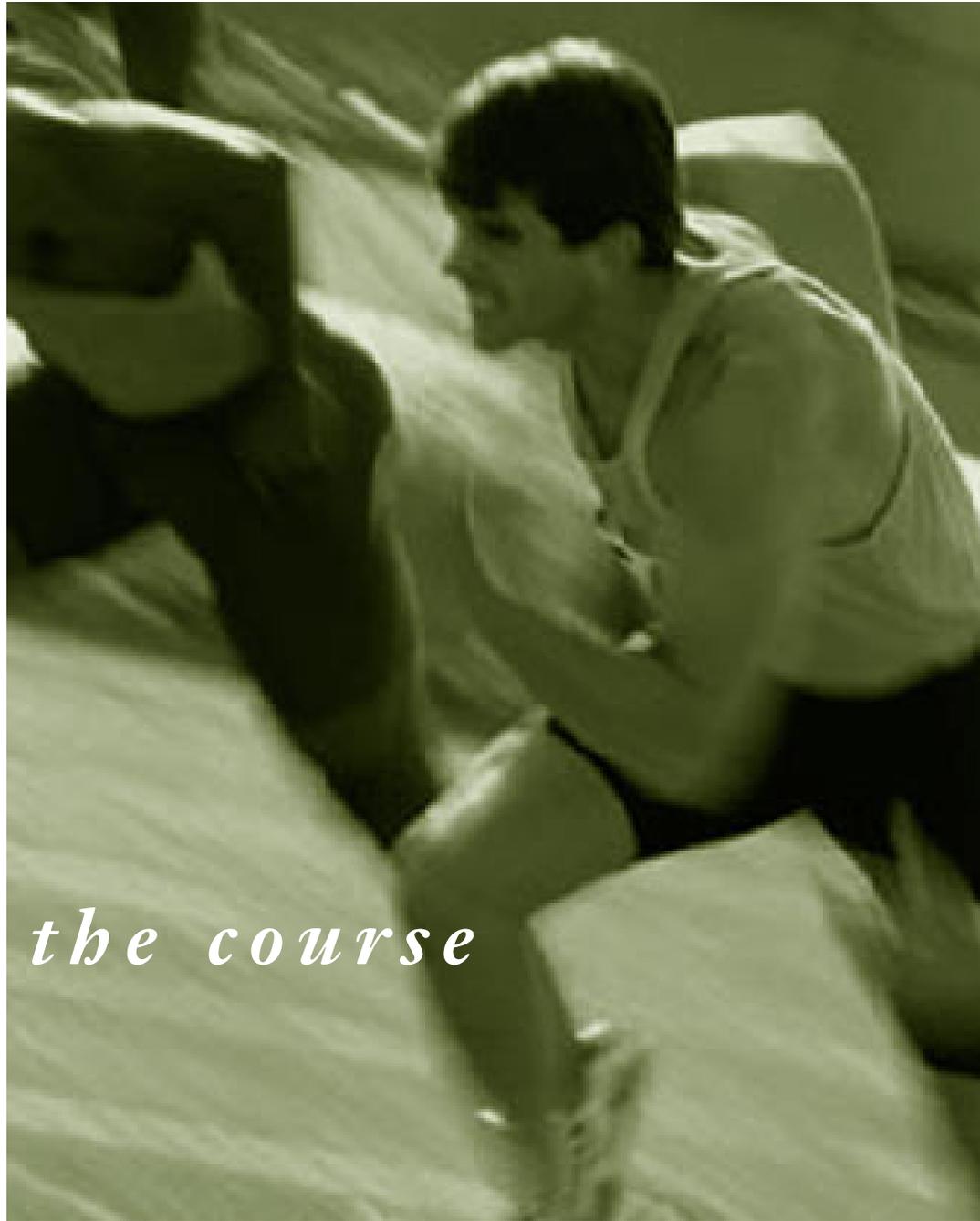




DIVISION OF YOUTH CORRECTIONS

# 2002 Annual Report



STAYING *the course*

UTAH DEPARTMENT OF HUMAN SERVICES  
DIVISION OF YOUTH CORRECTIONS



# Executive Summary

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## DYC ANNUAL REPORT 2002

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 (pages 20-22). Relevant facts about the Division summarized below.

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- |   |   |
|---|---|
| <ul style="list-style-type: none"><li>• Oversight of youth service centers is transferred to the Division of Youth Corrections from the Division of Child and Family Services. As a result, the Division of Youth Corrections creates the Office of Early Intervention (pages 12-13).</li><li>• To advance the principles of the Balanced and Restorative Justice (BARJ) Model, the Division initiated a Program Enhancement Process (PEP) (page 63). Also in support of BARJ, additional parts of the CARE system have been launched (page 64-65).</li><li>• Ground is broken for a new multiuse facility in Blanding (page 8).</li><li>• With few exceptions, Division run programs often operated over capacity (pages 25-26, 30, 48-49).</li><li>• Of all youths in custody on a typical day, about 69% were in community based programs, over 25% were in locked programs (page 35-36).</li><li>• Total felony and misdemeanor convictions decreased for youths admitted to community programs, observation and assessment, and secure facilities (pages 41, 47, 52).</li><li>• Division employees received over 70,000 individual training hours and over 96% successfully completed their required in-service training (page 59).</li><li>• Across many years, the census of all programs reflects a disproportionate number of minority youths and boys (pages 28, 40, 46, 51).</li></ul> | <ul style="list-style-type: none"><li>• The Youth Parole Authority held 982 hearings in FY 2002 (page 53).</li><li>• Youths in custody earned nearly \$328,000 paid directly to victims as restitution (page 63).</li><li>• Quality Assurance reviewed 57 of 76 service contracts and 16 of 29 vendor contracts (pages 57-58).</li><li>• Division funding in FY 2002 was \$87,061,200; authorized funding in FY 2003 is \$90,392,100. Federal collections account for \$12,131,600 of the total FY 2002 revenue (pages 23-24).</li><li>• The Community Based, Observation and Assessment, and Secure Facility sections of the Report have data trends across ten years presented for Population, Budget, and Delinquency History (pages 41, 47, 52).</li><li>• The average daily population of youths in custody was 1,209 during FY 2002 (page 36).</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 (page 67).</li><li>• Internal Investigations analyzes alleged law violations within the Division as well as with all contracted private providers (page 58).</li><li>• Federal Revenue Management staff secured a grant for the establishment of a day-treatment aftercare program in Utah County (page 61).</li></ul> |
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# DYWC

## Annual Report

### 2002

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# ELDON'S LETTER

# 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.*



**G. A. PETRY**  
*Judge, Uintah County Justice Court; Vernal.*



**GEORGIA BLOCK**  
*Educator, Murray.*



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



**JODY VALENTINE**  
*Dental Assistant; Santa Clara.*



**LOIS E. MCARTHUR**  
*Retired City Commissioner; Tooele.*



# BLAKE'S LETTER

# 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 as 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.

## 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.
- 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.

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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

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.

## 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.

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- 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 and replaces a smaller existing center.
- 2002 Ground is broken for the new 32-bed (16 detention, 8 shelter, 8 O&A) facility which will replace the aging and undersized, 10-bed (4 detention, 6 shelter) Canyonlands Youth Home in Blanding.

# 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.

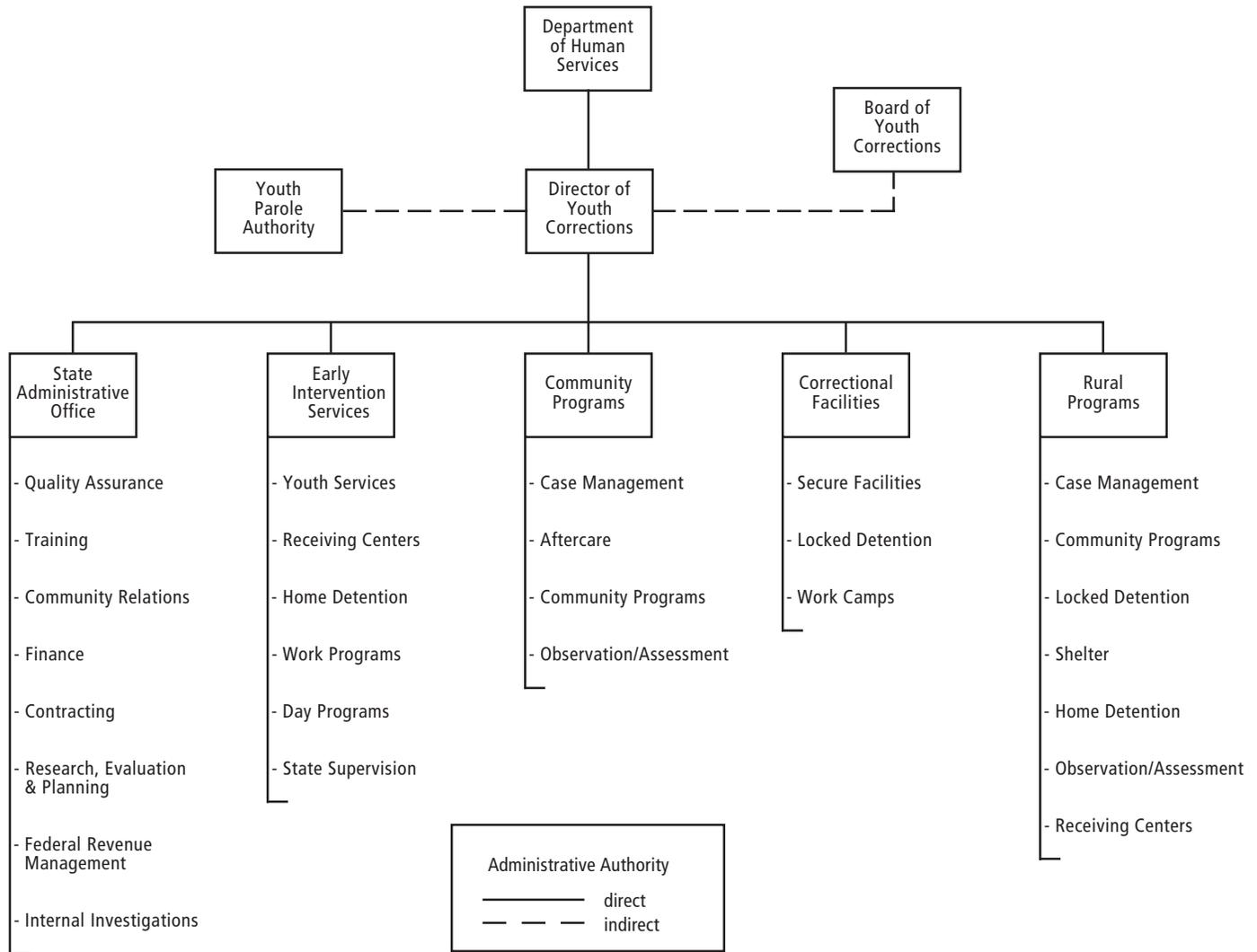
Accountability means that when a crime occurs, a debt is incurred. Justice requires that every effort be made by offenders to restore losses suffered by victims. The Division enables offenders to make amends to their victims and community and take responsibility for their own actions.

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 one division of the Department of Human Services. Other divisions and offices include the Executive Director's Office, Mental Health, Aging and Adult Services, Substance Abuse, Services for People with Disabilities, Office of Recovery Services, and Child and Family Services. The Board of Youth Corrections provides the Division with guidance and has the responsibility for approving policy. The Division Director has indirect authority over the Youth Parole Authority and directly administers the Division's State Office and its service delivery offices.

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.

The organizational change redefined the way in which services are administered. In the past, a full range of residential and nonresidential correctional services were delivered through 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, the regional organization sometimes led to differences in programming philosophy. In addition, the original arrangement made it difficult to move resources quickly when needs arose.

As identified in the chart above, services are now distributed through the Offices of Early Intervention Services, Community Programs, Correctional Facilities, and Rural Programs. The reorganization was designed to improve the consistency and effectiveness of pro-

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.

The reorganization has not changed the Division's traditional goals and objectives. Programming and correctional interventions continue to be organized around the Division's Mission Statement and the three principles of the Balanced And Restorative Justice Model (BARJ); namely, community protection, accountability, and competency development.

Though the four service Offices have different specialties, they must work closely with one another. Coordination is 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 and communication are particularly important for youths who concurrently receive services from two different Offices. This most often happens for secure care youths. They are placed in a secure facility operated through the Office of Correctional Facilities or the Office of Rural Programs and also have a case manager provided by the Office of Community Programs or the Office of Rural Programs.

Further, each Office has important interests in a number of Division-wide projects. Current examples include (1) implementation of a consistent protective and risk assessment process (see "Protective and Risk Assessment", page 67), (2) development of the new CARE information system (see "Court & Agencies' Record Exchange", page 66), and (3) the roll out of the Program Enhancement Process (PEP), a comprehensive process of continuous quality improvement that will guide the operation and development for all Division programs (see "Program Enhancement Process", page 64).

## State Administrative Office

The administrative office in Salt Lake City provides leadership for Division-wide projects and initiatives, centralized finance, community relations, policy development, program planning, contracting, training, research, investigation, and quality assurance functions (see "Special Services", pages 56-62). The administrative office also coordinates interactions with the Utah Legislature and Governor and agencies at Federal, state, and local levels.

## Office of Early Intervention Services

During the 2002 Utah Legislative session, oversight of youth service programs was transferred to the Division of Youth Corrections from the Division of Child and Family Services. This change resulted in the establishment of the Office of Early Intervention Services within the Division of Youth Corrections. The new office has helped to solidify early intervention services as an integral part of the Division's continuum of care.

The Office of Early Intervention Services operates along the Wasatch front. The service delivery area includes Weber, Morgan, Davis, Salt Lake, Summit, Tooele, and Utah Counties and corresponds to regions covered by the 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> Districts of the Juvenile Court.

Programs operated by the Office of Early Intervention Services are intended to prevent or divert youths from further involvement with the juvenile justice system (see "Receiving Centers and Day Programs", page 33). Youth service centers in Salt Lake, Ogden, and Provo provide short-term interventions for homeless and runaway youths. These centers provide crisis counseling for youths and their families and have beds for short-term shelter care when needed. In addition, the Office of Early Intervention Services operates receiving centers and a variety of diversion services. Diversion services include home detention, nonresidential work programs, educational and counseling groups for youths, family therapy, intensive supervision, community outreach, and parenting classes. Finally, the Office provides residential care for state supervision youths who require out-of-home placements.

In its first year of operation, the Office of Early Intervention Services began the work of standardizing and better defining program models for each of its services. Further, in collaboration with the Director of the Office of Rural Programs, a steering committee was established to develop a statewide model for youth services. The steering committee meets monthly and has representatives from the Office of Early Intervention Services, the Office of Rural programs and from individual youth service centers.

Additional objectives of the Office of Early Intervention Services include (1) the development or modification of policies and procedures manuals for all Early Intervention programs, (2) integration of the Division's risk assessment process into program models for early intervention, and (3) participation in the Division's

Program Enhancement Process (PEP) to monitor key services and to regularly collect and utilize outcome measures.

## Office of Community Programs

The Office of Community Programs is responsible for a variety of community based services for youths committed to the Division of Youth Corrections along the Wasatch front (see "Case Management", page 35).

Community based services include:

- Case Management Services for all youths in the custody of the Division of Youth Corrections (throughout the service delivery area)
- Observation and Assessment (Ogden, Farmington, Salt Lake City, and Springville)
- After Care services (Ogden - Project Paramount; Salt Lake City - Intensive Community After Care Program (ICAP); and Orem - Utah County After Care Program (UCAP))
- Out-of-home placements such as Proctor programs and Group Homes operated by private providers (throughout the service delivery area)
- The Reflections Day Treatment Program for female offenders (Layton)
- Nonresidential services such as Electronic Monitoring, Tracking, and Counseling (throughout the service delivery area)

During FY 2002, the Office of Community Programs launched several significant initiatives (see "Community Aftercare", page 63). A 3-year Federal grant was obtained to develop an aftercare program in Utah County. Similar programs are in operation in Salt Lake City (ICAP) and Ogden (Project Paramount). The Utah County After Care Program (UCAP) is designed to provide nonresidential transition services for youths exiting secure care. The program's goal is to return youths to the community as productive, competent, and law-abiding citizens. The approach focuses on developing individualized reentry plans for all youths, closely monitoring them in the community, and supporting their efforts to obtain and hold jobs. Youths will be involved in community service projects and will be linked to services offered by other community partners including local school districts, the Department of Work Force Services, the Division of Substance Abuse and Mental Health, and the Division of Rehabilitation Services.

In a related accomplishment, the Intensive Commu-

nity After Care Program (ICAP) in Salt Lake City moved out of a wing of the Wasatch Youth Center into its own facility. This program is similar to the UCAP program, but offers residential as well as nonresidential services. The move and subsequent program enhancements have already resulted in marked improvements in workers' abilities to help youths transition back to the community from secure care. The changes in physical location and programming have been popular with both youths and staff. Already, there have been several incidents where youths in the community have returned to the program on their own to obtain help with difficult situations.

During FY 2002, the Program Director for the Office of Community Programs chartered a committee to study the Division's current case management practices. Committee members began by evaluating research-based case management models from across the country. They then conducted a thorough examination of the Division's current case management practices. Committee recommendations for Division-wide changes in case management practices are scheduled to be presented to the Division Administrative Team in January, 2003. Implementation of approved recommendations is expected to begin in the first quarter of FY 2004.

Other ongoing projects include the development of a graduated sanctions model and the implementation of the Program Enhancement Process (PEP) for all programs operated by the Division. It should be noted that the Office of Community Programs has developed a plan to include private provider programs offering residential services in this initiative.

The continued success of services and programs offered by the Office of Community Programs is directly attributed to the caring and committed staff and volunteers who dedicate their lives to making a difference in the lives of young offenders. They are our greatest resource.

## The Office of Correctional Facilities

The Office of Correctional Facilities was developed to oversee locked detention centers, secure facilities, and the Genesis Youth Center along the Wasatch Front.

The locked detention centers are:

- Weber Valley Detention Center (Ogden)
- Farmington Bay Youth Center (Farmington)
- Salt Lake Valley Detention Center (Salt Lake)
- Slate Canyon Youth Center (Provo)

The secure facilities are:

- Mill Creek Youth Center (Ogden)
- Farmington Bay Youth Center (Farmington)
- Decker Lake Youth Center (Salt Lake City)
- Wasatch Youth Center (Salt Lake City)
- Slate Canyon Youth Center (Provo)

Private correctional companies, under contract with the Division, operate Farmington Bay Youth Center and Salt Lake Valley Detention Center. The Farmington Bay facility also operates an observation and assessment program.

The Genesis Youth Center is a 68-bed, coeducational residential work program (see “Work Camps and Programs”, page 31). The program provides work opportunities for youths who have court-ordered obligations to pay victim restitution. Genesis serves youths from across the state and all levels of the juvenile justice system. This includes those (1) under the supervision of Juvenile Court probation, (2) on state supervision, (3) under Division custody for community placement, and (4) on parole from secure care.

Secure facilities provide extended care for seriously delinquent youth in a locked environment (see “Secure Facilities”, page 48). A chief objective of the Office of Correctional Facilities is to enhance the Division's continuum of services by better coordinating efforts of workers in secure facilities and case managers in the community. Secure care must hold the youth accountable and help the youth take responsibility for his or her own delinquent behavior. At the same time, secure care workers must help the youth build the skills necessary to be successful when leaving the facility and coordinate with case managers who will supervise the youth in the community. It is believed that the protective and risk assessment tool will be a major support for this coordination. The Division is committed to using the tool with all youths in Division custody. As assessments become widely used they will provide valuable information on an individual's needs for services, provide a way to monitor a youth's progress, and facilitate the sharing of significant information between workers in secure facilities and case managers in the community.

The Office of Correctional Facilities also recognizes that the goal of enhancing the Division's continuum of services often requires coordination with workers in other agencies outside the Division. Appropriate care of a youth may require expertise and programming that the Division cannot support on its own. During FY 2002, the Office worked to develop relationships with allied

agencies such the Division of Substance Abuse and Mental Health to provide specialized evaluations and services. Success in such efforts strengthens programming and maximizes the use of the available financial resources.

The Office of Correctional Facilities also has placed emphasis on obtaining outside funding to provide additional services for youths. For example, grant money was obtained to provide training on Microsoft Office Products to youths in secure care. Further, efforts are being made to obtain outside funding to enhance drug and alcohol treatment in secure care.

Locked detention programs provide short-term care for youths charged with a serious offense, serving a court-ordered sentence, or awaiting placement in another program (see “Detention”, page 25). Detention programming is designed to promote the three principles of the Balanced And Restorative Justice Model. In addition, detention center superintendents meet regularly to ensure that needs of the Juvenile Court are met.

Currently, the Office of Correctional Facilities is joining with the Division's other Offices in supporting the Division's Program Enhancement Process (PEP) initiative. The project is a commitment to ongoing assessment of service delivery and client outcomes to achieve the best outcomes for clients, families, and the community.

The Office of Correctional Facilities strives to provide 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 the responsibility for delivering a full range of correctional services in Utah's rural areas. The Office currently operates programs in ten rural communities across Utah. The majority of services are delivered through six multiuse centers:

- Cache Valley Youth Center (Logan)
- Split Mountain Youth Center (Vernal)
- Castle Country Youth Center (Price)
- Canyonlands Youth Home (Blanding)
- Central Utah Youth Center (Richfield)
- Washington County Youth Crisis Center (St. George)

Each multiuse center provides a variety of residential

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and nonresidential services (see "Multiuse Facilities", page 30) including locked detention, diversion, shelter care, youth service programming, and observation and assessment. Programming space is available 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, the Office of Rural Programs operates offices in Brigham City, Moab, and Roosevelt to provide case management and receiving center functions.

Providing a complete range of services in a rural setting poses a number of major challenges. The relatively small numbers of youths in rural communities make it extremely 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, rural programs may have difficulty attracting qualified service and support staff; training is more expensive; medical services often are not available locally; fewer community resources are available to support correctional programs; and administrative costs

are higher because staff must travel great distances.

Despite the difficulties, there are many good reasons to provide services at local levels. As recognized in the Division's Mission Statement, it is critical to involve parents and community members in a youth's correctional plan. Youths need chances to mend broken relationships and establish local support networks if they are to be successful when they eventually return to their home communities. In addition, locally administered programs can be more responsive to local community standards and better help communities combat community-level problems associated with delinquency. This all becomes difficult or impossible when a youth must be transported long distances to programs far from the his or her home community.

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 in the different centers and offices. In addition, the Office is participating with the Division's other offices in the effort to develop protective and risk assessment tools and in the Program Enhancement Process (PEP). Both efforts should increase the quality of programming and the decisions made about youths in care.

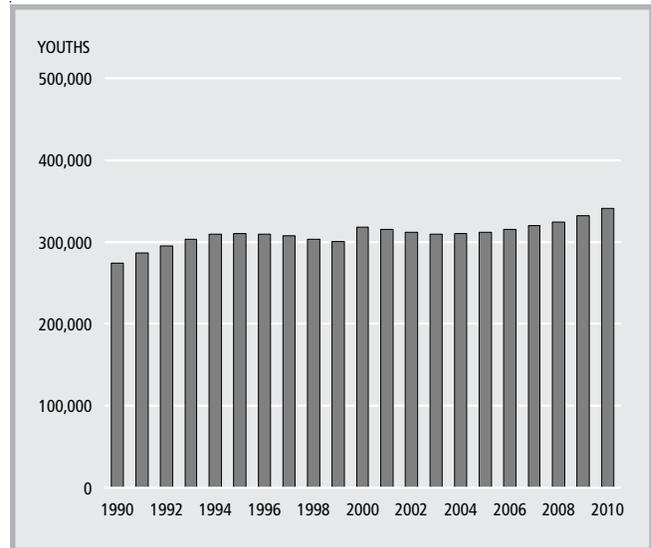
# Population Served

During FY 2002, Utah's population of 10 - 17 year olds numbered 311,571, a slight decrease from the number in FY 2001 (315,448). As represented in the chart at top right, the group is expected to continue to decline slightly for the next 2 years. Beginning in 2005, the population is expected to grow steadily and reach 341,000 by 2010 (source: Utah State Governor's Office of Planning and Budget, 2002).

The majority of these youths (76%) live in four 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 2001, over 37% of Utah's youths will have some contact with the juvenile justice system *by the time of their 18th birthday*. Over 2.5% 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

### UTAH'S 10 to 17 YEAR OLD YOUTHS



Youth Corrections or the Division of Child and Family Services. Additional predictions about contacts with Utah's juvenile justice system are presented below.

## WHAT TO EXPECT BY AGE 18

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

1 in 3.8 youths will be found to have committed at least one felony- or misdemeanor-type offense:

- 1 in 17 - offense against a person (1 in 73 a felony-type offense against person).
- 1 in 5.7 - offense against property.
- 1 in 6.2 - offense against the public order.

A small proportion of youths (7.1%) will be responsible for the majority of identified youth crime (66%).

### Custody and supervision

1 in 12 youths will spend time in locked detention.

1 in 20 youths will be placed under supervision with Juvenile Court Probation.

1 in 34 youths will be committed to the Division of Child and Family Services for custody or supervision.

