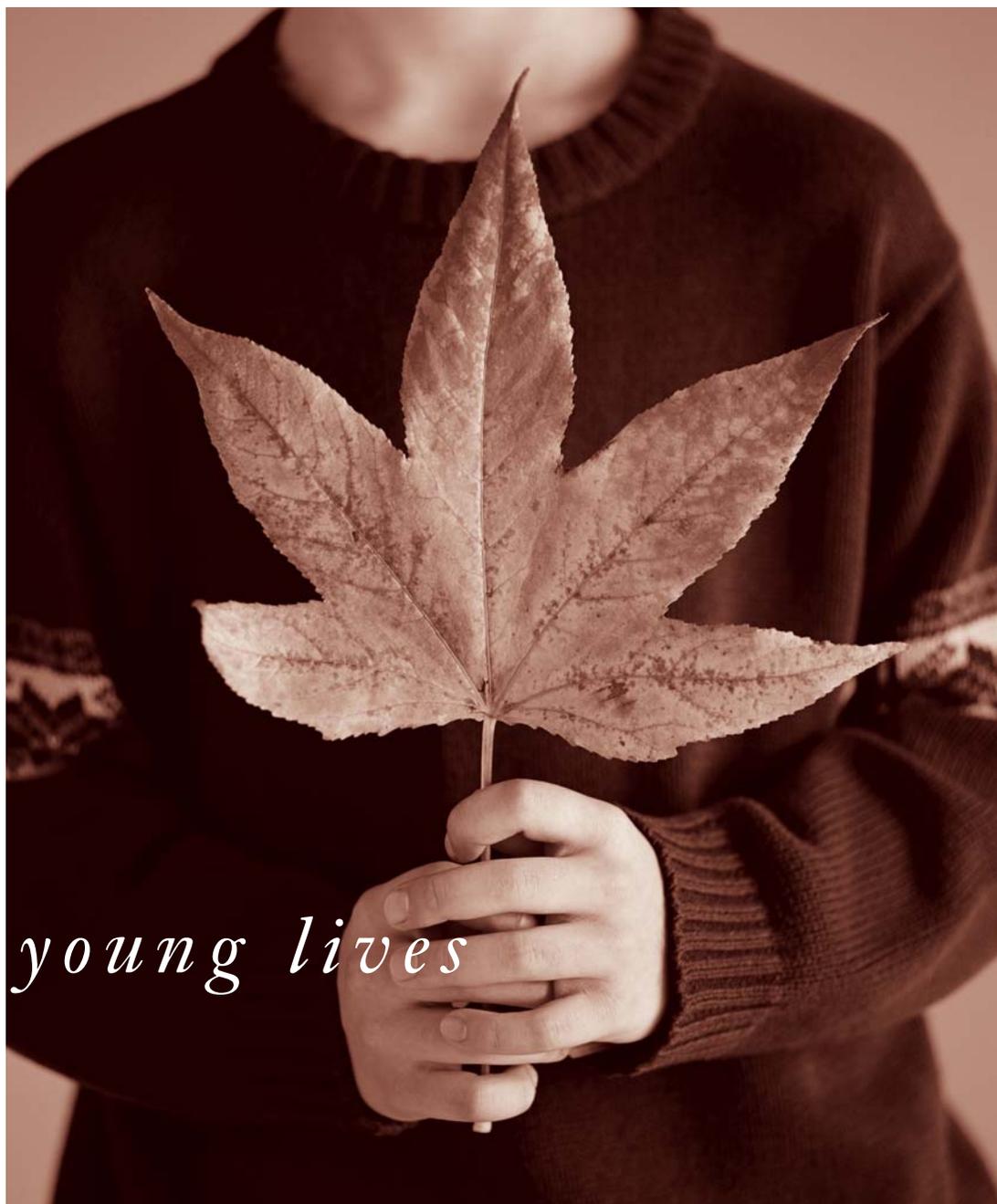




# 2005 Annual Report



*CHANGING young lives*



# Executive Summary

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## DYC ANNUAL REPORT 2005

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

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- Each of the Division's Offices set and accomplished many goals in FY 2005. Ambitious goals also have been set for FY 2006 (pages 12-19).
- Division funding in FY 2005 was \$96,523,600; authorized funding in FY 2006 is \$99,651,600. Federal collections account for \$21,632,300 of the total FY 2005 revenue (pages 28-29).
- Locked detention centers often operated over capacity (pages 35).
- The average daily population of youths in custody was 1,235 during FY 2005 (page 40).
- Of all youths in custody on a typical day, about 77% were in community based programs, over 22% were in locked programs (page 40-41).
- Delinquency histories were about the same or decreased for youths admitted to observation and assessment, community programs, and secure facilities (pages 46, 51, 56).
- Across many years, the census of all programs reflects a disproportionate number of minority youths and boys (pages 32, 37, 45, 50, 55).
- The Youth Parole Authority held 875 hearings in FY 2005 (page 57).
- The Observation and Assessment, Community Based, and Secure Facility sections have data trends across 10 years presented for Population, Budget, and Delinquency History (pages 46, 51, 56).
- Overall, in FY 2005, the Division supported 912 training sessions on mandatory topics and 605 in-service training events for a total of over 66,000 hours of individual training (page 62).
- Quality Assurance reviewed 148 of 157 direct service contracts. Approximately 8% of direct and indirect contracts reviewed resulted in some type of corrective action (page 62). This was a drop from 10% in FY 2004.
- Internal Investigations analyzes alleged law violations within the Division as well as with all contracted private providers. The group initiated 55 investigations in FY 2005 (page 64).
- Youths in custody earned over \$295,000 paid directly to victims as restitution (page 73).
- While the percent of female staff has increased, so has the percent of female youths. Also, with the exception of FY 2005, as the percent of nonwhite youths has increased, so has the percent of nonwhite staff (pages 74-75).



# JJS

## Annual Report

### 2005

Prepared by  
Research, Evaluation, & Planning  
John R. DeWitt, Ph.D., Director  
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Design by Modern 8, Salt Lake City

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## IN MEMORIAM



**JENNIFER BALDWIN**

*11/11/1976 - 7/2/2005*

*Genesis Youth Center 2003 - 2005*



**GeNeal Sparks, R.N.**

*8/30/1947 - 8/19/2005*

*Weber Valley Detention (IHC) 1987 - 2005*



**KEITH SMITH**

*4/30/1944 - 9/6/2005*

*Salt Lake Valley Detention 1997 - 2005*



**State of Utah**

JON M. HUNTSMAN, JR.  
*Governor*

GARY R. HERBERT  
*Lieutenant Governor*

## **Department of Human Services**

LISA-MICHELE CHURCH  
*Executive Director*

### **Division of Juvenile Justice Services**

DAN MALDONADO  
*Director*

JODY VALANTINE  
*Chair*  
Board of Juvenile Justice Services

December 31, 2005

To the Citizens of Utah:

This year we have seen many changes at the Department and Division level. We received a new Executive Director for the Department of Human Services, Lisa-Michele Church; a new Division Director, Dan Maldonado; a new Deputy Director, David Loden; a new Director over Administrative Services, Rick Platt; and a new Program Director over Correctional Facilities, Julie Shaheen. Mr. Loden has recently retired from state employment, and Gaby Anderson will be taking over her responsibilities as Deputy Director in the near future. Change can be stressful, but I have been pleased at how smoothly the transitions have occurred. The division continues to move forward at such a remarkable pace. This year we were able to move through the legislative session with many positive outcomes. The Board has reviewed policies and procedures, fine tuning them to better clarify the work we are about.

One of the things I enjoy most about being on the Board is the opportunity to visit the various facilities across the state. I applaud the great work of division employees. While each facility follows the same directives, programs are individualized to fit the needs of youth served. The creativity and professionalism our staff displays is inspiring, and the genuine concern for the youth is evident.

The two-year plan Director Maldonado has established is exciting as we explore all the ways we can improve and expand as a division. I have had the opportunity to sit in on some of the meetings with local officials as we try to improve our community relations. The judges with whom we meet have positive things to say about JJS staff. Each training meeting attended has been excellent, and we are setting a high standard for the care given.

I would like to express my appreciation for all that is accomplished by staff on behalf of our youth. They are the future of our state, and they are in good hands. I also appreciate the work of Mr. Curt Oda. We will miss him on the Board, but know that we have him as a friend in the Legislature. We welcome Dr. Mark Bezzant and Mr. Marty Olsen as fine additions to our Board.

Thanks for a great year in 2005

Jody Valantine, Chair  
Board of Juvenile Justice Services

# The Board of Juvenile Justice Services

---



**JODY VALANTINE, CHAIR**  
*Dental Assistant; Santa Clara.*



**JAMES L. EARL, VICE CHAIR**  
*Assistant Director, Utah State University;  
Bountiful.*



**KIRK J. ALLEN**  
*Director of Special Services,  
Logan City School District;  
Providence..*



**STEVEN T. BARTH**  
*Lobbyist; Salt Lake City.*



**E. MARK BEZZANT**  
*Assistant VP, Utah Valley State  
College; Pleasant Grove.*



**MARTIN N. OLSEN**  
*Attorney; Salt Lake City.*



## State of Utah

JON M. HUNTSMAN, JR.  
*Governor*

GARY R. HERBERT  
*Lieutenant Governor*

## Department of Human Services

LISA-MICHELE CHURCH  
*Executive Director*

Division of Juvenile Justice Services

DAN MALDONADO  
*Director*

December 31, 2005

To the Citizens of Utah,

As we find ourselves in the first full year of the Huntsman administration, this division finds itself in transition.

Our previous Director, Blake Chard, left the division to accept a challenging appointment in the State of Washington. After serving as his Deputy, I assumed the post of Director.

The Department of Human Services, of which we are a division, also gained a new Executive Director, Lisa-Michele Church, who has set several challenges for us as a division. With these initiatives in mind, we begin a new strategic plan for the future. Our aim is to continually improve our services in behalf of the citizens of Utah by focusing our attention on goal setting in 24-month increments. To accomplish this, we rely on the leadership of our Governor, our Department, and our Board, chaired by Jody Valentine of St. George.

This effort could not happen without the hard work of our terrific staff. I am honored to be a part of this great division.

