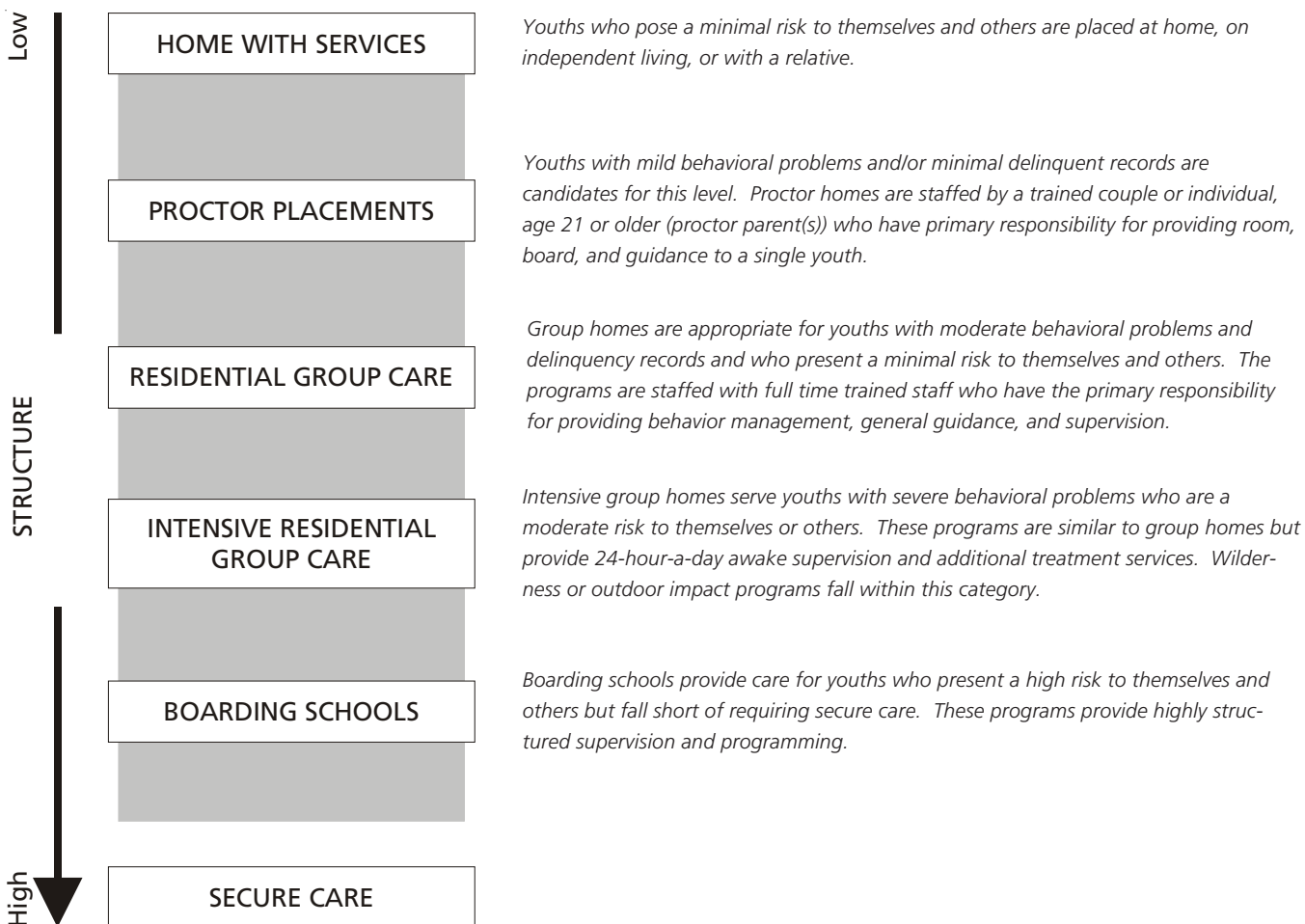
rose slightly in FY 2003 to about 642. The average number for the first 3 months of FY 2004 was 604.

Over the same 3-year period, the numbers of youths at home with services dropped slightly. The number averaged about 170 in both FY 2001 and FY 2002 and dropped to about 149 in FY 2003 and the first 3 months of FY 2004.

## AVERAGE DAILY POPULATION



## CONTINUUM OF RESIDENTIAL CARE

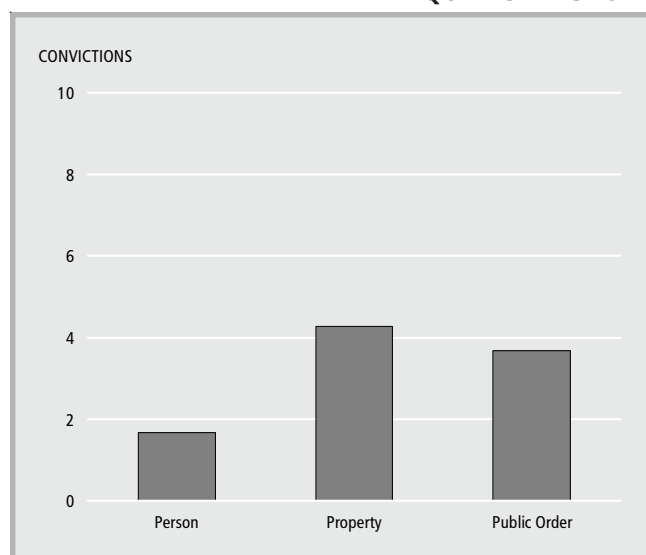


Overall, youths admitted to community programs had an average of 9.6 felony- and misdemeanor-type convictions, the same number of convictions as in FY 2002.

The great majority of offenses (83%) were misdemeanor- and felony-type offenses against property or public order. In contrast, misdemeanor- and felony-type offenses against people represented only about 17% of the offenses in the youths' histories.

Though not shown on the chart, these youths were first found to be delinquent at an average age of 12.8; about 74% were between 10 and 14. In addition, about 30% of the youths had one or more convictions for life endangering felonies (serious offenses against people).

## DELINQUENCY HISTORY

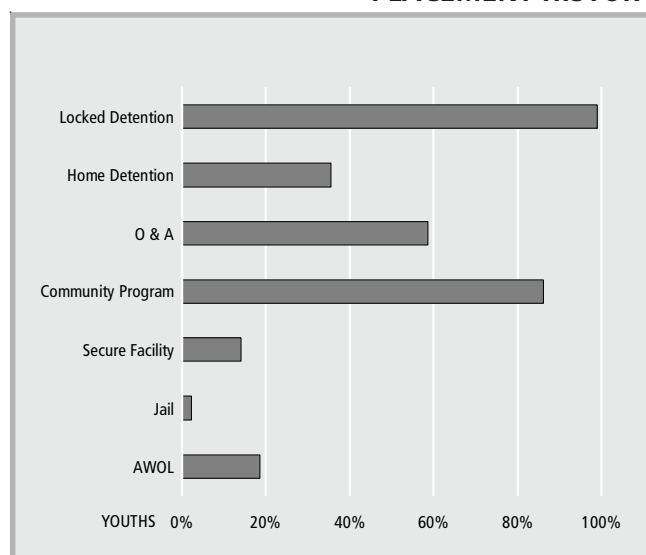


Youth doing household chores at a group home in Clearfield.

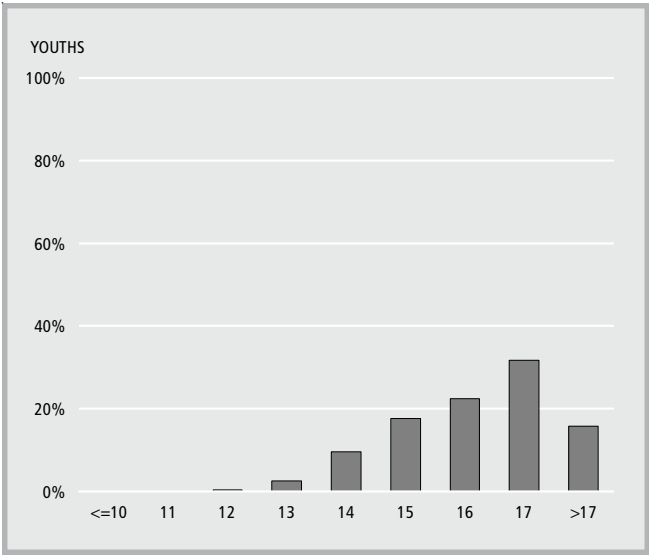
Youths placed in community programs had previously received a wide range of services: nearly all had a history of placement in locked detention; 59% had been placed in observation and assessment (O&A); and 14% had been in a secure facility.

Though not shown on the chart, most youths also had received services from other juvenile justice agencies: nearly 80% had been on probation, nearly 26% had been in the custody or supervision of the Division of Child and Family Services, and about 87% previously had one or both of these types of care.

## PLACEMENT HISTORY

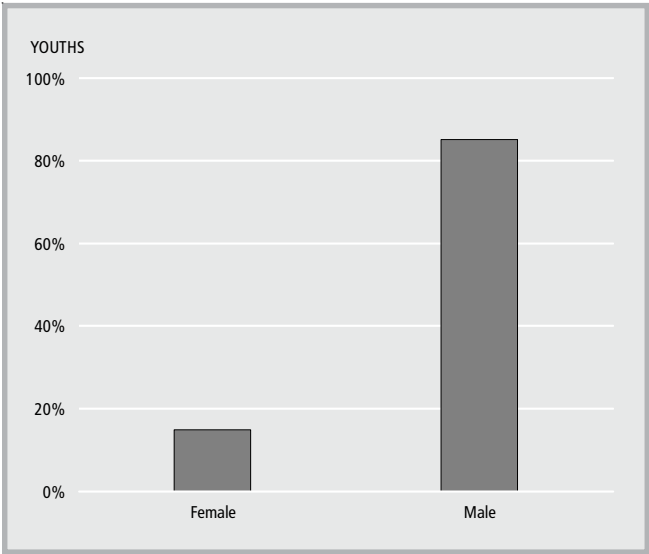


AGES



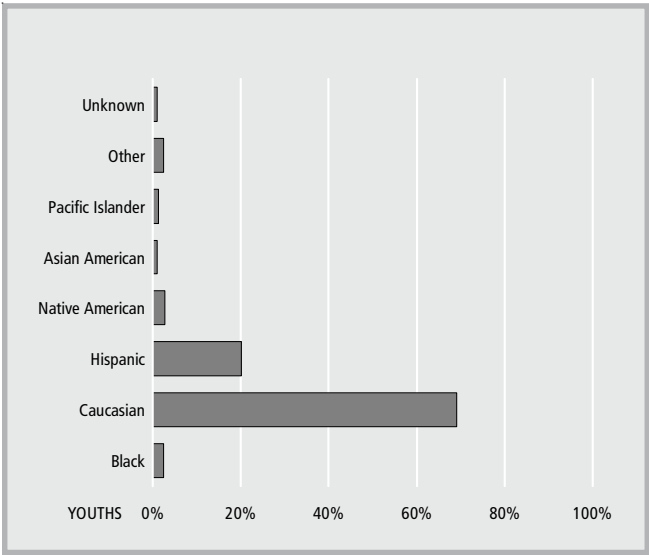
Youths admitted to community programs ranged from 12 to over 18 years old and averaged 16.7 years; about 72% were between 15 and 17 years old. These numbers are similar to those in FY 2002.

GENDER



15% of youths placed in community programs were girls, a slight increase from 14% in FY 2002.

ETHNICITY



Minorities were overrepresented in community programs. Collectively, they accounted for about 31% of all admissions, though they represent 16.5% of Utah's youth population. The number in FY 2002 was 29%.

Blacks were placed nearly 2.3 times as often as would be expected from their proportion in the population at large; Hispanics were represented nearly 2 times as often as would be expected.



## 10-Year Trends

The 10-year period from FY 1994 to FY 2003 saw a variety of changes in community programming.

### Demographics

- **Daily population.** The average count of youths receiving residential community services increased by 154% from 312 per day in FY 1994 to 791 in FY 2003 (see chart at top right). During this time, Utah's population of 10-17 year olds rose by about 3% (see "Population Served," page 18).
- **Age.** Average age of youths admitted to community programs has grown very slowly from 16.3 in FY 1994 to 16.7 in FY 2003.
- **Gender.** The proportion of girls admitted to community programs nearly tripled, growing from 5% in FY 1994 to nearly 15% in FY 2003.
- **Ethnic youths.** The proportion of ethnic youths admitted to community programs has varied considerably; dropping from 36% in FY 1994 to a low of 26% in FY 2000 then rising gradually to 31% in FY 2003.

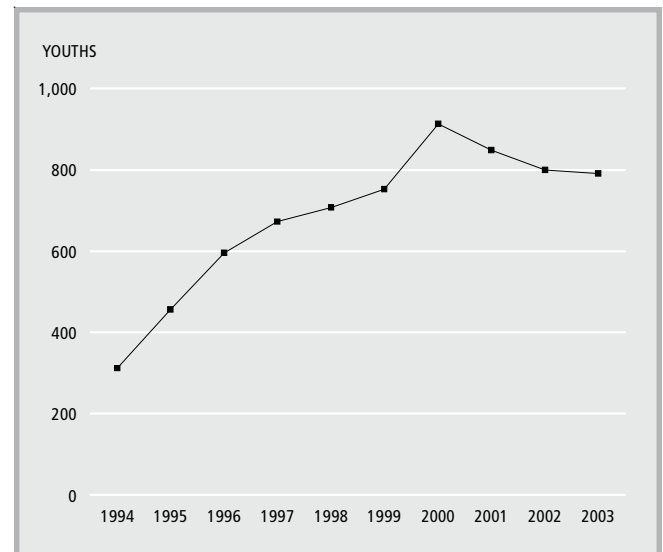
### Budget

- **Expenditures.** Expenditures for community programs grew by 357% between FY 1994 (\$6,347,000) and FY 2003 (\$29,018,000; see chart at center right). Over the same period, the overall Division budget grew by 272%.
- **Resource development.** Budget increases supported the large growth of youths in community programs and enabled an enrichment of available community services (e.g., specialized programming for girls and sex offenders, residential work programs, and out-of-state residential placements).