1 in 45 youths will be committed to Youth Corrections custody:

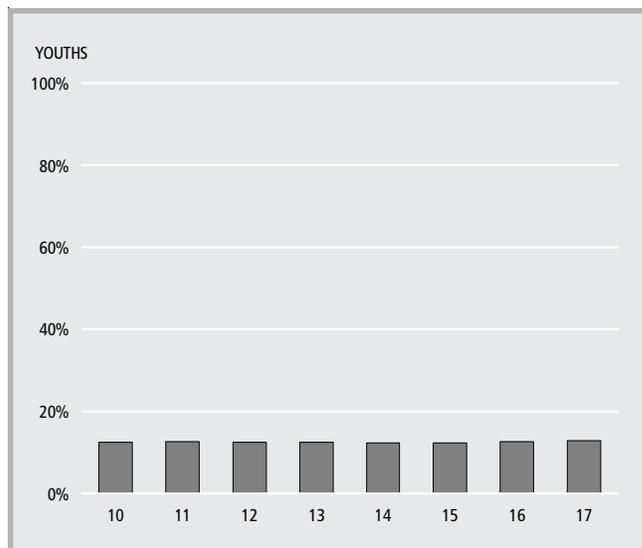
- 1 in 74 - community placement.
- 1 in 78 - observation and assessment.
- 1 in 269 - secure facility.

<sup>1</sup> Felony-type offenses are the most serious followed by misdemeanor-type offenses and infractions. Juvenile status offenses, are offenses that would not be crimes if committed by an adult. Felony- and misdemeanor-type offenses are distinguished further by their object: person offenses (e.g., assault); property offenses (e.g., car theft); public order offenses (e.g., gambling).

## AGES

The population of youths at risk in FY 2002 included nearly equal numbers of youths at each age between 10 and 17 years.

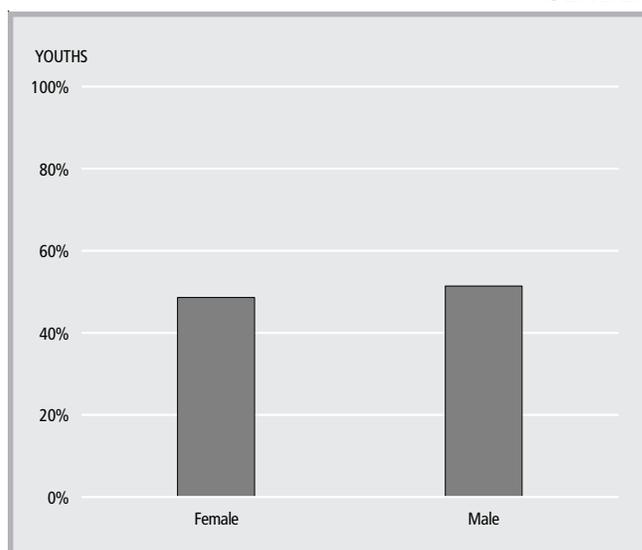
The majority of youths in Division care are between 15 and 17 years old. Consequently, there should be little change in the numbers of candidates for Division programs in the next several years (source: Utah State Governor's Office of Planning and Budget; 2002).



## GENDER

Boys held a slight majority (51%) of the youth population (source: Utah State Governor's Office of Planning and Budget, 2002).

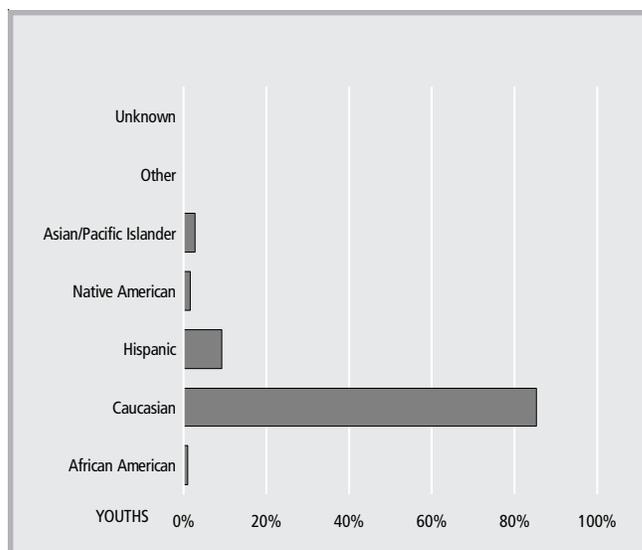
Boys are overrepresented in all levels of Youth Corrections' programming.



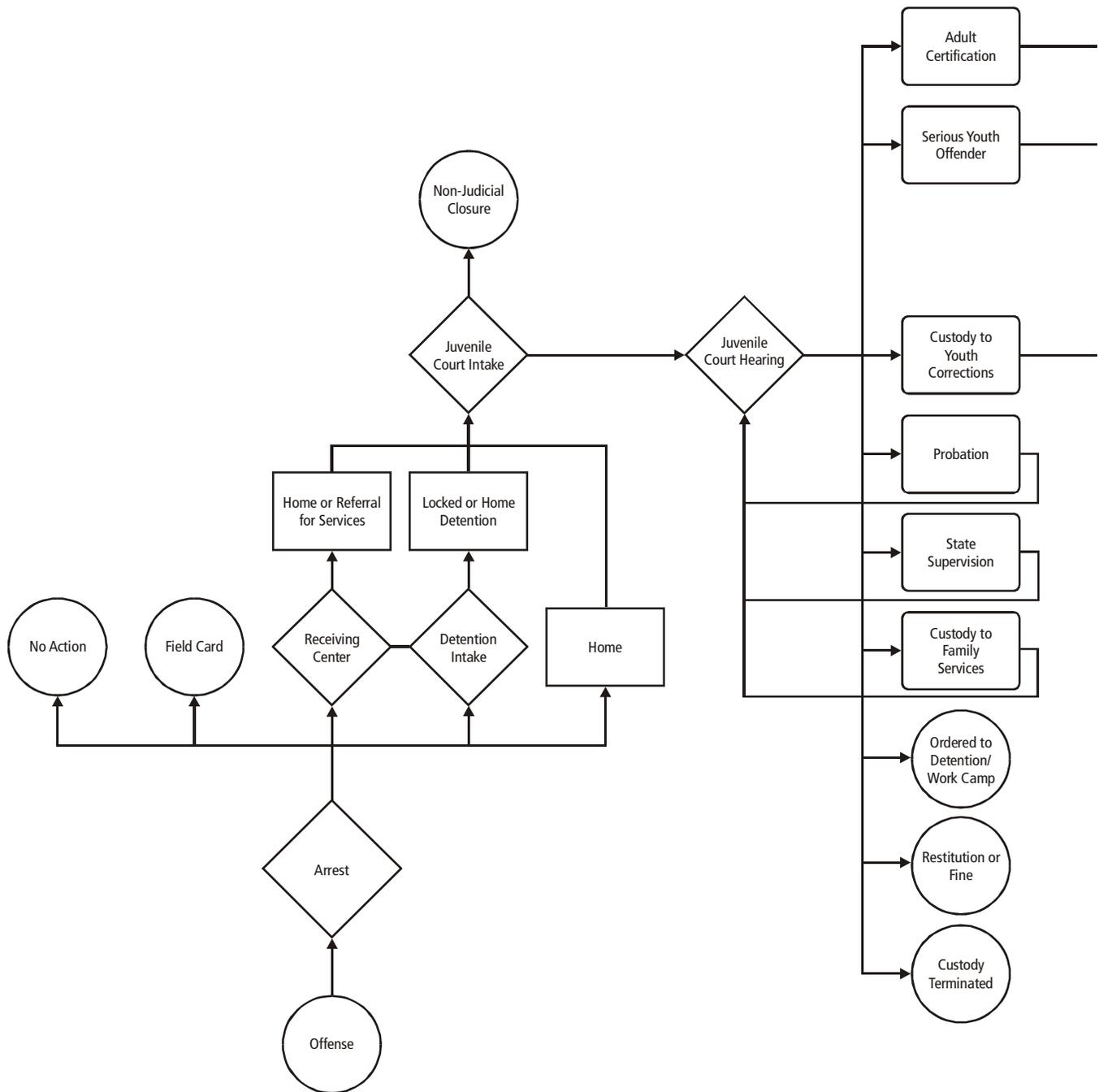
## ETHNICITY

The great majority of youths at risk (85.3%) were Caucasian. Hispanics represented about 9.3% of the group; African Americans 1.0%; Native Americans 1.6%; Pacific Islanders (PCI) and Asians collectively represented 2.9% (source: Utah State Office of Education, fall enrollment in grades 5 through 10 for the 2001 - 2002 school year).

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



# Client Flowchart

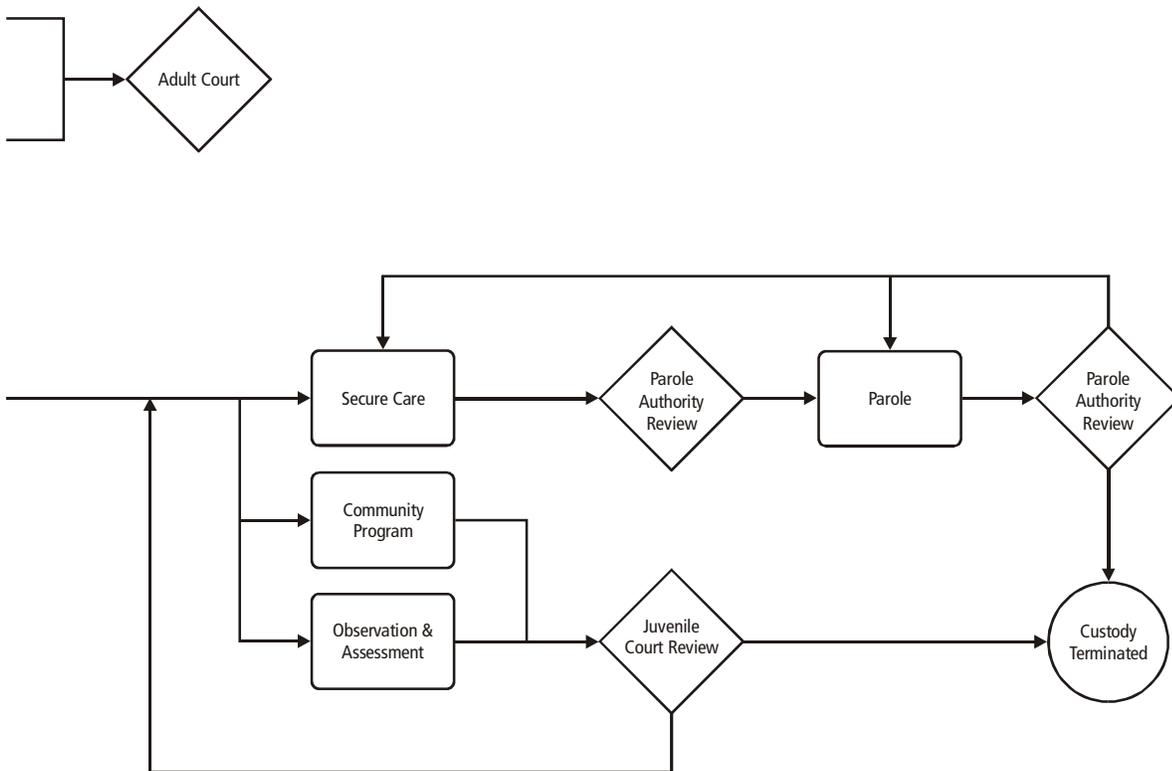


A youth who is arrested and charged with an offense is referred to a Juvenile Court intake worker. Depending on the seriousness of the offense and other factors, such as danger to the community, the child may be held in a detention center operated by the Division.

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

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 correctional 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 offense 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, 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 over the age of 12.

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. Juvenile Court Judges receiving a recommendation are not bound by the guidelines. Nevertheless, it was hoped that the standardized recommendations would promote consistency in judicial decision making. 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. The Division of Youth Corrections appears to have created short-term, out-of-home placements across the state, 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. On the other hand, the rate of commitment to the Division of Youth Corrections was not significantly reduced. Interestingly, there were only slight differences in reoffense rates and commitment rates for different Juvenile Court Districts even though Districts varied widely in the types of new services they had implemented.

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 is equivocal and 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 also 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 accessed on-line at [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.

## Legislative Intent Language

The 2002 Utah Legislature directed the Division to continue using community based programs and services whenever possible for youths in Division custody. The Legislature also called for recruitment of additional programs and the strengthening of those already in place.

Funds for the Division and the Youth Parole Authority were determined to be nonlapsing.

Finally, the Division was instructed to use the discretionary component of its FY 2002 compensation package to fund the Division's most critical salary needs.

# Budget

## Operating Budgets.

| Office                         | Actual FY 2002    | Appropriated FY 2003 | Requested FY 2004 |
|--------------------------------|-------------------|----------------------|-------------------|
| <b>State Office</b>            |                   |                      |                   |
| Administration                 | 3,860,700         | 3,163,900            | 3,125,800         |
| <b>Community Programs</b>      |                   |                      |                   |
| Administration                 | 786,216           | 795,600              | 785,100           |
| Case Management                | 3,936,768         | 4,357,400            | 4,300,100         |
| Community Programs             | 18,089,599        | 18,618,100           | 18,373,100        |
| Observation & Assessment       | 3,250,766         | 2,961,700            | 2,922,700         |
| Out of State Placement         | 1,162,844         | 858,900              | 847,600           |
| Transition                     | 1,519,807         | 2,169,700            | 2,141,100         |
| Sub Total                      | 28,746,000        | 29,761,400           | 29,369,700        |
| <b>Correctional Facilities</b> |                   |                      |                   |
| Administration                 | 298,503           | 331,700              | 326,800           |
| Detention Facilities           | 10,146,502        | 10,498,300           | 10,343,400        |
| Observation & Assessment       | 842,390           | 879,600              | 866,600           |
| Secure Facilities              | 13,591,398        | 13,801,500           | 13,597,700        |
| Work Camp                      | 2,816,508         | 2,864,600            | 2,822,300         |
| Sub Total                      | 27,695,300        | 28,375,700           | 27,956,800        |
| <b>Early Intervention</b>      |                   |                      |                   |
| Administration                 | 73,900            | 89,200               | 87,900            |
| Diversion                      | 5,043,404         | 5,430,500            | 5,353,100         |
| Receiving Centers              | 2,132,000         | 2,575,200            | 2,538,600         |
| Work Camp (Strawberry)         | 99,996            | 900                  | 900               |
| Youth Services                 | -                 | 781,500              | 770,400           |
| Sub Total                      | 7,349,300         | 8,877,300            | 8,750,900         |
| <b>Rural Programs</b>          |                   |                      |                   |
| Administration                 | 319,769           | 448,000              | 441,300           |
| Alternatives to Detention      | 1,158,591         | 581,200              | 572,600           |
| Case Management                | 813,582           | 868,800              | 855,900           |
| Community Programs             | 5,991,315         | 5,996,000            | 5,906,800         |
| Detention Facilities           | 5,899,443         | 6,751,200            | 6,650,900         |
| Observation & Assessment       | 1,199,573         | 1,211,800            | 1,193,800         |
| Out of State Placement         | 126,325           | 195,700              | 192,800           |
| Receiving Centers              | 865,166           | 1,076,200            | 1,060,200         |
| Secure Facilities              | 760,319           | 1,278,300            | 1,259,300         |
| Shelter                        | 1,985,417         | 1,512,200            | 1,489,600         |
| Sub Total                      | 19,119,500        | 19,919,400           | 19,623,200        |
| <b>Youth Parole Authority</b>  |                   |                      |                   |
| Administration                 | 290,400           | 294,400              | 287,300           |
| <b>Total</b>                   | <b>87,061,200</b> | <b>90,392,100</b>    | <b>89,113,700</b> |

## Sources of Funding.

| Source                               | Actual FY 2002    | Appropriated FY 2003 <sup>1</sup> | Requested FY 2004 |
|--------------------------------------|-------------------|-----------------------------------|-------------------|
| General Fund                         | 69,908,100        | 70,802,600                        | 69,456,000        |
| Federal Collections <sup>2</sup>     | 12,131,600        | 13,640,900                        | 13,709,100        |
| Other Collections <sup>3</sup>       | 4,521,500         | 5,407,400                         | 5,407,400         |
| General Fund Restricted <sup>4</sup> | 500,000           | 541,200                           | 541,200           |
| <b>Total</b>                         | <b>87,061,200</b> | <b>90,392,100</b>                 | <b>89,113,700</b> |

1 Includes \$2,361,120 nonlapsing funds carried over from FY 2002.

2 Title IV-E, Foster care, Title XIX Targeted Case Management, Medicaid, US Immigration & Naturalization Service, and Federal grants.

3 Transfer from Office of Recovery Services and other state agencies.

4 Dedicated fund for restitution to victims.

The chart at bottom left represents the Division's budgets during over the last 21 years. Yearly expenditures rose from \$9.6 million in FY 1982 to over \$87 million in FY 2002, an increase of over 800%. Budget increases paralleled increases in numbers of youths in custody; average numbers of youths in custody each day grew from 436 in FY 1982 to 1,208 in FY 2002. Beyond this, budgets have grown as the Division has broadened its range of services. Changes include:

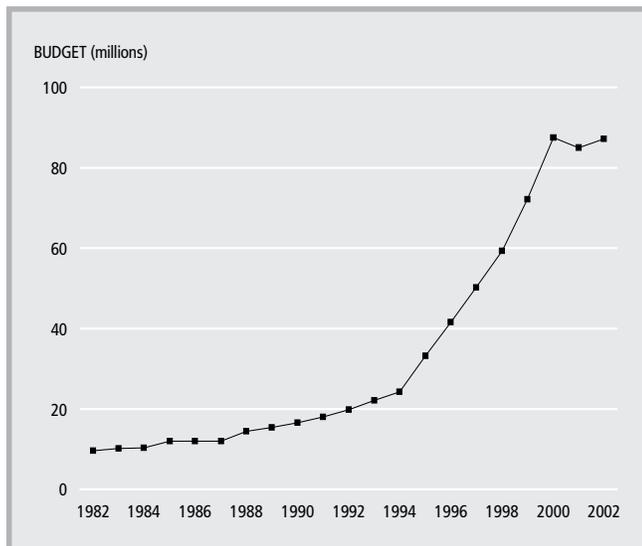
- The Division assumed responsibility for operation of locked detention facilities in FY 1987. Prior to this, centers were partially funded by the state, but managed and operated by counties.
- The Division developed residential work camps (Genesis Youth Center, 1994) and incorporated

work projects at all levels of programming.

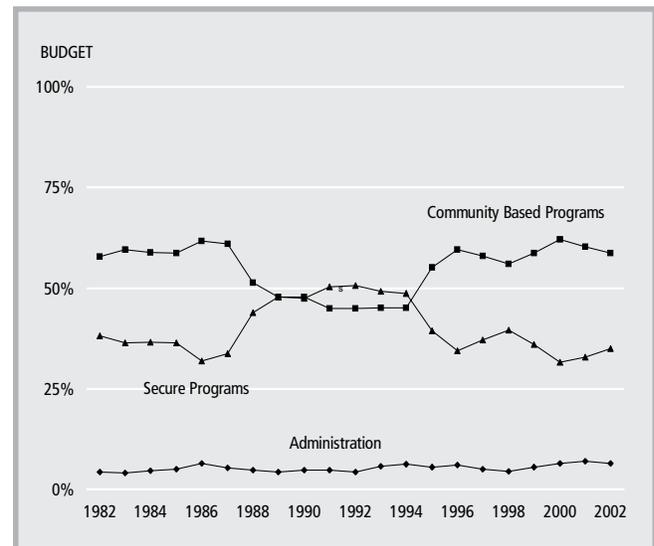
- Receiving centers were developed for youths not meeting requirements for locked detention.
- The Division worked with the Juvenile Court to develop services for youths on state supervision.
- The 2002 Utah Legislature gave the Division oversight of Youth Services programs.

The chart at bottom right shows fluctuations in the percentages of budgets devoted to secure programs (detention and secure facilities) relative to budgets for community based programs. The part of the budget for secure programs reached a high of 50% in FY 1991. In FY 2002, the percentage was about 35%, among the lowest values in the 21 year period. Budgets for administration have been relatively low and stable throughout.

### DIVISION BUDGETS FY 1982 to FY 2002



### BUDGET COMPONENTS FY 1982 to FY 2002



# 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 programs function within a rehabilitative framework to provide secure custody, emotional support, and activities aimed at helping youths learn socially acceptable behavior and build self-esteem. Youth in Custody teachers hold school daily in classrooms at each facility. Medical and dental services also are provided as needed. Family visitation is encouraged and nondenominational church services are held at all centers.

As an alternative to locked detention, appropriate youths may be placed on home detention. This service provides close supervision and structured activities in a community setting. Youths are placed on home detention for the same reasons as those admitted to locked detention, but pose less risk to themselves and others.

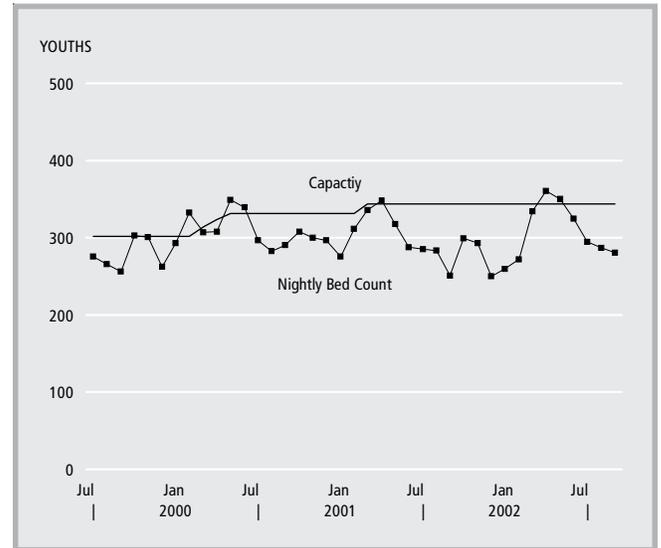
The Division's reorganization (see "Organizational Structure", page 11) placed the four detention centers along the Wasatch Front under the Office of Correctional Facilities. Home detention programs, which previously operated through these facilities, were placed under the Office of Early Intervention Services.

The seven detention centers in rural areas are administered by the Office of Rural Programs. Six of these are multiuse centers that can provide shelter, observation and assessment, receiving center, and detention alternative services in addition to locked detention. The seventh, the Southwest Utah Youth Center, provides both locked detention and secure care.

The use of locked detention has changed little over the last 3 years. Average nightly bed count was 300 in FY 2000, 304 in FY 2001, and 297 in FY 2002 (see chart at top right). Admissions actually grew slightly over the 3-year period, increasing from to 14,234 in FY 2000, to 14,411 in FY 2001 and 14,417 in FY 2002. However, average length of stay per admission has dropped from 8.0 days in FY 2000 to 7.8 in FY 2001 and 7.4 in FY 2002.

During FY 2002, there was serious overcrowding in several of the Division's detention centers. As may be seen in the table on the following page, all centers exceeded capacity on some nights during FY 2002. The

**AVERAGE NIGHTLY BED COUNT**



## Quick Facts -- Locked Detention

|                                  |          |
|----------------------------------|----------|
| Number of Programs .....         | 11       |
| Beds .....                       | 344      |
| Admissions .....                 | 14,417   |
| Different Youths Served .....    | 6,689    |
| Average Nightly Bed Count .....  | 296.9    |
| Length of Stay per Admission ... | 7.4 days |
| Daily Cost per Youth .....       | \$148.09 |

most extreme cases were two rural multiuse centers; Washington County Youth Crisis Center (99.7%) in St. George and Canyonlands Youth Home (80.3%) in Blanding. Overcrowding at both locations should be minimized with the completion of new facilities that were funded during FY 2002. The Blanding facility, which was begun during FY 2002, will provide 16 beds for locked detention, 8 beds for shelter, and 8 beds for observation and assessment. This will replace the original facility which had 4 beds for locked detention and 6 beds for shelter. The new building in St. George will add 48 beds of locked detention in a separate facility. The existing 20-bed multiuse facility will be retained for shelter, and other nonsecure programs.



Volunteer teaching class at Salt Lake Valley Detention Center.



Construction of new multiuse center in Blanding.

## Use of Locked Detention Centers During FY 2002.

| 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         | 734                        | 1,317                   | 18.8              | 13.2%                             | 5.1                         |
| Salt Lake Valley Detention               | 160        | 2,828                      | 5,722                   | 129.7             | 4.1%                              | 8.1                         |
| Slate Canyon Youth Center                | 38         | 842                        | 1,759                   | 36.3              | 39.7%                             | 7.4                         |
| Weber Valley Detention Center            | 34         | 803                        | 1,936                   | 29.8              | 27.1%                             | 5.6                         |
| <b>Office of Rural Programs</b>          |            |                            |                         |                   |                                   |                             |
| Cache Valley Youth Center                | 16         | 419                        | 798                     | 12.1              | 14.8%                             | 5.5                         |
| Canyonlands Youth Home                   | 4          | 184                        | 334                     | 7.6               | 80.3%                             | 8.2                         |
| Castle Country Youth Center              | 16         | 291                        | 537                     | 13.4              | 26.6%                             | 9.1                         |
| Central Utah Youth Center                | 16         | 259                        | 597                     | 8.6               | 3.3%                              | 5.1                         |
| Southwest Utah Youth Center              | 10         | 191                        | 378                     | 9.5               | 40.3%                             | 9.2                         |
| Split Mountain Youth Center              | 16         | 232                        | 379                     | 11.2              | 9.0%                              | 10.4                        |
| Washington Co. Youth Crisis Center       | 10         | 321                        | 660                     | 19.8              | 99.7%                             | 11.0                        |
| <b>Total</b>                             | <b>344</b> | <b>6,689</b>               | <b>14,417</b>           | <b>296.9</b>      |                                   | <b>7.4</b>                  |

1 Youths Served is an unduplicated count per facility. The total is an unduplicated count for the entire system.

2 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.