Sincerely,

Dan Maldonado  
Director

# History

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

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



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

## Organizational Highlights

- 1889 The Territorial Reform School opens in Ogden with dormitories for 100 children.
- 1896 Utah receives Statehood and the Territorial Reform School becomes the Utah State Industrial School.
- 1905 The Utah Juvenile Court is created as the primary court for juvenile offenders.
- 1946 A National Probation Association study of the Utah State Industrial School finds that “Most of the buildings along with their equipment fall far short of requirements for the proper care, education and treatment of boys and girls.”
- 1974 The Federal Juvenile Justice and Delinquency Prevention Act is created, establishing a new national tone for juvenile corrections reform by advocating: (1) removal of juvenile status offenders and non offenders 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 youths 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).

- 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 Massachusetts juvenile correctional model, 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-7-102) based on the Master Plan developed by the Juvenile Justice Task Force. The Division is placed within the Department of Social Services. 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.
- 1986 The Youth Parole Authority is created by statute (UCA 62A-7-501(1)) to take responsibility for review of all parole requests and for oversight of youths on parole from secure care.
- 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.

The Division Director appoints a task force to review and update the 1980 Master Plan.

Appointment of Youth Parole Authority Members becomes an executive appointment by the Governor rather than by the Board of Youth Corrections.

- 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 and Restorative Justice (BARJ) Model. Another recommendation is 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 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, diversion, 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 BARJ.

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

## Community Programs: Case Management, Observation and Assessment, Aftercare

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.

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.

The Intensive Community Aftercare Program (ICAP) is founded. The program, which is housed at the Wasatch Youth Center (a secure facility) provides youths with supervision and other services as they transition from secure care back to the community.

1998 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(2)(e)).
  - 2000 North Bay Youth Center in Brigham City discontinues operation.
  - 2001 Copper Hills Youth Center in Salt Lake City discontinues operation.
  - 2002 The Intensive Community Aftercare Program (ICAP) moves from the Wasatch Youth Center to a separate residential facility with 8 beds for youths transitioning from secure care or other structured programs.
  - 2003 The Division opens the Utah County Aftercare Program (UCAP) to provide nonresidential transition services for youths in the Utah County area. The program is being funded by a 3-year Federal grant.

## Correctional Facilities: Locked Detention, Secure Care

- 1981 Utah's locked detention centers receive financial support from the State, but are operated by county governments.
- 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.
- 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.  
  
The Southwest Utah Youth Center, a combination 10-bed secure facility and 6-bed detention center, is opened in Cedar City.
- 1989 Statutes passed by the Utah Legislature allow the Juvenile Court to order youths into detention for up to 30 days (UCA 78-3a-118(2)(f)) as a sentence or for up to 10 days for contempt of court (UCA 78-3a-39).
- 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.
- 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 Construction of the 70-bed Slate Canyon Youth Center in Provo is completed. The facility has 38 detention and 32 secure-care beds and replaces outdated and unsafe Provo Youth Detention Center.  
  
The aging 56-bed Salt Lake Detention Center is replaced by the 160-bed Salt Lake Valley Detention Center.

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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 completed. Facility capacity is now 102 beds.

## Early Intervention: Receiving Centers, Shelters, Work Camps, Diversion

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 a seasonal program at Strawberry Work Camp.

The Genesis Work Program receives a Peace Pole donated by the people of Japan. The pole is installed on Genesis grounds and a time capsule is buried in its base.

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, a community residential program for girls, opens in Layton.

2004 Operation of the Genesis Work Program is placed under the Office of Early Intervention Services.

## Rural Programs: Multiuse Centers

1981 Utah's rural 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.

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.
- 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 has 16 beds for detention and 16 beds that may be used for shelter and observation and assessment.
- 2003 Construction is completed on a multiuse facility in Blanding. The center has 16 beds for detention and 16 beds that may be used for shelter and observation and assessment. The new center opens under the name Canyonlands Youth Center.
- 2004 Construction is completed on the Dixie Area Detention Center in St. George. The center's 48 detention beds replace 10 detention beds at the Washington County Youth Crisis Center. Existing beds at the Washington County facility are retained for shelter, and other non secure programs. As a part of the completion of the Center a time capsule is placed in the Center's monument.

# Mission, Vision, and Values

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## MISSION STATEMENT

The mission of the Division of Juvenile Justice Services 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 Juvenile Justice Services 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 & integrity & meet the challenge of change with creativity & perseverance.

## TWELVE GUIDING PRINCIPLES

- 1 Protect the community by providing the most appropriate setting for the youthful offender.
- 2 Provide secure, humane, and therapeutic confinement to a youth who has demonstrated that he/she presents a danger to the community.
- 3 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.
- 4 Provide a continuum of diverse early intervention, community based, and secure correctional programs.
- 5 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.
- 6 When it is in the best interest of the youth and community, provide placements in close proximity to the youth's family and community.
- 7 Promote ongoing research, evaluation, and monitoring of Division programs to determine their effectiveness.
- 8 Strengthen rehabilitative opportunities by expanding linkages to human service programs and community resources.
- 9 Provide assistance to the Juvenile Court in developing and implementing appropriate offender dispositions.
- 10 Provide for efficient and effective correctional programs within the framework of professional correctional standards, legislative intent, and available resources.
- 11 Promote continuing staff professionalism through the provision of educational and training opportunities.
- 12 Provide programs to increase public awareness and participation in Juvenile Justice Services.

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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.

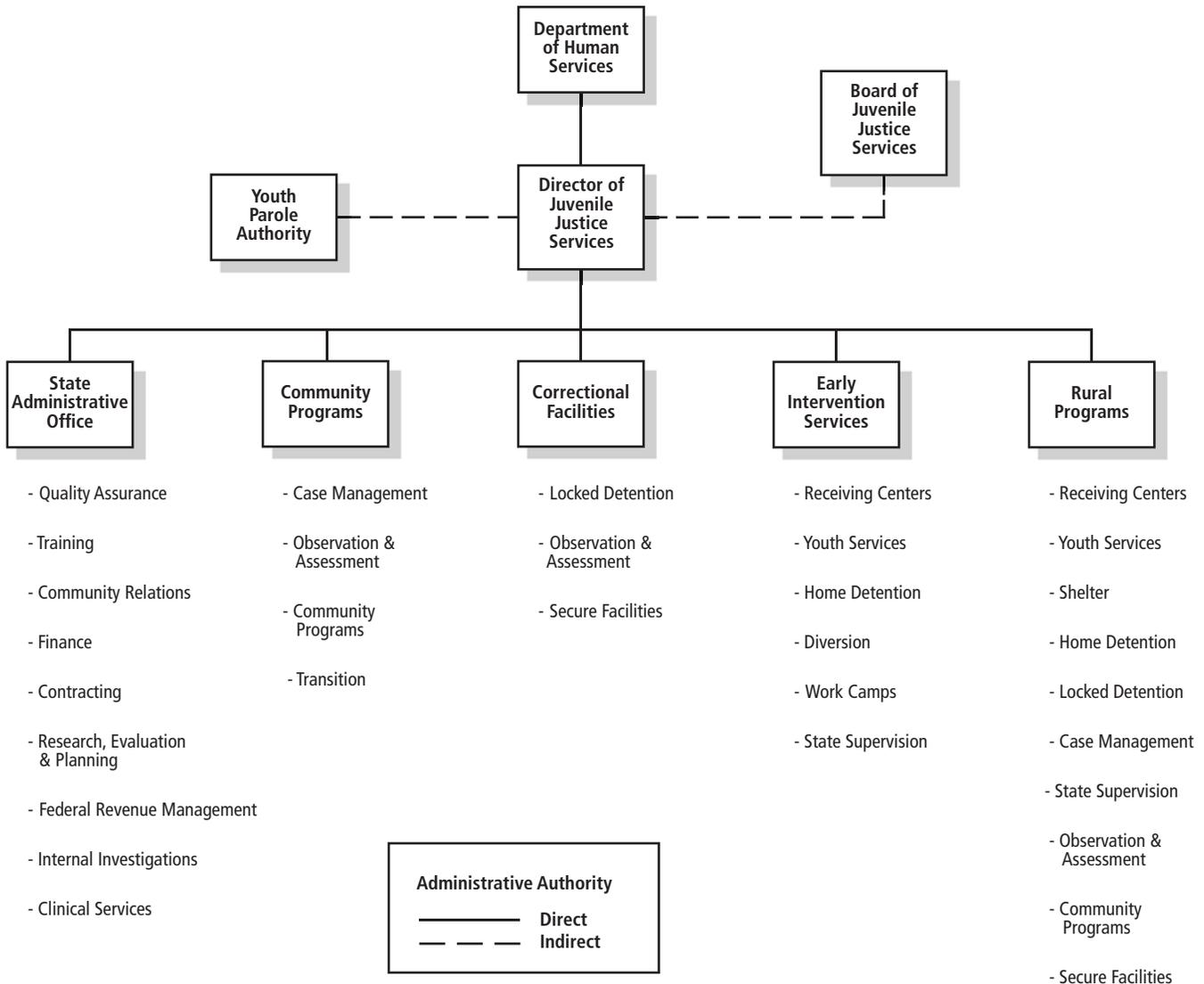
Accountability means that when a crime occurs, a debt is incurred. Justice requires that every effort be made by offenders to restore losses suffered by victims. The Division enables offenders to make amends to their victims and community and take responsibility for their own actions.

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



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

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

The Division was reorganized during FY 2001 to in-

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

As represented in the chart above, services are now distributed through the Offices of (1) Early Intervention

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

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

The reorganization has not changed the Division's traditional goals and objectives. Programming continues to be organized around the Division's Mission Statement and the Balanced And Restorative Justice (BARJ) Model (see "Mission, Vision, and Values," page 10).

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

The Offices also have common interests in a number of Division-wide initiatives including (1) development of a risk assessment process (see "Protective and Risk Assessment Project," page 69), (2) implementation of the Program Enhancement Process (PEP; see page 71), and (3) construction of the CARE information system (see "Court & Agencies' Record Exchange (CARE)," page 70).

## State Administrative Office

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

Assurance, Community Relations, Contracts, Finance, and Clinical Services. These groups provide services such as volunteer coordination, a speaker's bureau, contract monitoring, internal investigations, program evaluation, research, basic orientation training, financial and Federal revenue management, budgeting, and contract management (see "Administrative Services," page 60).