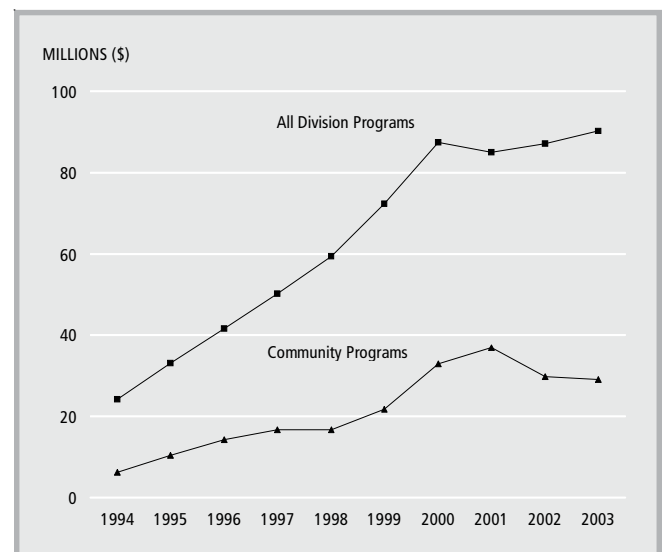
### Delinquency History

- **Overall offenses.** Average numbers of felony and misdemeanor-type offenses at admission declined by about 48% across the period (see chart at bottom right).
- **Violent offenses.** The percentage of youths admitted with one or more life-endangering felonies declined from a high of 44% in FY 1995 to 28% in FY 2002 and 30% in FY 2003.

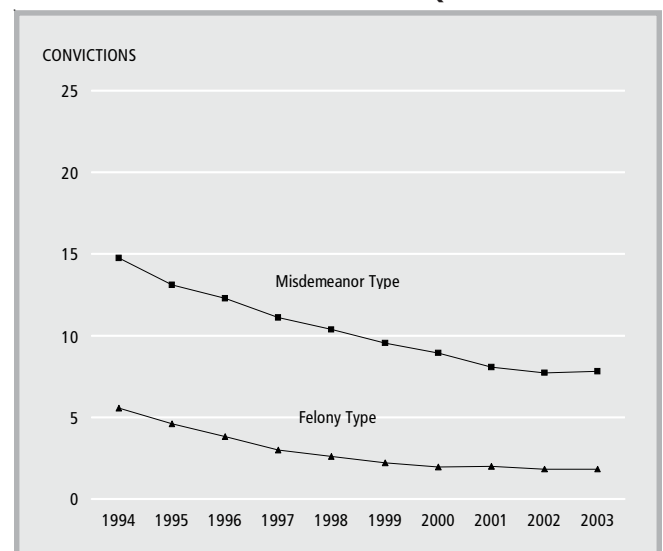
## AVERAGE DAILY POPULATION



## BUDGET



## DELINQUENCY HISTORY



# Secure Facilities

Secure facilities provide extended secure confinement for the most seriously delinquent youths. Youths are committed to the Division for an indeterminate period by order of the Juvenile Court. After commitment, oversight of these youths passes to the Youth Parole Authority (see page 55). The Authority sets conditions of placement, determines requirements for release, conducts regular progress reviews, and has authority to terminate youths from Division custody.

Youths committed to secure care typically have extensive delinquency histories and have continued to reoffend despite receiving services from other agencies and other Division programs. Secure facility staff provide secure, humane, and quality treatment. Youths are treated with respect and given the opportunity to turn their lives around.

Secure facility programming is organized within the framework of the Division's Mission Statement and the principles of the Balanced And Restorative Justice (BARJ) Model (see "Mission, Vision, and Values," page 9). Youths are held accountable for their delinquency by confronting criminal thinking and antisocial behavior and by paying restitution to their victims. Competency development is addressed through counseling groups which focus on drug and alcohol problems, social skills development, and transition back to the community. Competency development is also addressed through educational and training opportunities. All youths in secure facilities are required either to attend school or to participate in a vocational program. Educational services are provided on site through Youth in Custody (YIC) programs (see page 68). YIC teachers, employed by local school districts, hold daily classes for all youths. Work finished in secure facility classrooms is credited to a youth's regular academic record.

The Division directly operates five secure facilities including: (1) Decker Lake Youth Center in Salt Lake, (2) Wasatch Youth Center in Salt Lake, (3) Mill Creek Youth Center in Ogden, (4) Southwest Utah Youth Center in Cedar City, and (5) the Slate Canyon Youth Center in Provo. The Division also contracts with a private provider for secure care at the Farmington Bay Youth Center in Farmington. All but one of the facilities are administered by the Office of Correctional Facilities. The exception is the Southwest Utah Youth Center which is operated by the Office of Rural Programs.

During FY 2003, all of the Division's secure facilities participated in the PEP initiative (see "Program En-



Youth helping with meal preparation at Slate Canyon Youth Center.

## Quick Facts - Secure Care

Number of Programs .....	6
Beds .....	232
New Commitments .....	181
Different Youths Served .....	438
Average Daily Population.....	223.5
Average Length of Stay <sup>1</sup> .....	12.6 mo
Daily Cost per Youth .....	\$168.47

<sup>1</sup> Average time spent in a secure care by youths released, paroled, or transferred during FY 2003.

hancement Process," page 66). All have completed their PEP models and are preparing for data collection.

The chart at center left on the following page represents the statewide daily population in secure facilities between July of FY 2001 through September of FY 2003. The capacity line identifies the number of available secure beds during the same period. Statewide, there currently are 232 beds available for secure care. During FY 2003, 16 beds were taken off-line because of budget constraints (see "Budget," page 25).

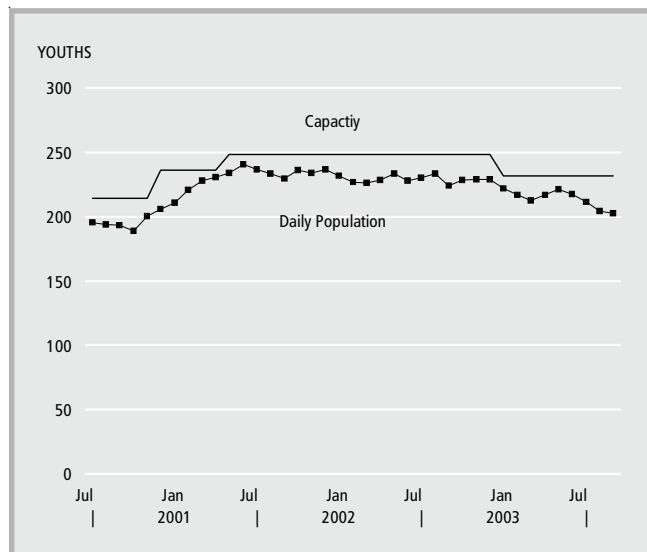
The number of youths in secure care grew steadily during most of FY 2001, closely following increases in

capacity. The average daily secure population reached record high of 256.9 in June of FY 2001. After dropping slightly, the population remained relatively stable during FY 2002, but fell slowly through FY 2003 and the first 3 months of FY 2004. As shown in the table below, an average of 223.5 youths were in secure care placement each day during FY 2003.

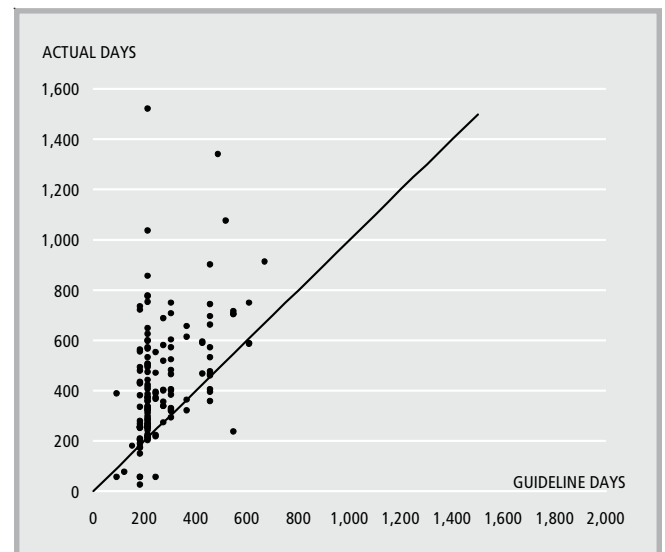
The chart at center right compares actual length of stay in secure confinement with the length of stay guideline for 149 youths paroled from secure care during FY 2003. "Actual Days" includes time in a

secure placement (secure facility and/or locked detention), but excludes time in the community on trial placement. "Guideline Days" represents the guideline established by the Youth Parole Authority shortly after the youths were committed to secure care. Guidelines are expected lengths of stay based on a youth's delinquency history and the offenses that directly led to the commitment. Markers above the diagonal line identify actual lengths of stay that were longer the guideline. The great majority of youths, nearly 84%, stayed longer than their guidelines.

### AVERAGE DAILY POPULATION



### GUIDELINE VERSUS SECURE STAY



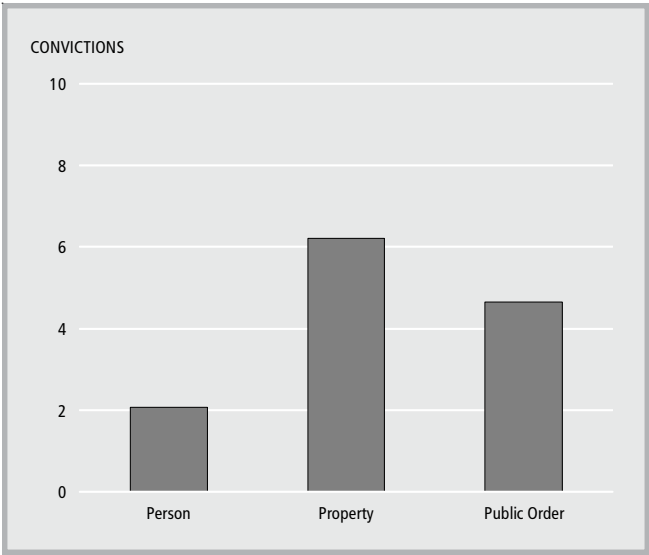
## Use of Secure Facilities During FY 2003.

Facility	Capacity	Youths Served <sup>1</sup>	Admissions	Average Daily Population	Nights Over Capacity	Length of Stay (months) <sup>2</sup>
<b>Office of Correctional Facilities</b>						
Farmington Bay Youth Center	18	34	20	16.0	0%	15.9
Decker Lake Center	40	78	41	39.9	16.4%	11.6
Mill Creek Youth Center	92	170	105	81.8	0%	12.2
Slate Canyon Youth Center	32	68	43	30.4	11.0%	12.8
Wasatch Youth Center	40	96	54	45.9	0%	12.9
<b>Office of Rural Programs</b>						
Southwest Utah Youth Center	10	20	10	9.3	0%	18.3
<b>Total</b>	<b>232</b>	<b>438</b>	<b>273</b>	<b>223.5</b>		<b>12.6</b>

<sup>1</sup> "Youths Served" is an unduplicated count per facility. "Total" of "Youths Served" is an unduplicated count for the entire system.

<sup>2</sup> "Length of Stay" is the average time spent in a secure facility by youths released or paroled during FY 2003 and includes time on trial placement.

DELINQUENCY HISTORY



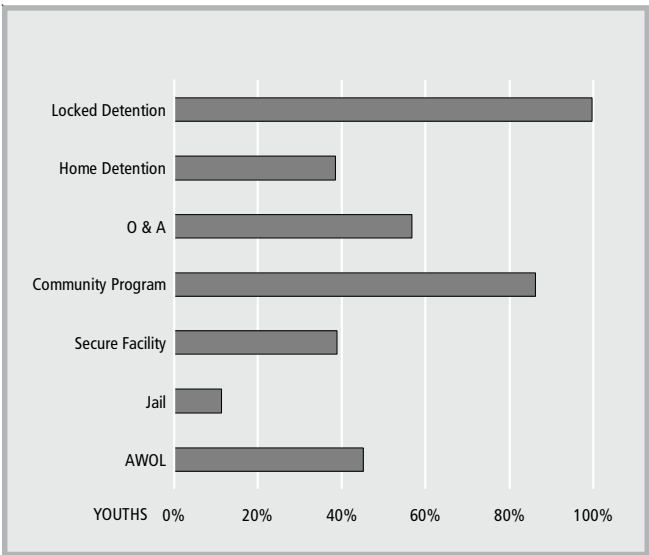
Youths admitted to secure care had an average of 12.9 felony- and misdemeanor-type convictions, a decrease of 1.1 convictions from FY 2002. The great majority of offenses (84%) were misdemeanor- and felony-type offenses against property or public order. In contrast, only about 16% of offenses were misdemeanor- and felony-type offenses against people.

Though not shown on the chart, these youths were first found delinquent at an average age of 12.6; over 66% of them were between 10 and 14. Further, about 39% of the youths had one or more convictions for life endangering felonies (serious offenses against people).