3 The "Nights Over Capacity" measure is based on the actual numbers of beds available each night.

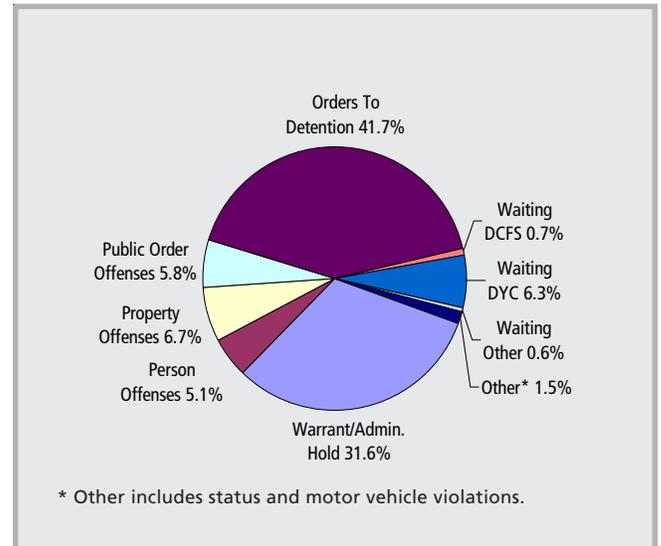
4 "Length of Stay" is the average number of days served per admission.

## ADMITTING OFFENSES TO LOCKED DETENTION

During FY 2002, 17.6% 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, 73.3%, were for orders to detention, warrants, or administrative holds.

7.6% of admissions to locked detention were for youths waiting for a Youth Corrections' placement (Waiting DYC), a Division of Child and Family Services' placement (Waiting DCFS), or some other agency's placement (Waiting OTH).

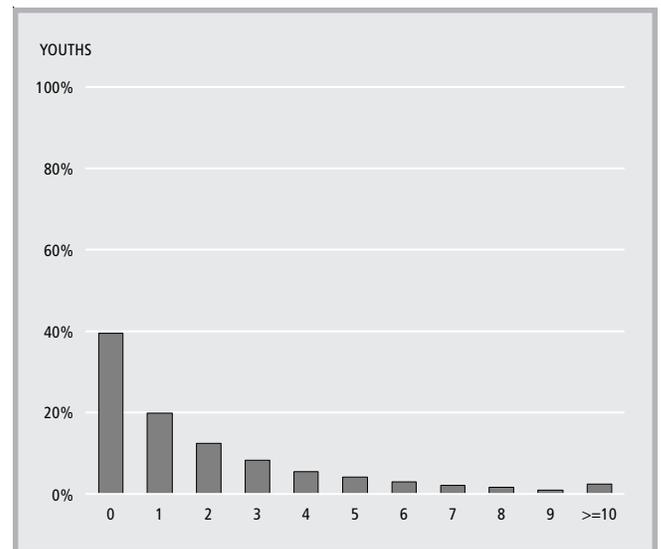


## PRIOR DETENTION ADMISSIONS

Youths admitted to locked detention during FY 2002 had an average of 2.0 prior admissions to locked detention.

About 59% of youths admitted had either one or no prior detention placements; that is, they were being admitted for the first or the second time.

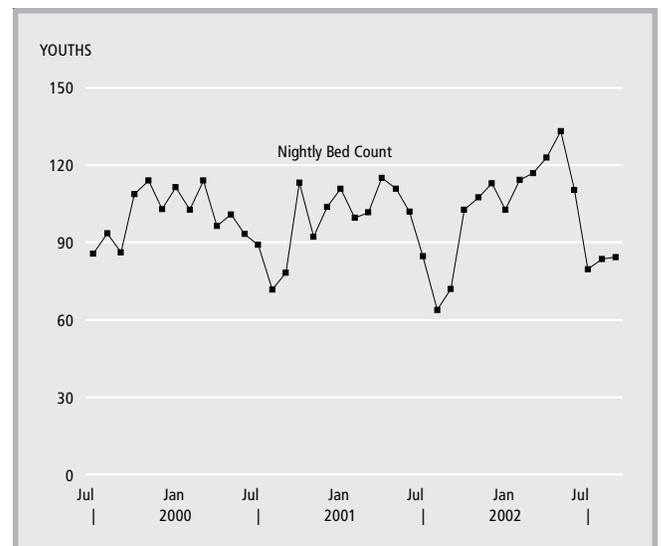
2.5% of youths admitted during the year had 10 or more prior placements in locked detention.



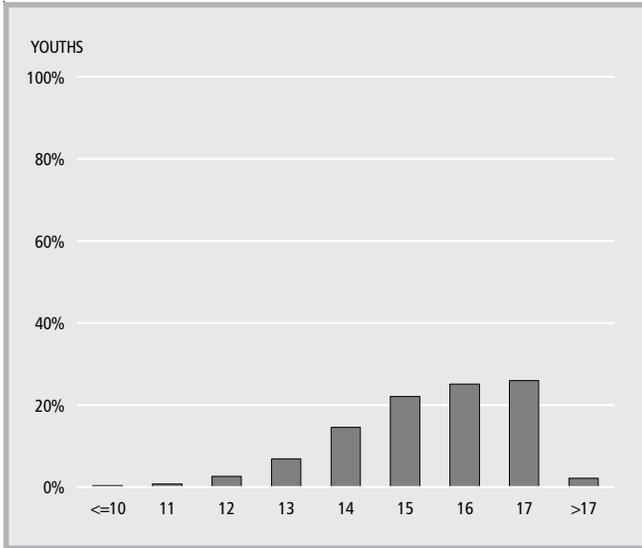
## USE OF HOME DETENTION

During FY 2002, 9 different home detention programs had 1,808 admissions and provided over 37,858 days of care to 1,591 different youths.

Average nightly home detention population in FY 2002 was 104, a slight increase from 99 in FY 2001.

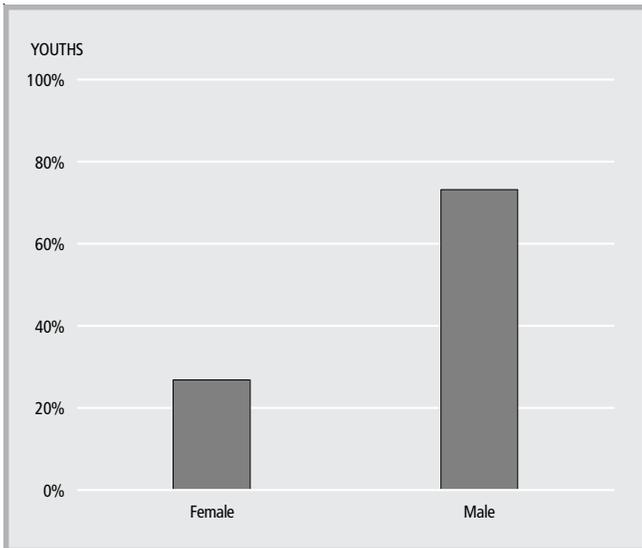


## AGES



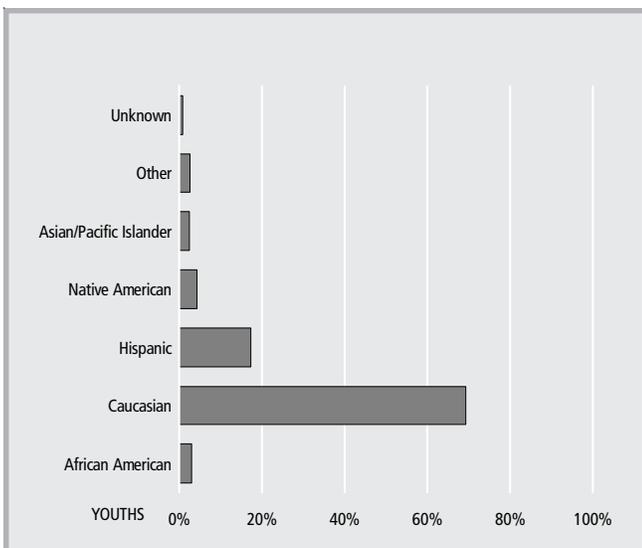
Youths admitted to locked detention during FY 2002 ranged in age from less than 10 to over 18 years old and averaged 16 years. Of all youths admitted, 88% were between 14 and 17 years old. This is approximately the same distribution of ages as that seen in FY 2001.

## GENDER



Girls represented about 27% of all youths admitted to locked detention during FY 2002, or over one in every four admissions. This is a slight increase from the proportion of 26% during FY 2001.

## ETHNICITY



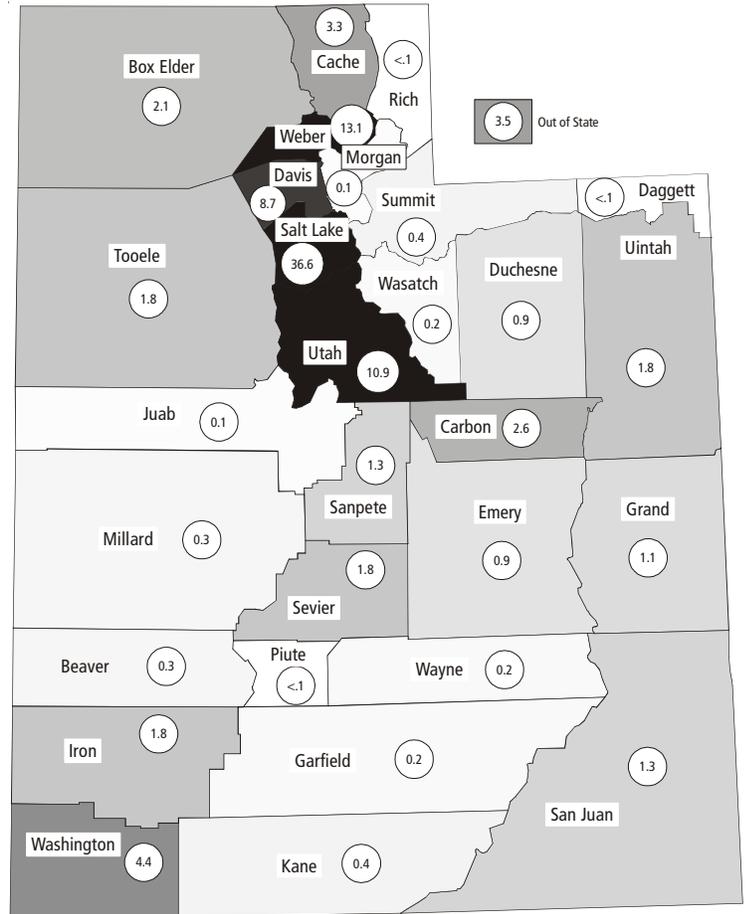
Continuing a trend of many years, minorities were disproportionately overrepresented in locked detention. Collectively, they accounted for nearly 31% of all admissions, though they represent under 15% of Utah's youth population.

African American youths were represented over 3 times more frequently than would be expected from their proportion in the population at large; Hispanics were represented nearly 2 times more frequently.

## Percentage of Admissions by County

Statewide, there were 14,417 admissions to Utah's locked detention during FY 2002. 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, 13.1% of all admissions involved youths from Weber County.

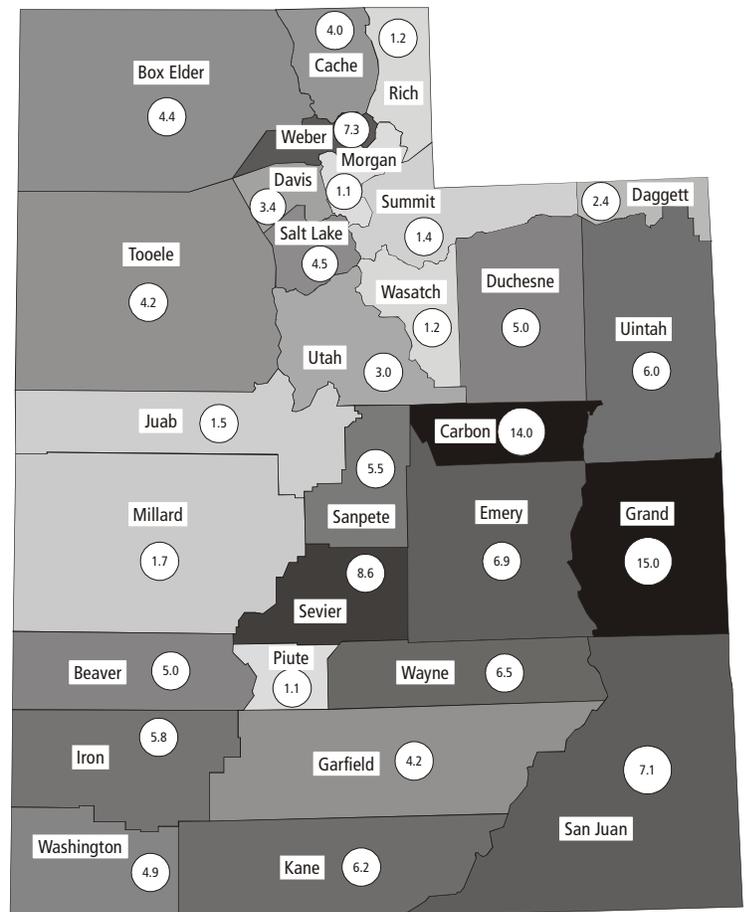
- At one extreme, Salt Lake County, the state's most populous county, had the largest total, accounting for nearly 37% all admissions.
- At the other extreme, Rich and Piute Counties each accounted for less than .1% of admissions.
- Rural counties served by the Office of Rural Programs contributed about 25% of all admissions. These counties are home to just under 22% of Utah's 10 to 17 year old youths.
- Collectively, Salt Lake, Davis, Weber, and Utah Counties accounted for just over 69% of all detention admissions. These counties are home to over 78% of the state's 10 to 17 year olds.
- 3.5% of admissions involved 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 7.3 admissions to detention for every 100 10 to 17 year old youths Weber County.

- Statewide, there were 4.5 admissions to locked detention for each 100. This is a decrease from the rate of 4.9 in FY 2001.
- Rates of detention admission were highest in Grand (15) and Carbon (14.0) Counties.
- Salt Lake County, the state's most populous county, had an admission rate of 4.5 per 100 youths at risk, about the state average.
- Overall, rural counties had a rate of 5.3 admissions per 100 youths; counties along the Wasatch Front had a rate of 4.3 admissions per 100 youths.



# Multiuse Facilities

Historically, multiuse facilities combined locked detention services with nonsecure shelter services to meet the unique needs of Utah's rural areas. Over the last several years these centers have expanded their role to provide a variety of additional residential and nonresidential services. Multiuse facilities are the core programs of the Office of Rural Programs and have become integral parts of their communities and local juvenile justice efforts.

During FY 2002, multiuse facilities were operated in six rural communities: (1) Split Mountain Youth Center, in Vernal; (2) Central Utah Youth Home, in Richfield; (3) Canyonlands Youth Home, 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.

Overall, the centers provide 78 beds of locked detention and 74 nonsecure beds. Nonsecure beds may be used for a variety of residential programs including observation and assessment, shelter, and community alternative programming. Centers also are equipped with programming space that may be used for educational activities, receiving center functions, and work programs.

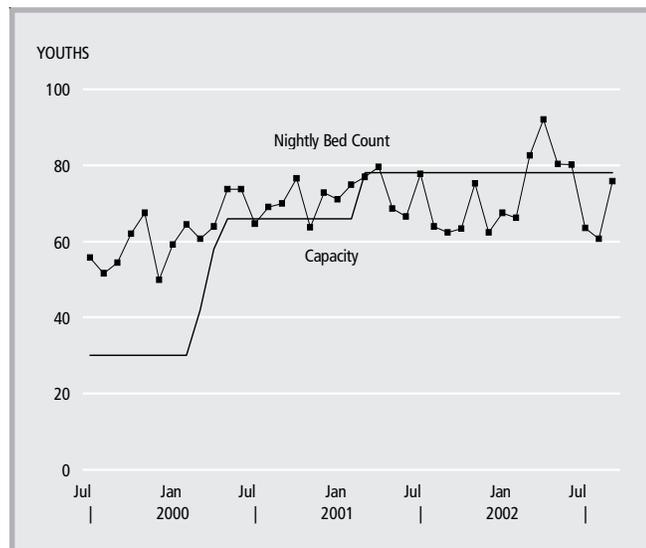
Traditionally, locked detention has been the most heavily utilized multiuse service. As indicated in the graph at bottom left, overall capacity for the function was exceeded on a regular basis. As described in the table above (see "Detention", page 25), all six programs experienced overcrowding during FY 2002. The



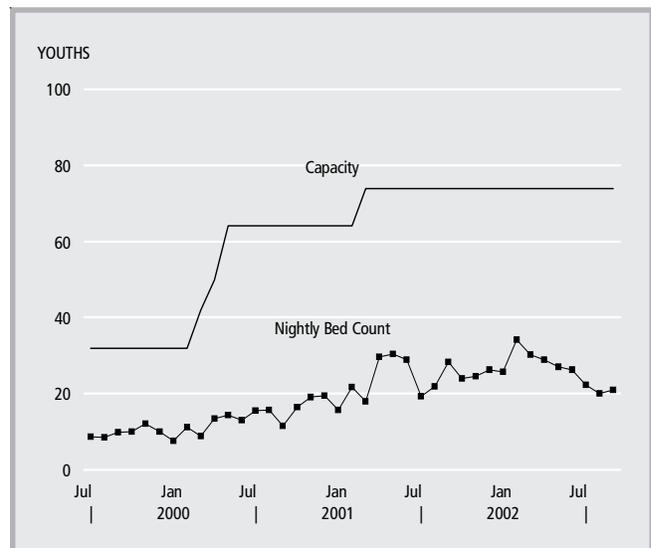
Alpacas are used to teach responsibility at Split Mountain Youth Center.

extremes were the Washington County Center and Canyonlands Youth Home. The Washington County facility exceeded capacity over 99% of all nights. Canyonlands was over capacity 80% of nights. Overcrowding at both locations should be minimized with the completion of new facilities funded during FY 2002. The Blanding facility will provide 16 beds for locked detention, 8 beds for shelter, and 8 beds for observation and assessment. Construction in St. George will add 48 beds of locked detention in a separate facility.

## LOCKED DETENTION USE



## NONSECURE BED USE



# 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 and the Strawberry Work Camp are residential programs that are 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 be accountable 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. The community benefits through work on significant projects. Work experiences also help foster competence by giving 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

Genesis Youth Center was the Division's first community based, residential work program. The program was developed in 1994 under the direction of Governor Leavitt. It operates under the Division's Office of Correctional Facilities.

In September of 2000, the center opened a 10-bed residential wing for girls. Girls are required to participate in the same educational, vocational, and work projects as do the boys. However, they have their own work crews and attend separate school classrooms and religious services.

Though located in Salt Lake County, the program is available to all of Utah's youths. The facility's population is diverse and includes (1) probationers under supervision of the Juvenile Court, (2) youths on state supervision, (3) youths in Division custody for community placement, and (4) parolees from secure care.

While work projects are the major focus of Genesis programming, residents are required to attend school. Youth In Custody teachers from Jordan School District hold classes at the center. In addition, youths may participate in a variety of regularly scheduled instructional and vocational programs. Residents can (1) obtain training in electrical, sheetrock, and plumbing work; (2) earn Food Handlers Permits; (3) obtain First



Youth doing laundry at Genesis Youth Center.

## Quick Facts - Genesis Youth Center

|                                |                            |
|--------------------------------|----------------------------|
| Beds .....                     | 68                         |
| Admissions .....               | 367<br>(316 boys/51 girls) |
| Different Youths Served .....  | 397                        |
| Average Daily Population ..... | 57.2                       |
| Average Length of Stay .....   | 60.4 days                  |
| Work Hours Completed .....     | 87,535                     |
| Daily Cost per Youth .....     | \$134.90                   |

Aid/CPR certificates; and (4) learn woodworking and mechanical repair skills. Opportunities such as these improve youths' competence and provide them with the means for repaying victims and the community for the damage they have done.

During FY 2002, the vocational program became a reality. The Jordan School District hired two staff to teach vocational evening classes twice weekly at Genesis. They instructed the residents in basic woodworking skills. Genesis staff screened the residents who were to participate and instructed the residents on safety procedures before they could begin classes. Genesis staff also supervised a work crew that worked on projects

around the facility, including painting the kitchen, control room, and living centers.

The female residents were involved in the Atelier Art Program at the Riverton Community Center. The girls did restitution work at the recreation center in exchange for art classes. They learned basics in drawing, sketching, and sculpture. In the coming year the program will expand to include male residents. The girls also planted a garden that has great promise of producing a bountiful harvest of various vegetables.

Genesis residents have been involved in learning about victim empathy. When they enter the program they are expected to learn what victim empathy is and how working off restitution at Genesis is important to the process of making reparation to those they have harmed.

The Choice Program from the Utah State Prison is presented to all of the residents every 3 months. This program brings together residents, their parents, and staff to discuss the importance of the choices the youth are making that may affect them for the rest of their lives. The feedback from the parents, youth, and staff has been very positive.

In summary, the past year has been a productive one for the Genesis program. Residents have worked many hours of restitution and community service. They have had the opportunity to pay back their victims and improve relations with the community. They especially enjoyed helping with the preparations for the 2002 Salt Lake Winter Olympics. Over the course of the year the residents in the program learned many new skills and

hopefully will put those skills to good use after they leave the program.

During FY 2002, Genesis admitted 367 different youths from across the state. The facility's work crews performed 87,535 hours of work. At minimum wage of \$5.15 per hour, this represents a return of over \$450,000 in services to the community.

The program's regular work projects and hours worked during FY 2002 include:

- This Is The Place Heritage Park 5,550 hrs
- Equestrian Park 1,145 hrs
- Life Care/Senior Citizens 4,863 hrs
- Utah Valley State College 3,371 hrs
- Camp Williams 6,738 hrs
- Tracy Aviary 1,741 hrs
- Red Butte Gardens 1,301 hrs
- Deseret Industries 7,398 hrs
- Veterans Memorial 1,757 hrs
- Genesis culinary 11,326 hrs
- Genesis vocational shop 3,170 hrs
- Genesis laundry 5,249 hrs
- Wasatch Gardens 845 hrs
- Jordan Park 976 hrs
- Salt-Air 560 hrs

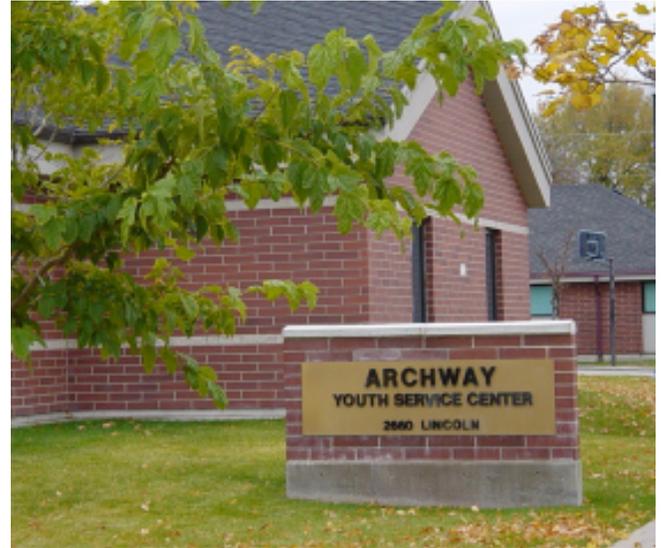
Many more hours were earned at various special projects such as the Hispanic Festival, Scottish Festival, Greek Festival, the Burgers for Bikes Program, Annual Fall Leaf Pickup, Best Friends Animal Sanctuary, Jordan School District Furniture Project, the 2002 Salt Lake Winter Olympics, the Breast Cancer Run, and the Coral Pink Sand Dunes Fence Project.