## QUICK FACTS

### STATE ADMINISTRATIVE OFFICE

FULL-TIME STAFF.....	39
PRIMARY SERVICE AREA.....	STATEWIDE
SERVICES & STAFF	
ADMINISTRATION.....	6
CLINICAL SERVICES.....	7
COMMUNITY RELATIONS.....	4
CONTRACTING.....	2
FEDERAL REVENUE MANAGEMENT.....	2
FINANCE.....	3
INTERNAL INVESTIGATIONS.....	3
QUALITY ASSURANCE.....	5
RESEARCH, EVAL, & PLANNING.....	3
TRAINING.....	4
YOUTH PAROLE AUTHORITY.....	4
FY 2005 BUDGET.....	\$3,793,900

The State Administrative Office also coordinates and interacts with Federal, State, and local agencies such as the Office of Juvenile Justice and Delinquency Prevention, Utah Commission on Criminal and Juvenile Justice, Utah Legislature, Governor's Office, and various county governments. The Administrative Officer and staff of the Youth Parole Authority are part of the State Administrative Office and support the Youth Parole Authority (see "Youth Parole Authority," page 57).

## Office of Early Intervention Services

The Office of Early Intervention Services administers a variety of services and programs for youths who are generally considered less delinquent than those in Division custody. The services and programs include nonresiden-

tial drop in crisis intervention services, day programs, and short-term residential programs. The primary focus of these programs is to prevent youths from penetrating further into the juvenile justice system and to keep youths at home or return them home as soon as possible. These programs compliment the Division's overall continuum of care. Specific programs include:

*Receiving Centers.* Receiving Centers are nonresidential facilities where law enforcement can take youths who have been arrested but do not qualify for locked detention under the detention admission guidelines (see "Early Intervention Services," page 30). Staff locates parents or guardians and assesses the youth to determine whether other interventions are needed. Staff provides information to parents about appropriate resources available in the community and makes referrals to other agencies when appropriate.

home in the community under daily supervision provided by Division staff.

*Diversion Services.* These programs provide daily programming for youths under short-term commitment order (usually 30 days) of the Juvenile Court. Programming focuses on intensive supervision and competency development through a variety educational groups and activities. In addition, youths are involved in community service projects that help them make amends to their victims and the community at large.

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

*Residential Work Program.* During FY 2004, administrative responsibility for the Genesis Youth Center was transferred from the Office of Correctional Facilities to the Office of Early Intervention Services. Genesis fits well with other early intervention programs because it serves a high number of probation youths who are at the front end of the juvenile justice system. Youths placed at Genesis are given opportunities to work off their court obligations (see "Work Programs," page 32).

*FY 2005 Goals/Accomplishments:*

- All programs will begin collecting data for PEP - Goal Accomplished.
- Diversion programs and Genesis will update operational manuals to ensure consistency with the Division's revised policies and procedures - Goal Accomplished.
- Privately operated residential programs for state supervision will be reviewed and begin participating in PEP - Goal Accomplished.
- The cabin at Strawberry Work camp, a short-term residential program for girls, will be completed and ready for occupancy by the end of FY 2005 - Goal Accomplished.

*FY 2006 Goals:*

- Utilize information and data collected through the Program Enhancement Process to evaluate services and modify programs as indicated.
- Develop agency and community partnerships and

**QUICK FACTS**

**EARLY INTERVENTION SERVICES**

FULL-TIME STAFF..... 137

PRIMARY SERVICE AREA..... WASATCH FRONT

PROGRAMS

RECEIVING CENTER..... 5

YOUTH SERVICES..... 4

HOME DETENTION..... 4

WORK CAMP..... 2

STATE SUPERVISION ..... 3

FY 2005 BUDGET ..... \$11,624,100

*Youth Services Centers.* In keeping with the BARJ tenet of Competency Development, these programs provide 24-hour-a-day crisis counseling services to runaway, homeless, and ungovernable youths and their families. The goal is to keep families intact and to divert youths and families from intervention by the juvenile justice system. Programs also can provide short-term crisis beds, groups, and community outreach to augment their efforts.

*Home Detention.* This service provides an alternative to secure detention for youths awaiting adjudication or placement (see "Detention," page 34). Youths remain at

participate on committees to review issues related to truancy.

- Develop PEP models for Youth Services residential programs.
- Incorporate risk assessment information into the service plans for youths placed at Genesis.

## Office of Community Programs

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

*Case Management.* Each youth committed to Division custody is assigned a case manager who is responsible to oversee the youth’s care and who works with the youth throughout his/her stay with the Division. Placements could include O&A, community placement, secure care, or transition to home or independent living. Evaluating information received from the youth’s history, other workers, the risk assessment, and orders and directions from the Juvenile Court, the case manager ensures that identified risk factors are addressed by arranging for the appropriate delivery of services and supervision within the framework of the BARJ model. On a daily basis the case manager makes placement decisions, monitors the youth’s progress, participates in determining consequences for noncompliance with rules, shoulders responsibility for the documentation required for Federal entitlement revenues, coordinates with providers, and represents the Division in court.

*Observation and Assessment (O&A).* The Office of Community Programs directly operates O&A programs in Ogden, Salt Lake City, and Springville. Youths are committed to residential O&As by Juvenile Court Judges for a 45-day evaluation. During this time the youth receive extensive psychological, educational, physical, behavioral, risk, and social assessments. The overall goal is to determine the services and level of supervision that will best meet the youth’s needs. At the conclusion of the O&A stay, a formal report based on the assessments and observations of the youth and following the philosophy of the BARJ model, is presented to the Court to assist the Judge’s final decision.

*Community Based Services.* The Division directly provides or contracts with private providers for residential placements and nonresidential services for youths committed

to the Division for community placement and for youths on parole from secure care. A wide variety of options are available to meet the diverse needs of these youths. Services include: tracking, counseling, group home placements, outdoor impact programs, and specialized intensive residential placements for issues such as drug and alcohol abuse, sex offending, and mental health.

*Transition Services:* The transition of a youth from secure

### QUICK FACTS COMMUNITY PROGRAMS

FULL-TIME STAFF.....	167
PRIMARY SERVICE AREA.....	WASATCH FRONT
PROGRAMS	
CASE MANAGEMENT	
OBSERVATION & ASSESSMENT.....	4
TRANSITION .....	3
FY 2005 BUDGET .....	\$ 33,137,300

care or community placement to home or independent living can be very difficult for a youth. The youth is leaving a highly structured environment with strong external controls and is expected to move into situations where appropriate internal control is critical for success. In addition, the youth has learned very valuable competency skills within the structured environment of a secure or community placement and needs to be able to utilize those skills in the “real world.” These services are provided by State-operated programs, through contracted services with private providers, and by utilizing other community resources.

In FY 2004, one of the major challenges for the Office of Community Programs was to provide appropriate services to youths committed to the Division while staying within appropriated budgets. Through most of FY 2005, the Office continued to receive youths from the Juvenile Court at an unprecedented rate. While the Division as a whole was able to close out the year within its appropriated budget, the Office overspent its budget by approximately \$750,000. This deficit was covered by savings in other Division Offices and by a supplemental appropriation from the State Legislature. Despite

this difficulty, case managers are to be commended for their efforts to place youths in appropriate programs and return them to their homes or independent living in a timely manner without compromising public safety concerns.

During the first half of FY 2006, there have been fewer new commitments than in the same period in FY 2005. This suggests a more positive budgetary outlook for the immediate future. However, demographic forecasts show increased numbers of at-risk youth in the State, which again may stretch appropriated budgets.

Most youths committed to the Office of Community Programs have already had extensive experience with the Utah's juvenile justice system. Many have had interactions with the Division of Child and Family Services, youth services, probation, diversion, and state supervision. The fundamental goal for the Office is to help these youths avoid committing new offenses and keep them from penetrating deeper into the justice system; that is, help keep them out of juvenile secure facilities and away from adult courts and adult sanctions. The vision is to increase effectiveness of programs sufficiently, in this way, so that the demand for secure facility beds and other more extreme sanctions decreases enough to allow reallocation of programming resources to early intervention programs.

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

#### *FY 2005 Goals/Accomplishments:*

- Issue an RFP for female specific programming in the Salt Lake County area - Goal Partially Accomplished. The RFP was written, but not released due to budget constraints.
- Improve communication and coordination between case management, transition programs, and secure facility staff - Goal Partially Accomplished. Local teams from each area have been established and are working to improve communication and coordination.
- Continue development of the risk assessment process - Goal Partially Accomplished.
- Finalize development of PEP models for O&A, transition programs, and private providers - Goal Partially Accomplished. PEP models for O&A's have been completed and data collection has be-

gun. Private providers have completed models and are collecting service and outcome data. Transition program PEP models are nearing finalization.

#### *FY 2006 Goals:*

- Integrate the protective and risk assessment process and procurement of residential programs into the Graduated Sanctions Model. It is likely that this effort will carry into FY 2007.
- Increase inter-rater reliability for the Protective and Risk Assessment.
- All programs in the Office of Community Programs will have their operations manuals completed.

## Office of Correctional Facilities

The Office of Correctional Facilities administers four locked detention centers and five long-term secure facilities along the Wasatch Front. The Division directly operates all of the facilities except for Farmington Bay Youth Center and Salt Lake Valley Detention Center, which are managed by private contractors. The Salt Lake facility provides locked detention. The Farmington Bay facility provides secure care, locked detention, and observation and assessment services.

The Office and its programs are committed to the ongoing evaluation of its services to ensure that best practices are followed and to meet the Division's commitment to the BARJ Model. All facilities provide residents with educational, recreational, medical, mental health, vocational, and restitution services. These services support the competency development piece of the BARJ Model. The accountability piece of the model is the juvenile's obligation to the victims of their delinquent acts. All programs emphasize the importance of helping youths understand the impact their behavior has had and will have on others and help them take responsibility for undoing the harm they have done. An important part of holding youths accountable is teaching youths how to make choices that respect the rights of others. Further, removal of the youth from the community until he/she is able to demonstrate the ability to make positive choices protects the community from further harm.