Cafeteria floor cleaning at a secure facility.

PLACEMENT HISTORY

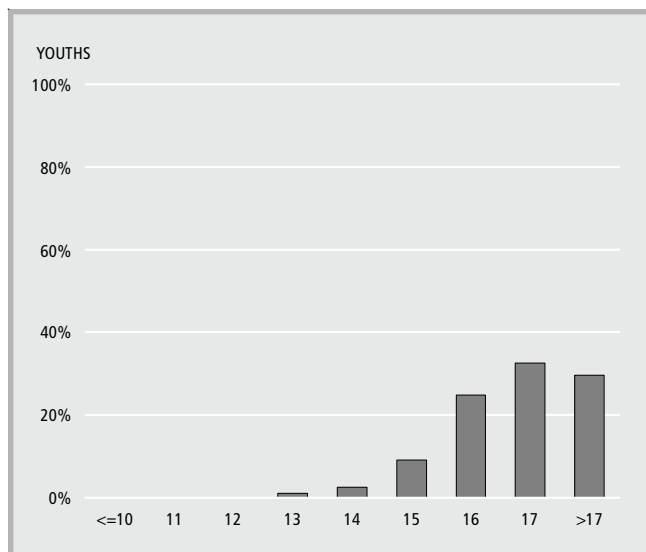


Youths placed in secure care had extensive histories of interventions and placements in Division programs. Nearly all had been placed in locked detention; 57% had been placed in observation and assessment (O&A); and 86% had been placed in a community program. Further, 45% had been AWOL from a Division placement.

Though not shown on the chart, most of these youths also had received services from other agencies in Utah's juvenile justice system: nearly 73% had been on probation supervision, 27% had been in the custody or under supervision of the Division of Child and Family Services, and over 83% previously had one or both of these types of care.

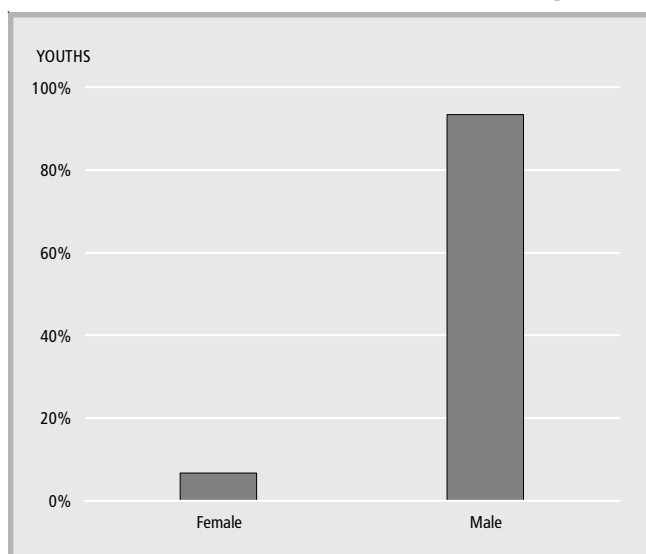
## AGES

Youths placed in secure facilities ranged from 13 to over 18 years old and averaged 17.4 years. This is about the same as the average in FY 2002. 58% of youths placed were 16 or 17 years old.



## GENDER

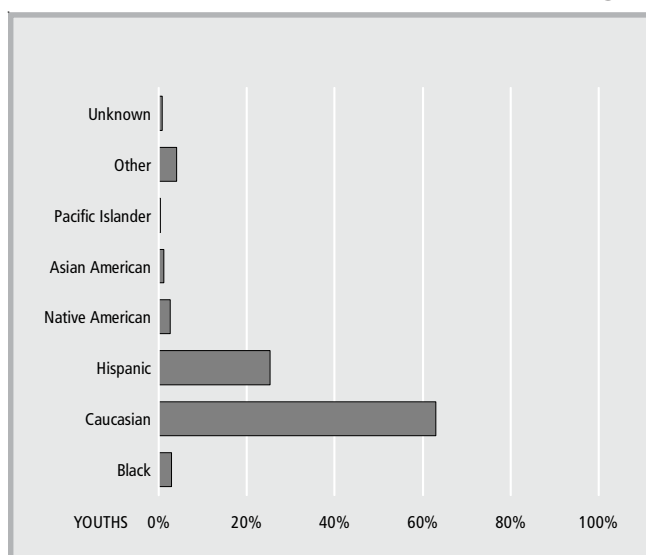
7% of all youths placed in secure facilities were girls, a slight increase from the 6% in FY 2002.



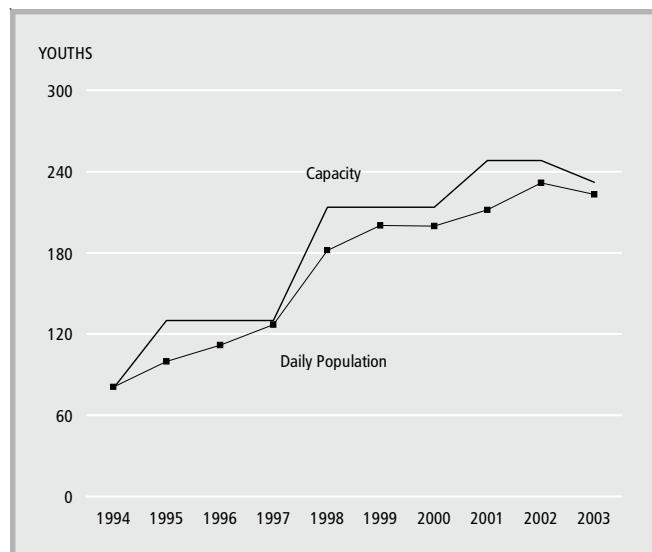
## ETHNICITY

Following a trend of many years, minorities were overrepresented in secure care placements. Collectively, they accounted for over 37% of all admissions to secure care, though they represent 16.5% of Utah's youth population. This is a substantial increase from the 32% in FY 2002.

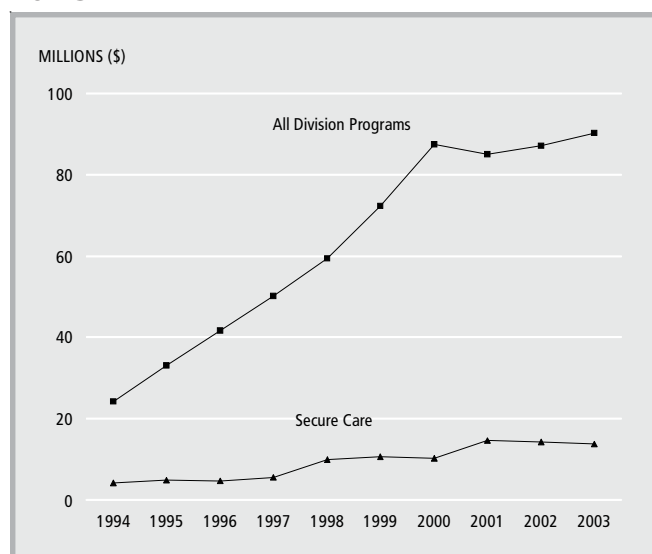
Blacks were placed in secure care over 2.7 times more often than expected based on their proportion in the population at large; Hispanics were placed over 2.4 times more often than would be expected from their proportion in the population at large.



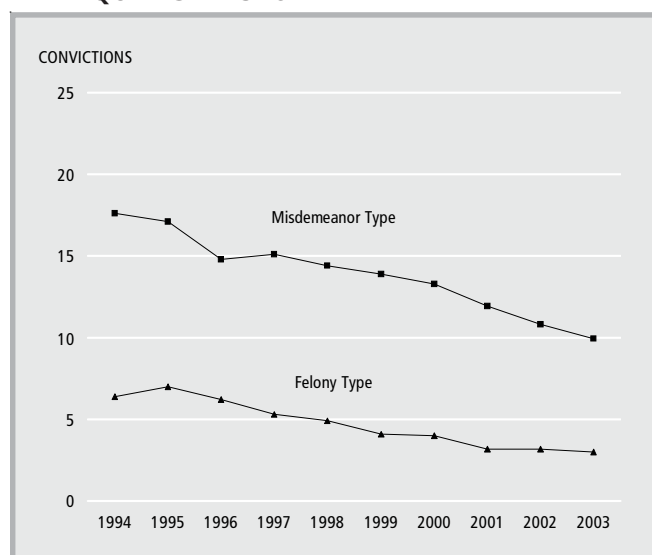
## AVERAGE DAILY POPULATION



## BUDGET



## DELINQUENCY HISTORY



## 10-Year Trends

As previously noted, secure care generally is reserved for the most seriously delinquent youths.

### Demographics

- **Daily Population.** The average daily population of secure care increased by 176% between FY 1994 (81) and FY 2003 (224; see chart at top left). Over the same time, Utah's population of 10 to 17 year olds rose by about 3% (see "Population Served," page 18).
- **Gender.** The percentage of girls admitted to secure care varied considerably over the 10-year period. They represented 3% or 4% each year between FY 1993 and FY 1996 before jumping to an all-time high of 11% in FY 1997. The percentage was about 7% during each of the last three fiscal years.
- **Ethnic youths.** After reaching historic high levels in FY 1996 (53%), the proportion of ethnic youths admitted to secure care dropped steadily over the next 6 years to 29% in FY 2001. The number rose to 32% in FY 2002 and 37% in FY 2003.
- **Age.** Average age of youths committed to secure care was relatively stable during the 10-year period. Youths had an average age of 16.7 in FY 1993 and 16.8 in FY 2003.

### Budget

- **Expenditures.** Budgets for secure care rose by 225% between FY 1994 and FY 2003 (see chart at center left). The Division's overall budget grew by 272% during the same period.
- **Resource development.** Budget increases supported the growth in the secure care population and allowed enhancement of programming (e.g., programs specializing in care of sex offenders and programs for girls).

### Delinquency

- **Overall offenses.** The average felony- and misdemeanor-type offenses youths had at admission declined by 44% across the period (see chart at bottom left).
- **Violent offenses.** The percentage of youths admitted with one or more life-endangering felonies declined from a high of 73% in FY 1995 to an 10-year low of 39% in FY 2003.

# Youth Parole Authority

When youths are committed to the Division by the Juvenile Court for secure care they come under the jurisdiction of the Youth Parole Authority (UCA 62A-7-109). The Authority provides an objective hearing process for youthful offenders to ensure fairness to the juvenile and provide protection for the community.

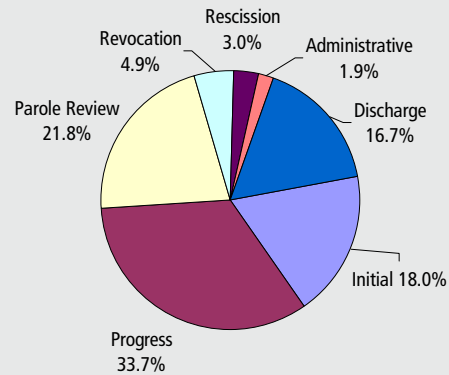
Authority members are citizens appointed by the Governor and confirmed by the Utah Senate. Members represent the diversity of Utah's population and speak on behalf of stakeholders across the state. Currently, three Authority members are assigned for each hearing and decisions are made by majority vote. The Youth Parole Authority is authorized by statute to have ten full members and five pro tempore members. An Administrative Officer, who is a Division employee, acts as a resource to Authority members, manages the Authority's administrative office, and supervises two hearing officers and clerical staff. Authority staff provides Youth Parole Authority Members with information collected from Division staff, police, and the Juvenile Court prior to individual hearings.

The Youth Parole Authority provides a formal hearing procedure that defines a youth's obligations during secure care and parole. Hearings are held at each

## The Youth Parole Authority.

Members	Residence
Calvin Clegg, Chair	Salt Lake City
Kathy Peterson, Vice Chair	Eden
Joel Millard	Sandy
Deween Durrant	Sandy
Randy Ence	Cedar City
Ferris Groll	Kaysville
Hank Hoole	Salt Lake City
Sal Jansson	South Jordan
Doyle Talbot	Layton
Veronica Thomas	Syracuse
Members Pro Tempore	Residence
Consuelo Alires	Salt Lake City
Carlos Esqueda	Salt Lake City
Jennifer Mei Jun Yim	Salt Lake City
Jeff Norton	St. George
Ray Terry	Salina

## YOUTH PAROLE AUTHORITY HEARINGS



Percentages are based on 956 hearings held during FY 2003.

of the Division's six secure care facilities. The chart at top right identifies the types of hearings held during FY 2003. Overall, the Authority held 956 hearings during the year, a slight drop from the historic high number of 1,017 hearings during FY 2000.

Within a few weeks of commitment, an "Initial Hearing" is held to establish a sentencing guideline for the youth and set requirements for confinement. Guidelines are set at a minimum of 6 months, but may be longer based on the youth's delinquency history and the type of offenses leading to the commitment. Every 6 months thereafter, and more often if appropriate, "Progress Hearings" are held to determine whether standards for confinement are being met. Youths meeting confinement standards are eligible for a "Parole Hearing." At this point, a tentative parole release date is set. In addition, the youth typically is placed on a trial placement for up to 90 days outside the secure facility. During this time, the Youth Parole Authority may rescind the parole date and return the youth to a secure facility for violating the conditions of the trial placement. Youths who successfully complete trial placement and sign a parole agreement are placed on parole.

During parole, the Youth Parole Authority has statutory responsibility to review allegations when a youth is suspected of violating conditions of parole. Youths who violate terms of parole may have their parole revoked and be returned to a secure facility. Youths who successfully complete the terms of parole are discharged from Division custody. At any point along the way, youths who are charged with new



offenses come again under the jurisdiction of the court system. Depending on circumstances, they may be recommitted to secure care, transferred to the adult system, or allowed to continue under the supervision of the Authority.