# Receiving Centers and Day Programs

## Receiving Centers

Youths enter Utah's juvenile justice system when arrested and charged with an offense. 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, the Division of Child and Family Services, law enforcement, the Juvenile Court, and local community resources. A youth can be taken to the centers any time of the day or night. Center staff 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

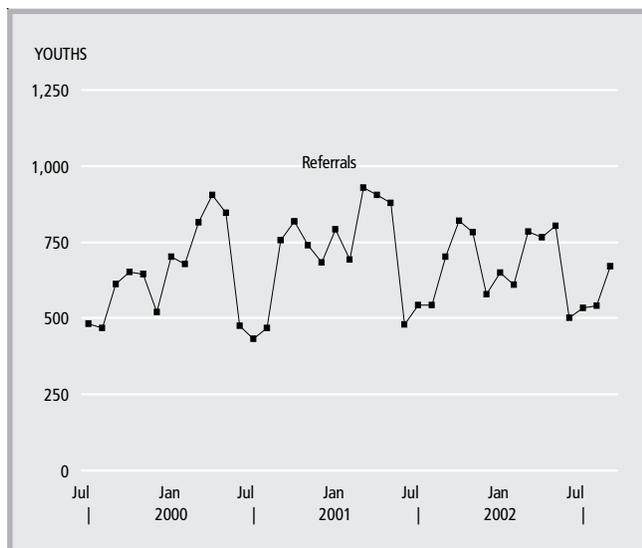


The receiving center in Ogden.

crisis intervention, Youth Services Outreach Intervention, detention programs, Protective Services, mental health agencies, law enforcement agencies, and school counselors.

During FY 2002, 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. Overall, during FY 2002, 8,085 youths were served. About 60% were boys and 40% were girls. 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 Centers, 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.

## RECEIVING CENTER REFERRALS



## 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

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Lake City, (3) the Teen Alternatives for Secure Care (TASC) in Salt Lake City, and (4) Lightning Peak in Provo.

For appropriate youths these programs provide cost effective and safe interventions. Program staff assess youths in locked detention centers to determine their risk to the community prior to release from a locked facility. Appropriate youths are released back home with a variety of services. Programming strategies focus on (1) intensive daily supervision to protect the community, (2) skill building and interventions to create conditions for change, and (3) task assignments and work projects to enforce accountability by increasing awareness and repay victims and the community.

For example, staff at the Davis Area Youth Center admitted 864 youths during FY 2002. These individuals would otherwise have spent up to 30 days each in locked detention. Youths admitted during the year had 26,900 face-to-face contacts in the community and 93,044

phone contacts with center staff. Collectively, they received 25,920 days of programming.

In addition, youths received 3,251 counseling sessions. Each participant received a minimum of one group and one individual counseling session per week. Further, each youth and his or her family received at least one joint counseling session per week. Overall, youths admitted to the program during FY 2002 worked 10,949 hours in the program's work projects. At minimum wage this represents a return of over \$56,000 that was applied against the youths' court ordered community service obligations and victim restitution.

The combination of extensive work, supervision and counseling has proven to be highly successful in keeping youths out of further trouble. Based on a 1998 study, only about 10% of participants commit new offenses while in the program. Supporting this, during FY 2002 the 864 youths admitted to the program collectively had only 117 AWOL days.

# Case Management

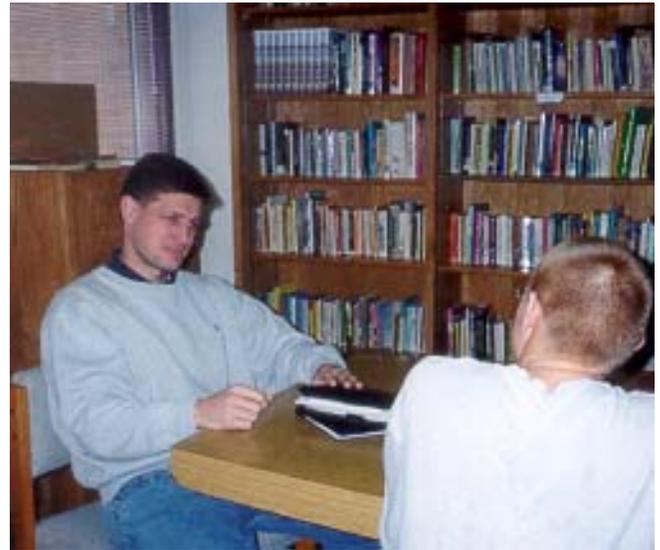
The Juvenile Court assigns the most serious and chronic offenders to the custody of the Division of Youth Corrections for extended placement. These youths often have continued to offend while in less structured programs, such as probation, or pose a serious risk to themselves and the community.

Youths committed to the Division for community placement, state supervision, observation and assessment, and secure care are assigned to individual case managers. These workers take the lead in planning and implementing a youth's correctional plan. Case management operates under the Office of Community Programs and the Office of Rural Programs.

Planning typically considers a number of factors including (1) directions from the Juvenile Court, (2) the youth's needs in regard to the three core objectives of the Balanced And Restorative Justice Model (BARJ); namely, competency development, community protection, and accountability, (3) the availability of programming resources, and (4) requirements that must be met for the Division to recover a portion of programming costs from Federal entitlement programs.

Case workers take responsibility for arranging residential and nonresidential services and monitoring the youth's progress in meeting objectives of the correctional plan. This may involve the case manager's direct involvement with an individual youth and his or her family and regular supervision of the youth's activities. Workers also monitor a youth's payment of restitution to victims. Summaries of progress along with recommendations for future interventions are reported back to the Juvenile Court or the Youth Parole Authority every 90 or 180 days.

Two juvenile justice initiatives currently in development are expected to greatly facilitate case managers' efforts to develop and monitor correctional plans. Together with Juvenile Court, the Division is adopting protective and risk assessment tools for use with all youth in Division custody. The assessment identifies a youth's strengths and weakness in ten different life areas or domains (see "Protective and Risk Assessment", page 67). A youth will receive a first evaluation at the start of Division custody or Juvenile Court probation. Thereafter, reassessments will be given on a regular basis to document progress. The approach promises to be a more consistent and objective way of identifying prob-



Case manager counseling youth at Genesis Youth Center.

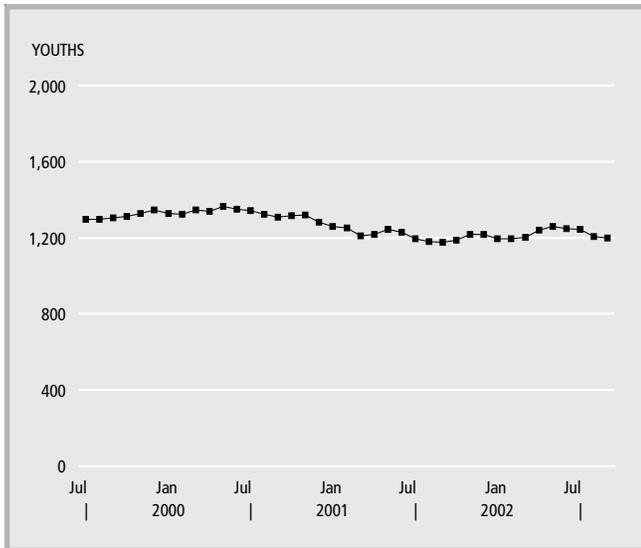
## Quick Facts - Case Management

|                                |         |
|--------------------------------|---------|
| Number of Workers .....        | 70      |
| New Commitments                |         |
| State Supervision .....        | 457     |
| Observation & Assessment ..... | 574     |
| Community Placement .....      | 616     |
| Secure Care .....              | 179     |
| Different Youths Served .....  | 2,370   |
| Average Daily Population ..... | 1,209   |
| Daily Cost per Youth .....     | \$10.76 |

lems, measuring progress, and improving communication both within and across agencies.

Information collected from protective and risk assessments will be managed by the CARE information system currently being developed jointly by the Division and the Juvenile Court (see "Court & Agencies' Record Exchange", page 66). Results from the risk assessment process as well as information from other evaluations, progress notes, documentation of service delivery, and other information will be available immediately to all juvenile justice workers associated with a youth.

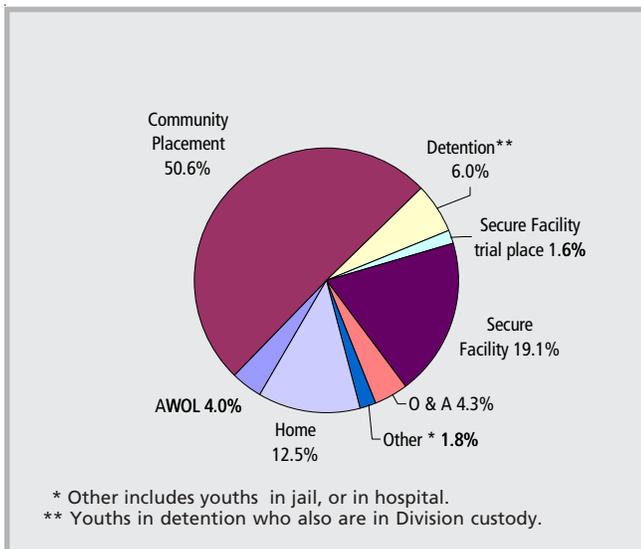
## AVERAGE DAILY POPULATION



An average of 1,209 custody youths were in placements each day during FY 2002. This was more than 5% less than the average in FY 2001 and nearly 9% below the historic high of 1,329 in FY 2000.

Although the average daily population was relatively stable during FY 2002, the number of youths in custody reached a yearly high of 1,249 during the last quarter of the fiscal year. The average was 1,216 youths during the first 3 months of FY 2003.

## TYPICAL PLACEMENTS



During FY 2002, the majority of these youths (66%) were cared for in community programs, home placements, observation and assessment (O&A) programs, or trial placements.

About 24% of the youths were in locked secure facilities or locked detention.

During FY 2002, the Division's 70 case managers and state supervision workers coordinated and provided services to an average of about 17 youths each day.

# Community Programs

Community programs are a critical part of the Division's continuum of care. The programs also serve as important intermediate steps for youths transitioning from secure facilities back to the community. 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 Court, (2) youths paroled from secure facilities and 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.

Correctional plans developed for youths receiving community services are designed to help them meet the three core objectives of the Balanced And Restorative Justice Model (BARJ): namely, competency development, community protection, and accountability. Correctional plans are customized by selecting services appropriate to individual strengths and weakness in these three areas. Progress on these plans is documented and reviewed with the Juvenile Court or the Youth Parole Authority on a regular basis.

A large majority of residential services are delivered by Utah private providers. However, some youths have been sent to 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. The Division operates the Genesis Youth Center as a short-term residential work camp.

The diverse collection of publicly and privately operated programs available to the Division forms a continuum of placements with graduated levels of supervision, treatment, and educational programming. The continuum provides increasingly structured supervision and other services in proportion to individual strengths and weaknesses. Residential placements at any point along the continuum can be augmented with additional nonresidential services, which include individual and family counseling, tracking, and vocational training (see "Private Provider Contracts", page 42).

The placement types identified in the chart at the



Counseling session at private provider group home.

## Quick Facts

|                                |                |
|--------------------------------|----------------|
| Number of Providers .....      | 76             |
| Total Capacity .....           | open ended     |
| Range of Costs                 |                |
| Nonresidential Services .....  | \$12-\$120     |
| Residential Services .....     | \$55-\$232/day |
| New Commitments                |                |
| Community Placement .....      | 616            |
| State Supervision .....        | 457            |
| Parole .....                   | 167            |
| Different Youths Served .....  | 1,960          |
| Average Daily Population ..... | 791            |

bottom of the next page depict five of the more frequently used residential programs. Placements are described according to the type of service they provide and the youths they serve. Programs at all levels have the operational goal of moving youth to progressively less structured placements, as warranted by the youth's behavior, until safe return to the community can be assured.

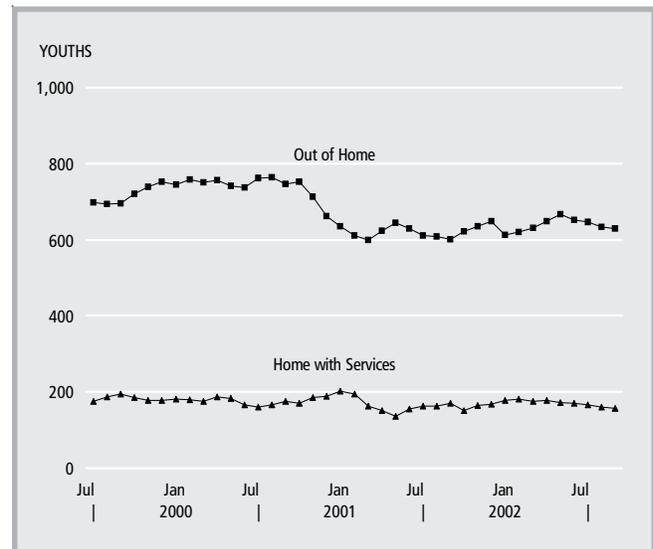
The chart at top right represents the numbers of youths in "out-of-home" community placements and at "home with services" from July 2000 through Septem-

ber 2002.

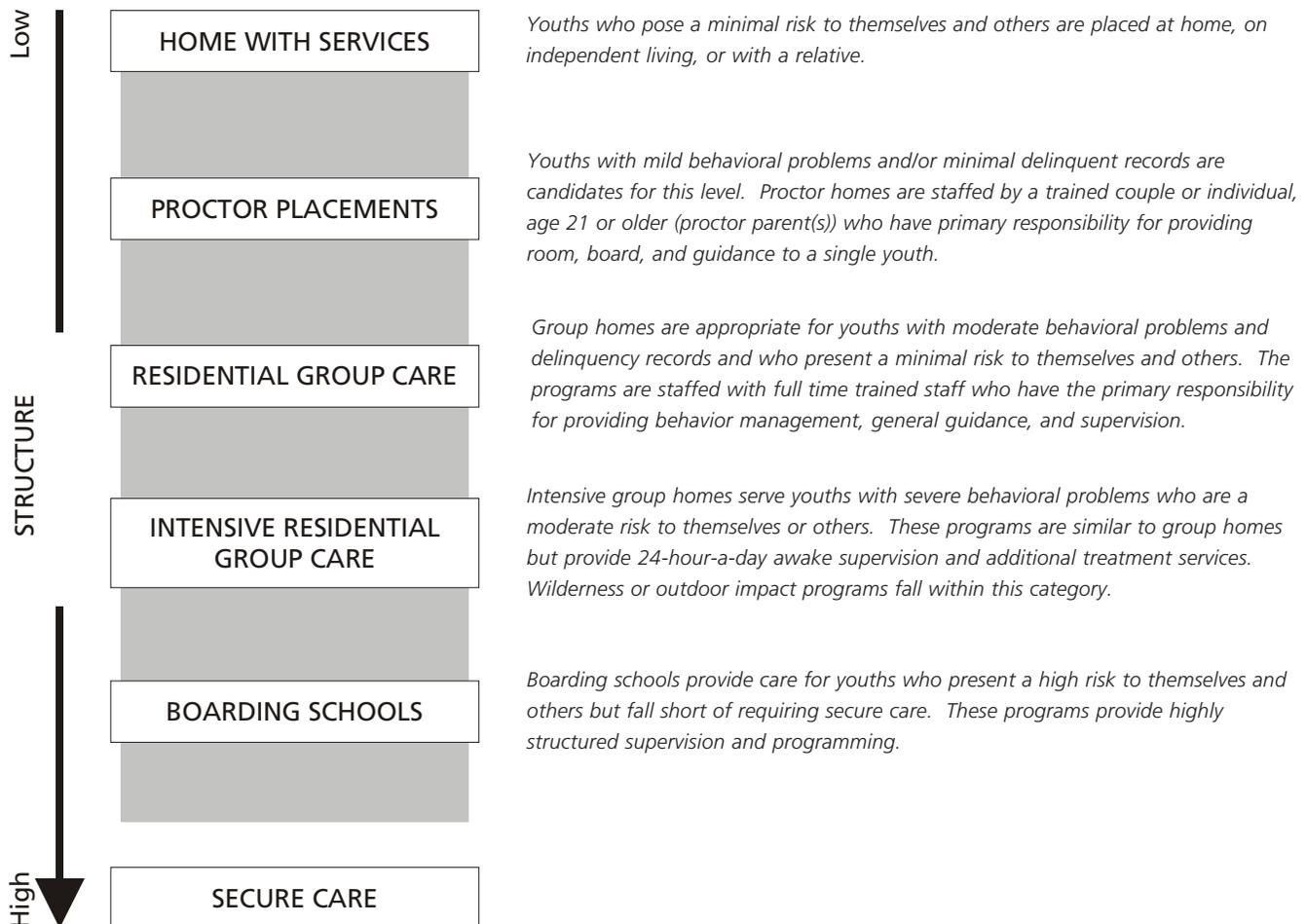
Out-of-home placements reached the historic high level of 758 in the first 3 months of FY 2001 then fell sharply, ending FY 2001 with an average 630 youths in the final 3 months of the year. Placements averaged about 630 through FY 2002 and the first 3 months of FY 2003.

The numbers of youths at home with services also fell but less drastically. Placements at home fell from an average of 181 during FY 2000 to an average of about 170 in both FY 2001 and FY 2002.

### AVERAGE DAILY POPULATION



## CONTINUUM OF RESIDENTIAL CARE

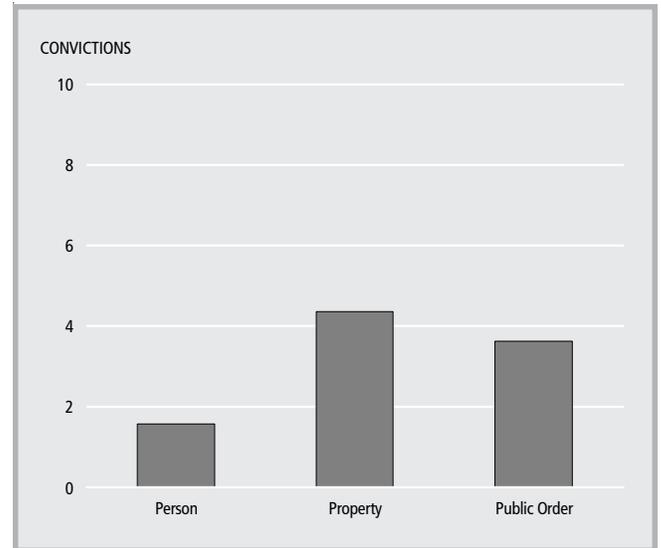


## DELINQUENCY HISTORY

Overall, youths admitted to community programs had an average of 9.6 felony- and misdemeanor-type convictions, a decrease of .5 convictions from FY 2001.

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, these youths were first found to be delinquent at an average age of 12.8; about 75% were between 10 and 14. In addition, about 28% of the youths had one or more convictions for life endangering felonies (serious offenses against people).

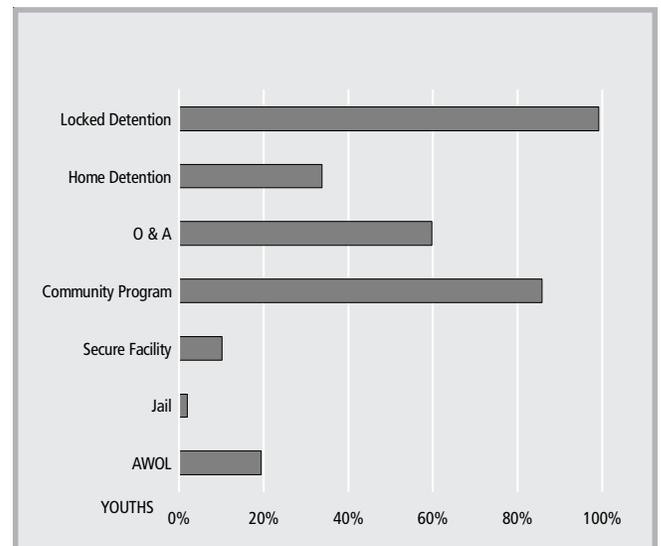


Private provider main office in Salt Lake City.

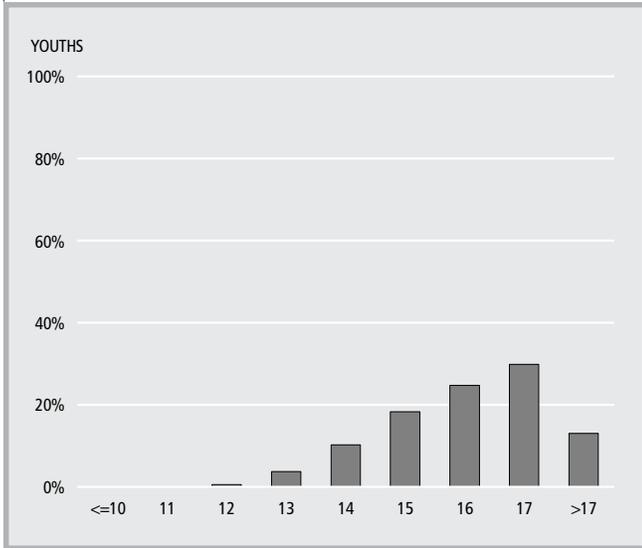
Youths placed in community programs had previously received a wide range of services: nearly all had a history of placement in locked detention; 60% had been placed in observation and assessment (O&A); and 10% had been in a secure facility.

Though not shown on the chart, most youths also had received services from other juvenile justice agencies: about 78% had been on probation, 23% had been in the custody or supervision of the Division of Child and Family Services, and 85% previously had one or both of these types of care.

## PLACEMENT HISTORY

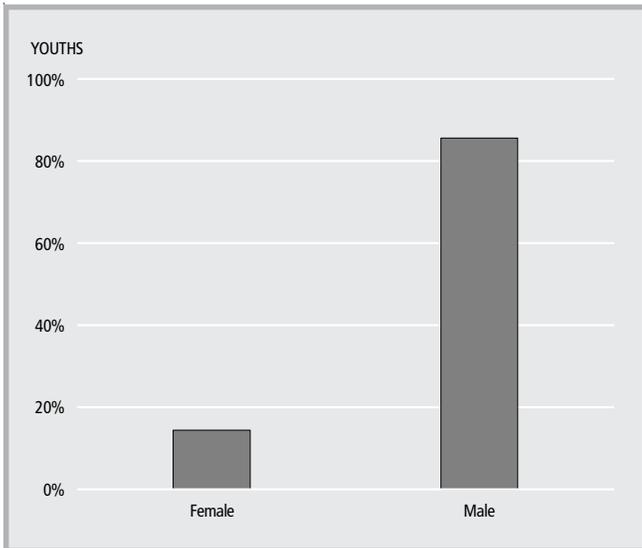


## AGES



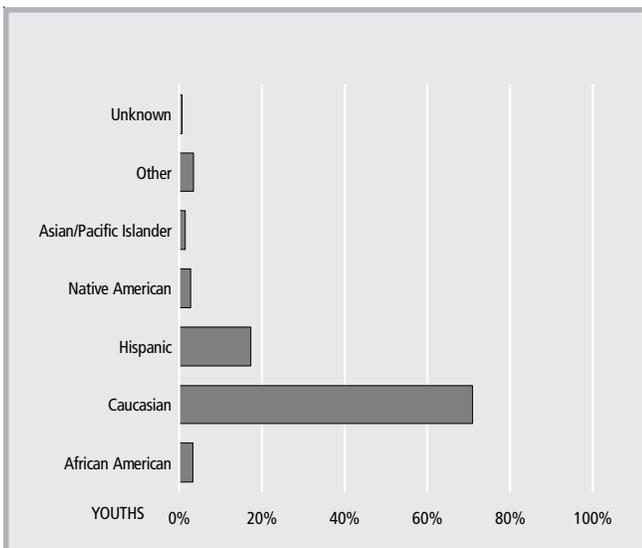
Youths admitted to community programs ranged from 12 to over 18 years old and averaged 16.6 years; about 73% were between 15 and 17 years old. These numbers are similar to those in FY 2001.

## GENDER



Over 14% of youths placed in community programs were girls, the same percentage as in FY 2001.

## ETHNICITY



Minorities were overrepresented in community programs. Collectively, they accounted for nearly 29% of all admissions, though they represent under 15% of Utah's youth population.

African Americans were placed over 3.3 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 1993 to FY 2002 saw a variety of changes in community programming.

### Demographics

- **Daily population.** The average count of youths receiving community services increased by 190% from 273 per day in FY 1993 to 799 in FY 2002 (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 was stable at about 16.4 years across the period.
- **Gender.** The proportion of girls admitted to community programs nearly tripled, growing from 5% in FY 1994 to about 14% in FY 2002.
- **Ethnic youths.** The proportion of ethnic youths admitted to community programs showed little net change; starting at 31% of admissions in FY 1993 and ending at 29% in FY 2002. Ethnic admissions reached a high of 36% in FY 1996 before gradually declining.

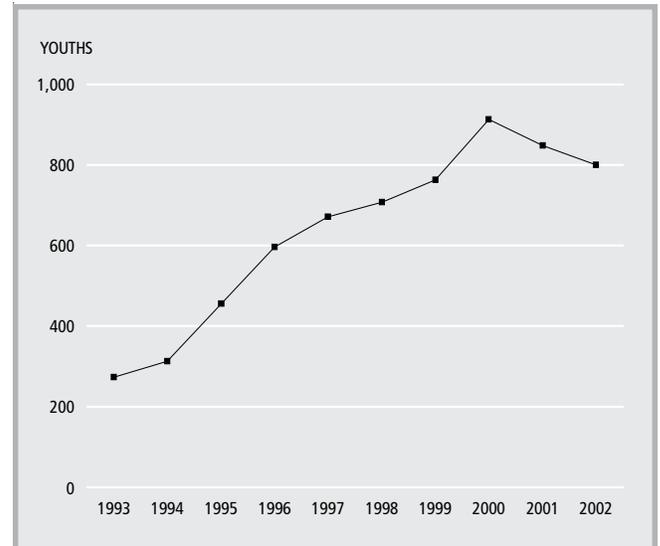
### Budget

- **Expenditures.** Expenditures for community programs grew by 377% between FY 1993 (\$6,296,177) and FY 2002 (\$30,009,865; see chart at center right). Over the same period, the overall Division budget grew by 294%.
- **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).