*Locked detention:* Detention programs are designed to provide short-term control for youth who are considered an immediate threat to themselves, others or the community. Detention centers are often the first point of

contact for a youth who becomes involved in the Juvenile Justice System. Youth typically enter a locked detention program for the following reasons (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.

The Office Of Correctional Facilities administers the four locked detention programs along the Wasatch Front area. The programs in the remainder of the State are

**QUICK FACTS  
CORRECTIONAL FACILITIES**

FULL-TIME STAFF.....	287
PRIMARY SERVICE AREA.....	WASATCH FRONT
PROGRAMS	
LOCKED DETENTION.....	4
OBSERVATION & ASSESSMENT.....	1
SECURE CARE.....	5
FY 2005 BUDGET .....	\$ 25,112,500

administered through the Office of Rural Programs.

Locked detention programs operate within the framework of the Balanced Approach to Restorative Justice model to provide secure custody and activities that encourage youths to take responsibility for their crimes and to learn more socially acceptable skills. While in custody, youths attend school 5 days a week and have access to medical and dental services. Families are encouraged to visit their sons and daughters and give them positive support. Religious services are available to those youths who wish to participate.

It is important to note that youths who do not pose a serious threat to themselves or the community may be placed on home detention as an alternative to locked detention centers. Home detention workers provide close supervision and offer the opportunity for youth to participate in work programs and activities. Their supervision helps to protect the community and control the youth without having to remove the youth from the home. The Office of Rural Programs in the rural areas of the State and the Office of Early Intervention Services along the Wasatch Front operate home detention programs.

This year the detention programs administered by the Office of Correctional Facilities have started using their PEP models to collect data about their programs. Their ongoing goal will be to continue collecting data to assess the effectiveness of their programs and make adjustments for improvement where needed. Another goal is to utilize information obtained through the Detention Screening Project to help families better understand their children's problem areas. The project utilizes screening tools to determine risk levels for youths entering detention centers. The areas for screening are related to mental health and substance abuse. In addition, the school programs that operate inside detention centers evaluate youths to determine their academic levels in mathematics and reading. Detention Center staff will meet with parents to review information collected with these tools and guide them to community resources where problems are indicated.

*Secure Facilities.* Juvenile Justice Services directly operates five secure facilities which include: (1) Mill Creek Youth Center in Ogden, (2) Decker Lake Youth Center in West Valley City, (3) Wasatch Youth Center in Salt Lake City, (4) Slate Canyon Youth Center in Provo and (5) Southwest Utah Youth Center in Cedar City. The Office Of Correctional Facilities administers all of these facilities. The exception is Southwest Utah Youth Center, which is operated by the Office Of Rural Programs.

Secure facilities provide extended secure care confinement for the most seriously delinquent youths. Youths are committed to the Division of Juvenile Justice Services for an indeterminate period of time by order of the Juvenile Court. Once a youth is committed, the Youth Parole Authority has oversight of their progress. The Parole Authority sets the guidelines and conditions of placement, conducts progress reviews, determines requirements for release, and has authority to terminate youth from Division custody.

Youths who are committed to secure care usually have extensive delinquency histories and have continued to commit offenses despite receiving services from other agencies and less restrictive Division programs. Secure facility staff provide intensive supervision and offer humane quality treatment. Youths are treated with respect and given the opportunity to make positive choices that will help them improve their lives.

Secure facility programming is based upon the Division's Mission Statement and the principles of the BARJ Model (Balanced Approach to Restorative Jus-

tice). Youths are held accountable for their delinquency by confronting criminal thinking errors and antisocial behavior and by working off restitution owed to their victims. Competency development is addressed through counseling groups that focus on drug and alcohol issues, social skills development and transitioning to the community after secure care. Competency development is also addressed through educational and vocational training opportunities. All youths in secure facilities are required to attend school or participate in a vocational program. Educational services are offered through the Youth In Custody Program and held by teachers from local school districts. Schoolwork completed in secure facility classrooms is credited to a youth's regular academic record.

All the secure care facilities have participated in the PEP initiative and have completed their models. They are now collecting data and making any needed adjustments to their models.

Goals for the coming year are to assess data collected through PEP make program enhancements to better serve clients, improve coordination of treatment plans with the risk assessments, strengthen release plans, and work on relationship with case management to improve continuity of services to youths.

All of the programs under the umbrella of the Office Of Correctional Facilities experienced changes during FY 2005. They have trained staff to be proficient with the CARE system and have learned to use their PEP models to obtain information about their respective programs. Programs will be using this information to make adjustments to enhance their services. Some of the secure facilities offer specialized services to specific populations such as sex offenders and females. Staff are always seeking creative and innovative ways to enhance their treatment skills. Each program is working on completion of a facility operational manual and they should be completed during FY 2006. Staff will continue to offer quality treatment for youths while holding them accountable for their delinquent behavior and the damage they have done to victims and the community at large.

*FY 2005 Goals/ Accomplishments:*

- Utilize PEP results to continue development of best practices for delivery of services to youths in locked detention and secure facilities - Goal Accomplished.
- Improve services provided to females in locked

detention and secure facilities - Goal Partially Accomplished. More gender-specific training has been delivered to workers in programs serving females.

- Incorporate risk assessment information into the correctional plans for secure care youths - Goal Accomplished.

*FY 2006 Goals:*

- Use data collected from the PEP to improve services.
- Develop a Parent Report to share information from the Detention Screening Process with youths and families.

## Office of Rural Programs

The Division's multiuse facilities are designed to provide a variety of residential and nonresidential services to youths in rural communities. These facilities provide the core services of the Office of Rural Programs and have become integral parts of local juvenile justice efforts. Multiuse facilities are operated in six rural communities: (1) Split Mountain Youth Center, in Vernal; A separate receiving center operates in Roosevelt; (2) Central Utah Youth Center, in Richfield; (3) Canyonlands Youth Center, in Blanding. A separate case management office is located in Moab; (4) Cache Valley Youth Center, in Logan. A separate office in Brigham City also houses and operates a receiving center, youth services program, and case management; (5) Castle Country Youth Center, in Price; and the (6) Washington County Youth Crisis Center, in St. George. Locked detention functions have been transferred from the Washington County facility to the New Dixie Area Detention center in Hurricane.

Rural programs continue to experience a higher cost to provide the same services that are delivered in urban areas. A principle reason for this is that staff often must travel great distances to meet their various professional obligations including: attending court hearings, visiting with families, meeting with youths in programs, attending mandatory training, and participating in management meetings.

Collectively, rural facilities provide 122 beds of locked detention and 70 non-secure beds. Non-secure beds may be used for a variety of residential programs including observation and assessment, shelter, and community based programs. Multiuse centers also have program-

ming space for educational activities, receiving center functions, and work programs.

During FY 2005, average locked detention population reached but did not exceed overall capacity. How-

**QUICK FACTS  
RURAL PROGRAMS**

FULL-TIME STAFF.....	274
PRIMARY SERVICE AREA.....	RURAL
<b>PROGRAMS</b>	
RECEIVING CENTERS .....	7
YOUTH SERVICES.....	7
SHELTER .....	5
HOME DETENTION.....	4
LOCKED DETENTION.....	7
STATE SUPERVISION .....	1
OBSERVATION & ASSESSMENT.....	3
SECURE CARE .....	1
CASE MANAGEMENT	
 FY 2005 BUDGET .....	 \$20,075,600

ever, most programs did experience some overcrowding. The extremes continued in Washington County, which exceeded capacity on occasion. Overcrowding is still an issue but during the last part of 2005 overall population has been down. The Dixie Area Detention Center in Washington County added 32 beds of locked detention in a separate facility. The existing 20-bed facility has been retained for shelter, and other none secure programs. The new building has opened 16 male beds and 16 female beds. The boys unit had to double bunk youths on about 26% of nights during FY 2005. Future overcrowding issues can be met in Washington County when the money is appropriated to open the rest of the completed facility in the Dixie Area Detention.

During FY 2005 the rural programs completed the

development of all PEP models for each of the Office's functions. We have been able to collect and examine data on the majority of the functions operated in Rural Programs. The data collected provides management direction as to where we could or should be looking to make improvements or enhancements to our operations.

*FY 2005 Goals and Accomplishments.:*

- Complete new Rural Case Management Operational manual for compliance with revised Division polices and procedures - Goal Accomplished.
- Revise operational manuals for detention and O&A programs - Goal Partially Accomplished. All seven detention manuals and two of three O&A manuals were updated.
- Complete PEP operational handbooks for all programs - Goal Partially Accomplished. Handbooks for 7 of 26 programs were completed.
- Complete initial development of PEP models for all programs - Goal Accomplished.
- Utilize the Protective and Risk Assessment in conjunction with the case planning tool to manage every new case - Goal Accomplished.

*FY 2006 Goals:*

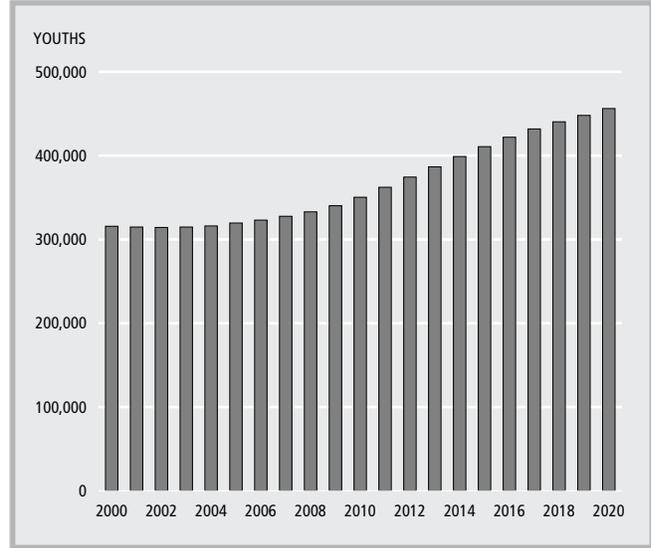
- All 26 PEP teams should be in a position to have made program enhancements during 2006.
- Add an additional program for early intervention services to meet needs of youths and families in Carbon and Emery Counties.
- Use the Youth Services Steering Committee to identify a best practices approach.
- Review policies and procedures for youth services programs and complete program operational manuals.
- Engage communities where our multiuse programs are located to increase community awareness and develop community links for services that are available to youths and families.
- Finalize PEP Operational Handbooks for 19 programs.