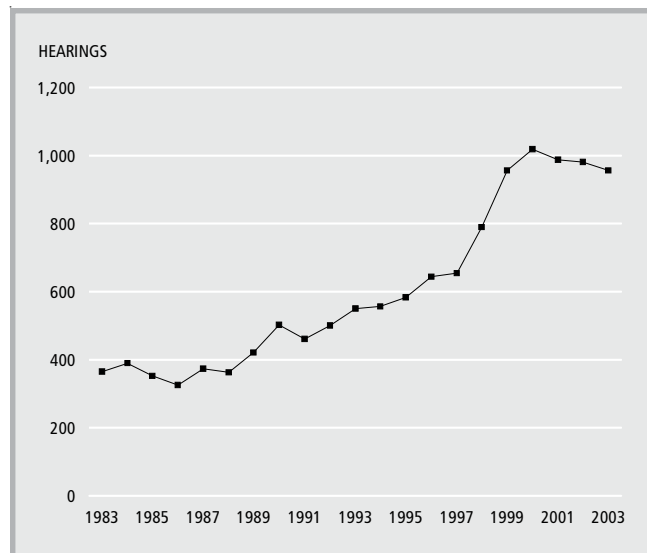
As represented in the chart at top right, the Youth Parole Authority's hearing work load has grown dramatically since 1983, increasing from 365 hearings in FY 1983 to 956 in FY 2002. Despite this, the average cost per hearing for an individual youth has risen very modestly. In FY 1983, the cost of holding a hearing was about \$178 per youth; in FY 2003, the cost was about \$271. It appears that using informed, citizen volunteers has been a very cost effective measure.

The Authority subscribes to the Division's Mission Statement and the BARJ Model (see "Mission, Vision, and Values," page 9). The Authority supports BARJ principles of community protection, accountability, and competency development by:

- Providing uniformity in guideline formulation through YPA policy.
- Encouraging youths to finish high school and obtain vocational training.
- Using the Authority's judicial powers to issue warrants-of-retake and to order parole, rescission, revocation, and termination for youths in custody.
- Coordinating with the Juvenile Court to ensure that victim restitution is made.
- Appointing community members to the Youth Parole Authority who represent sentiments and needs of local communities.

Historically, the Authority also actively developed services for victims of juvenile crime. Victims of youths committed to secure care are invited to participate in the Authority process by (1) attending Authority hearings, (2) submitting impact statements, (3) requesting progress updates, (4) requesting notification of release dates, (5) requesting victim-offender mediation, and (6) requesting no contact orders. Victim participation is

## AUTHORITY HEARINGS FY 1983 to FY 2003



entirely voluntary and individuals may choose not to become involved in the process. The Authority also mandates that payment of restitution be made part of the conditions of parole.

During FY 2003, the Youth Parole Authority embarked on the conversion from the Juvenile Justice Information System (JJIS) to the new CARE system (see "Courts and Agencies' Record Exchange (CARE)," page 67). This is a major undertaking that will dramatically change in the manner in which records are kept and case files are prepared. The process will be ongoing during the FY 2004. The Authority and the Juvenile Court have already begun using CARE's new Minutes Module. This part of the system allows for the capture of the details of Court and Authority hearings. CARE is designed to use this information to automatically update the individual youth's Court history, schedule future hearing dates, and publish electronic versions of orders. Orders become part of the youth's electronic case file and are available to all juvenile justice workers.

## Youth Parole Authority History

1981 By law (UCA 55-11b) the Division of Youth Corrections becomes the sole authority in matters of parole, revocation and discharge involving youthful offenders committed to secure confinement. Prior to this, the juvenile parole release process was informal and generally conducted by the superintendent of the secure facility.

1982 The Division of Youth Corrections appoints a Parole Review Committee to study constitutional rights of



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incarcerated juveniles, community safety, and quality of care. The committee recommends that youths should have increased accountability, that staff should have representation, and that hearings should be cost efficient.

- 1983 Following the recommendations of a citizen review committee, the Youth Parole Authority is established. The Authority begins operations in October, 1983.
- 1985 A committee is appointed to develop a better method for determining lengths of stay for youths in secure confinement. The Board of Youth Corrections adopts the new guideline methods and the Authority implements them.
- 1986 The Youth Parole Authority is created statutorily by the 1986 Legislature. The Authority has five citizen volunteers who are appointed by the Board of Youth Corrections to serve for three-year terms (UCA 62A-7-109).
- 1991 In an attempt to deal with the increased work load of the Authority, legislation is passed to increase the number of members from five to seven citizens (UCA 62A-7-109).
- 1995 Appointment of members to the Authority comes under the direction of the Governor with the advice and consent of the Senate (UCA 62A-7-108). The number of members is increased to 10.
- Recognizing the needs for enhanced public protection and competency development, the Authority extends the length of stay in secure care to a minimum of 6 months. Prolonging stay is expected to allow youths to take greater advantage of the rehabilitative opportunities offered in secure care.
- 1997 The Authority begins a new initiative by including a victims program. Victims of youths in secure care are notified of Initial Hearings and provided with information about the policies and practices of the Youth Parole Authority.
- 1999 The Authority is expanded by statute to add five pro tempore members to help meet increasing work loads (UCA 62A-7-108).

# Administrative Services

## Community Relations

*Prevention Programs.* Division staff and youths have participated in a number of recent prevention activities including, Make a Difference Day, Join Hands Day, the Division's Speakers Bureau, the Suicide Prevention Walk, and Patriots Day.

In support of Join Hands Day, June 21, 2003, youths at Slate Canyon Youth Center provided lunch and an open forum for foster grandparents. The event was sponsored by the Points of Light Foundation to build partnerships between youths and adults. Youths prepared and served lunch to honor the foster grandparents for their service during the year. They heard life stories from the adults and discussed the trials and tribulations that all people suffer. Prior to the luncheon, many of the youths had believed that only they had adversity in their lives. In recognition of the project, the Division received the Join Hands Day Excellence Award at the 117<sup>th</sup> Annual Meeting of the National Fraternal Congress of America in Washington, D.C.

In support of the first Annual Suicide Prevention Walk, August 9, 2003, youths in Division custody made banners, passed out water and juice, and provided set up and clean up. In conjunction with the walk, the Jason Foundation provided suicide prevention information kits to Division programs. The Jason Foundation provides educational programs and seminars to promote awareness and prevention of youth suicide. Teachers, counselors and volunteers taught the programs using visual aids provided by the Foundation.

Residents of Division facilities spent Patriot's Day, September 11, 2003, honoring the lives of those lost on that date. They held hands, sang songs, and listened to speakers recount the losses of loved ones.

Make a Difference Day, October 24, 2003, provided an opportunity for Division youths across the State to make a personal contribution to others in need. In a collaborative effort with General Electric and The Swanson Foundation, youths crocheted blankets, hats, and scarves from donated materials for people involved with the Crossroads Urban Center. Finished items were delivered on Make A Difference Day to the delight of both recipients and donors. This was the third year that youths in custody have had the opportunity to participate in the event.

*The Speakers Bureau.* The Speakers Bureau is a special service the Division offers to schools, religious groups,



Youths and staff preparing for Make a Difference Day.

service clubs, and other community agencies. On request, Division employees present information about Utah's Juvenile Justice System, youth at risk, juvenile corrections facilities, drug abuse, and other topics. During FY 2003, speakers shared their experiences and expertise at colleges, schools, civic groups, and youth organizations throughout Utah.

*Volunteer Programs.* The Division recognizes the great value that a strong volunteer program provides to delinquent youths. Regional volunteer coordinators provide leadership, training, and guidance to volunteers who offer a multitude of services to youths in the juvenile justice system. Volunteers lead activities such as arts and crafts, recreation, homemaking, money management, and personal development. Volunteers also provide treats and birthday cakes for youths in custody, make quilts for residents of facilities, serve as foster grandparents, and help youths find and keep jobs.

Volunteers from The Sports Mall in Salt Lake City spent most of a day helping youths learn methods for "working out anger" through tough conditioning exercises. They encouraged residents of the Wasatch Youth Center to work together to do an interlocking team pushup. Although many of the youths consider themselves pretty rugged characters, the exercise proved surprisingly difficult. Both volunteers and youth look forward to the next visit.

With the help of various partners in the community, the Division sponsors special recognition events for

volunteers. Weber State University provided a symphonic band and wind concert to reward volunteers who work in northern Utah. Volunteers working elsewhere were honored with banquets, picnics, and thank you cards.

The monetary value of volunteer contributions to the Division is significant. During FY 2003, volunteers donated cash and goods valued at nearly \$350,000.

## Quality Assurance

The Division is dedicated to providing comprehensive and quality services for delinquent youths within the framework of the BARJ Model. The ongoing efforts of the five full-time Quality Assurance staff help meet this goal by monitoring youth programs and checking that youths are placed in appropriate programs without compromising the safety or the health of both the community and the youths. Quality Assurance staff also perform (1) internal reviews of incidents, concerns, and complaints involving State and privately operated programs, (2) document and report results of investigations, (3) monitor compliance with the Federal Juvenile Justice and Delinquency Prevention Act (JJDP Act), and (4) support Division compliance with the Government Records Access and Management Act (GRAMA) and the Health Insurance Portability and Accountability Act (HIPAA) to ensure the privacy and security of youths' social and health records. These functions are carried out through contract monitoring, program reviews, and JJDP Act compliance assessments.

*Contract Monitoring.* Quality assurance goals identified in the Division's 2003 Monitoring Plan include that all contracted programs be reviewed for compliance with contract and Medicaid documentation requirements. The Plan also requires that, when problems are found, a corrective action plan be developed that identifies deficiencies, specifies what the contractor needs to do to correct deficiencies, establishes a time frame for achieving compliance, suggests how the corrective action be monitored, and defines the consequences of failing to achieve compliance.

Contract monitoring is done through a collaborative process of reviewing documentation, developing reports, considering specific issues, troubleshooting, conducting interviews with staff and youth, and visiting program sites. As part of this monitoring, staff collabo-

rates with the Department of Human Services, Office of Licensing, the Utah Division of Occupational and Professional Licensing, and the providers to improve performance.

During FY 2003, the Quality Assurance group reviewed 61 of the Division's direct services contracts. An additional 27 direct service contracts were not reviewed because the contractor did not provide any services, served too few youth, or terminated the contract during the fiscal year. Twenty-eight indirect services contracts also were reviewed. These contracts included vendors for security systems and janitorial services. Indirect services contracts not reviewed either had been reviewed during the previous year and had no compliance issues or complaints during the current year or did not deliver any services during the year. Approximately 13% of all contract reviews resulted in some type of corrective action. All were resolved satisfactorily and resulted in improved services for youths.

In addition to conducting compliance reviews Quality Assurance staff took an active role in monitoring fiscal and programming data entry to match billings with services and ensure that accurate projections could be made.

Goals for FY 2004 include (1) providing additional technical assistance to all new and current providers, (2) facilitating contract and Medicaid compliance, and (3) increasing integration of treatment with program objectives and supporting the Division's PEP initiative (see "Program Enhancement Process", page 66).

*Program Review.* The quality assurance group also has responsibility for monitoring programs and facilities directly operated by the Division. Due to multiple staff changes during the year, Division programs were not monitored during FY 2003. Goals for FY 2004 include reviews of all observation and assessment programs and all programs operated through the Division's rural multiuse facilities and youth services centers.

*JJDP Act Compliance.* One quality assurance staff member is responsible for monitoring facilities in Utah that might securely hold juveniles for any length of time to evaluate Utah's compliance with the JJDP Act. The Act has three core requirements: (1) deinstitutionalization of status offenders, (2) removal of juveniles from adult jails and adult lockups, and (3) sight and sound separation of juvenile detainees from adult offenders. Intensive monitoring efforts have helped Utah achieve

compliance with these conditions. Achieving compliance with the JJDP Act enhances protection of youths and the community and, makes Utah eligible for Federal grants that assist in the development and operation of many essential youth programs.

Following Utah statutes and standards that are in line with the JJDP Act, the Division has approved two jails in rural areas to confine youths charged with delinquent acts. Youths may be held for up to 6 hours in these facilities while efforts are made to release them to parents or transfer them to youth facilities. In addition, nine holding rooms located in local law enforcement facilities are certified to confine youths charged with delinquent acts for up to 2 hours while arrangements are being made for release them to parents or transfer to youth facilities.

## Internal Investigations

The Division's Internal Investigations group analyzes alleged violations of the law, policy, and procedures within programs directly operated by or for the Division. The group includes two full time investigators and one part-time investigator. In FY 2003, 62 investigations were initiated. Investigations generally are complex and result in cases being substantiated or not substantiated. Actions taken can include additional training, warnings, reprimands, suspensions, transfers, termination of employment, filing of criminal charges, or exoneration. Investigations may involve youths placed in Division custody, Division employees, contracted private providers, school personnel, law enforcement, and workers from outside agencies. In the process of resolving cases, investigators regularly work with the Attorney General, the Division of Human Resources, local police agencies, city and county attorneys, and the courts.

The Internal Investigations group also provides ongoing training in incident report writing, the Offense Classification System, and the Investigation Matrix. This training is included in the Division's Basic Academies, Supervisory Academies, and at regular training sessions held for the Division's private providers.