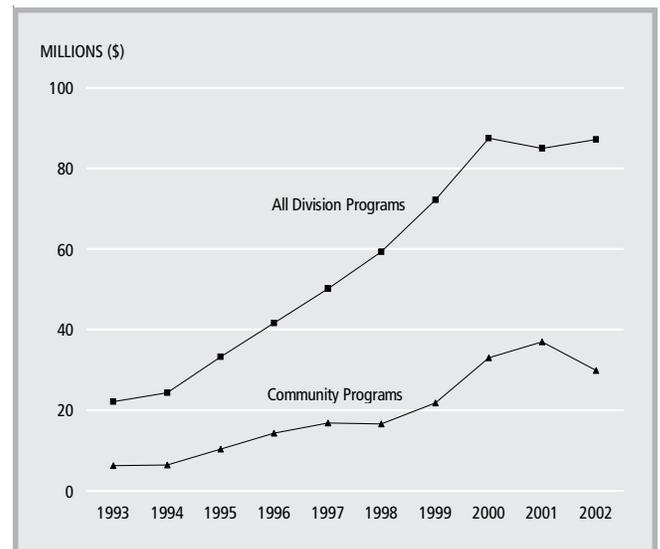
### Delinquency History

- **Overall offenses.** Average numbers of felony and misdemeanor-type offenses at admission declined by over 54% 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.

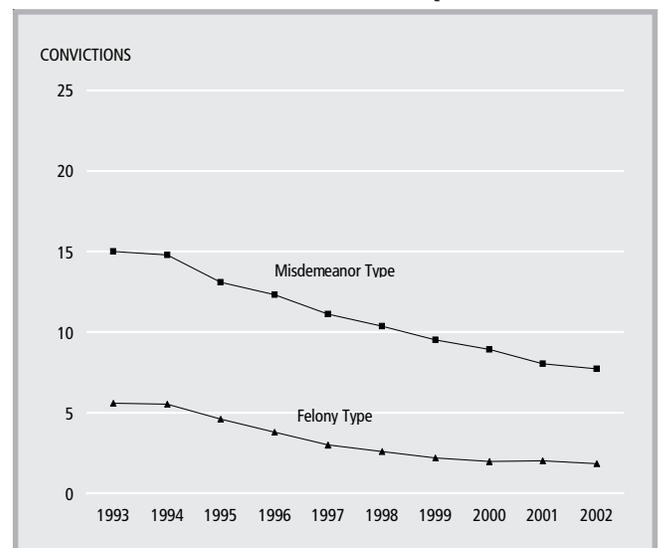
## AVERAGE DAILY POPULATION



## BUDGET



## DELINQUENCY HISTORY



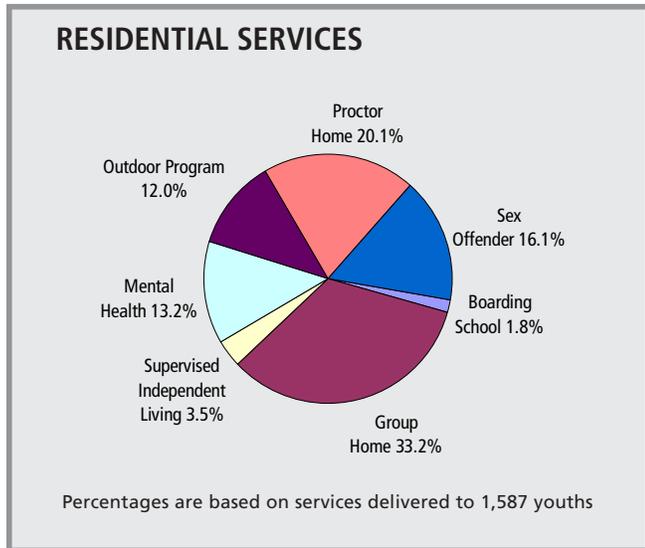
# Private Provider Contracts

To develop the most cost-effective programs, the Division contracts with private agencies for many residential and nonresidential services. During FY 2002, over 37% (\$32,705,695) of the Division's budget was spent on programs operated by private agencies. This included \$25,220,788 for residential and nonresidential services provided in community settings (see figures below). Another \$7,484,907 was spent on privatized facilities providing secure care, observation and assessment, and locked detention services.

Beginning in 1986, the Division has contracted with private programs for community services awarded through an "open-ended" contract system. Contracts are open ended in that there are no guarantees for a set number of clients or set reimbursement. Maximum rates for a variety of services are identified through a survey of local market rates and a review of existing Departmental contracts. Using these new rates, the Division develops Requests For Proposals (RFP) for multiple bidders that are open for 3 years after issuance. Originally, proposals were accepted and evaluated at

regular intervals throughout the life of the RFP. This arrangement worked so well that the number of applicants meeting minimum requirements actually exceeded the Division's needs for services. In 1999, to limit applicants to a reasonable number, the Division began writing contracts with all qualified bidders who meet the conditions of the RFP and licensing requirements, but solicits new proposals only for a short time every 3 years. The flexibility of the current contracting strategy has greatly enhanced the Division's ability to respond to individual client needs in a cost-effective manner. As suggested in the charts below, the private sector has helped to develop a rich array of services.

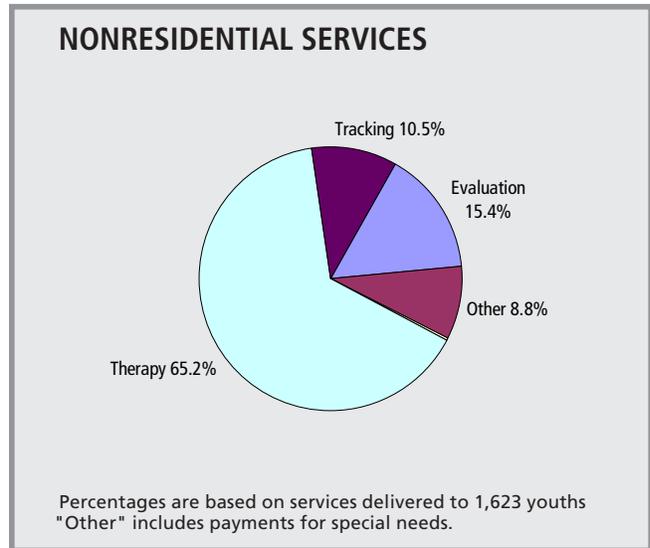
To further conserve state funds, the Division has begun a regular peer review of services delivered to all youths. In the review, case managers and their supervisors balance cost and effectiveness of service delivery from private providers. As a result, the Division is making better use of limited funds and offering better services to clients.



Total expenditure for contracted community residential services was \$22,288,903 during FY 2002.

1,587 youths received contracted residential services and an average of 561 were in these programs each day of FY 2002.

Based on a daily average of 561 youths in placements, the yearly expenditure for each youth was \$39,708 or \$108.79 per day.



Total expenditure for contracted nonresidential services was \$2,931,885 during FY 2002.

1,623 youths in Division custody received nonresidential services during FY 2002.

Based on a daily population of 1,208 youths in placement, the average expenditure for each youth was \$2,467 or \$6.65 per day.

# Observation and Assessment

Observation and assessment (O&A) centers provide a 45-day residential program that includes comprehensive evaluation and treatment planning. Youths receive extensive psychological, behavioral, social, educational, and physical assessments to identify their needs for meeting the three objectives of the Balanced And Restorative Justice Model (BARJ); namely, competency development, community protection, and accountability. Information collected from the process forms the basis for recommendations made to the Juvenile Court. The analysis also helps case managers develop appropriate correctional plans.

O&A centers also provide standardized programs to begin or continue the process of rehabilitation. Where appropriate, attempts are made to involve family members and other community members to set new patterns of behavior and mend broken relationships. Program staff offer 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 programs. Youth in Custody teachers, employed by local school districts, hold daily classes for all O&A youth. Instructors identify each youth's academic strengths and weakness and provide remedial help where needed. Work finished in the O&A classrooms is credited to a youth's regular academic record so that the time spent in the program will allow progress toward graduation and self sufficiency.

An increasingly important function of O&A programming is holding youths accountable for their delinquent behavior. O&A centers have actively 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 to victims and the community.

During FY 2002, five freestanding programs provided O&A services. The Division directly operated four of these. An additional O&A programs was operated under contract with a private provider, the Farmington Bay Youth Center O&A in Farmington. Administratively, the Farmington facility operates under



Youth in Custody teacher at Salt Lake O&A.

## Quick Facts - O&A

|   |                  |
|---|------------------|
| <b>Number of Programs</b>               |                  |
| Freestanding .....                      | 5                |
| Multiuse Facilities .....               | 5                |
| <b>Beds .....</b>                       | <b>74</b>        |
| (plus variable number of multiuse beds) |                  |
| <b>Different Youths Admitted .....</b>  | <b>589</b>       |
| <b>Different Youths Served .....</b>    | <b>660</b>       |
| <b>Average Daily Population .....</b>   | <b>72.6</b>      |
| <b>Average Length of Stay .....</b>     | <b>45.5 days</b> |
| <b>Daily Cost per Youth .....</b>       | <b>\$199.72</b>  |

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 Division's Office of Community Programs.

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

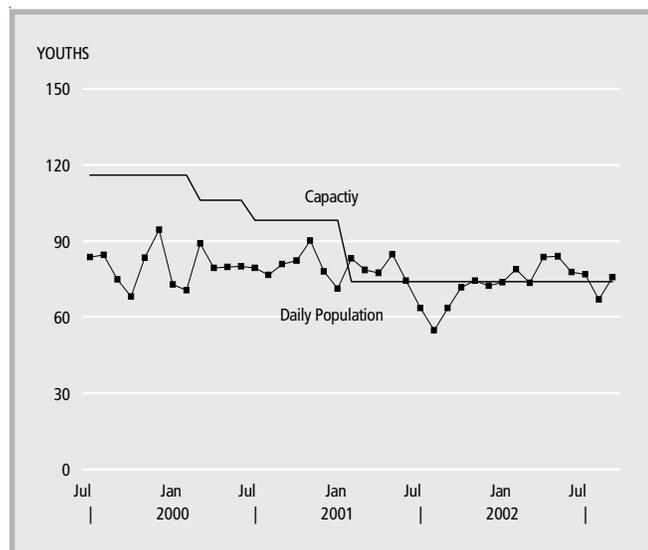
critical roles in the youths' rehabilitation and future progress.

The figure at center right represents the statewide average daily population in O&A each month since July FY 1999. The solid line identifies changes in the number of freestanding O&A beds in the system during the same period. Capacity during FY 2002 was 74 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 2002 averaged 72.5, a drop from the number of 79.7 in FY 2001.

As represented in the table below, 660 different youths received O&A services during FY 2002. This was a drop of nearly 8% from 713 in FY 2001. As also noted in the table, overcrowding in O&A facilities was not a problem during the year.

### AVERAGE DAILY POPULATION



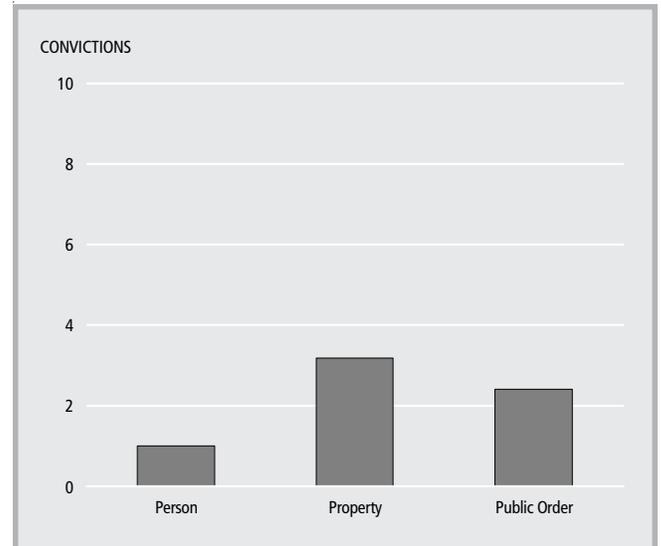
Biology class at Salt Lake O&A.

### Use of Observation and Assessment Centers During FY 2002.

| Facility                                 | Capacity  | Youths Served | Youths Admitted | Average Daily Population | Nights Over Capacity | Length Of Stay <sup>1</sup> |
|--|-----------|---------------|-----------------|--------------------------|----------------------|-----------------------------|
| <b>Office of Correctional Facilities</b> |           |               |                 |                          |                      |                             |
| Farmington Bay Youth Center              | 18        | 146           | 128             | 16.0                     | 0%                   | 45.6                        |
| <b>Office of Community Programs</b>      |           |               |                 |                          |                      |                             |
| Ogden O&A                                | 16        | 125           | 115             | 12.2                     | 9%                   | 41.7                        |
| Salt Lake O&A                            | 16        | 106           | 95              | 12.8                     | 0%                   | 49.6                        |
| Salt Lake Girls O&A                      | 8         | 42            | 34              | 5.0                      | 0%                   | 52.3                        |
| Springville O&A                          | 16        | 97            | 82              | 10.0                     | 0%                   | 44.1                        |
| <b>Office of Rural Programs</b>          |           |               |                 |                          |                      |                             |
| Multiuse O&A                             | variable  | 153           | 142             | 16.5                     | 0%                   | 45.6                        |
| <b>Total</b>                             | <b>74</b> | <b>660</b>    | <b>589</b>      | <b>72.6</b>              |                      | <b>45.5</b>                 |

<sup>1</sup> Averages were based on records of youths completing O&A programming by the end of FY 2002 and include time on trial placement.

## DELINQUENCY HISTORY

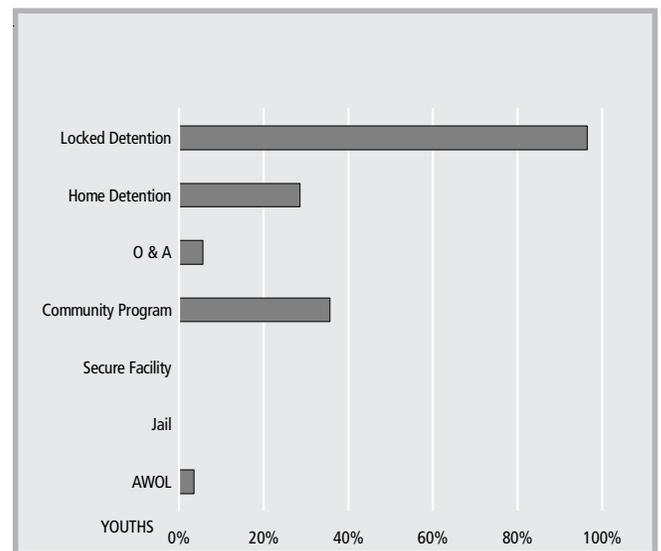


Overall, youths admitted to observation and assessment had an average of 6.6 felony- and misdemeanor-type convictions, a slight decrease from 6.7 convictions from FY 2001.

The great majority of offenses (85%) were misdemeanor- and felony-type offenses against property or public order. Conversely, misdemeanor- and felony-type offenses against people represented only about 15% 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 13.4; 72% of them were between 10 and 14 years old at their first delinquency. Further, about 16% of the youths had one or more convictions for life endangering felonies (serious offenses against people).

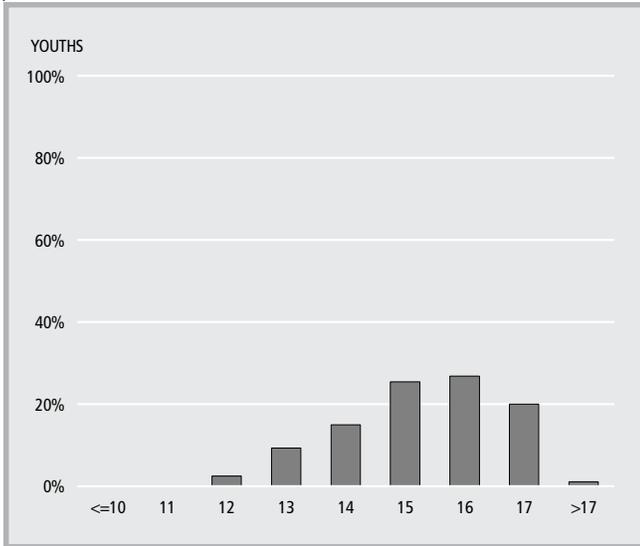
## PLACEMENT HISTORY



Nearly all youths admitted to O&A during FY 2002 had previously been admitted to locked detention; 36% had previously been placed in a community program; and about 29% 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: nearly 59% had been on probation, over 20% had been in the custody or under supervision of the Division of Child and Family Services, and over 66% previously had one or both of these types of care.

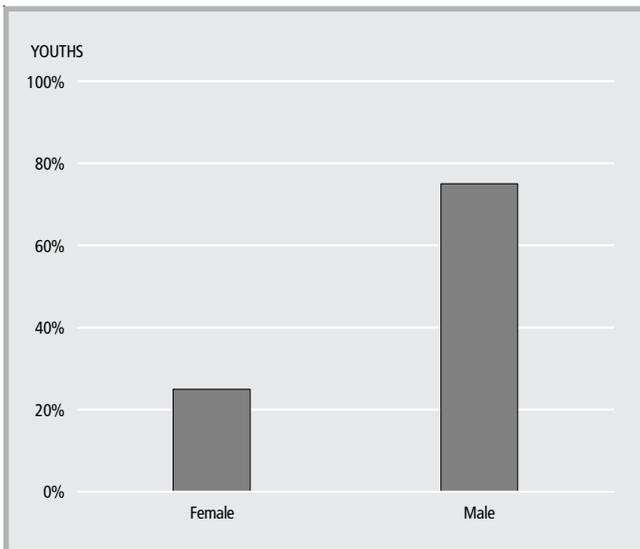
## AGES




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Youths admitted to O&A ranged from 12 to 18 years old and averaged 15.8, about the same as in FY 2001. 72% were between the ages of 15 and 17.

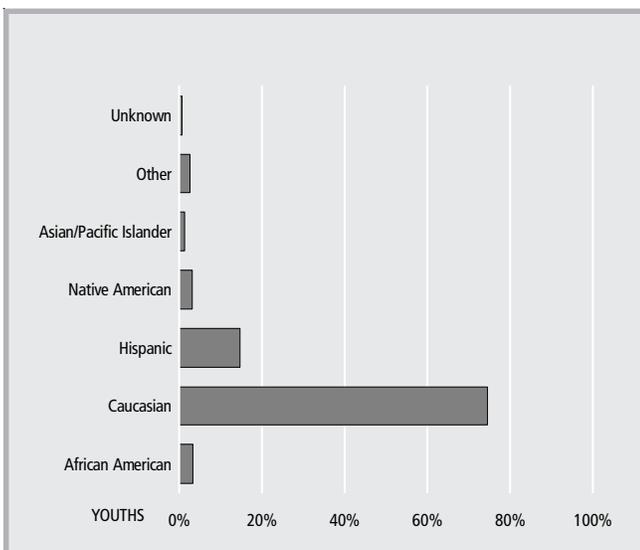
## GENDER




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The percentage of girls admitted to O&A was 25%, about the same as the percentage in FY 2001.

## ETHNICITY




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As was true for community programs and locked detention, minorities were disproportionately overrepresented in O&A. Collectively, they accounted for over 25% of all admissions, though they represent under 15% of Utah's youth population.

African Americans were placed over 3 times as often as would be expected based on their proportion in the population at large; Hispanics were placed over 1.5 times as often.

## 10-Year Trends

Observation and assessment (O&A) programming underwent a number of changes in the 10-year period from FY 1993 to FY 2002.

### Demographics

- Daily population.** The average numbers of youths receiving O&A each day increased from 51 in FY 1993 to about 73 in FY 2002 (see chart at top right). Rapid growth through FY 1999 subsided when length of stay from was reduced from 90 to 45 days.
- Youths served.** Overall, during the 10-year period, the numbers of youth served by O&A increased over 125%, growing from 290 in FY 1993 to 660 in FY 2002.
- 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 over the last 6 years of the period. Their percentage more than doubled, growing from 10% of total admissions in FY 1993 to about 25% in FY 2002.
- Ethnic youths.** The proportion of ethnic youth admitted to O&A dropped from historic high of 37% in FY 1995 to 26% in FY 2002.

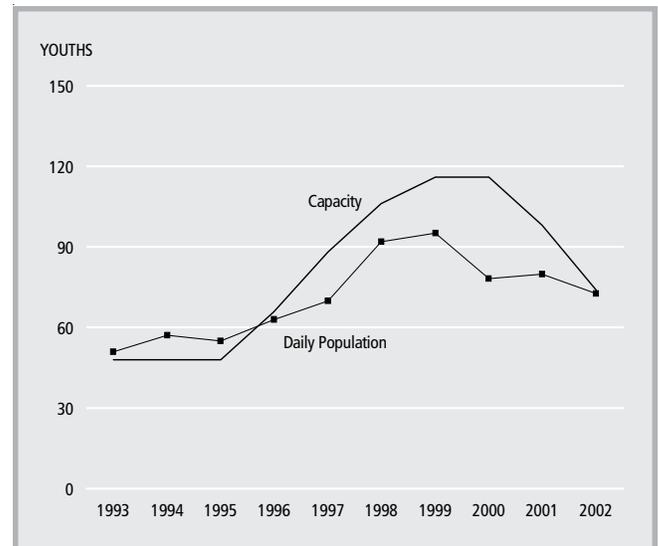
### Budget

- Expenditures.** The budget for O&A increased by over 180% between FY 1993 (\$1,874,402) and FY 2002 (\$5,292,729; see chart at center right). Over the same period, the overall Division budget grew by 294%.

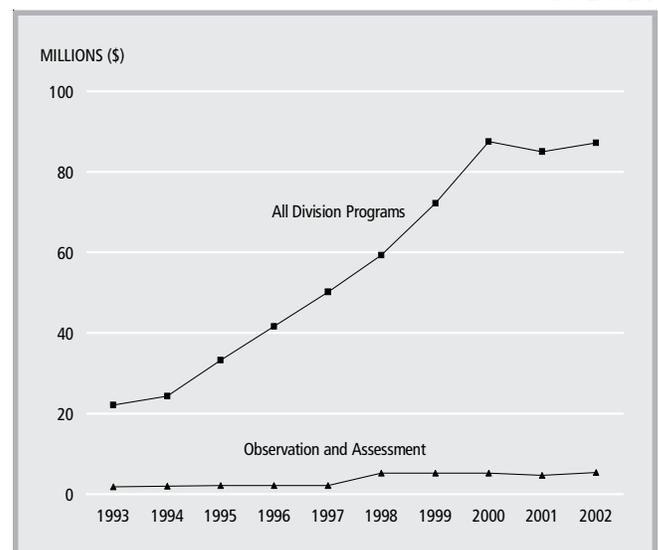
### Delinquency

- Overall offenses.** Average numbers of felony- and misdemeanor-type offenses at admission declined by 58% 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 43% in FY 1994 to a 10-year low of 16% in FY 2002.

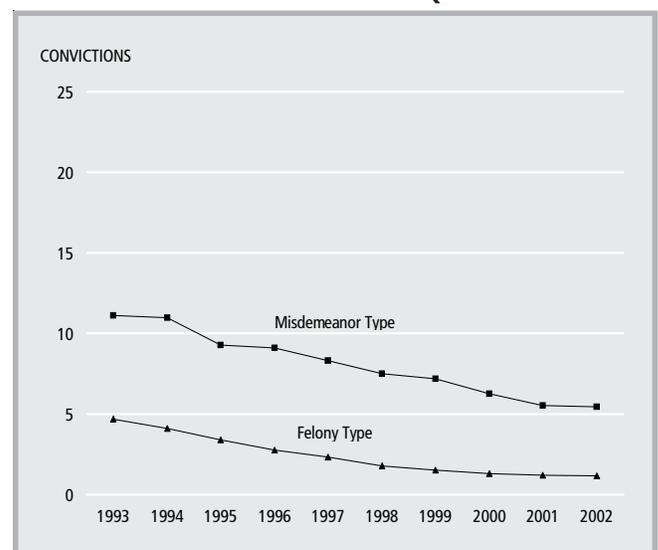
## AVERAGE DAILY POPULATION



## 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 "Youth Parole Authority", 53). The Authority sets conditions of placement, determines requirements for release, conducts regular progress reviews, and has authority to terminate the youth 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.

Correctional plans are developed for secure care youths to meet the core objectives of the Balanced And Restorative Justice Model (BARJ); namely, competency development, community protection, and accountability. 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 by counseling groups which focus on such areas 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 programs. Teachers, employed by local school districts, hold daily classes for all youths. Instructors identify a youth's academic strengths and weakness and provide remedial help where needed. Work finished in secure facility classrooms is credited to a youth's regular academic record so that the time spent in the program will allow them to progress toward graduation and self sufficiency.

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.



Youth painting project at Wasatch Youth Center.