# Population Served

During 2005, Utah's population of 10 - 17 year old youths numbered 319,612, a 3% increase above the number in 2004 (310,053). Continuing a trend that began in 2003, the age group is expected to grow steadily and reach 341,000 by 2010 (see chart at top right; source: Utah State Governor's Office of Planning and Budget, 2005). The majority of these youths (75%) live in four urban counties along the Wasatch Front (Weber, Davis, Salt Lake, and Utah). Another 9.7% of all youths live in three of the State's fastest growing counties (Cache, Washington, and Iron).

Based on an analysis of individuals who turned 18 during the 2004 calendar year, about 39% of Utah's youths will have some contact with the juvenile justice system *by age 18*. Over 3% 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 these 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 Juvenile Justice Services or the Division of Child and Family Services. Additional predictions are presented below.

## UTAH'S 10 to 17 YEAR OLD YOUTHS



Additional predictions are presented below.

## BY AGE 18

### OFFENDING <sup>1</sup>

1 IN 3.7 YOUTHS WILL BE FOUND TO HAVE COMMITTED AT LEAST ONE FELONY- OR MISDEMEANOR-TYPE OFFENSE:

- 1 IN 16 - OFFENSE AGAINST A PERSON (1 IN 68 A FELONY-TYPE OFFENSE AGAINST PERSON).
- 1 IN 6 - OFFENSE AGAINST PROPERTY.
- 1 IN 6 - OFFENSE AGAINST THE PUBLIC ORDER.

A RELATIVELY SMALL PROPORTION OF ALL YOUTHS (6.9%) WILL BE RESPONSIBLE FOR THE MAJORITY OF IDENTIFIED YOUTH CRIME (63%).

### CUSTODY AND SUPERVISION

1 IN 11 YOUTHS WILL SPEND TIME IN LOCKED DETENTION.

1 IN 20 YOUTHS WILL BE PLACED UNDER SUPERVISION WITH JUVENILE COURT PROBATION.

1 IN 24 YOUTHS WILL BE COMMITTED TO DIVISION OF CHILD AND FAMILY SERVICES' CUSTODY OR SUPERVISION.

1 IN 39 YOUTHS WILL BE COMMITTED TO DIVISION OF JUVENILE JUSTICE SERVICES' CUSTODY:

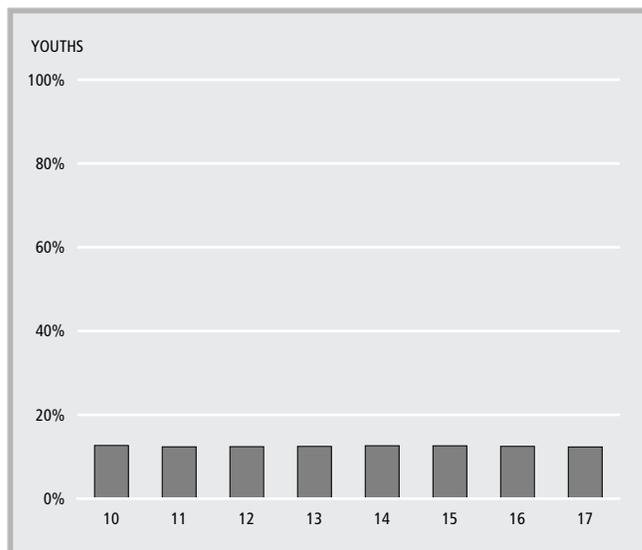
- 1 IN 73 - COMMUNITY PLACEMENT.
- 1 IN 64 - OBSERVATION AND ASSESSMENT.
- 1 IN 271 - SECURE FACILITY.

<sup>1</sup> FELONY-TYPE OFFENSES ARE THE MOST SERIOUS FOLLOWED BY MISDEMEANOR-TYPE OFFENSES. FELONY- AND MISDEMEANOR-TYPE OFFENSES ARE DISTINGUISHED FURTHER BY THEIR OBJECT: PERSON OFFENSES (E.G., ASSAULT); PROPERTY OFFENSES (E.G., CAR THEFT); AND PUBLIC ORDER OFFENSES (E.G., GAMBLING).

## AGES

In FY 2005, Utah's overall population included nearly equal numbers of youths at each year of age between 10 and 17 (source: Utah State Governor's Office of Planning and Budget; 2005).

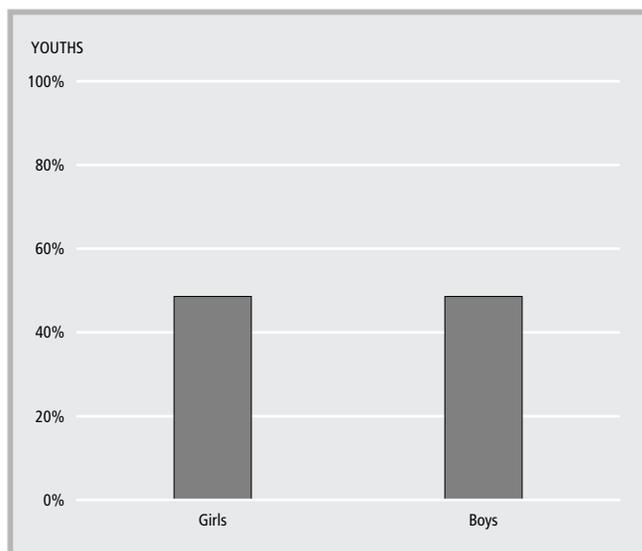
The majority of youths in Division care are between 15 and 17 years old. Consequently, there should be little change in the numbers of candidates for Division programs in the next several years.



## GENDER

Boys held a slight majority (51.4%) of Utah's overall youth population (source: Utah State Governor's Office of Planning and Budget, 2005).

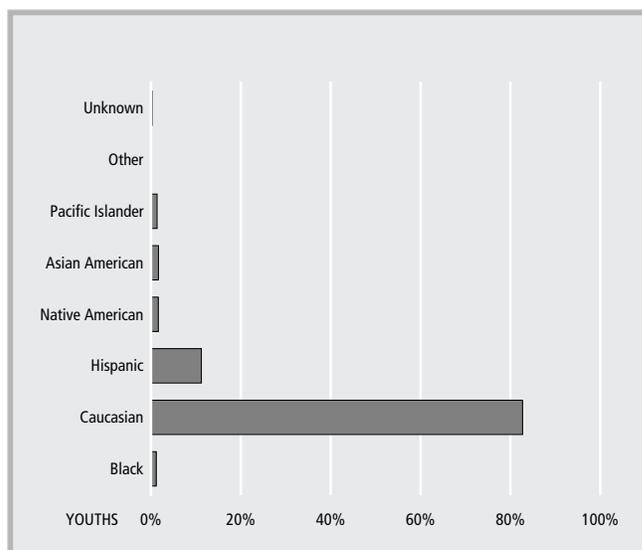
Boys are overrepresented at all levels of the Division's programming.



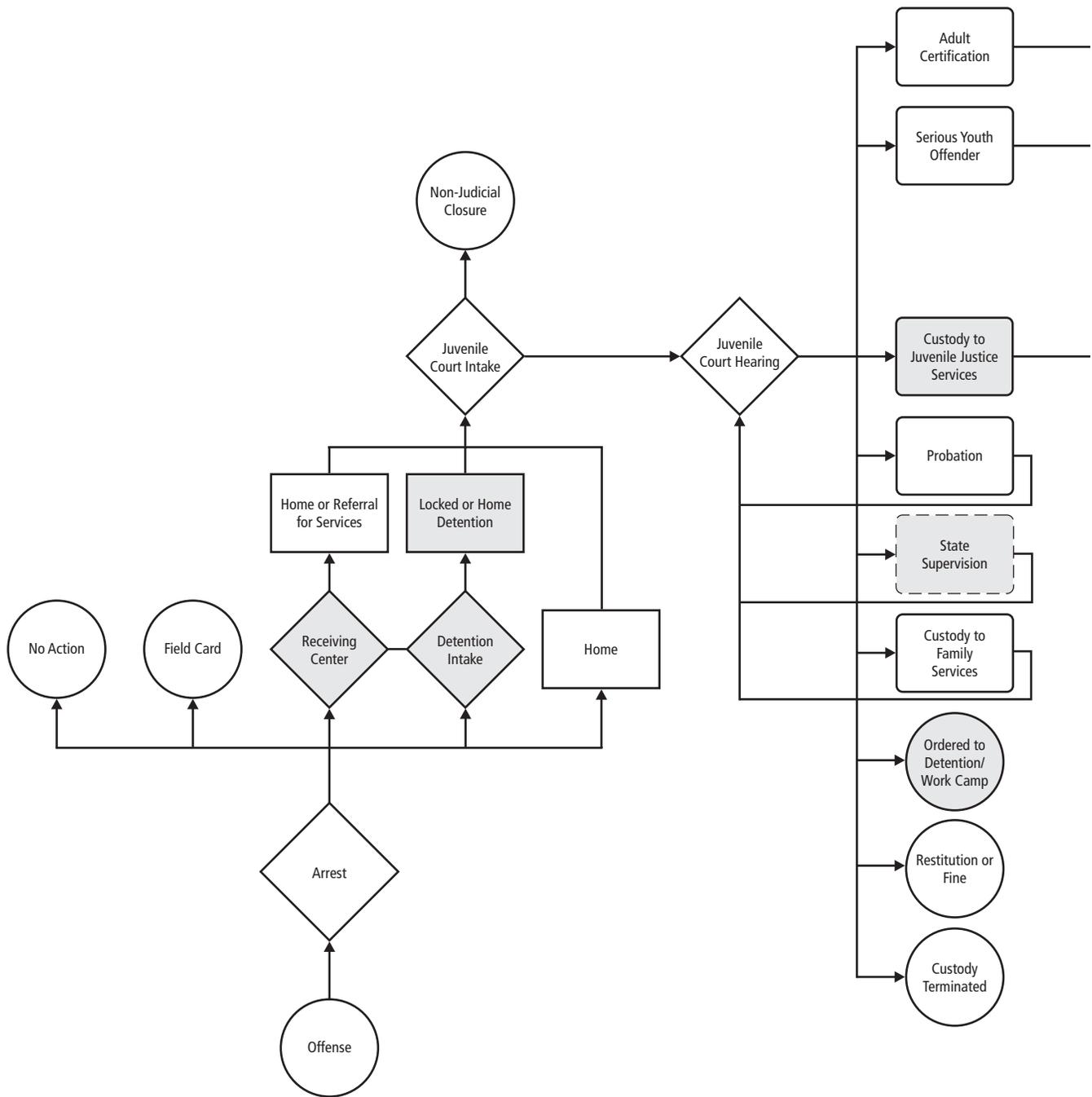
## ETHNICITY

The great majority of youths in Utah's overall population were Caucasian (82.7%). Hispanics represented about 11.2% of the group; Blacks 1.2%; Native Americans 1.6%; Pacific Islanders 1.4%; and Asian Americans 1.7% (source: Utah State Office of Education, fall enrollment in grades 5 through 10 for the 2004 - 2005 school year).