Other responsibilities of the Internal Investigations group include (1) deployment of the radio communication system used by the Division's detention centers and secure facilities, (2) involvement in interpretation and revision of policy and procedure, (3) factual incident review of serious youth offender transfers, (4) participa-

tion in fatality reviews, (5) mediation and conflict resolution, and (6) documentation of incidents involving code of ethics and code of conduct violations.

## Research/Evaluation/Planning

The Research, Evaluation, and Planning (REP) group supports the Division's Guiding Principle to "Promote ongoing research, evaluation, and monitoring of Division programs to determine their effectiveness."

REP has the responsibility for conducting and overseeing research and program evaluation involving Division clients, programs, and staff. A key part of this responsibility has been the maintenance and development of Utah's Juvenile Justice Information System (JJIS). The JJIS is a centralized database shared by the Division and the Juvenile Court that tracks interactions with delinquent youths. REP staff have participated in development of a replacement for the JJIS since FY 1999 when the Division and the Juvenile Court jointly started the project. The new system, named CARE, is expected to take several years to complete. A phased release of completed components began in July, 2001 (see "Court & Agencies' Record Exchange," page 67) with the release of the assessments module. The assessment module has already become an essential resource for both the risk assessment (see "Protective and Risk Assessment Project", page 65) and the PEP initiatives. During FY 2003, REP assisted in training staff in the use of the assessment module.

During FY 2003, REP also helped the Division meet a variety of other service, research, and information needs. REP supplied Division staff with reports, answers to queries, technical support, and engaged in research on a daily basis. REP also produced the Division's Annual Report. Members of the REP group served as staff to the Utah Sentencing Commission, the Risk Assessment Committee, the Department of Human Services Outcome Measures Committee, and the Department of Human Services Institutional Review Board (IRB).

During the past year, REP assisted numerous students and faculty from local colleges and universities with information on Utah's juvenile justice system. In addition, REP responded to requests for information from media representatives, other government agencies, and private individuals. REP also continued development and maintenance of the Division's website. The site describes Division programs and provides a variety

of resource materials; [www.hsdyc.utah.gov](http://www.hsdyc.utah.gov).

## Training

The Division is committed to the Guiding Principle to “Promote continuing staff professionalism through the provision of educational and training opportunities.” Staff training is designed to emphasize professionalism and the proper care of youths in Division programs. Overall, in FY 2003, the Division supported 600 training sessions on mandatory topics and 580 in-service training events for a total of nearly 60,000 hours of individual training. Courses considered mandatory for Division staff and the number of training sessions held in FY 2003 are presented in the table at bottom right.

*Mandatory Training.* New full time staff are required to complete the Division’s Basic Orientation Academy during their first 12 months of employment. Two Academies were held during FY 2003, with 61 staff completing. Following their first year, full time staff are required to complete an additional 40 hours of in-service training each year. Part-time staff receive training commensurate with their duties. In-service training is provided by the Division, the Department of Human Services, State and national sponsors, local colleges and universities, and private vendors. During FY 2003, 89% of employees successfully completed their required in-service training.

During FY 2003, the Training group conducted a 2 week (80-hour) Supervisory Academy for new supervisors, with 26 staff completing the program. The Supervisory Academy is offered every year. In addition, the Division conducted two statewide conferences

for employees on issues and topics pertinent to their job duties.

The Utah Task Force on Racial and Ethnic Fairness in the Legal System was commissioned by the Judicial Council in 1996 to examine issues of racial and ethnic fairness within Utah’s criminal and juvenile justice systems. As part of its recommendations, the Task Force determined that “Every segment of the criminal and juvenile justice system should have appropriate and continuous training aimed at achieving cultural competency to help ensure racial and ethnic fairness.” In FY 2003, the Division implemented a new mandatory cultural competency training program for all staff. Training was based on the Utah Multi-Agency Cultural Competency Curriculum developed to meet the Task Force recommendations. By the end of the year, all Division staff had received the training.

In other developments, the Division updated and revised its curriculum for the mandatory suicide awareness training. Selected staff were trained as trainers for the revised program entitled "Youth Suicide: Awareness,

## Mandatory Training.

Mandatory Training	Required Hours	Review	Sessions Offered	Staff Trained
Basic Academy	80	None	2	61
Communicable Diseases	2	3 years	51	390
Code of Ethics	2	Annual	64	657
CPR	4	Annual	117	950
Crisis Intervention Initial	24	None	16	140
Crisis Intervention Certification	8	None	14	109
Crisis Intervention Review	8	Annual	63	880
Cultural Competency	8	As needed	11	414
Defensive Driving	1	3 years	66	424
First Aid	1.5	3 years	71	423
Incident Reporting	2	As needed	4	92
Legal Issues	8	As needed	2	65
Personal Protection	6	3 years	1	36
Risk Assessment	14	As needed	16	415
Suicide Prevention	2	3 years	38	390
Supervisory Academy	80	None	1	29
Unlawful Harassment Prevention	2	3 years	58	427
Violence in the Workplace	2	As needed	5	105



Prevention and Intervention". These trainers will train their coworkers in the new program. PEP was another major training focus during FY 2003. Overall, 21 training sessions were conducted on the process.

*Joint Training Efforts.* Since 1999, the Juvenile Court and the Division have collaborated on development of risk assessment tools. Initial training on the administration and use of the tools began in FY 2002 and was completed early in FY 2004. Sixteen training sessions were held during FY 2003. Most involved instructors and staff from both the Juvenile Court and the Division. Overall, during FY 2003, a total of 592 staff were trained (415 Division staff and 177 Juvenile Court staff). Total training hours equaled 5,754.

The Division and the Juvenile Court also are jointly developing the new CARE information system. During FY 2003, the two agencies conducted 16 joint training sessions on use of CARE. Additional training will be provided as new CARE components are implemented.

## Finance

Finance carries out a number of functions including general accounting, preparation of the annual appropriation request (budget) for the Governor's Office and the Legislature, financial planning, monitoring weekly and monthly indicators, forecasting, and fixed asset reporting. Finance also supervises Business Managers attached to each of the Division's four Program Offices. Events in the state's yearly budget process include:

### *Pre-Legislative Session*

- June. Governor's Office of Planning and Budget issues budget forms and instructions to agencies.
- July – September. Agency holds budget hearings and prepares budget request.
- September – October. Governor's Office of Planning and Budget prepares recommendations for Governor.
- September – December. Legislative Fiscal Analysts analyze budget and make recommendations.
- November – December. Governor holds budget hearings and makes final recommendations.

### *Legislative Session*

- January. Legislature receives budget recommendations.

- January – February. Joint Appropriations Subcommittees hold hearings and prepare recommendations for Executive Appropriations.
- February. Executive Appropriations makes final decisions to balance the budget.
- Legislature debates and passes Appropriations Act.

### *Post-Legislative Session*

- March. Governor reviews and either signs or vetoes Appropriations Act.
- March – April. Legislative Fiscal Analyst prepares appropriations report.
- April – May. Agency prepares programs to implement budget.

## Contracting

The Division's Contracting group is responsible for assuring the effectiveness, efficiency, and integrity of all Division contracting activities. Contracting staff works with case managers, business managers, accountants, procurement agents, support staff, and the Division's Finance Officer to develop a contracting program that supports the Division's service delivery process. The group's specific activities include:

- Planning, developing, and implementing Federal, Department of Human Services, state, and Division contracting policies and procedures.
- Planning, awarding, and administering service or vendor contracts for the youths in Division care.
- Evaluating Division contracting and purchasing practices to ensure compliance with applicable laws and regulations.
- Providing assistance to Division grantees.
- Developing forms, manuals, and training activities to provide advice, technical assistance and direction to Division employees and contractors.

## Federal Revenue Management

The role of the Federal Revenue Management group is to enhance Federal revenues collected by the Division and ensure the Division's compliance with Federal requirements associated with those revenues. During FY 2003, nearly 20% of the Division's budget came from Federal revenues. Federal funds supported (1) mental health and rehabilitation services paid under Medicaid, (2) Targeted Case Management services paid

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under Medicaid, (3) foster care services, including room and board, paid under the Social Security Act, and (4) other programs and projects paid for in full or in part by The Department of Justice, The Department of Health and Human Services, and The Department of Labor.

In fulfilling its role for the Division, The Federal Revenue Management group does the following:

- Seeks new sources of Federal funding.
- Briefs Division staff on Federal funding possibilities and requirements.
- Participates in drafting grant proposals.
- Provides guidance and training to the Division's staff who make eligibility determinations for Medicaid and Social Security Act services.
- Performs accounting functions related to Federal revenues.
- Collects unclaimed revenues and returns revenues received in error.
- Assists with and monitors approximately 15 programs and projects receiving Federal funds.

- Coordinates collection and transfer of data to information systems required for Federal funding.
- Meets with Federal representatives to demonstrate compliance with Federal requirements.
- Continuously improves Federal revenue collection, reporting, and compliance systems.

Due to budget constraints, the Federal Revenue Management group has undergone staff consolidation. Despite working with reduced resources, the group has continued to perform its key functions and actually increased the Federal revenues received by the Division.

During FY 2003, the Federal Revenue Management group also (1) coordinated with Division management and the Commission on Crime and Juvenile Justice to assure funding for PEP, (2) helped the Division obtain one million dollars of Federal funding to develop the Utah County Aftercare Program (UCAP), and (3) focused attention on recovering Title XIX and Title IV-E revenues that were not captured through the regular revenue collection processes.

# Recent and Ongoing Projects

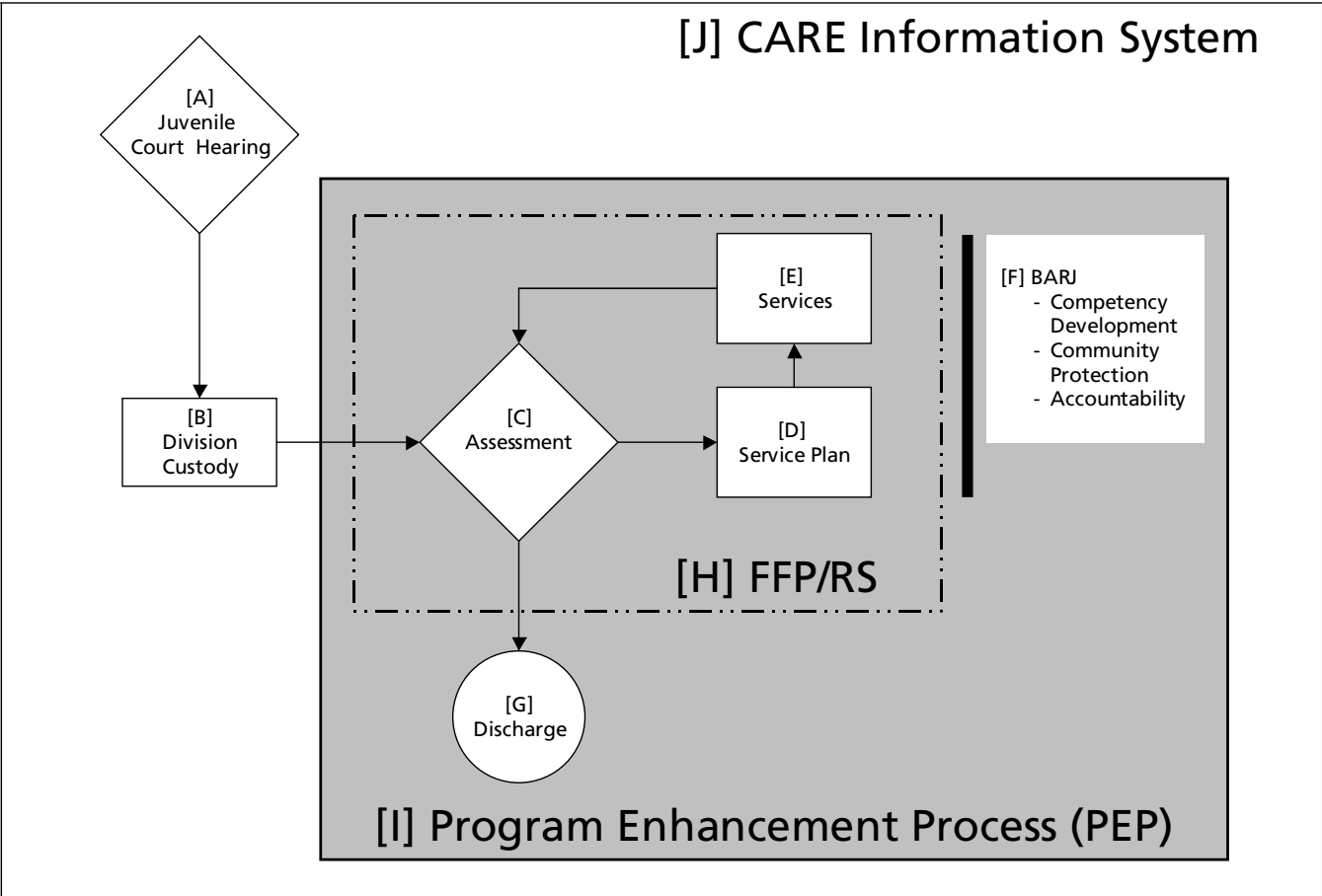
## Division Initiatives

Over the last several years, the Division has begun or helped to begin a number of major juvenile justice initiatives including the (1) Protective and Risk Assessment (PRA) Project, (2) Functional Family Probation/Resource Services (FFP/RS), (3) Graduated Sanctions Model of Service Delivery and Supervision, (4) Program Enhancement Process (PEP), and (5) CARE information system. At the Division's Statewide Conference early in FY 2003, Blake Chard, the Division's Director, reaffirmed the Division's commitment to these efforts and presented a vision for integrating them into a coordinated approach that will enhance the quality of services delivered to Utah's youths.