## Quick Facts - Secure Care

|   |          |
|---|----------|
| Number of Programs .....                  | 6        |
| Beds .....                                | 248      |
| New Commitments .....                     | 179      |
| Different Youths Served .....             | 443      |
| Average Daily Population .....            | 231.8    |
| Average Length of Stay <sup>1</sup> ..... | 11.8 mo  |
| Daily Cost per Youth .....                | \$169.65 |

<sup>1</sup> Average time spent in a secure facility by youths released, paroled, or transferred during FY 2002.

The exception, the Southwest Utah Youth Center, is operated by the Office of Rural Programs.

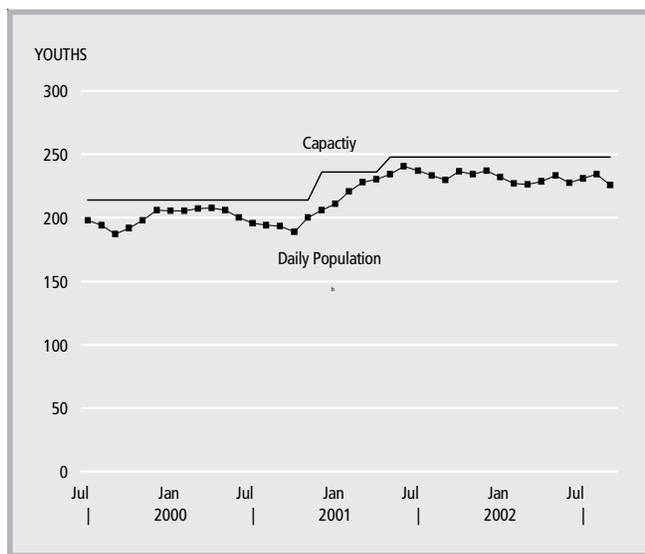
The chart at center left on the following page represents the statewide daily population in secure facilities between July of FY 2000 through September of FY 2003. The capacity line identifies the number of available secure beds during the same period. Statewide, there currently are 248 beds available for secure care. Increases in capacity during FY 2001 represent increases in available beds as additions to the of Mill Creek Youth Center were completed and as Decker Lake eliminated double bunking and returned to its designed capacity.

The number of youths in secure care grew steadily during FY 2000, closely following increases in capacity. The secure population reached record highs in June of FY 2001. After dropping slightly, the population remained relatively stable during FY 2002 and through the first 3 months of FY 2003. As shown in the table below, an average of 231.8 youths were in secure care placement each day during FY 2002. This is nearly 10% higher than the average for FY 2001.

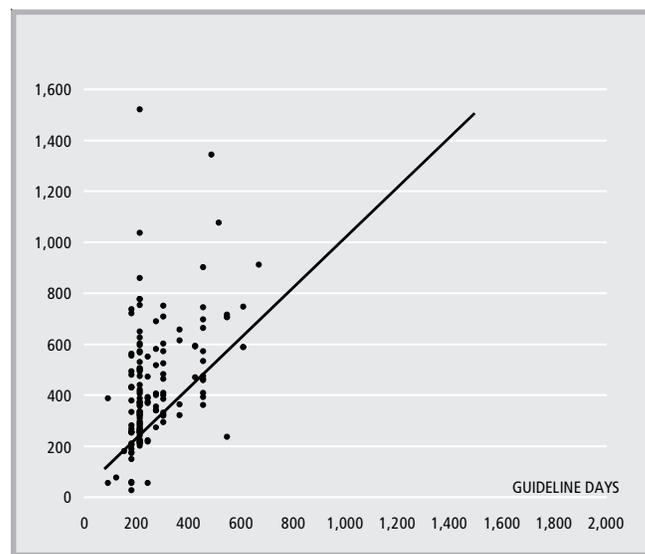
The chart at center right compares actual length of stay in secure confinement with the length of stay guideline for 149 youths paroled from secure care during

FY 2002. "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**

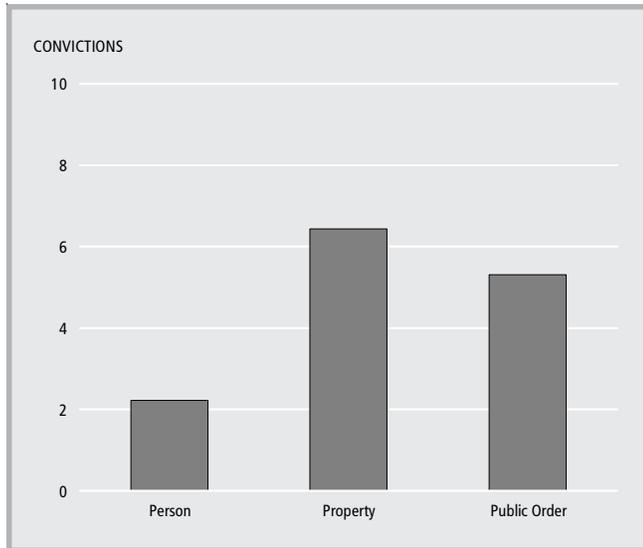


## Use of Secure Facilities During FY 2002.

| Facility                                 | Capacity   | Youths Served | Admissions | Average Daily Population | Nights Over Capacity | Length of Stay (months) <sup>1</sup> |
|--|------------|---------------|------------|--------------------------|----------------------|--------------------------------------|
| <b>Office of Correctional Facilities</b> |            |               |            |                          |                      |                                      |
| Farmington Bay Youth Center              | 18         | 30            | 14         | 17.8                     | 4.7%                 | 18.3                                 |
| Decker Lake Center                       | 40         | 79            | 55         | 38.8                     | .3%                  | 10.2                                 |
| Mill Creek Youth Center                  | 92         | 171           | 95         | 85.4                     | 0%                   | 10.8                                 |
| Slate Canyon Youth Center                | 32         | 66            | 38         | 31.5                     | 28.8%                | 14.9                                 |
| Wasatch Youth Center                     | 56         | 122           | 86         | 48.5                     | 0%                   | 10.6                                 |
| <b>Office of Rural Programs</b>          |            |               |            |                          |                      |                                      |
| Southwest Utah Youth Center              | 10         | 19            | 9          | 9.8                      | 0%                   | 15.7                                 |
| <b>Total</b>                             | <b>248</b> | <b>443</b>    | <b>297</b> | <b>231.8</b>             |                      | <b>11.8</b>                          |

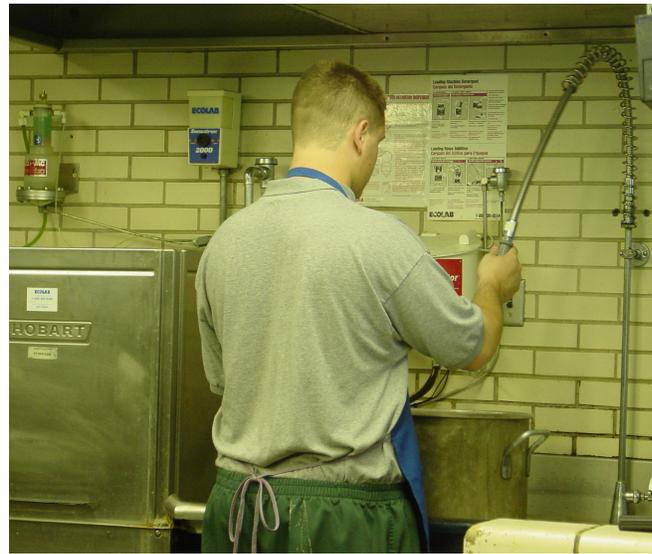
1 "Length of Stay" is the average time spent in a secure facility by youths released, paroled, or transferred during FY 2002.

## DELINQUENCY HISTORY



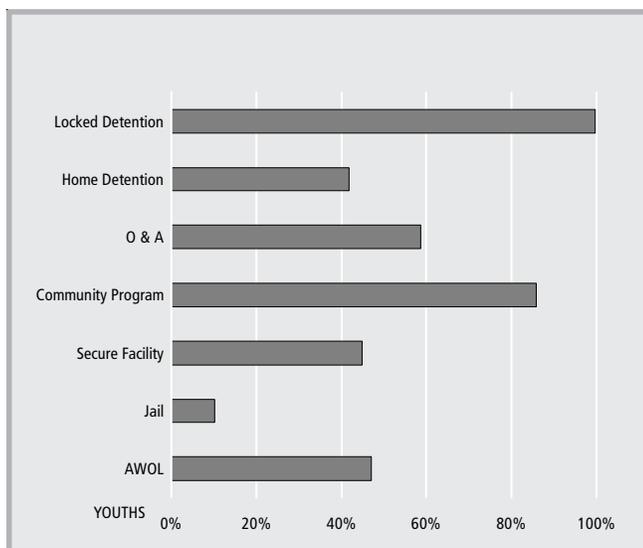
Youths admitted to secure care had an average of 14.0 felony- and misdemeanor-type convictions, a decrease of 1.1 convictions from FY 2001. The great majority of offenses (84%) were misdemeanor- and felony-type offenses against property or public order. In contrast, only about 16% of offenses were misdemeanor- and felony-type offenses against people.

Though not shown on the chart, these youths were first found delinquent at an average age of 12.5; over 73% of them were between 10 and 14. Further, about 42% of the youths had one or more convictions for life endangering felonies (serious offenses against people).



Youth working in Wasatch Youth Center kitchen.

## PLACEMENT HISTORY

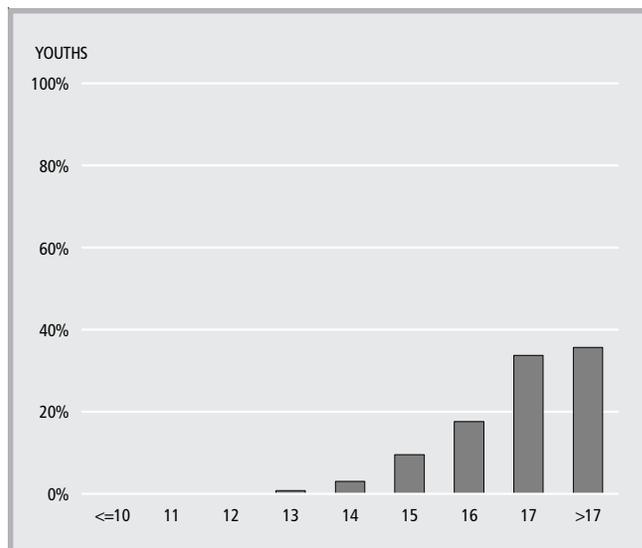


Youths placed in secure care had extensive histories of interventions and placements in Division programs. Nearly all had been placed in locked detention; 59% had been placed in observation and assessment (O&A); and 86% had been placed in a community program. Further, 47% had been AWOL from a Youth Corrections' placement.

Though not shown on the chart, most of these youths also had received services from other agencies in Utah's juvenile justice system: over 73% had been on probation supervision, 30% 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.

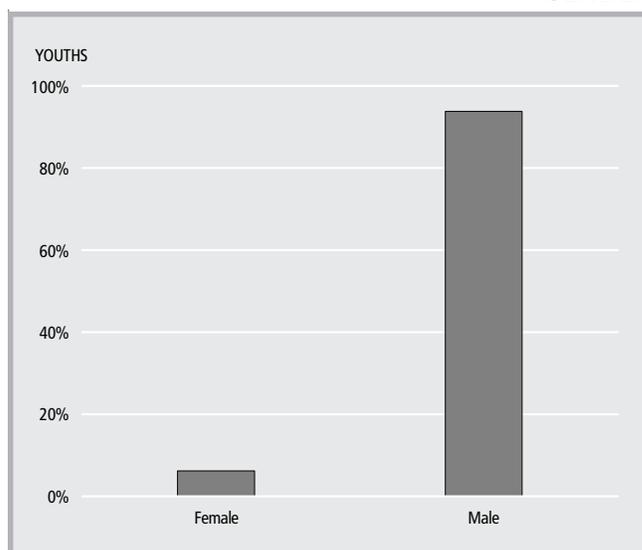
## AGES

Youths placed in secure facilities ranged from 13 to over 18 years old and averaged 17.5 years. 51% were 16 or 17 years old.



## GENDER

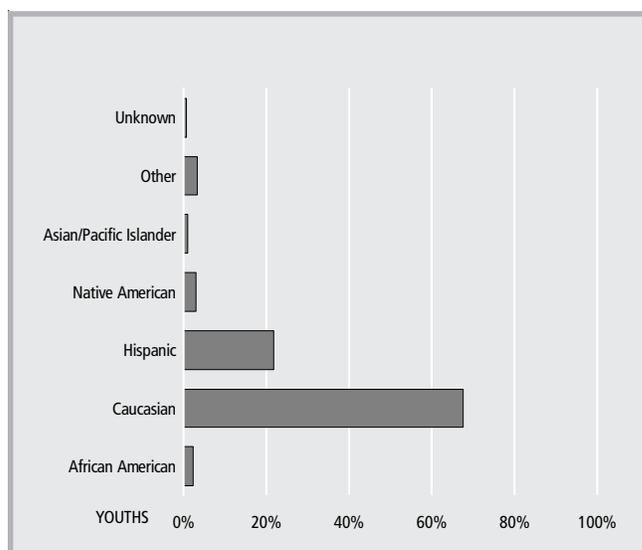
6% of all youths placed in secure facilities were girls, a slight decrease from the 7% in FY 2001.



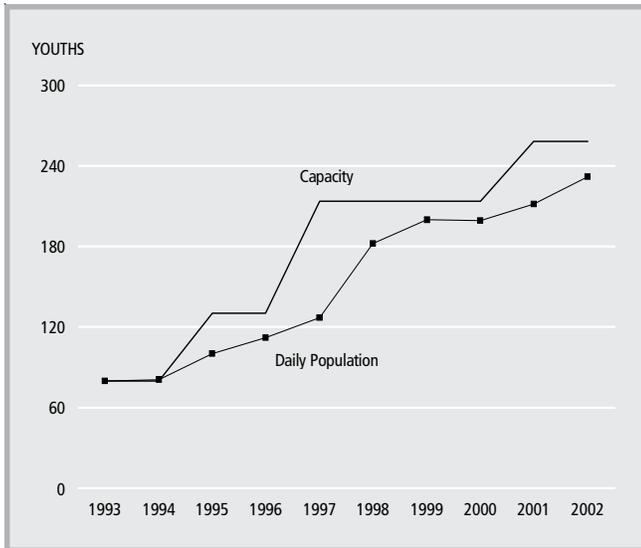
## ETHNICITY

Following a trend of many years, minorities were overrepresented in secure care placements. Collectively, they accounted for over 32% of all admissions to secure care, though they represent under 15% of Utah's youth population.

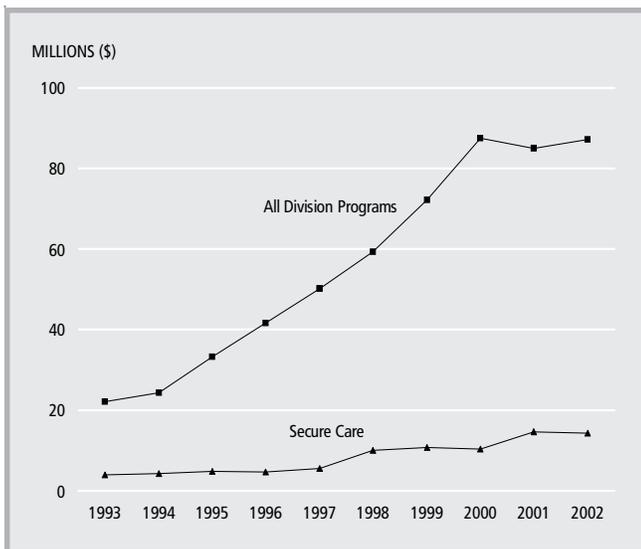
African Americans nearly 2.5 times more often than expected; Hispanics were placed nearly 2.4 times more often than would be expected from their proportion in the population at large.



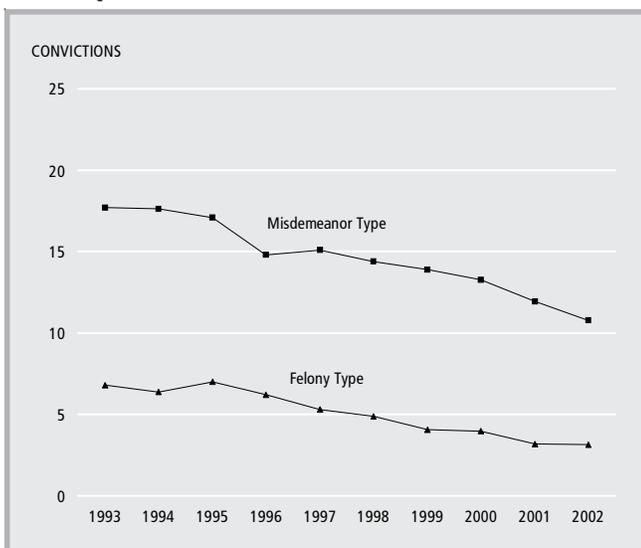
## AVERAGE DAILY POPULATION



## 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 nearly tripled between FY 1993 (80) and FY 2002 (232; 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 years. They represented 4% each year between FY 1993 and FY 1996 before jumping to an all-time high of 11% in FY 1997. The percentage was 6% during FY 2002.
- **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 and 32% in FY 2002.
- **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 16.9 in FY 2002.

### Budget

- **Expenditures.** Budgets for secure care rose by nearly 280% between FY 1993 and FY 2002 (see chart at center left), slightly less than the increase in the Division's overall budget.
- **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 43% 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 42% in FY 2002.

# 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.

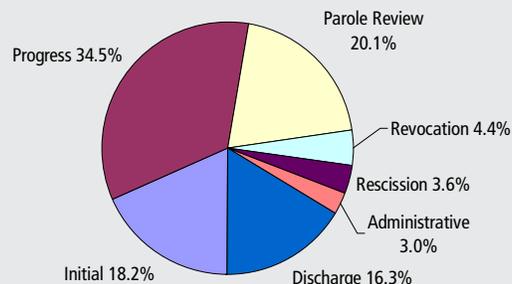
Authority members are citizens appointed by the Governor and confirmed by the Utah Senate. Members represent the diversity of Utah's population and speak on behalf of stakeholders across the state. Currently, three Authority members are assigned for each hearing and decisions are made by majority vote. 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 provide 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          |
|----------------------------|--------------------|
| Joel Millard, Chair        | Sandy              |
| Charles Semken, Vice Chair | Price              |
| Gus Verrett, Vice Chair    | Washington Terrace |
| Calvin Clegg               | Salt Lake City     |
| Deween Durrant             | Sandy              |
| Randy Ence                 | Cedar City         |
| Ferris Groll               | Kaysville          |
| Sal Jansson                | South Jordan       |
| Doyle Talbot               | Layton             |
| Veronica Thomas            | Syracuse           |
| Members Pro Tempore        | Residence          |
| Consuelo Alires            | Salt Lake City     |
| Irene Bergstedt            | Salt Lake City     |
| Jeff Norton                | St. George         |
| Kathy Peterson             | South Ogden        |
| Jennifer Mei Jun Yim       | Salt Lake City     |

## YOUTH PAROLE AUTHORITY HEARINGS



Percentages are based on 982 hearings held during FY 2002.

of the Division's six secure care facilities. The chart at top right identifies the types of hearings held during FY 2002. Overall, the Authority held 982 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

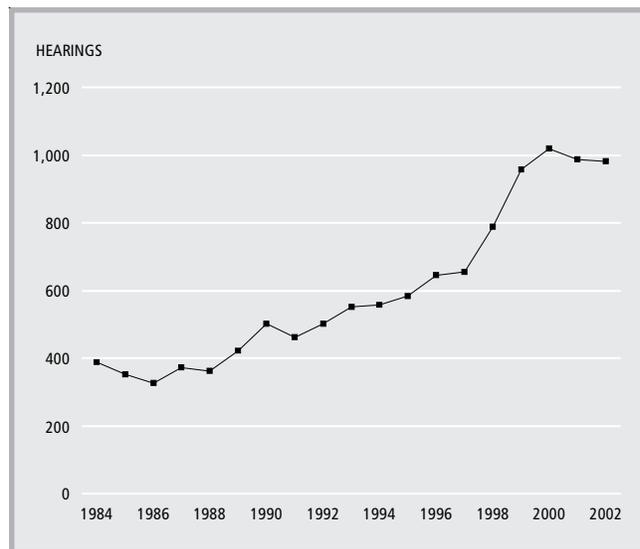
offenses come again under the jurisdiction of the court system. Depending on circumstances, they may be recommitted to secure care, transferred to the adult system, or allowed to continue under the supervision of the Authority.

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 982 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 2002, the cost was about \$296. It appears that using informed, citizen volunteers has been a very cost effective measure.

Consistent with the practices of the Division, the Authority subscribes to the Balanced and Restorative Justice Model (BARJ). 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.

## AUTHORITY HEARINGS FY 1982 to FY 2002



The Authority also has continued to develop services for victims of juvenile crime. Victims of youths committed to secure care are invited to participate in the Authority process. Victims may (1) attend Authority hearings, (2) submit impact statements, (3) request progress updates, (4) request notification of release dates, (5) request victim-offender mediation, and (6) request no contact orders. Victim participation is entirely voluntary and individuals may choose not to participate in the process. The Authority also mandates that payment of restitution be made part of the conditions of parole.

## 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 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

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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).

# Special Services

## Community Relations

*Prevention Programs.* During FY 2002, the Division was involved in a wide variety of prevention activities including "Burgers for Bikes", Paramount Community Based Services Project, and the Division of Youth Corrections' Speakers Bureau.

For the sixth consecutive year, the Division helped provide new or refurbished bicycles and new helmets to deserving children. In collaboration with Red Robin Restaurants and Aardvark Cycle, over 500 bicycles were provided to children nominated through community programs. The public donated bicycles to Red Robin Restaurants in exchange for gourmet hamburgers. The bicycles were repaired and refurbished by youths in Division facilities. Additional new bicycles were purchased with money donated by sponsors and were assembled by youths in Division programs. Bicycles, helmets, and a safety lessons were presented to 97 children at a distribution in Provo and to 118 children at a distribution in West Valley. The project donated another 359 bicycles and helmets to Deseret Industries and the Weber/Davis County Head Start Program.

Paramount Community Based Services Project is designed to teach youths in Division custody the importance of contributing their time to worthwhile community projects. Paramount Community Based Services works with several local organizations to give youths in the Paramount Program the opportunity to help others. Youths volunteer their time throughout the year at a food bank by organizing the food storage warehouse, packing food bags, and distributing food to people in the community. This provides a great opportunity for Division youths to learn the satisfaction of helping people in need.

The Speakers Bureau is a special service the Division offers to schools, religious groups, service clubs, and 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 2002, individual letters went to schools throughout Utah promoting speaking opportunities.

*Volunteer Programs.* The Division recognizes the great value that a strong volunteer program provides to delinquent youths. In July of 2001, full time volunteer coordinators were assigned to each of three geographical areas of the state (North, Central, and South). The coordinators train volunteers and ensure they are placed



Books collected by volunteers for youths.

appropriately. This has greatly increased the availability, quality, and placement of volunteers in Division programs.

Volunteers offer a variety of skills to enhance the experiences of youth in Division programs. They provide opportunities for competency development by leading 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 facility beds, serve as foster grandparents, and help youths find and keep jobs.

One of the major volunteer projects during FY 2002 was a book drive in the Ogden area that benefited secure care youths. The value of appropriate books for residents of a secure care facility is enormous. Books not only provide youths with chances to become more literate, they also can be keys to learning about others and finding socially acceptable ways of gaining satisfaction. The book drive was organized by the Division's Northern Volunteer Coordinator. With help from the Ogden Standard Examiner newspaper and a thirteen-year-old boy scout, over 1,800 books were collected and donated to the Division.

A new volunteer program that was piloted by the Division during FY 2002 was the "Tiger Woods' Start Something Program". In collaboration with Target Stores, the Tiger Woods Foundation developed the "Start Something" curriculum. The program provides

teachers and youth leaders with strategies and resources to help youths explore their own identity and find passion in life. Over a course of ten sessions, youths are instructed in goal setting, exposed to positive role models, and take part in inspiring activities designed to help them build positive values and learn more about themselves. Participants who complete the program have the opportunity to apply for scholarships through the Tiger Woods' Foundation to continue the pursuit of their dreams.

A second new volunteer program being piloted in the Division is the Achievement Advocate Program. This is an innovative approach to on-line mentoring. At the heart of the program is a unique relationship between an individual youth and an adult advocate. The advocate acts as a personal coach, providing direct advice on how to establish positive goals and develop the life skills necessary to achieve them. Staffed by experienced educators, the program is being tried with five girls in Division custody.

## Quality Assurance

The Division is dedicated to providing quality services to youths and to the community. In support of this Quality Assurance monitors, inspects, and reviews the daily operations of programs that provide services to delinquent youths. Staff manages compliance with the Federal Juvenile Justice and Delinquency Prevention Act (JJDP Act), the Government Records Access and Management Act (GRAMA), and the Americans with Disabilities Act (ADA). The goal of Quality Assurance is to ensure the health, safety, and wellness of Division youth. An additional goal is to hold providers accountable for best practice programming and fiscal operations. These functions are carried out by four parts of Quality Assurance: Contract Monitoring, Program Review, Medicaid Auditing, and JJDP Act compliance.