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



# Client Flowchart

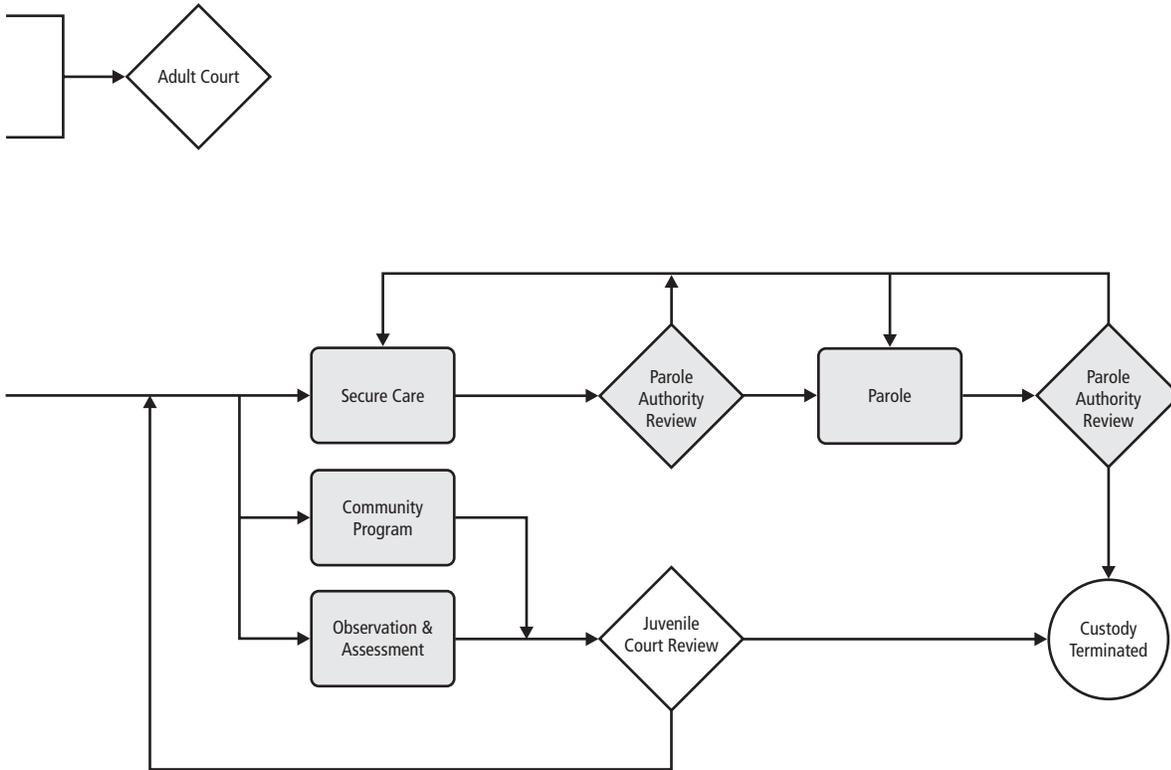


Though the Division now operates youth services programs which may serve non delinquent youths, the great majority of Division clients are delinquent youths who have the following experience:

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

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

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



- Shading represents programs and functions delivered by the Division of Juvenile Justice Services.
- The Division provides out-of-home residential placement for some state supervision youths.

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 Juvenile Justice Services. 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 Child and Family Services. The Division of Juvenile Justice Services 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, Juvenile Justice Services 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 make graduated responses to youths in proportion to the severity of their behavior and according to their needs for treatment.

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

## Judicial Sentencing Authority

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

A second bill passed by the 1997 Legislature (UCA 78-3a-901(3a), Juvenile Court Powers) extends the sanctions available for youths found in contempt of court. Historically, sanctions affecting custody were only given at adjudication of new delinquent offenses. This ex-

cluded 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.

## Juvenile Sentencing Guidelines

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

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

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 Juvenile Justice Services. 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 Juvenile Justice Services or the Division of Child and Family Services.

A third programmatic recommendation involved the use of observation and assessment programming. The guidelines proposal recommended that the program be viewed exclusively as a diagnostic tool and not as a punitive sanction for delinquent youths. Therefore, observation and assessment was not included as one of the guidelines' sanctions. Instead, its use was encouraged whenever diagnostic evaluation was needed for a delinquent youth aged 12 or older.

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

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

- Assessment of whether a state could implement juvenile sentencing guidelines and an intermediate sanction that are designed to intervene earlier in the lives of juvenile offenders.
- Determination of the effectiveness of an early intervention program based on reductions in subsequent delinquent activity and lowered rates at which youths are committed to the Division of Juvenile Justice Services.
- 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 Juvenile Justice Services. 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. Juvenile Justice Services appears to have created short-term, out-of-home placements using wilderness and work camp programming.

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

In summary, the study concludes that it is possible to implement effective, offense-based juvenile sentencing guidelines. The analysis presents a mixed picture of the ability of a state to implement an intermediate sanction that is largely run by the Juvenile Court. The impact of the new program on reoffense rates is equivocal and likely stems from sentencing less serious offenders to probation. Rates of commitment to the Division of Juvenile Justice Services 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 found on the Utah Sentencing Commission’s web site; [www.sentencing.utah.gov](http://www.sentencing.utah.gov).

## Serious Youth Offender

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

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

Youths who are at least 16 and meet either of the

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

## 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(2)(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 administration of Youth Services to the Division of Juvenile Justice Services from the Division of Child and Family Services (UCA 62A-7-601). 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 Juvenile Justice Services’ expertise in operating residential programs.

The 2003 Legislative Session changed the Division’s name from the Division of Youth Corrections to the Division of Juvenile Justice Services (UCA 62A-7-102).

## Legislative Intent Language

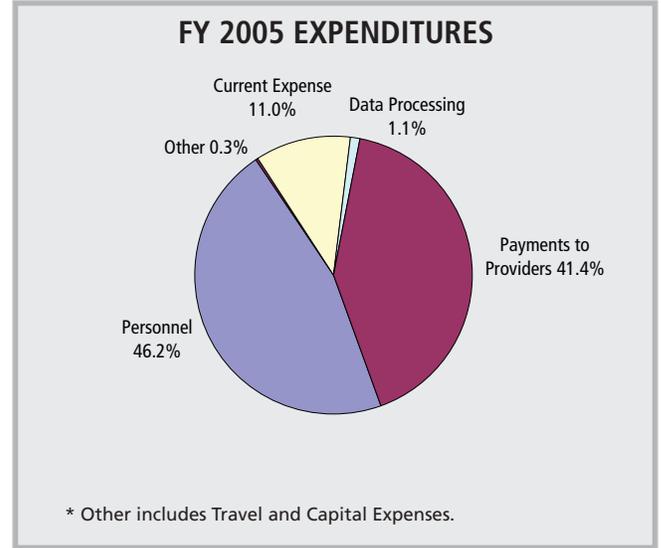
The 2005 Utah Legislature directed that funds for the Division and the Youth Parole Authority are non-lapsing.

# Budget

The Division faces several budget issues related to ongoing funding needs. (1) Restricted revenues appropriated to the Division total over \$1.3 million. Based on current estimates, the restricted funds available for appropriation to the division will be to be at or near zero (\$0) by the start of FY 2007. (2) Several Federal grant programs are being completed or eliminated. (3) Federal Title XIX dollars are a major funding source for the division (\$16 million in FY 2005). Federal spending priorities affect the availability of these funds. Future funding is uncertain. (4) Population estimates for the next several years indicate that increased Division services will be required in order to meet State mandates.

The Chart at top right identifies the major categories of expenditures during FY 2005. The largest expenditures were for Personnel costs and Payments to Providers. During FY 2005, the numbers of youths receiving community-based residential services from private providers each day increased by 5% over the number in FY 2004 (666 in FY 2004 and 701 in FY 2005). Expenditures grew \$2.8 million over the same period. The difference was covered by increased Federal Title XIX (Medicaid) collections, and a supplemental increase from State General Funds. Ongoing funding totaling \$2.1 million was approved for FY 2006.