The chart below represents the initiatives as they might apply to an individual youth entering Division custody. Initiatives are shown in the context of a Juvenile Court Hearing [A] that brings the youth into Division custody [B] (see "Client Flowchart," page 20).

On receiving a youth in custody, a Division case

manager assesses the case [C] to identify the youth's strengths and weaknesses and service needs. This evaluation includes administration of a Protective and Risk Assessment (PRA), but also considers information collected from family, previous workers associated with the case, other sources in the community, and results of other assessments. Evaluation results are interpreted within the framework of the BARJ Model [F] (see "Mission, Vision, and Values," page 9) to develop the youth's Needs Assessment Service Plan [D]. The Service Plan (1) documents the youth's strengths and weaknesses, (2) identifies needed residential and non-residential services, and (3) sets goals for successful completion. Services [E] are provided through a levels based system known as the Graduated Sanctions Model of Service Delivery and Supervision. At regular intervals (every 90 or 180 days), the case manager reassesses the case and reviews the youth's progress with the Juvenile Court. Depending on the youth's current needs, the case manager may either recommend that the service plan be revised [D] and additional services be provided





[E] or recommend that the youth be discharged [G].

The case management process just described is given structure and support by Functional Family Probation/Resource Services (FFP/RS), Program Enhancement Process (PEP), and Courts and Agencies Record Exchange information system (CARE). FFP/RS [H] is a case management strategy designed to engage and motivate youths and their families and link them with appropriate services. PEP [I] is a continuous quality improvement process for the Division's system of service delivery. The process identifies opportunities for improvement through ongoing assessment of service delivery and regular feedback on the impact of those services. Finally, CARE [J] documents details of individual activities at every stage of the process. This includes Minutes and Orders generated in Court Hearings, assessment results, the youth's service plan, residential and nonresidential services the youth receives, and the progress the youth makes in fulfilling objectives of the service plan.

More detailed descriptions of the individual initiatives and the progress being made in their implementation are provided below.

*Protective and Risk Assessment Project.* In 1999, the Division joined the Juvenile Court in developing a systematic assessment process for identifying the strengths and weaknesses of delinquent youths. The Risk Assessment Committee was established to oversee the project. The Committee has equal representation from the Juvenile Court and the Division. After reviewing a number of possibilities, the Committee selected two assessment tools originally developed in Washington State. The Prescreen Risk Assessment (PSRA) is a relatively short assessment that has been validated to predict reoffending of juvenile probationers in Washington State. Predictions are based on youth characteristics such as past delinquency, drug and alcohol problems, home environment, and peer group. Currently, the PSRA is being given to youths scheduled to have a hearing before a Juvenile Court Judge as a result of a charge for a misdemeanor or felony type offense.

The second assessment tool is the Protective and Risk Assessment (PRA). This evaluation is a longer and more comprehensive assessment that includes information from each of 10 different life domains including: (1) delinquency history, (2) school, (3) use of free time, (4) employment, (5) relationships, (6) living environment, (7) alcohol and drug use, (8) mental health, (9)

attitudes and behavior, and (10) skills. The PRA is being given to youths ordered by the Juvenile Court to Probation Supervision or into Division custody. Information from the PRA is used to construct specific goals for the youth's service plan. The PRA is updated periodically to measure a youth's progress and identify continuing issues that should be addressed.

Assessment results are managed by the CARE information system (see below) as part of an individual youth's electronic case record. As a result, Division or Juvenile Court workers assigned to a case have immediate access to the youth's assessment history.

Considerable progress was made in developing the assessment process during FY 2003:

- Over 8,500 different PRAs and PSRAs were administered and logged into CARE.
- Over 400 Division workers received a standardized, 2-day training on the assessment process.
- CARE reports were developed to aid interpretation of assessment results. One particular report allows workers to compare an individual youth's assessment results with results from a comparison group of nearly 900 probationers.
- Data collection tools were added to CARE to facilitate collection of assessment results and other information for purposes of case planning.
- The Risk Assessment Committee published a set of minimum standards for a quality assurance process related to use of the assessment tools. Based on these standards, teams of Division and Juvenile Court staff in each of the State's eight Court Districts are developing quality assurance plans appropriate for local needs.

The Risk Assessment Committee has set a number of goals to continue the development of the assessment process during FY 2004 including: (1) implementation of all eight, District level quality assurance plans, (2) continued development of reports to facilitate interpretation of assessment results, (3) continued integration of the processes for assessment and case planning, and (4) creation of an ongoing training process to maintain the skills of current workers and train new workers.

*Functional Family Probation Resource/Services (FFP/RS).* The Division and the Juvenile Court have adopted a new system for case management. Though not itself a therapeutic approach, it makes use of a number of motivational and management principles developed in the highly successful Functional Family Therapy (FFT).

Dr. James Alexander, founder of FFT, developed the FFP/RS approach to help Utah's juvenile justice workers provide more systematic case management services.

The overall goals of FFP/RS are to (1) engage and motivate youths and families, (2) link them to appropriate interventions, (3) monitor progress, and (4) provide support for successful termination. The model focuses on family issues by using family relational assessments to identify and address family difficulties. Motivational techniques are used to encourage engagement and acceptance of the approach.

As of this writing, most Juvenile Court probation officers and Division case managers have been trained in the use of the FFP/RS model. Supervisors have also been trained to provide support for their staff in the effort. A principle goal for the project in FY 2004 is to develop a process for maintaining skills of workers who have received FFP/RS training and training new staff. In part this will be accomplished by developing "Specialists" in both the Juvenile Court and the Division. These workers will receive extra training that will allow them to train and support their coworkers.

*Graduated Sanctions Model of Service Delivery and Supervision.* The Graduated Sanctions Model was developed, in part, as a response to concerns about Utah's juvenile justice system. Perceived problems included: (1) duplication of services across and within juvenile justice agencies, (2) mixing of populations of offenders of different risk levels, and (3) lack of sanctions for youths more sophisticated than those typically seen in probation but less sophisticated than the habitual offenders who require intensive services.

The model proposes that youths be strictly classified into a number of different categories based on the risk they pose to the community. Youths at different risk levels would be kept separate and would not be mixed with youths from other categories. For example, youths who are at moderate risk for reoffending would not participate in a community work program that serves youths who are in a category with either a higher or lower risk for reoffending. Restrictiveness of programming and supervision for the youths in a category would be proportional to the risk they pose, ranging from least restrictive for low risk youths (e.g., placement at home with community supervision) to most restrictive for the highest risk youths (e.g., secure care).

Individual categories would be divided into a number of distinct levels, each of which corresponds to a differ-

ent degree of supervision and structure. Typically, youths assigned to a particular category would start under a relatively high level of supervision. Contingent on meeting the goals of their service plans, they could move to successively less restrictive levels. Youths who do not commit any new offenses would stay within the same category until all service goals were met.

The level system addresses the concern noted above about duplication of services. Services for youths in all categories would be designed to meet the principles of the BARJ Model and would be individualized. However, service delivery within a category would be specialized to meet the unique needs of the youths in that category and would be different from services required for youths in other categories.

The Graduated Sanctions Model is still in development. Procedures for reliably classifying youths into different risk categories and determining the appropriate level within a category have not yet been finalized. It seems likely that the risk assessment tools will play some part in these processes.

*Program Enhancement Process (PEP).* During FY 2003, the Division continued development of the Program Enhancement Process (PEP) aimed at building the Division's capacity to utilize continuous quality improvement techniques to deliver quality services. The focus of this initiative is to develop outcomes based services within the framework of the BARJ Model.

The underlying philosophy of PEP is that all programs have strengths and weaknesses and opportunities for improvement. Further, there is an assumption that the Division, and its private providers, value learning and are open to trying new ways to serve youths and families while becoming more and more effective.

Individual programs develop PEP models through a series of five facilitated discussions. The process begins with the identification of client conditions, program services, and expected youth outcomes. Subsequently, objectives are established for each service and outcome. Finally, plans are made for the collection of data to determine whether objectives are reached.

During FY 2003, teams from secure care, urban detention, observation and assessment, receiving centers, diversion programs, and youth services completed their PEP models. For some, such as secure care and urban detention, data collection has begun. Within 6 months, teams will begin to learn how to use data for assessing and enhancing program effectiveness. For

others, steps are being taken to reach data collection. And some teams, such as rural detention and case management, have just begun the process. When completed, 50 teams and over 450 staff will have participated in the quality improvement processes.

The Program Enhancement Process was first introduced to the Division's private providers during FY 2003. The Division contracts with 47 private agencies for community-based residential services. As of this writing, all of them have received an orientation training and had opportunity for refresher training. All are expected to develop their models by the end of FY 2004 and begin data collection during FY 2005. Because the relationships with private providers are established through a competitive bidding process, the Division will provide technical assistance only in assisting providers to develop their PEP models. Providers will then include their models in their proposals and the Division will determine with which providers it will contract.

Most quality improvement initiatives require the support of a computer system to manage the information and provide timely reporting. Simultaneous to the implementation of PEP is the development of the CARE information system (see below). Early on in the pilot phase of PEP, it became clear to project leadership and its consultant that the CARE system could and should be the management system for the data collection and analysis processes required by PEP. Consequently, the Division's Director of Research, Evaluation, and Planning and the PEP project consultant have collaborated to assure that PEP and CARE are integrated.

In another development during FY 2003, the models that underlie PEP were adapted to assist in planning and development of new programs. The process was used to redesign the staff training provided by the Division's Training group.

Federal dollars have been used to support the costs of putting PEP into place. Division and project leadership are committed to guaranteeing that PEP becomes integrated into the way the Division's work is done. Throughout the process, steps have been taken to assure that when Federal funding and consultant support end, the Division will have developed sufficient internal capacity to continue the initiative.

*Court and Agencies' Record Exchange (CARE).* Development of the CARE information system continued during FY 2003. The Division has worked with the

Juvenile Court, since 1999, to build the system as a replacement for the existing Juvenile Justice Information System (JJIS). The overall goal for the project is to create a comprehensive, client-based system for juvenile justice and child welfare information. Working objectives are to (1) design and create a useful case management system, and (2) enhance communication and cooperation between agencies responsible for juvenile justice and child welfare in Utah.

CARE is being completed and brought into production in functional pieces called modules. Development of individual modules is proceeding in four stages. (1) In the first stage, analysis of current processes, detailed interviews are held with the workers who will use the module. The focus is to discover what tasks workers perform and how the new system might best aid their efforts. (2) In the system design phase, programmers construct prototype versions of the module. Users are consulted again to review requirements and evaluate the prototype. (3) During the testing phase, technical staff and the workers, who will be using the system, evaluate the module to ensure that it functions properly. (4) Finally, during the implementation phase, staff are trained in the use of a module and given access to it.

The assessment module was the first module to be completed. It collects, scores, manages, and reports on the results of user defined questionnaires and assessments. As intended, it has proved to be an invaluable resource for the Protective and Risk Assessment project (see above). The assessment module also has become critical for the Division's Program Enhancement Process (PEP; see above). Data collection tools built with the module are being used to collect and manage information required by individual PEP models. A diverse array of information on individual youths is being collected including daily behavioral ratings, progress notes, work hours, and school performance. In addition, CARE reports are being built to help summarize and interpret the information.

Development of a second CARE component, the minutes module, was completed and put into production during FY 2003. The module collects minutes from Juvenile Court and Youth Parole Authority hearings and creates electronic orders. As of this writing, the Juvenile Court and the Youth Parole Authority are using the module on a limited basis. The Authority is expected to reach full implementation during the third quarter of FY 2004. The Juvenile Court is implementing the module as Court clerks and Judges are trained.

Additional modules under development include the (1) demographics module which manages demographic information of youths and their families, (2) services module which tracks residential and nonresidential services delivered to youths in Division and Probation care, (3) incidents module which documents interactions between individual youths and the Juvenile Court, and (4) calendaring module which organizes activities of individual youths and programs. Both the demographics and services modules have finished the system design phase. As of this writing, Division staff will begin testing these components in the third quarter of FY 2004 and begin using them by the end of FY 2004. It is expected that the majority of current JJIS functions will be handled by CARE modules during the second quarter of FY 2005.

## Youth in Custody Educational Programs

“Youth In Custody” is the phrase used to define students under age 21, who are not high school graduates, and who are in custody and in out of home placement. Youths may be in a detention center or in custody of the Division of Youth Corrections, the Division of Child and Family Services, or an equivalent program operated by a Utah Tribe recognized by the Bureau of Indian Affairs. State statute placed the responsibility for educating these youths with the State Board of Education. The Utah Coordinating Council for Youth In Custody, with representation from the Division of Youth Corrections and the Division of Child and Family Services, recommends policy, guidelines, and operating procedure to the Board of Education.

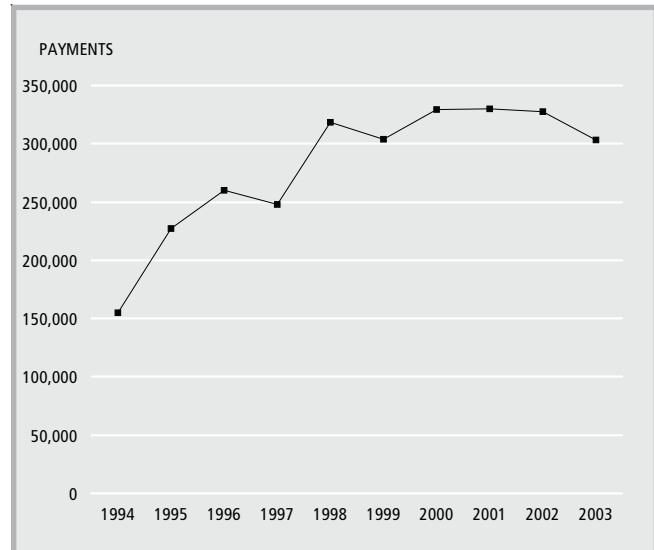
General program guidelines for Youth In Custody programs require a one teacher to seven student instructional ratio, a minimum of 5.5 hours of instruction each school day (except at the Genesis Youth Center where students must work half of each day), academic testing and reporting, instruction in the Utah Core Curriculum, life skills, and vocational education.