*Contract Monitoring.* During FY 2002, Quality Assurance conducted compliance reviews and regular monitoring of programs, facilities, and services. Quality Assurance took an active role in contract monitoring, and program evaluation. The Quality Assurance Team also corrects program and fiscal data entry so that accurate projections may be made. Regional management auditors monitor program operations within assigned geographical areas, and provide statewide assistance as needed. These efforts often require close coordination with the Department of Human Services

Bureau of Contract Management (BCM), Division case managers, and Division contract specialists. Overall, this arrangement has allowed (1) more thorough reviews being conducted, (2) more professional handling of incident reports and complaints, and (3) better availability of technical assistance in meeting contract requirements.

During FY 2002, the Division had a total of 105 contracts (76 service and 29 vendor). A review or specific reason why a review did not take place was documented for 95% (100 of 105) of these contracts. This included 100% of the service contracts and 83% of the vendor contracts. Quality Assurance directly reviewed about 70% (73 of 105) of Division contracts. About 75% (57 of 76) of the service contracts were reviewed and 55% (16 of 29) of the vendor contracts were reviewed. About 14% (10 of 73) of the reviews resulted in some type of corrective action by the provider. Of the 19 service contracts not reviewed; 47% (9 of 19) contracts provided no services, 11% (2 of 19) were terminated prior to the scheduled review, and 42% (8 of 19) were not reviewed because the provider served only a few consumers, were located out of state, or provided assessment services only. Of the 13 vendor contracts not reviewed about 38% (5 of 13) were not reviewed because the Division had determined the contracts would be reviewed only if Division staff made complaints about the services rendered to youth or program. These contracts included vendors for waste management, drug testing, staff training, and training materials. About 24% (3 of 13) were not reviewed because either no services were provided or contracts were terminated prior to a review. There was not an accounting for 38% (5 of 13) of the vendor contracts.

Utah statute requires that all facilities and programs serving juveniles meet specific standards and be licensed. Publicly operated programs and services operated by counties or municipalities, which securely hold juvenile for any length of time, must be licensed. Quality Assurance tracks the licensure of all programs and persons serving youth offenders. As part of this monitoring, Quality Assurance cooperates with the Department of Human Services Office of Licensing. Licensing offers the following types of licenses: residential treatment, day treatment, outpatient treatment, outdoor youth programs, and child placing programs. Quality Assurance will continue this fiscal year to take an active role in contract monitoring, program evaluation, child wellness, outcome measures, and licensure of programs.

*Program Review.* Evaluation of programs and facilities operated directly by the Division is also a duty of Quality Assurance. Standards and policies developed and implemented over the past several years are used to evaluate compliance of Division programs including: locked detention, secure facilities, observation and assessment centers, and work programs.

*Medicaid Auditing.* Funding provided through Federal Medicaid programs is an essential support for the Division in maintaining its service delivery. Quality Assurance is charged with the task of ensuring that programs comply with requirements tied to these funds. A Quality Assurance staff member, with expertise in the area of Federal Medicaid, is assigned to audit and review all private programs contracted to the Division for compliance to Medicaid standards. Programs having difficulty with the requirements are visited several times to help them achieve compliance.

*JJDP Act Compliance.* Quality Assurance monitors all facilities statewide that might securely hold juveniles for any length of time, to ensure Utah's compliance with three core requirements of the JJDP Act: deinstitutionalization of status offenders, removal of juveniles from adult jails and adult lockups, and sight and sound separation of juvenile detainees from adult offenders. Intensive monitoring efforts have resulted in Utah's compliance with the JJDP Act and enhanced protection of youth and the community. In addition, being in compliance makes Utah eligible for Federal grants that assist in the development and operation of many essential programs for youths. To meet compliance, the Division has continued to receive some of the grant funds to prevent inappropriate juvenile confinement and to provide consultation, education, and assistance in appropriate detention practices.

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 or transfer them to juvenile detention centers. In addition, nine holding rooms located in local law enforcement agency facilities are certified to confine youths charged with delinquent acts while arrangements are being made for release or transfer to a youth facility.

## Internal Investigations

Internal Investigations analyzes alleged violations of the

law and policy and procedures within the Division of Youth Corrections as well as with all contracted private providers. Staff assigned to Internal Investigations includes two full time investigators and one part-time investigator. 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 other 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.

In addition to their other duties, staff assigned to Internal Investigations 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 trainings held for workers from the Division's private service providers.

Internal Investigations also is responsible for the deployment of the current radio communication system used by the Division's detention centers and secure facilities. Other responsibilities include (1) involvement in interpretation and revision of policy and procedure, (2) factual incident review of serious youth offender transfers, (3) participation in fatality reviews, (4) mediation and conflict resolution, and (5) documentation of incidents involving code of ethics and code of conduct violations.

## Research/Evaluation/Planning

The Research, Evaluation, and Planning (REP) function supports the Division's Mission 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 is the maintenance and development of Utah's Juvenile Information System (JIS). The JIS is a centralized database shared by the Division and the Juvenile Court that tracks interactions with delinquent youths. Development of a replacement for the JIS began in FY 1999 when the Division and the Juvenile

Court jointly began the design phase of the project. Although the project is expected to take several years, a phased release of new programming began in July, 2001 (see “Court & Agencies’ Record Exchange”, page 66).

During FY 2002, REP helped the Division meet a variety of other service, research, and information needs. The function 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 served as staff to the Utah Sentencing Commission, 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 web site. The site describes Division program levels and provides a

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

## Training

In support of its Mission, the Division is committed to “Promote continuing staff professionalism through the provision of educational and training opportunities.” Staff training emphasizes professionalism and the proper care of youths in Division programs. During FY 2002, the Division supported 689 training sessions on mandatory topics and 750 in-service training events, providing an overall total of 70,320 individual training hours. Courses considered mandatory for Division staff are identified in the table below.

*Mandatory training.* New full-time staff are required to complete the Division’s Basic Orientation Academy during their first 6 months of employment. Four Academies were held during FY 2002, with 171 staff completing the training. Following their first year, staff must complete a total of 40 hours of in-service training each fiscal year. Support staff are required to complete 20 hours per 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 2002, 96% of employees successfully completed their required in-service training.

Training conducted a 2-week (80-hour) Supervisory Academy for new supervisors, with 40 staff completing the program. The Supervisory Academy is offered every year. The Division conducted three conferences for employees this year on issues and topics pertinent to their job functions. The conferences were Secure Care,

## Mandatory Training.

| Mandatory Training                | Required Hours | Review    | Sessions Offered | Staff Trained |
|-----------------------------------|----------------|-----------|------------------|---------------|
| Basic Academy                     | 80             | None      | 4                | 171           |
| Communicable Diseases             | 2              | 3 year    | 51               | 417           |
| Code of Ethics                    | 2              | Annual    | 55               | 375           |
| CPR                               | 4              | Annual    | 152              | 996           |
| Crisis Intervention Initial       | 24             | None      | 33               | 470           |
| Crisis Intervention Certification | 8              | None      | 40               | 86            |
| Crisis Intervention Review        | 8              | Annual    | 34               | 585           |
| Cultural Competency               | 8              | As needed | 21               | 583           |
| Defensive Driving                 | 1              | 3 year    | 97               | 513           |
| First Aid                         | 1.5            | 3 year    | 89               | 496           |
| Incident Reporting                | 2              | As needed | 8                | 246           |
| Legal Issues                      | 8              | As needed | 4                | 180           |
| Personal Protection               | 6              | 3 year    | 3                | 114           |
| Suicide Prevention                | 2              | 3 year    | 54               | 528           |
| Supervisory Academy               | 80             | None      | 1                | 40            |
| Unlawful Harassment Prevention    | 2              | 3 year    | 58               | 599           |
| Violence in the Workplace         | 2              | As needed | 7                | 236           |

Detention and Community Alternatives. Collectively, 591 staff attended these conferences.

*New training initiatives.* 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." During FY 2002, the Division implemented a new mandatory cultural competency training program for all staff, using the Utah Multi-Agency Cultural Competency Curriculum, which was developed in response to the Task Force's recommendation. This fiscal year, 21 trainings were conducted.

The focus of many of the trainings this year was on several of the Division's new initiatives including the Utah protective and risk assessment process, Functional Family Probation/Resource Services (FFP/RS), and the Program Enhancement Process (PEP; see "Program Enhancement Process", page 64).

In January of 1999, the Legislative Auditor released an audit of Utah's juvenile justice system. One of the suggestions contained in the audit was to develop and implement an assessment instrument that would assist in identifying chronic and serious offenders early in their delinquency careers. The Juvenile Court and the Division of Youth Corrections addressed this issue by reviewing many assessment tools. The assessment tool selected for use in Utah was the Washington State Risk Assessment Tool (see "Protective and Risk Assessment", page 67). Joint training sessions with the Juvenile Court and Youth Corrections on the assessment tool began during FY 2002. The effort started with a week long training for 40 workers who will teach this topic to other staff. This was followed by three Risk Assessment Trainings for Supervisors. A total of 137 supervisors (53 from Juvenile court and 84 from the Division) were trained. Training the line staff who will administer the assessments began in the first quarter of FY 2003 and will continue throughout the year.

In conjunction with the new assessment tool, the Juvenile Court and Youth Corrections adopted a case management approach titled Functional Family Probation/Resource Services (FFP/RS). This process utilizes Functional Family Therapy concepts to engage and

motivate youth and families, link them to interventions, monitor progress, and, finally, provide for successful termination. Joint training sessions with the Juvenile Court and Youth Corrections began during FY 2002. A total of 20 supervisory and line staff trainings were conducted. In addition, FFP/RS specialists received a more intensive 7-day training. Overall, during FY 2002, the effort provided 23 trainings for 713 employees (310 staff from the Juvenile Court, and 403 staff from the Division) for a total of 43,162 training hours.

The Division and the Juvenile Court have developed a new information database system, the Courts & Agencies' Record Exchange (CARE). The overall goal of the effort is to build a comprehensive system for juvenile justice and child welfare information. The Division and the Juvenile Court conducted 9 joint trainings during FY 2002 on the new system.

## 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 is responsible for managing each of the Program Business Managers throughout the state. Major events in the Utah Budget Process include:

### *Pre-Legislative Session*

- June. Governor's Office of Planning and Budget issues budget forms and instructions to state 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 recommen-

dations 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

Contracting 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 service delivery process.

The function's specific activities include:

- Planning, developing, and implementing Federal, Department of Human Services, 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 Federal Revenue Management function is designed to enhance Federal revenues to the Division and ensure compliance to Federal requirements associated with revenues received. Nearly 20 percent of the Division's budget of approximately 90 million dollars comes from

Federal revenues. The primary sources of Federal revenue consist of (1) Mental Health and Rehabilitation services paid under Medicaid; (2) Targeted Case Management services paid under Medicaid; (3) Foster Care services, including room and board, paid under the Social Security Act; and (4) Grant programs and projects paid for in full or in part by the Departments of Justice, Health and Human Services, Labor, or other public or private philanthropic organizations.

In fulfilling its role for the Division, the Federal Revenue Management:

- Seeks new sources of Federal funding.
- Briefs others in the Division on Federal funding possibilities and requirements.
- Drafts or coordinates drafting of grant proposals.
- Provides guidance and training to 6 eligibility specialists (who make eligibility determinations for Medicaid and Social Security Act services).
- Performs accounting for Federal revenues.
- Collects unclaimed revenues and returns revenues received in error.
- Assists with and monitors approximately 20 grant programs and projects receiving Federal funds.
- Coordinates the collection and transfer of data to Federal information systems.
- Meets with Federal representatives to demonstrate compliance with Federal requirements.
- Continuously improves Federal revenue collection, reporting, and compliance systems.

Also during FY 2002, the Federal Revenue Management function participated in securing funding on two notable grant proposals. The largest project of the two involves the establishment of an aftercare program in Utah County named the Utah County Aftercare Program (UCAP). One million dollars was obtained over a 3-year period under the Office of Justice Programs of the Department of Justice initiative called the Serious and Violent Offender Reentry Initiative. The purpose of UCAP is to return juvenile offenders to the community as productive and competent citizens.

Another new grant project the Federal Revenue Management unit has helped secure is providing funding to support the Archway Shelter Program that serves runaway and homeless youths in the Ogden area.

# Recent and Ongoing Projects

## Community Aftercare

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 established a long record of misconduct that began at an early age. Risk factors that have been 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 the juvenile justice system.

Consistent with this thinking, the Division is redesigning its system of programs that support youths transitioning from secure care and structured programs. The effort includes strengthening existing programs in the Salt Lake City area and the Ogden area and establishing the Utah County Aftercare Program (UCAP) to meet the reentry needs of offenders from southern and rural Utah. UCAP, which is being started with the aid of Federal funding, will initially provide only nonresidential services including counseling, education, and tracking. Residential services will be added later. Transition services are provided in the Salt Lake City by the Intensive Community Aftercare Program (ICAP) and in the Ogden Area by Project Paramount. Both programs offer community based residential and nonresidential services.

All of the Division's transition programs base their service delivery on the Alshulter-Armstrong Intensive Aftercare Program Model and operate within the framework of the Balanced and Restorative Justice Model. The programs recognize the need for comprehensive and individualized transition plans that address community protection, accountability, and competency development. Details of the ICAP program used with secure care youths illustrate the general approach being developed as a Division-wide model for community aftercare.

The ICAP program has worked closely with existing community resources and is continuing to develop new partnerships that will help juvenile offenders reintegrate into their communities. ICAP's over-arching goal is to return juvenile offenders back to the community as

productive, competent and healthy citizens. Five objectives have been identified to accomplish this:

- Increase the youth's sense of responsibility for his or her own behavior.
- Decrease the number of youths who relapse into substance abuse.
- Increase the number of youths who obtain and hold jobs.
- Increase the number of youths who successfully reintegrate with their communities and, where appropriate, with their families.
- Decrease the number of youths who violate the conditions of their release.

ICAP begins working with a youth at least 90 days prior to release from a secure facility. During this time, ICAP works with the youth, family members, secure care staff, and case managers to develop a transition plan. Youths meet regularly with ICAP staff to help the youth keep focused on objectives of the transition plan, identify possible problem areas, and adjust the plan as new information is discovered.

Following a successful Parole Review Hearing before the Youth Parole Authority, a youth typically is placed on a trial placement in the community. This may include staying at the ICAP residential facility until a parole agreement is signed or until case managers and ICAP staff determine that transfer to another placement is appropriate.

The transition plan is implemented during the trial placement period. Home visits are carefully scheduled and closely supervised. ICAP staff members work closely with one another and with the youth to complete the objectives of the transition plan. During this time, both the youth and ICAP staff may make arrangements for continuing support services. Depending on individual needs, these services may include additional out-of-home community placement, school attendance, job placement, transportation, community service and restitution projects, recreation activities, interpersonal contact, drug testing, substance abuse groups, independent living skills, and individual and family counseling. These activities also address principles to prepare youths for progressively increased responsibility and less supervision.

## Program Enhancement Process (PEP)

During FY 2001, the Division launched the Program Enhancement Process (PEP), aimed at utilizing continu-

ous quality improvement techniques to deliver quality services. Specifically, the focus of this initiative is to develop outcomes-based services within the framework of the Balanced and Restorative Justice Model.

During FY 2002, the Division implemented the PEP process with three pilot sites, representing rural versus urban, assessment versus treatment, and the extreme ends of the continuum, receiving center versus secure care. Each of these pilots has successfully developed the first three major components of the PEP process, the Program Model, Objective Model, and the Evaluation Model. All three sites have begun data collection and will begin the fourth stage in the PEP model, analyzing and using data for quality improvement, during the third quarter of FY 2003.

The pilot projects were critical for devising the plan for implementing PEP across the Division's entire service array of programs. Management and staff representatives from these programs have been organized into nine sets of teams, who will be led through the process of developing and implementing the major components of the process. Each set of teams will meet five times to build their models and begin implementing the tools. Two additional meetings will occur 6 to 9 months after implementation begins. At that time, teams will learn about using results for program improvement and planning. As of this writing, teams from Secure Care, Urban Detention, and Observation and Assessment have begun their work. Additional teams will include Urban Receiving Centers, Case Manage-

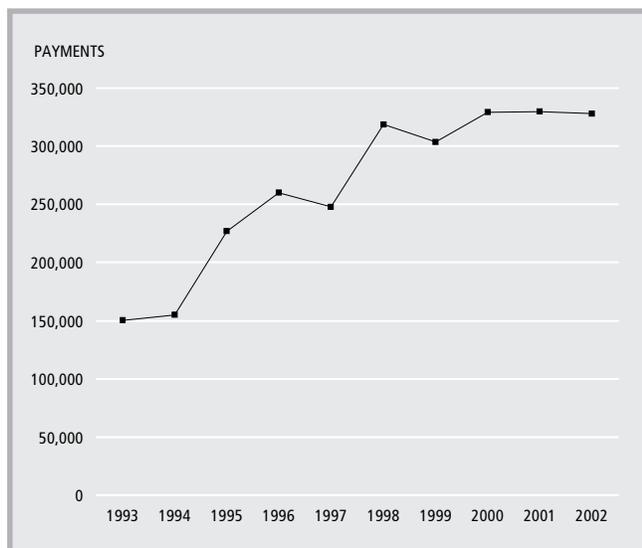
ment, Rural Receiving Centers, and Rural Detention.

The Division has a wealth of capability and commitment to the PEP process. Not only has it undergone a pilot phase, for learning more about the specific PEP model, it has simultaneously undertaken the development of a client-based CARE information system. Early on in the pilot phase of PEP, it became clear to project leadership and its consultant that the CARE system 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 become integrate to better serve the principles of the BARJ Model.

Additionally, the models that underlie PEP are being adapted to assist in new program planning and development. Two new projects, one related to service delivery and the other related to an administrative function, have been undertaken using the PEP approach to identify desired outcomes first and then build services and activities to reach those outcomes.

A creative adaptation of the PEP process is also being used to assess the adequacy of the service options available for girls. In this project, best practices are being identified from the literature and leading experts and are then used as criteria to evaluate the current service array. In this way, program strengths and service gaps are being identified to plan for program development that assures girls' needs are being met.

## RESTITUTION PAYMENTS



## Victim Services

The Division recognizes the need to hold juvenile offenders accountable for their delinquent behavior and 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. In addition, restitution programs have been created at all levels of the continuum of care.

As represented in the chart at bottom left, 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, responding to a national initiative to identify the incidence and prevalence of mental health problems among youths held in detention centers, the Division of Youth Corrections obtained funding to support a project which could examine the rate and severity of emotional disorders among Utah's delinquent population.

Youths who were first time admissions to the Detention Centers located along the Wasatch Front, including the Weber Valley Detention Center, Salt Lake Valley Detention Center, and the Slate Canyon Youth Center, were included in the project. Together, these centers serve over 75 percent of the youths entering detention throughout Utah. The participants completed a battery of standardized screening tests, intended to identify problematic substance abuse, behavior extremes, serious academic deficits and current risk of suicide. From these measures, specific factors, shown from the professional literature, to be highly indicative of general mental health problems, were subsequently extracted and used to develop a screening scale for the probability of mental health problems. The screening results were not intended to provide a diagnosis or to prescribe specific treatment needs for individuals.

To minimize costs, the project was designed to utilize existing Youth Corrections staff who were trained, through a series of ongoing in-service sessions, to administer and score the tests. Results were then entered into a database maintained by the Division's Research, Evaluation, and Planning function, for subsequent analysis. Individual scores and findings were made available to detention staff and case workers on-line and by fax transmission, to provide better management of youths while in detention, give workers needed information relative to client treatment and placement needs, and expedite processing of youths through the Juvenile Courts. Statistical summaries were compiled and made available to the Division's administrators and program directors. Approximately 7,000 youth completed the screening process.

The project was initially funded for a period of 3 years by the Byrne Foundation, through the Utah

Council on Juvenile and Criminal Justice, and was subsequently extended by the Council to a fourth year. Following that year, the Council recommended that the Project be extended an additional year, to include youths entering detention centers in the rural areas of Utah as well, in order to provide a more complete picture of the entire state and to allow for a comparison of needs between rural and urban areas. The existing Byrne Foundation funding was continued and Challenge grant funding was provided to support the expanded project.

Currently, staff in detention centers throughout the state are being trained to participate in the project. Data obtained will be gathered and stored for use in improved management of detained youth, and for general statistical analysis. The data are being gathered and stored through the new CARE information system (see below). The results may provide, for the first time, a comprehensive analysis of the mental health needs of Utah's delinquent youth.



## Court & Agencies' Record Exchange

For over 20 years, the Division and the Juvenile Court have shared the Juvenile Information System (JIS), a client-based information system. JIS collects and manages basic demographic, service, and legal information on youths who have had interactions with Utah's juvenile justice system. The partnership has been enormously successful and JIS has been a very important source of juvenile justice information. However, the existing system cannot currently support new initiatives such as the Protective and Risk Assessment project (see below). When, after a careful assessment, it was determined that JIS could not be enhanced further, the Division joined with the Juvenile Court in a partnership to develop a new system, the Court & Agencies' Record Exchange (CARE).

The overall goal of the CARE project is to build 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.

The new system is being completed and brought into production in functional pieces referred to as modules. Development of individual modules is proceeding in

four stages: (1) analysis of current processes, (2) system design, (3) testing, and (4) implementation. Analysis of current processes starts with in-depth interviews with workers who will use the module. The focus is to discover what tasks workers perform and how a new system might best aid their efforts. In the system design phase, programmers construct prototype versions of the module. Users are consulted again, in a process referred to as "joint application design", to review requirements and evaluate the prototype. During testing, technical staff and the workers who will be using the system systematically evaluate the module to ensure that the it functions according to design specifications. Finally, during implementation, 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 already has proved to be a critically important resource for the protective and risk assessment project jointly developed by the Juvenile Court and the Division (see below) and the Division's Program Enhancement Process (PEP; see above).

A second component, the minutes module, is close to completion. It was designed to manage minutes from Juvenile Court and Youth Parole Authority hearings. As of this writing, Juvenile Court and Division workers are testing the module. It is expected to reach the implementation phase in the third quarter of FY 2003.

Additional modules under development will manage (1) demographic information about youths and their families, (2) residential and nonresidential services delivered to youths in Division and Probation care, and (3) a calendaring system that will document activities of individual youths and programs. All three functions are expected to be in the testing phase by the fourth quarter of FY 2003. It is expected that the majority of current JIS functions will be handled by CARE modules during the second quarter of FY 2004.

## Protective and Risk Assessment

A Legislative audit of Utah's juvenile justice system called for juvenile justice agencies to adopt a systematic process for identifying needs and risks of delinquent youths. The Division joined with the Juvenile Court to respond to the request. The Risk Assessment Committee, with representation from both agencies, was established to oversee creation of a risk assessment process to

be used by both organizations.

After reviewing a number of possibilities, the decision was made to use two assessment tools developed in Washington State. The Prescreen Risk Assessment (PSRA) is a relatively short test that was validated to predict reoffending of probation-level youths in Washington State. The assessment predicts reoffense likelihood based on delinquency, drug and alcohol problems, home environment, and the youth's peer group. Test results are to be used to set a youth's level of supervision. Currently, it is anticipated that the PSRA will be given to all youths who are scheduled to have a hearing before a Juvenile Court judge for a misdemeanor- or felony-type offense.

The second assessment tool is the Protective and Risk Assessment (PRA). This evaluation is a more comprehensive test that includes information in 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 behaviors, and (10) skills. It is planned to give this assessment to all youths who are placed on Probation supervision with the Juvenile Court or in the Division custody for community placement or secure care. The 10 domains reveal information that is critical to understanding a youth's strengths and weaknesses and will be used to construct goals and objectives for the youth's correctional plans. The PRA will be given periodically during supervision or custody to measure a youth's progress and determine program effectiveness.

To help standardize the use of the PSRA and the PRA the Juvenile Court and the Division also have adopted a case management training package, Functional Family Probation/Resource Services (FFP/RS). Though not a therapy process, the training is based on principles of the nationally recognized program, Functional Family Therapy (FFT). The approach is designed to engage and motivate youths and families, link them to services, monitor progress, and, finally, to provide for successful termination.

Used together, FFP/RS and the Protective and Risk Assessment instruments promise to improve communication between and within agencies and establish more objective criteria for identifying the services youths need.

A key feature of the assessment process is that assessment results are documented on the new CARE information system (see above). Assessment results

become part of an individual youth's CARE record. When a Division or a Juvenile Court worker is assigned a new youth the worker has immediate access to any past assessments the youth has received. Further, the CARE system provides a very user-friendly procedure for reassessing a youth. Through the first 6 months of FY 2003, over 900 PRAs and PSRAs had been completed and logged into CARE.

The Risk Assessment Committee has set a number of goals to continue development of the risk assessment process during FY 2003, including: (1) creation of local quality assurance plans in each Court District to ensure that quality assessments are being completed on a regular basis, (2) construction of CARE reports to aid in the interpretation and use of assessment results; (3) determination of assessment norms for youths at different points along the juvenile justice continuum to help workers interpret assessment results and prioritize use of scarce resources; and (4) creation of an ongoing training process to maintain skill levels of current workers and train new workers on the use of the assessment tools.

## 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 out of their homes. 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 of a Utah Tribe recognized by the Bureau of Indian Affairs. State statute placed the responsibility for the education of 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 its 6 secure facilities, 5 freestanding observation and assessment

programs, 11 locked detention centers, and Genesis Youth Center.