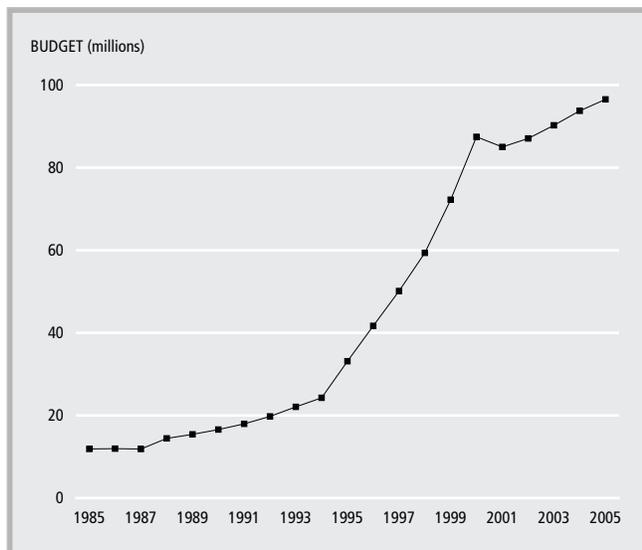
Division expenditures over the last 21 years are presented in the chart at bottom left. The Division's expenditures have grown from \$11.9 million in FY 1985 to \$96.5 million in FY 2005 (an increase of 712%). Budget increases over the period paralleled increases in numbers



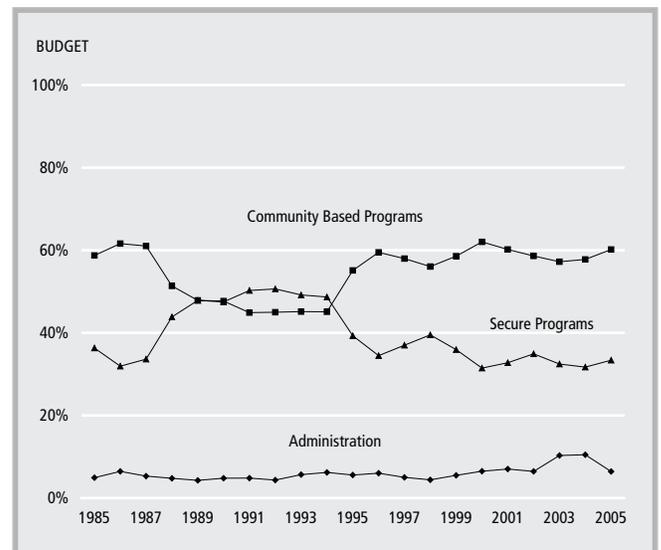
of youths served and the range of services provided.

The chart at the bottom right shows fluctuations in budgets for secure programs (detention and secure facilities) compared to budgets for community based programs and administration. Percentages for secure programs reached a high of 50% in FY 1991. In FY 2005, the percentage was about 33%. Administrative costs for the State Office and each of the four service Offices continued to be a small portion of the Division's expenses. After being inflated by Federal funds used for facility construction in FY 2003 and FY 2004, Administrative costs returned to about 6% of the overall budget.

## DIVISION BUDGETS FY 1985 to FY 2005



## BUDGET COMPONENTS FY 1985 to FY 2005



**OPERATING BUDGETS.**

<b>OFFICE</b>	<b>ACTUAL FY 2005 <sup>1</sup></b>	<b>AUTHORIZED FY 2006 <sup>2</sup></b>	<b>REQUESTED FY 2007 <sup>3</sup></b>
<b>STATE OFFICE ADMINISTRATION</b>	3,793,900	3,924,200	3,805,300
<b>OFFICE OF COMMUNITY PROGRAMS</b>			
Administration	1,223,895	1,236,200	1,176,600
CASE MANAGEMENT	3,990,901	4,031,000	3,836,700
COMMUNITY PROGRAMS	21,356,677	21,571,600	20,532,100
OBSERVATION & ASSESSMENT	3,741,613	3,779,200	3,597,100
OUT OF STATE PLACEMENT	1,236,169	1,248,600	1,188,400
TRANSITION	1,588,045	1,604,000	1,526,700
<b>SUB TOTAL</b>	<b>33,137,300</b>	<b>33,470,600</b>	<b>31,857,600</b>
<b>OFFICE OF CORRECTIONAL FACILITIES</b>			
ADMINISTRATION	384,885	395,900	395,100
DETENTION FACILITIES	10,148,562	10,438,200	10,418,400
OBSERVATION & ASSESSMENT	926,863	953,200	951,400
SECURE FACILITIES	13,652,190	14,041,800	14,015,100
<b>SUB TOTAL</b>	<b>25,112,500</b>	<b>25,829,100</b>	<b>25,780,000</b>
<b>OFFICE OF EARLY INTERVENTION SERVICES</b>			
ADMINISTRATION	157,282	167,700	167,400
DIVERSION	3,885,284	4,142,400	4,134,900
RECEIVING CENTERS	1,985,610	2,117,000	2,113,200
STATE SUPERVISION	1,569,468	1,673,300	1,670,300
WORK CAMPS	2,643,191	2,818,100	2,813,000
YOUTH SERVICES	1,383,265	1,474,800	1,472,100
<b>SUB TOTAL</b>	<b>11,624,100</b>	<b>12,393,300</b>	<b>12,370,900</b>
<b>OFFICE OF RURAL PROGRAMS</b>			
ADMINISTRATION	385,297	403,400	385,500
CASE MANAGEMENT	822,100	860,700	822,600
COMMUNITY PROGRAMS	6,490,793	6,795,800	6,495,000
DETENTION FACILITIES	7,556,831	7,912,000	7,561,900
DIVERSION	1,116,841	1,169,300	1,117,500
OBSERVATION & ASSESSMENT	953,876	998,700	954,500
OUT OF STATE PLACEMENT	119,479	125,100	119,600
RECEIVING CENTERS	1,529,397	1,601,300	1,530,400
SECURE FACILITIES	868,632	909,500	869,200
SHELTER	2,096,628	2,195,200	2,098,000
STATE SUPERVISION	332,369	348,000	332,600
YOUTH SERVICES	318,557	333,500	318,700
<b>SUB TOTAL</b>	<b>20,075,600</b>	<b>22,232,900</b>	<b>21,553,700</b>
<b>YOUTH PAROLE AUTHORITY ADMIN</b>	<b>265,000</b>	<b>381,900</b>	<b>297,700</b>
<b>TOTAL</b>	<b>96,523,600</b>	<b>99,651,600</b>	<b>96,717,000</b>

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**REVENUES.**

<b>SOURCE</b>	<b>ACTUAL FY 2005 <sup>1</sup></b>	<b>AUTHORIZED FY 2006 <sup>2</sup></b>	<b>REQUESTED FY 2007 <sup>3</sup></b>
GENERAL FUND	71,490,000	75,084,200	74,958,400
FEDERAL COLLECTIONS <sup>4</sup>	21,632,300	21,031,600	19,828,800
OTHER COLLECTIONS <sup>5</sup>	2,268,900	2,215,600	1,929,800
GENERAL FUND RESTRICTED <sup>6</sup>	1,160,300	1,320,200	0
<b>TOTAL</b>	<b>96,551,500</b>	<b>99,651,600</b>	<b>96,717,000</b>

## Revenue Notes.

1 Fiscal Year 2005 includes \$1,922,100 non-lapsing dollars from the previous year.

2 Fiscal Year 2006 includes \$172,600 from the previous year.

3 Fiscal Year 2007 includes funding for one less day of services.

4 Federal Revenues include Title IV-E, Title XX, US Immigration & Naturalization Service, and other Federal grants and programs. Certain Federal program funding is being reduced or eliminated. Replacement General Fund dollars have been requested in Fiscal Year 2007.

5 The majority of Other Collections are from the Office of Recovery Services (ORS). These collections are from parents who pay a portion of the cost of care.

6 Restricted General Funds are used for victim restitution, work camps, and DNA testing. DNA testing funds are eliminated after Fiscal Year 2005. In Fiscal Year 2007, zero funds (0) are expected to be available considering current funding streams. Replacement General Fund dollars have been requested.

## Operating Budget Notes.

1 Fiscal Year 2005 includes \$1,922,100 non-lapsing dollars from the previous year.

2 Fiscal Year 2006 includes \$172,600 non-lapsing dollars from the previous year.

3 Fiscal Year 2007 includes funding for one less day of services. Reductions in Federal and Restricted funding streams in Fiscal Year 2007 require the base funding request to be reduced accordingly. Additional funding has been requested to replace said decreases. However, those additional dollars are not yet appropriated and, therefore, are not reflected herein.

# Early Intervention Services

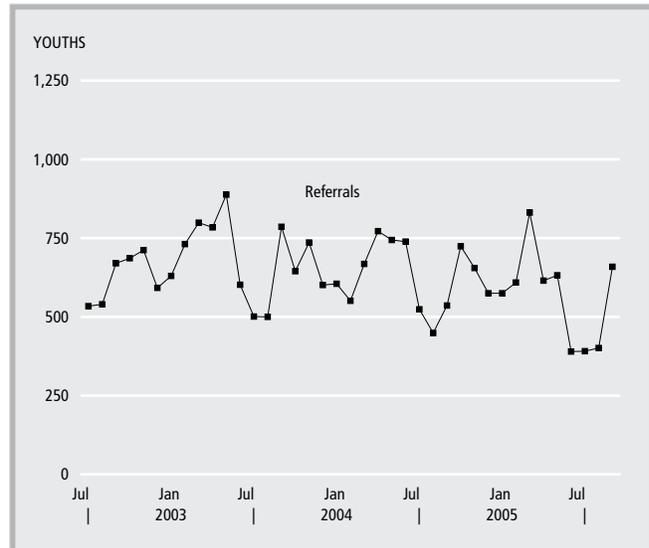
## Receiving Centers

Youths typically enter Utah's juvenile justice system when arrested and charged with an offense (see "Client Flowchart," page 22). 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. These centers are built on a partnership between Juvenile Justice Services, the Division of Child and Family Services, law enforcement, the Juvenile Court, and local community resources. On receiving a youth, receiving center workers immediately attempt to contact the youth's parents or guardians. They evaluate the youth's immediate needs for security and care and make referrals for services if appropriate. Referrals can be made to meet a variety of needs including crisis intervention, youth services care, locked detention, substance abuse counseling, mental health programming, and school counseling.

During FY 2005, 12 receiving centers were open for service. The Office of Early Intervention Services operates 5 centers; the Office of Rural Programs operates an additional 7 centers. Overall monthly receiving center referrals are represented in the chart at top right. During FY 2005, 7,115 youths were served. About 60% were boys and 40% were girls. Nearly 78% of all referrals were to centers in urban areas operated by the Office of Early Intervention Services. Reasons for referral ranged from truancy to delinquent offenses. Length of stay varied, but typically was under 2 hours. In most cases, youths were released to their parents or guardians. Substantial numbers also were released to shelter, youth services programs, and locked detention. Based on findings of need, referrals were made to other agencies including the Juvenile Court, Division of Child and Fam-

## RECEIVING CENTER REFERRALS



ily Services, substance abuse agencies, and mental health agencies.

All 12 receiving centers have participated in the Division's PEP initiative (see "Program Enhancement Process," page 71). Each program has constructed its PEP model and has begun collecting data. As has been true for other programs, PEP has proved to be a useful way of sharing ideas between different programs.