Youth In Custody programs operate in each of the Division's residential facilities, including 6 secure facilities, 4 freestanding observation and assessment programs, 11 detention centers, and Genesis.

## Victim Services

The Division recognizes the need to hold juvenile offenders accountable for their delinquent behavior and

## RESTITUTION PAYMENTS



to respond to the needs of their victims. To help meet these objectives, intensive treatment programs have been developed to heighten youths' empathy for their victims. As part of this effort, restitution programs have been created at all levels of the continuum of care.

As represented in the chart at top right, substantial restitution payments have been made by youths in Division care to victims of juvenile crime. Funds for this effort come primarily from support payments that parents of youths in custody make to the State through the Office of Recovery Services. The Division received permission from the 1983 Legislature to use a portion of these receipts for restitution to victims of juvenile crime. Youths participate in community service projects in exchange for credited wages that are paid to victims through the Juvenile Court. Work projects are operated by the Division, other government agencies, and nonprofit organizations.

## Detention Screening/Referral Project

In 1998, a Federal initiative identified the increasing incidence of mental health problems among youths detained in detention centers, as an emerging, national issue. In response, the Division requested and received funding to examine the severity and frequency of mental health problems among youths admitted to detention centers along the Wasatch front. Called the Detention Screening Project (DSP), the project also examined the youths' levels of substance abuse, academic deficits, risk



of suicide, and behavioral problems.

The DSP, now in its fifth year, continues to collect data from standardized tests administered to all first time residents of the Weber Valley, Farmington Bay, Salt Lake Valley, and Slate Canyon detention centers. Together, these centers serve nearly 75 percent of the youths entering detention throughout Utah. Inclusion of youths admitted to rural centers is being considered.

Residents complete a battery of standardized screening tests designed to identify problematic substance abuse, behavior extremes, academic deficits and suicide risk. A Mental Health Problem Index (MHPI) is derived from the test results using factors in the tests known to be indicative of mental health problems.

Individual test results are not used to provide a formal diagnosis or a specific treatment plan. Instead, the results are made available to detention workers and other authorized workers throughout the juvenile justice system, as a series of “cutoff scores” indicating the probability that a youth may have a problem in one or more of the areas tested. An MHPI probability ranking is also provided. Workers and detention staff can use the results to better manage resident behavior, provide more targeted counseling, recommend appropriate community resources, and speed processing of the youth through the juvenile justice system.

Through a unique training procedure, workers in each of the participating facilities are first trained and then certified to administer the tests, score them, and log the results into the CARE information system. Orientation sessions are provided to detention staff and other authorized workers to help them use the results effectively. Once entered into CARE a summary of the test results for any resident is immediately available to authorized workers, and variable groupings of statistics are available for management and training purposes. System-wide summary statistics, identifying the incidence and prevalence of youth mental health and related problems in Utah, are available for more detailed analysis. During calendar year 2003, the test battery was completed and entered into the data system for nearly 1,000 different youths.

It is hoped that the DSP will have a positive impact on youths with mental health problems by providing workers with the means to provide their clients with improved management and service options. The project may also provide policy and agency administrators with additional opportunities to effectively meet and plan for the mental health needs of Utah’s youth.

## Community Transition

One of the Division's greatest challenges is to prevent juveniles from reoffending after they are released from secure care and other highly structured residential programs. Research indicates that failure occurs disproportionately with a subgroup of offenders who have a long record of misconduct that began at an early age. Risk factors associated with this group include problems with families, communities, peer pressure, schools, substance abuse, learning disabilities, and mental health issues. Research conducted by Division staff indicates that the recidivism rate for this population is 65% within a year after release. Such findings have led program developers to believe that these youths need more guidance and services if they are to avoid future contact with juvenile and adult justice systems.

Consistent with this, the Division is redesigning the system of programs that supports youths returning to the community after extended out of home placement. The effort includes strengthening existing programs in the Salt Lake City area and the Ogden areas and establishing the Utah County Aftercare Program (UCAP).

All of the Division's transition programs base their service delivery on the Alshuler-Armstrong Intensive Aftercare Program Model and operate within the framework of the BARJ Model. Programs recognize the need for comprehensive and individualized transition plans that address community protection, accountability, and competency development.

*Intensive Community Aftercare Program (ICAP).* ICAP provides residential and nonresidential services youths moving from extended out of home placement back to the community. The program has eight beds in a residential facility. Before beginning the ICAP program, youths typically are involved in a Transition Group conducted by ICAP staff. An ICAP staff member is assigned as an advocate to help the youth prepare for release. A release plan is developed with input from the youth that includes realistic goals the youth must accomplish to return to the community.

Residents at the ICAP facility are kept busy with a variety of experiences that will help them meet their goals and help them be self sufficient on their release. Residents are required to complete life skills training which includes meal planning, grocery-shopping, cooking meals, learning to do laundry, appropriate recreational outlets, and doing general chores. Youths

also regularly participate in community service activities. A recent example is the "Adopt a Native Elder" program. ICAP youths sorted supplies and loaded them onto trucks for delivery to a Native American reservation in Southern Utah. ICAP programming also includes activities to help youths find appropriate recreational outlets. As part of the program's attempts to reintegrate youths back into the community, residents have regular opportunities to participate in county sponsored sports programs and ICAP has had two basketball teams compete in county recreation leagues. In addition, job skills training done through collaboration with the Granite School District, Workforce Services, and Vocational Rehabilitation. This includes resume building and role modeling interview skills.

After the first week in residence at ICAP, a youth can request home visits. The number and length of these visits depends upon the progress the youth has made in meeting program goals. These visits begin a gradual process of transitioning home. Families are encouraged to participate in the transition process by meeting with ICAP staff, participating in ICAP group activities, and joining their children and ICAP staff for meals at the ICAP facility.

Before leaving the residential component, youths are required to accomplish five critical tasks. With assistance from ICAP staff, they must (1) obtain a State ID, (2) enroll in school, start a vocational training program, or secure employment, (3) stay drug free, (4) open a savings account, and (5) receive a library card.

ICAP continues to provide support after release. Youths are monitored at home, school, and work and attend weekly Relapse Prevention Groups held at ICAP.

*Utah County Aftercare Program (UCAP).* UCAP began operation in November of 2002. The program is a pilot project being funded by a 3 year, Federal grant. It is designed to provide youths with supervision and other nonresidential services and resources to assist them make a successful adjustment back to their communities. The project is currently targeting youths who are transitioning back to the Utah County area following secure care or other extended, out of home placement.

The UCAP program was designed within the framework of the BARJ Model. Community protection is supported with an intensive supervision model. Competency Development is promoted by assisting youths obtain employment and further their education. Independent living and life skills training also are

provided to help youths become more self sufficient. Youths also have opportunities to participate in biweekly service projects allow them to make amends for their delinquent behavior.

The initial goals for the program were to develop and organize program components, hire and train staff, and develop partnerships in the community to access to the best possible services for youths in the UCAP program. Educating workers about the program has also been an ongoing process during the program's first year of operation.

## Juvenile Sex Offender Initiative

Utah's system of assessment, supervision, and treatment of juvenile sexual offenders has been recognized nationally by the Center for Sex Offender Management. In large part this is due to enormous contributions of Division staff and workers from other juvenile justice agencies who makeup the Network on Juveniles Offending Sexually (NOJOS). NOJOS regularly exchanges research and clinical expertise with other nationally recognized organizations and experts in the field. The group also has developed and reviews annually a Master Plan that guides continued development of services for juvenile sexual offenders. The Plan focuses on the general areas of training, policy and procedure development, and program development. Recent progress in these areas is presented below.

### *Policy and Procedure Development.*

- The final draft of a set of guidelines for clarification, reconciliation, and reunification of families and juvenile sexual offenders is being reviewed. When completed, the guidelines will be available on the NOJOS website; [www.NOJOS.org](http://www.NOJOS.org).
- Guidelines for use of the polygraph in the treatment of juvenile sexual offenders have been developed, reviewed by national experts, and are currently in use.
- The Utah State Juvenile Sex Offenders Protocol and Standards Manual is being updated to keep pace with new research and standards of care. This is the fourth revision of the Manual. It should be complete by the end of FY 2004.

### *Training.*

- Sex offender specific education and training for professionals was provided at basic, intermediate,

and advanced levels.

- Focused training opportunities were offered covering topics of pedophilia and deception and assessment.
- Training was provided for licensed clinicians on evaluation and testing of juvenile sexual offenders.

#### Research:

- Based on records from juvenile and adult systems, recidivism information has been collected for community based, psychiatric, and secure care programs serving juvenile sex offenders.
- Over 700 case files of juvenile sexual offenders from 1989-1992 are being reviewed by Dr. Douglas Epperson of Iowa State University. Results of the analysis will be used to construct a risk assessment tool appropriate for predicting reoffending of juvenile sexual offenders.
- Research conducted in collaboration with Utah State University examined juvenile sex offenders' views about the effectiveness of sex offender specific treatment.

#### Program Development:

- Guidelines for assessment and evaluation of juvenile sexual offenders have been created.
- The Clinical Peer Review Process has been put into place to provide all programs treating juvenile sexual offenders with feedback on the quality of their supervision and treatment.

The Division and NOJOS maintain a strong commitment to the safety of Utah's children and families and the use of appropriate interventions with juvenile sexual offenders.

## Profile of Division Staff

The Division has 865 full-time and part-time career service staff (excluding time-limited employees and Board members). The average age of these staff is 38.7 years (range 19 to 78 years old); about 25.8% (223) are between 20 and 30 years old. Average length of service is 7.3 years. The longest length of state employment is over 36 years, 6.1% (53) have 6 months or less service, 31.4% (272) have 3 years or less service, and 20.3% (176) have over 12 years of service.

The table below represents the proportion of career service staff of different ethnicity, gender, and job type. Many different minorities work for the Division, including Hispanic, African American, Asian American, and Pacific Islanders. Minorities are referred to collectively as "Other" in the table below. As identified in the table, they represent 24.0% of all Division staff, 26.8% of the staff working in service delivery jobs; and only 16.2% within the administrative job type. Only 2.2% of all staff working in the administrative job type are minority females. Overall, females represent nearly 42% of staff across all job types, but are underrepresented in administrative (29.4%) and service delivery (38.2%) job types and overrepresented within the support job type (78.0%).

The Division also employs 328 time-limited staff to augment the efforts of career service employees. Time limited staff may work up to a total of 1,560 hours each year. In the 2003 calendar year, they contributed about 9.4% of all hours worked in Division facilities and programs. This number compares to over 12% of all hours in calendar year 2000 and 7.5% of all hours in calendar year 2001, and 8.8% in calendar year 2002.

A comparison of youths in Division programs and

## Ethnicity, Gender, and Job Type of Division Staff.

Ethnicity	Job Type											
	Administrative			Service Delivery			Support			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Caucasian	77	37	114	268	186	454	16	73	89	361	296	657
	56.6%	27.2%	83.8%	43.2%	30.0%	73.2%	14.7%	67.0%	81.7%	41.8%	34.2%	76.0%
Other	19	3	22	115	51	166	8	12	20	142	66	208
	14.0%	2.2%	16.2%	18.6%	8.2%	26.8%	7.3%	11.0%	18.3%	16.4%	7.6%	24.0%
Total	96	40	136	383	237	620	24	85	109	503	362	865
	70.6%	29.4%	100.0%	61.8%	38.2%	100.0%	22.0%	78.0%	100.0%	58.2%	41.8%	100.0%

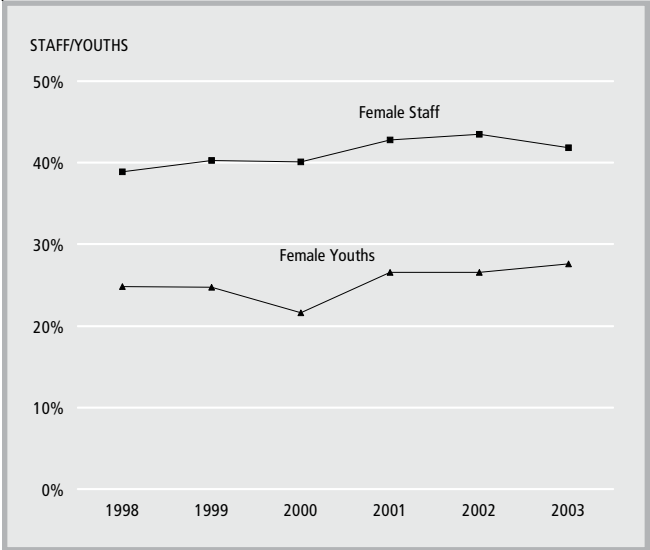


service delivery staff reveals relatively fewer minority staff (24.0%) than minority youths served (32.8%), and relatively more female service delivery staff (41.8%) than female youths served (27.6%).