## Juvenile Sex Offender Initiative

The Division of Youth Corrections and the Network On Juveniles Offending Sexually (NOJOS) maintain a strong financial and philosophical commitment to protect the safety of Utah's children and families through the use of appropriate interventions for sexual offenders.

Over the last several years, Utah has developed and implemented a comprehensive system for the classification, supervision, and treatment of sexual offenders. The system has been recognized nationally by the Center for Sex Offender Management and is promoted as a national model. The approach has stimulated the development of a continuum of care for juvenile sex offenders and has greatly improved the quality of decisions made about individual offenders. During FY 2002, the continuum of care included 20 private agencies and four Division programs. Sex-offender services ranged from outpatient therapy to secure residential care.

As part of its ongoing efforts, the NOJOS group devised a "Master Plan" to address the complex issues of the sex-offender population. The plan focuses on five primary goals and establishes operational objectives for each. Objectives and goals are reviewed annually to ensure that progress is being made. The five goals, current objectives, and a statement of progress for each area are presented below.

### *Policy and Procedure Development*

- Revise and print the Utah State Juvenile Sex Offenders Protocol and Standards Manual. This manual has been revised three times to keep pace with new research and developments in clinical practice. The fourth revision should be completed during the fourth quarter of FY 2003. Policies regarding the use of the polygraph and plethysmograph will be included.
- Formalize a position statement on the registration juvenile sex offenders. Research on the effectiveness of adult registration requires a new look at the purpose of juvenile registration
- Develop guidelines for clarification, reconciliation, and reunification of families and juvenile sexual offenders. This document has an enor-

mous potential to impact the quality services provided to victims, families, and perpetrators. It is scheduled to be completed during the fourth quarter of FY 2003.

- Collaborate with the Department of Corrections on medication management of sexual offenders. NOJOS sponsored a presentation on the medical management of sexual offenders to representatives of the entire sex offender service delivery system, both public and private.

#### Training

- Offer multilevel, multi-agency training annually. Continuing a trend of many years, during FY 2002, sex-offender specific education and training were provided at basic, intermediate, and advanced levels.
- Focused "special population" education. Focused training for school educators, counselors and administrators and Utah researched female sexual offenders were offered during FY 2002.
- Presentations to the Judiciary. In each of the last 3 years, presentations have been made to the judiciary on assessment, research, and placement options for sexual offenders.

#### Research

- Identify recidivism for youths who have received sex-offender specific programming, including residential, psychiatric, and secure care.
- Development of a risk assessment tool for juvenile sexual offenders. In FY 2001, NOJOS contracted with a research group to develop a risk assessment tool for juvenile sex offenders. Currently, the research group is reviewing the case files of over 700 adjudicated juvenile sexual offenders from Utah. The project is expected to produce a

prototype assessment tools during the first quarter of FY 2004.

- Characteristics and recidivism of female sex offenders. NOJOS currently is developing a taxonomy for young female sexual offenders.

#### Legislative Directions

- Develop and propose legislation to better manage and care for youths with sexual behavioral problems.

#### Program Development

- Work to develop a sex-offender specific observation and assessment process.

### Profile of Division Staff

The Division has 902 full- and part-time career service staff (excluding time-limited employees and Board members). The average age of these staff is 38.1 years (range 18 to 76 years old); about 28.2% (254) are between 21 and 30 years old. Average length of service is 6.3 years. The longest employment length is over 32 years; 5.0% (45) have 6 months or less service and 18.1% (163) have over 12 years of service.

The table below represents the proportion of career service staff of different ethnicity, gender, and job type. Minorities represent 20.1% of staff across all job types and 14.7% within the administrative job type; most work in service delivery jobs (22.3%). Only 2.2% of minority females are working within the administrative job type. Overall, females represent over 43% of staff across all job types, but only 31.6% work within the administrative job type. Additionally, females are overrepresented within the support job type (82.8%).

The Division also employs 302 time-limited staff to augment the efforts of career service employees. Time

### 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 | 76             | 40     | 116    | 291              | 205    | 496    | 17      | 91     | 108    | 384   | 336    | 720    |
|           | 55.9%          | 29.4%  | 85.3%  | 45.6%            | 32.1%  | 77.7%  | 13.3%   | 71.1%  | 84.4%  | 42.6% | 37.3%  | 79.9%  |
| Other     | 17             | 3      | 20     | 104              | 38     | 142    | 5       | 15     | 20     | 126   | 56     | 182    |
|           | 12.5%          | 2.2%   | 14.7%  | 16.3%            | 6.0%   | 22.3%  | 3.9%    | 11.7%  | 15.6%  | 13.9% | 6.2%   | 20.1%  |
| Total     | 93             | 43     | 136    | 395              | 243    | 638    | 22      | 106    | 128    | 510   | 392    | 902    |
|           | 68.4%          | 31.6%  | 100.0% | 61.9%            | 38.1%  | 100.0% | 17.2%   | 82.8%  | 100.0% | 56.5% | 43.5%  | 100.0% |

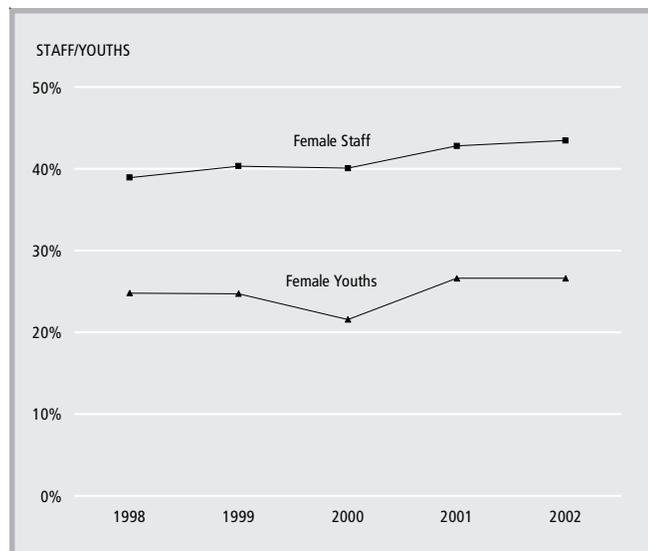
limited staff may work up to a total of 1,560 hours each year. In the 2002 calendar year, they contributed about 8.8% of all hours worked in Division facilities and programs. This number compares to over 12% of all hours in calendar year 2000 and 7.5% of all hours in calendar year 2001.

A comparison of youths in Division programs and service delivery staff reveals that there are relatively fewer minority staff (21.2%) than minority youths served (28.4%), and that there are relatively more

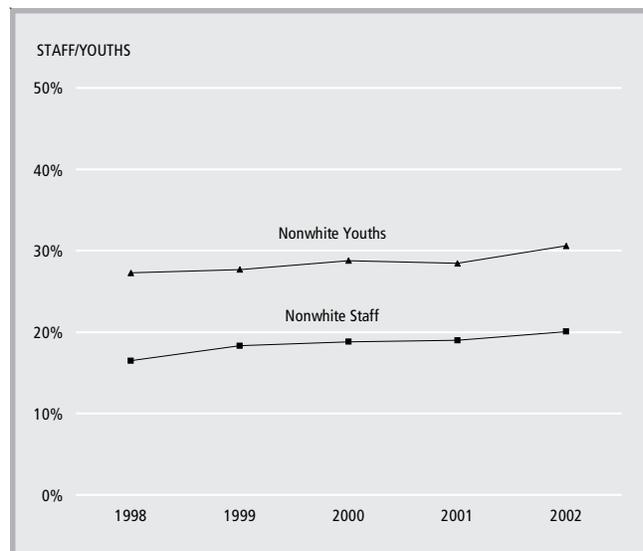
female service delivery staff (38.0%) than female youths served (26.6%).

Several trends in the numbers of Division staff and youth have become noticeable over the last 5 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 DIVISION STAFF and YOUTHS



### NONWHITE DIVISION 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.

## Posters

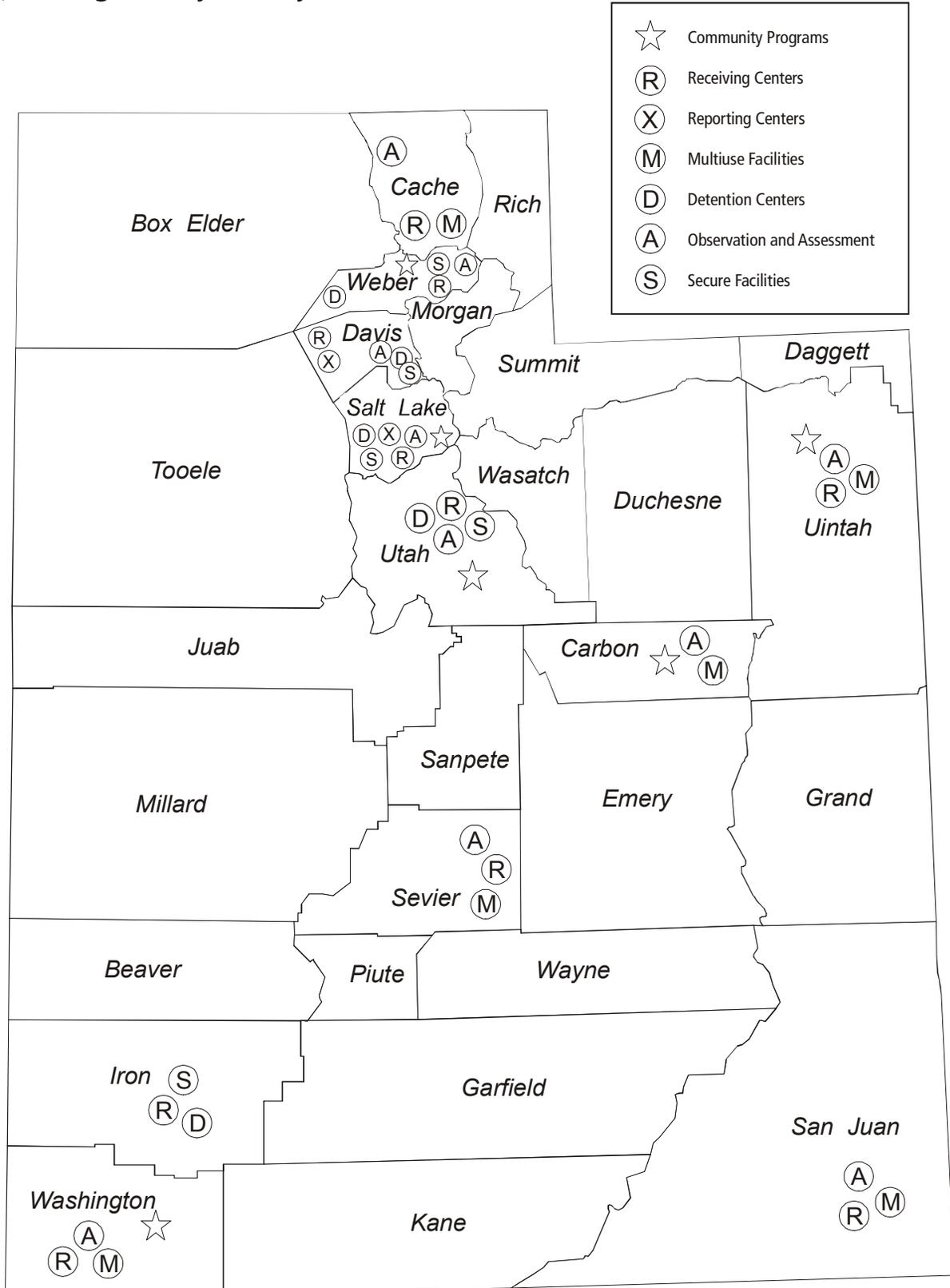
- 101 Ways to Stop the Violence
- The Serious Youth Offender

## Speakers Bureau

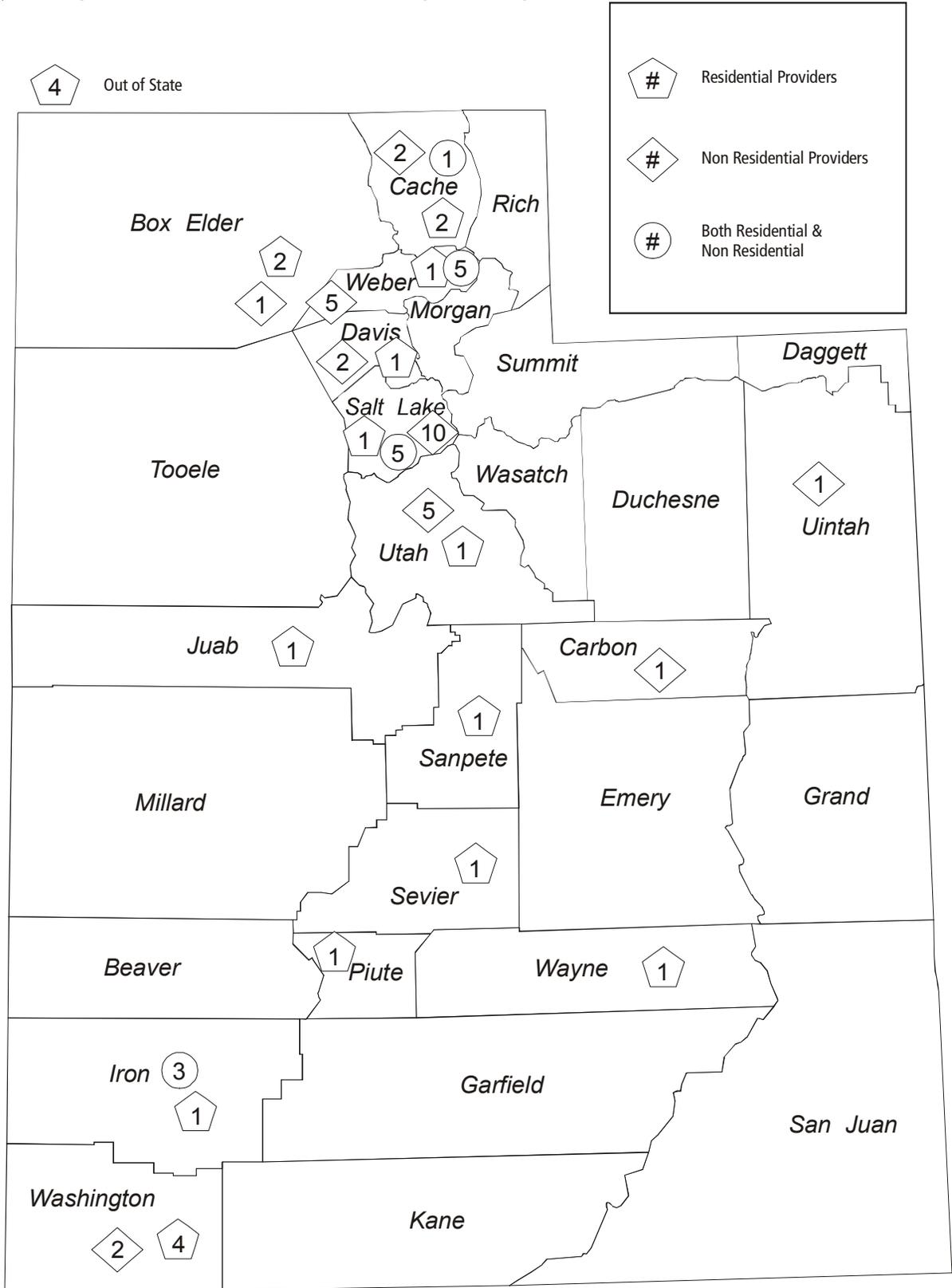
Youth Corrections' staff are available for community and school presentations that address topics such as Utah's juvenile justice system, privatized facilities for delinquent youth, sex offending youth, or other subjects upon request. Presentations can be specifically prepared for your group. Presentations 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 web site; [www.hsdydc.utah.gov](http://www.hsdydc.utah.gov).

## Division Programs by County



# Community Based Private Providers by County



## Division Programs and Offices

### STATE ADMINISTRATION

DIRECTOR BLAKE CHARD (801) 538-4330  
120 N 200 W, Rm 419  
Salt Lake City, UT 84103  
fax (801) 538-4334

DEPUTY DIRECTOR DAN MALDONADO (801) 538-4330  
120 N 200 W, Rm 419  
Salt Lake City, UT 84103  
fax (801) 538-4334

### YOUTH PAROLE AUTHORITY

ADMINISTRATIVE OFFICER STEPHANIE CARTER (801) 538-4331  
120 N 200 W, Rm 430  
Salt Lake City, UT 84103  
fax (801) 538-4492

### OFFICE of COMMUNITY PROGRAMS

PROGRAM DIRECTOR CECIL ROBINSON (801) 627-0322  
145 N Monroe Blvd  
Ogden, UT 84404  
fax (801) 393-7813

#### CASE MANAGEMENT

OGDEN CASE MANAGEMENT Bryan PoVey (801) 627-0326  
145 N Monroe Blvd  
Ogden, UT 84404  
fax (801) 393-7813

OREM CASE MANAGEMENT Odell Erickson (801) 426-7430  
237 S Mountainland Dr  
Orem, UT 84058  
fax (801) 426-7455

SALT LAKE CASE MNGMNT Kyle Goudie (801) 284-0201  
61 W 3900 S  
Salt Lake City, UT 84107  
fax (801) 263-9058

SALT LAKE CASE MNGMNT 2 Larry Larcade/Mike Butkovitch (801) 265-7500  
3522 S 700 W  
Salt Lake City, UT 84119  
fax (801) 265-7599

#### COMMUNITY BASED PROGRAMS.

(Contact State Admin Office for contractors providing community services)

ICAP Ronald Harrell (801) 265-5961  
3520 S 700 W  
Salt Lake City, UT 84119  
fax (801) 265-5969

PARAMOUNT REFLECTIONS Randy Gangwer (801) 779-6521  
523 Heritage Blvd, Suite #2  
Layton, UT 84041  
fax (801) 779-6530

PROJECT PARAMOUNT Randy Gangwer (801) 621-3684  
2411 Kiesel Ave  
Ogden, UT 84404  
fax (801) 393-2869

UCAP Odell Erickson (801) 491-0134  
205 W 900 N  
Springville, UT 84663  
fax (801) 491-0136

#### OBSERVATION AND ASSESSMENT

OGDEN O&A Mike Rigby (801) 627-0326  
145 N Monroe Blvd  
Ogden, UT 84404  
fax (801) 343-7813

SALT LAKE O&A Anne Nelsen (801) 284-0230  
61 W 3900 S  
Salt Lake City, UT 84107  
fax (801) 266-7591

SPRINGVILLE O&A Odell Erickson (801) 491-0134  
205 W 900 N  
Springville, UT 84663  
fax (801) 491-0136

### OFFICE of CORRECTIONAL FACILITIES

PROGRAM DIRECTOR DAVE LODEN (801) 284-0249  
61 W 3900 S  
Salt Lake City, UT 84107  
fax (801) 263-9058

#### DETENTION FACILITIES

FARMINGTON BAY YTH CTR Tony Hassell (801) 451-8620  
907 W Clark Ln  
Farmington, UT 84025  
fax (801) 451-2465

SALT LAKE VALLEY DT CTR Keith Smith (801) 261-2060  
3450 S 900 W  
Salt Lake City, UT 84119  
fax (801) 261-2732

SLATE CANYON YTH CTR Ron Mervis (801) 342-7840  
1991 S State St  
Provo, UT 84606  
fax (801) 342-7874

WEBER VALLEY DT CNTR Jackie Southwick (801) 825-2794  
5470 S 2700 W  
Roy, UT 84067  
fax (801) 776-8976

#### OBSERVATION & ASSESSMENT

FARMINGTON BAY YTH CTR Tony Hassell (801) 451-8620  
907 W Clark Ln  
Farmington, UT 84025  
fax (801) 451-2465

#### SECURE FACILITIES

DECKER LAKE YTH CTR Curtis Preece (801) 954-9200  
2310 W 2770 S  
West Valley City, UT 84119  
fax (801) 954-9255

FARMINGTON BAY YTH CTR Tony Hassell (801) 451-8620  
907 W Clark Ln  
Farmington, UT 84025  
fax (801) 451-2465

MILL CREEK YTH CTR Marty Mendenhall (801) 334-0210  
790 W 12<sup>th</sup> St  
Ogden, UT 84404  
fax (801) 334-0287

SLATE CANYON YTH CTR Ron Mervis (801) 342-7840  
1991 S State St  
Provo, UT 84606  
fax (801) 342-7874

WASATCH YTH CTR Vanessa Jarrell (801) 265-5830  
3534 S 700 W  
Salt Lake City, UT 84119  
fax (801) 265-5846

#### WORK CAMP

GENESIS Julie Shaheen (801) 576-6700  
14178 S Pony Express Rd  
Draper, UT 84020  
fax (801) 576-4064

### OFFICE of EARLY INTERVENTION SERVICES

PROGRAM DIRECTOR GABY ANDERSON (801) 685-5713  
3570 S West Temple  
Salt Lake City, UT 84115  
fax (801) 685-5707

#### DIVERSION PROGRAMS

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

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

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

#### RECEIVING CENTERS

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

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

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

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

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

### OFFICE of RURAL PROGRAMS

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

#### CASE MANAGEMENT

BOX ELDER DIVERSION Rebecca Hodges (435) 723-2801  
138 W 980 S  
Brigham City, UT 84302  
fax (435) 734-0811

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

MOAB CASE MANAGEMENT Robyn Parker (435) 259-3773  
1165 S Hwy 191  
Moab, UT 84532  
fax (435) 259-3769

*MULTIUSE FACILITIES*

(Multiuse facilities provide locked detention, shelter, observation and assessment, case management, detention diversion, and receiving center services)

|  |               |                                      |
|--|---------------|--------------------------------------|
| CACHE VALLEY YTH CTR<br>2051 N 600 W<br>Logan, UT 84321              | Jeff McBride  | (435) 713-6260<br>fax (435) 713-6276 |
| CANYONLANDS YTH HOME<br>167 E 500 N<br>Blanding, UT 84511            | Mel Laws      | (435) 678-1499<br>fax (435) 678-2911 |
| CASTLE COUNTRY YTH CTR<br>1395 S Carbon Ave<br>Price, UT 84501       | Bryon Matsuda | (435) 636-4720<br>fax (435) 636-4737 |
| CENTRAL UTAH YTH CTR<br>449 N Hwy 89<br>Richfield, UT 84701          | Glen Ames     | (435) 893-2340<br>fax (435) 896-8177 |
| SW UTAH YTH CTR<br>270 E 1600 N<br>Cedar City, UT 84720              | Jay Maughan   | (435) 867-2500<br>fax (435) 867-2525 |
| SPLIT MOUNTAIN YTH CTR<br>830 E Main St<br>Vernal, UT 84078          | Jeanne Gross  | (435) 789-2045<br>fax (435) 789-2245 |
| WASH CO YTH CRISIS CTR<br>251 E 200 N<br>St. George, UT 84770        | Sherri Mowery | (435) 656-6100<br>fax (435) 656-6139 |
| <i>RECEIVING CENTERS</i>   |               |                                      |
| DUCHESNE CO RCVNG CTR<br>28 W Lagoon St 44-13<br>Roosevelt, UT 84066 | Wayne Potter  | (435) 722-3226<br>fax (435) 781-0840 |
| IRON CO RCVNG CTR<br>1692 W Harding Ave<br>Cedar City, UT 84720      | Paul Arnold   | (435) 586-1704<br>fax (435) 586-6696 |
| <i>SECURE FACILITIES</i>   |               |                                      |
| SW UTAH YTH CTR<br>270 E 1600 N<br>Cedar City, UT 84720              | Jay Maughan   | (435) 867-2500<br>fax (435) 867-2525 |

## Programs and Offices Alphabetically

|                         |                 |                |
|-------------------------|-----------------|----------------|
| ARCHWAY YTH SRVC CTR    | Bob Heffeman    | (801) 778-6500 |
| BOX ELDER DIVERSION     | Rebecca Hodges  | (435) 723-2801 |
| CACHE VALLEY YTH CTR    | Jeff McBride    | (435) 713-6260 |
| CANYONLANDS YTH HOME    | Mel Laws        | (435) 678-1499 |
| CASTLE COUNTRY YTH CTR  | Bryon Matsuda   | (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 | Robert Atisme   | (801) 447-0958 |
| DECKER LAKE YTH CTR     | Curtis Preece   | (801) 954-9200 |
| DUCHESNE CO RCVNG CTR   | Wayne Potter    | (435) 722-3226 |

|                                   |                               |                                  |
|-----------------------------------|-------------------------------|----------------------------------|
| FARMINGTON BAY YTH CTR<br>GENESIS | Tony Hassell<br>Julie Shaheen | (801) 451-8620<br>(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) 259-3773                   |
| OFF of COMMUNITY PROGRAMS         | Cecil Robinson                | (801) 627-0322                   |
| OFF of CORRECTIONAL FACILITIES    | Dave Loden                    | (801) 284-0249                   |
| 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) 284-0208                   |
| SALT LAKE CASE MNGMNT 2           | Larry Larcade/Mike Butkovich  | (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            | Jeanne Gross                  | (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            | Stephanie Carter              | (801) 538-4331                   |





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