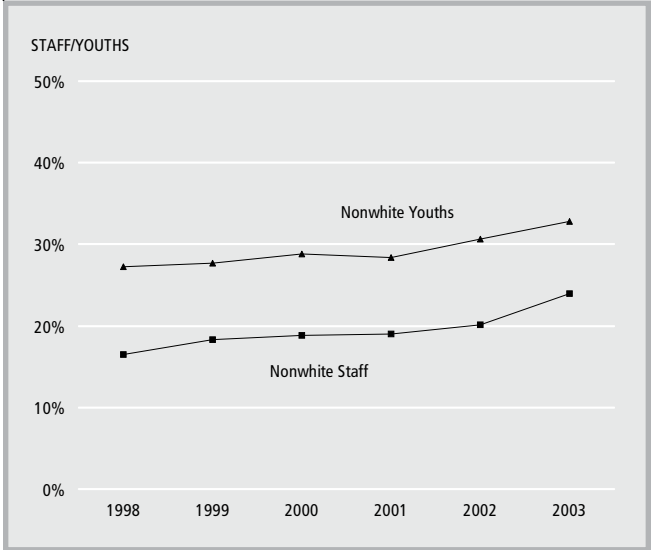
Several trends in the numbers of Division staff and youth have become noticeable over the last 6 years. As

may be seen in the chart at center left, both the percentages of female staff and the percentages of female youths in Division custody have increased steadily. Likewise, as may be seen in the chart at center right, percentages of nonwhite staff and percentages of nonwhite youths in Division custody have increased.

### FEMALE STAFF and YOUTHS



### NONWHITE STAFF and YOUTHS



# Information

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## Juvenile Justice Documents

- What Parents Should Know About the Division of Youth Corrections contains: (1) the DYC Mission Statement; (2) How Your Child Entered Youth Corrections Custody; (3) Care, Custody, Guardianship- What Does It Mean?; (4) Programs in DYC; (5) How You Can Help; (6) You and the ORS; and (7) Case Management Services.
- What Youth Should Know About the Division of Youth Corrections contains: (1) the Youth Bill of Rights, (2) Expectations, (3) Treatment Plans, (4) Grievance Procedure, (5) the New Serious Youth Offender Law, (6) Programs in DYC, and (7) Case Management Services.
- Juvenile Justice Terms lists definitions for commonly used juvenile justice terms.
- The Victims Handbook, prepared by the Youth Parole Authority, explains (1) the processes of the Authority, (2) the rights of victims, and (3) how victims can have input. Although written for victims of youths incarcerated in secure facilities, it can benefit victims of any juvenile offender.
- The Program Brochures: Programs have brochures that describe the facility, programming, services, and important addresses and contact names.
- Utah Sentencing Commission: Juvenile Sentencing Guidelines Manual 1997, a description and application guide for the Juvenile Sentencing Guidelines.
- Division Initiatives, a brief description of seven current projects supported by the Division and other juvenile justice agencies, including BARJ, PEP, CARE, and FFP/RS.

## Posters

- 101 Ways to Stop the Violence
- The Serious Youth Offender

## Speakers Bureau

Youth Corrections' staff are available for community and school presentations that address topics such as Utah's juvenile justice system, privatized facilities for delinquent youth, sex offending youth, or other subjects upon request. Presentations can be specifically prepared for your group. Presentations last approximately one hour and include a question and answer period. Speakers are available throughout the state upon request.

All of the above are available from Jeanne Lund by calling (801) 538-4330 or e-mailing [jlund@utah.gov](mailto:jlund@utah.gov). Additional information can be found by visiting the Division's website; [www.hsdyc.utah.gov](http://www.hsdyc.utah.gov).

## Division Programs and Offices

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DIRECTOR ADMIN SERVICES	FRED WEIDNER, Jr	(801) 538-4122 fax (801) 538-4334
120 N 200 W, Rm 419 Salt Lake City, UT 84103		

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### OFFICE of EARLY INTERVENTION SERVICES

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#### DIVERSION PROGRAMS

DAVIS AREA YTH CTR	Ted Groves	(801) 774-8767 fax (801) 776-2954
2465 N Main, Suite 13-A Sunset, UT 84015		

DART/TASC	Salvador Mendez	(801) 685-5730 fax (801) 685-5707
3570 S 700 W Salt Lake City, UT 84115		

LIGHTNING PEAK	Noela Karza	(801) 370-0503 fax (801) 356-2380
1955 S Dakota Ln Provo, UT 84606		

#### RECEIVING CENTERS

ARCHWAY YTH SRVC CTR	Bob Heffernan	(801) 778-6500 fax (801) 778-6520
2660 Lincoln Ave Ogden, UT 84401		

DAVIS OUTREACH SERVICES	Tracy Hart	(801) 447-0958 fax (801) 447-8298
1353 N Hwy 89 Suite 101 Farmington, UT 84025		

SALT LAKE YTH SRVCS NORTH	Steve Titensor	(801) 269-7500 fax (801) 269-7550
177 W Price Ave Salt Lake City, UT 84115		

SALT LAKE YTH SRVCS SOUTH	Ayelet Engelman	(801) 352-8708 fax (801) 352-8782
10195 S Centennial Parkway Sandy, UT 84070		

VANTAGE POINT	Scott Taylor	(801) 373-2215 fax (801) 812-5286
1185 E 300 N Provo, UT 84601		

### OFFICE of RURAL PROGRAMS

PROGRAM DIRECTOR	MALCOLM EVANS	(801) 491-0100 fax (801) 489-9004
205 W 900 N Springville, UT 84663		

#### CASE MANAGEMENT

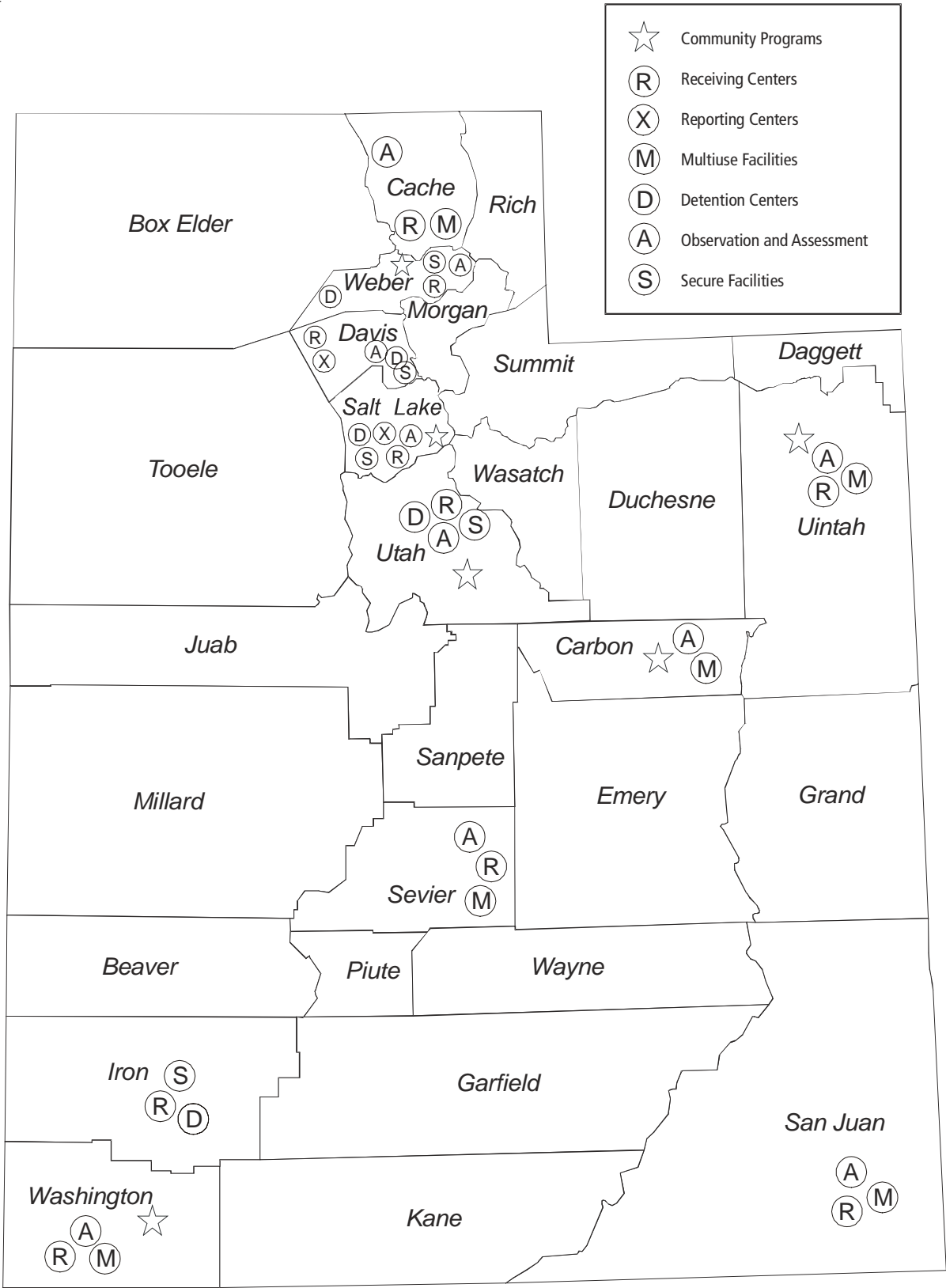
BOX ELDER OUTREACH	Rebecca Hodges	(435) 723-2801 fax (435) 723-0811
138 W 990 S Brigham City, UT 84302		

COPPER SPRINGS OUTREACH	Rich Scheaffer	(435) 792-4267 fax (435) 792-4276
925 W 200 N A6 Logan, UT 84321		

MOAB CASE MANAGEMENT 1165 S Hwy 191 #1 Moab, UT 84532	Robyn Parker	(435) 259-3733 fax (435) 259-3769	DUCHESNE CO RCVNG CTR	Wayne Potter	(435) 722-3226
			FARMINGTON BAY YTH CTR	Tony Hassell	(801) 451-8620
			GENESIS	Julie Shaheen	(801) 576-6700
			ICAP	Ronald Harrell	(801) 265-5961
			IRON CO RCVNG CTR	Paul Arnold	(435) 586-1704
			LIGHTNING PEAK	Noela Karza	(801) 370-0503
			MILL CREEK YTH CTR	Marty Mendenhall	(801) 334-0210
			MOAB CASE MANAGEMENT	Robyn Parker	(435) 259-3733
			OFF of COMMUNITY PROGRAMS	Cecil Robinson	(801) 627-0322
			OFF of CORRECTIONAL FACILITIES	Dave Loden	(801) 284-0200
			OFF of EARLY INTERVENTION	Gaby Anderson	(801) 685-5713
			OFF of RURAL PROGRAMS	Malcolm Evans	(801) 491-0100
			OGDEN CASE MANAGEMENT	Bryan PoVey	(801) 627-0326
			OGDEN O&A	Mike Rigby	(801) 627-0326
			OREM CASE MANAGEMENT	Odell Erickson	(801) 426-7430
			PARAMOUNT REFLECTIONS	Randy Gangwer	(801) 779-6521
			PROJECT PARAMOUNT	Randy Gangwer	(801) 621-3684
			SALT LAKE CASE MNGMNT	Kyle Goudie	(801) 284-0200
			SALT LAKE CASE MNGMNT 2	Mike Butkovitch	(801) 265-7500
			SALT LAKE YTH SRVCS NORTH	Steve Titensor	(801) 269-7500
			SALT LAKE O&A	Anne Nelsen	(801) 284-0230
			SALT LAKE YTH SRVCS SOUTH	Ayelet Engelman	(801) 352-8708
			SALT LAKE VALLEY DT CTR	Keith Smith	(801) 261-2060
			SLATE CANYON YTH CTR	Ron Mervis	(801) 342-7840
			SPLIT MOUNTAIN YTH CTR	Kara Freeman	(435) 789-2045
			SPRINGVILLE O&A	Odell Erickson	(801) 491-0134
			STATE OFFICE	Blake Chard	(801) 538-4330
			SW UTAH YTH CTR	Jay Maughan	(435) 867-2500
			UCAP	Odell Erickson	(801) 491-0134
			VANTAGE POINT	Scott Taylor	(801) 373-2215
			WASATCH YTH CTR	Vanessa Jarrell	(801) 265-5830
			WASH CO YTH CRISIS CTR	Sherri Mowery	(435) 656-6100
			WEBER VALLEY DT CNTR	Jackie Southwick	(801) 825-2794
			YOUTH PAROLE AUTHORITY	Garrett Watkins	(801) 538-4331
<b>Programs and Offices Alphabetically</b>					
ARCHWAY YTH SRVC CTR	Bob Heffernan	(801) 778-6500			
BOX ELDER DIVERSION	Rebecca Hodges	(435) 723-2801			
CACHE VALLEY YTH CTR	Jeff McBride	(435) 713-6260			
CANYONLANDS YTH CTR	Mel Laws	(435) 678-3140			
CASTLE COUNTRY YTH CTR	Randy Railsback	(435) 636-4720			
CENTRAL UTAH YTH CTR	Glen Ames	(435) 893-2340			
COPPER SPRINGS OUTREACH	Rich Scheaffer	(435) 792-4267			
DART/TASC	Salvador Mendez	(801) 685-5730			
DAVIS AREA YTH CTR	Ted Groves	(801) 774-8767			
DAVIS OUTREACH SERVICES	Tracy Hart	(801) 447-0958			
DECKER LAKE YTH CTR	Curtis Preece	(801) 954-9200			

1 Contact State Admin Office for contractors providing community services.

# Division Programs by County







UTAH DEPARTMENT OF HUMAN SERVICES



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