## Diversion Programs

Both the Office of Early Intervention Services and the Office of Rural Programs operate diversion programs. These functions have been developed to provide cost effective and safe interventions to help relieve crowded detention centers, hold offenders accountable and enhance public safety. Staff members of diversion programs work hard to impact youths' lives in positive ways and help them avoid further penetration into the juvenile justice system. The Office of Early Intervention Services operates the Davis Area Youth Center, which serves Weber and Davis Counties, Salt Lake Alternatives, which serves Salt Lake, Tooele, and Summit Counties, and Lightning Peak, which serves Utah County. Rural programs operate diversion programs through multiuse facilities located in rural counties (see "Multiuse Facilities," page 39). Diversion programs include the following three major programming components:

*Home Detention.* Home Detention provides pre-adjudi-

cated youths the opportunity to remain at home rather than stay in locked detention while waiting for a hearing before the Juvenile Court. However, the youths are under the supervision of Division workers and must check in several times a day. They are considered to be on house arrest and are not allowed to leave home without adult supervision.

*Day Treatment Program.* Day treatment is generally geared to youths who are post adjudicated and have been ordered to attend and participate in the program for up to 30 days rather than remain in locked detention. Youths are supervised daily. Their progress is tracked through face-to-face contacts, collateral contacts such as with schools, and by telephone. Youths are provided a structured program that covers after school times, evenings, and weekend days. Participants have opportunities to attend educational groups on a variety of subjects, skill building activities, and community service activities. In some areas, in-home support is also provided and referrals can be made to other agencies for additional services when needed.

*State Supervision.* State supervision offers contracted residential services for youths who have failed other early intervention programs but remain on Juvenile Court probation. Youths in the program are placed out of home for a short-term stay of from 45 to 60 days but continue to be managed by probation. Youths are placed in contracted residential programs that have been identified by the Division for this specific population. These programs emphasize education and skills development activities that ready the youth for a successful return to the community.

## Youth Services

The 2001 Legislature transferred oversight of youth services from the Division of Child and Family Services (DCFS) to Juvenile Justice Services. Since July 2002, the Office of Early Intervention Services has administered three youth services centers along the Wasatch Front. The office directly operates the Archway Youth Service Center in Ogden. Salt Lake County Youth Services, in Salt Lake County, and Vantage Point Youth Services, in Utah County, are operated under a contractual agreement with the respective counties. Archway Youth Service Center and Salt Lake Youth Services also operate

non residential satellite sites. The Office of Rural Programs has established youth services functions through all seven of its multiuse centers.

Youth services centers provide 24-hour crisis counseling services to runaway, homeless and ungovernable youths and their families. The primary goal is to keep families intact and to divert youths and families from intervention by the juvenile justice system. Services include immediate crisis intervention, short-term crisis residential, voluntary extended residential, individual and group counseling, and community outreach. Youths typically are brought to the centers by law enforcement, family members, or other concerned individuals. In addition, the centers accept self referrals and referrals from receiving centers.

*Crisis Intervention.* Homeless or runaway youths taken or self-referred to the center are given crisis intervention counseling in an effort to reunite the child with family. If successful, no further intervention may be required.

*Crisis Residential.* Youths with problems that cannot be resolved through crisis intervention and who cannot immediately be returned home may be referred for short-term residential care. Generally, the stay does not exceed 72 hours. During this time, counseling and more thorough assessments of the youth and his/her family situation are provided. Many situations are resolved after this brief stay without additional services. Youths and families needing more intervention are referred to the 60-day program.

*60-Day Program.* Services provided in the 60-day program generally are provided on an outpatient basis. However, residential care may be extended for up to 14 days. The youth's stay is voluntary and contingent on all parties signing a voluntary agreement for placement and services. The agreement outlines the expectations of all participants, including the frequency of counseling sessions. Outpatient services can continue for up to 60 days.

*Community Outreach Services.* Youth services centers work cooperatively with other community agencies to identify appropriate services to meet the broad, longer-term needs of runaway, homeless, and ungovernable youths and their families. Staff members provide educational groups and presentations to a variety of community partners.

# Work Programs

Work projects have become important parts of Division programs at all points along the continuum of care. The Genesis Youth Center is a residential program specifically designed to provide work experiences. Other Division programs including secure care and observation and assessment integrate work projects with other correctional activities. In addition, during the summer months, the Division operates the Strawberry Work Camp for girls.

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

## Genesis Youth Center

Genesis Youth Center located in Draper, Utah, is a co-educational, residential work program for juvenile offenders. The center has 40 beds for boys and 10 beds for girls. Genesis opened in 1994 and serves youths from all parts of the State. The program has 45 full time employees and is operated by the Office of Early Intervention Services.

The main purpose of the Genesis program is to hold juveniles accountable for their delinquent behavior. Youths are given the opportunity to work off court ordered restitution owed to their victims and service hours owed to the community. Genesis also assists youths in learn and develop meaningful job skills that may help them obtain employment after release from the program. Genesis is a very structured program and youths are closely supervised both at the center and when on work projects in the community.

During FY 2005 there were 253 admissions to Genesis, 209 boys and 44 girls. The average length of stay was about 63 days. Residents worked over 81,200 hours. At minimum wage, this represents a return of over \$418,000 back to the community.



Youths and Counselor clearing a trail at the Strawberry Work Camp

While in the program, residents attend school provided by the Jordan School District Youth In Custody program. A vocational wood - working program is also offered to both male and female residents. Youths are taught basic safety rules and must demonstrate proficiency in the use of equipment before they are allowed to work on projects. They are able to learn many new skills and display a sense of pride in their accomplishments.

### QUICK FACTS GENESIS YOUTH CENTER

BEDS.....	50
ADMISSIONS .....	253
GIRLS .....	44
BOYS.....	209
DIFFERENT YOUTHS SERVED .....	277
AVERAGE DAILY POPULATION .....	43.7
WORK HOURS COMPLETED.....	81,207
AVERAGE LENGTH OF STAY .....	63 DAYS
DAILY COST PER YOUTH.....	\$155.89

Girls at Genesis have been involved in a horticulture program and have enhanced the landscaping of the facility with plants, flowers and a garden. Boys are regularly involved in gardening as well. Many residents also have been involved in crocheting beanies, blankets and afghans for various community service projects such as the homeless shelter and the animal shelter.

Residents work 6 days a week at many different work sites. This gives them the opportunity to repay their victims and the community for the offenses they have committed. Regular work sites include:

- Life Care for Senior Citizens and the Disabled
- Tracey Aviary
- Red Butte Gardens
- Equestrian Park
- West Valley Animal Shelter
- Camp Williams/Utah National Guard
- This Is The Place Heritage Park
- Salt Lake Deseret Industries
- Utah Food Bank
- Utah Valley State College
- West Valley City Cultural Center
- Dan Peterson School for Mentally and Physically Challenged Children
- Lawn Care/Maintenance for other JJS Facilities
- Genesis Culinary and Laundry
- Jordan Parkway
- Saltair
- Veterans Memorial Park
- Genesis Wood Working Vocational Shop
- Genesis Lawn Care/Maintenance
- Genesis Girl's Garden
- Genesis Boy's Garden

Genesis residents also assist many community service/charity special projects throughout the year. During FY 2005, they have helped with the following events:

- Greek Festival
- Scottish Festival
- Hispanic Festival
- Bountiful "Days Of Summer" Festival
- MS Charity Bike-A-Thon

- Food Commodities Delivery
- Living Traditions Festival
- Race For The Cure Breast Cancer Run
- City County Building Cultural Diversity Festival

During FY 2005, Genesis staff began their participation in the Division's Program Enhancement Process (PEP, see page 71). Staff have received training and they are making a smooth transition learning to use the new PEP model.

Recent remodeling at the center has produced a game room for residents and another visiting room. The Genesis softball field has been upgraded and bleachers have been installed. A new vacuum exhaust system was added to the vocational building. Through the center's volunteer program, residents are learning to take apart and repair computers. Volunteers have also assisted the residents by tutoring them to improve their reading skills.

Some of Genesis' goals for the new fiscal year are to have all staff become proficient with data entry for PEP. They will learn how to update Risk Assessments that have previously been completed on residents before coming to Genesis. They will also become familiar with FFP/RS techniques (see "Functional Family Probation/Resource Services (FFP/RS)," page 69). Genesis will be working to encourage increased parental involvement while residents are in the program. Staff will continue to work on improving safety and security measures.

Genesis residents and staff have many accomplishments to be proud of during the past fiscal year. Genesis efforts support the three principles of the BARJ model of accountability, competency development, and community protection. Staff members are learning new skills that will enhance their knowledge and assist them in their interactions with youths. Victims are being compensated for the offenses that have been committed against them and residents are being held accountable for their delinquent behaviors. Genesis will continue to strive for program improvement and explore creative ways to better serve the residents, their families and the community.

# Detention

Locked detention programs provide short-term control of youths who pose an immediate danger to themselves or others. These programs 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.

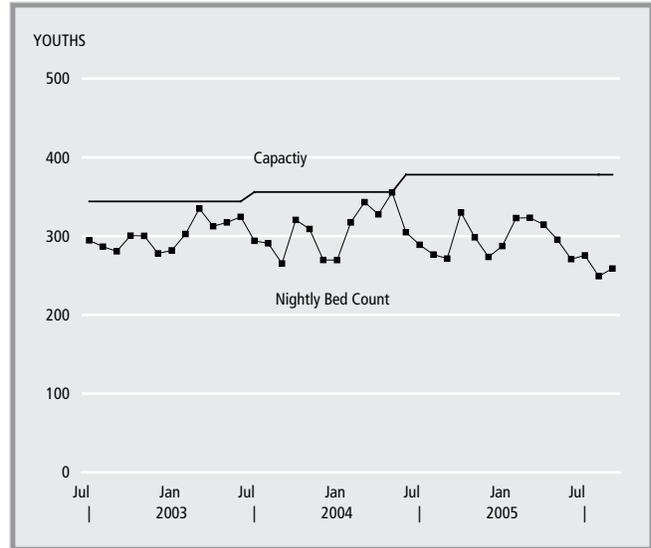
## QUICK FACTS LOCKED DETENTION

NUMBER OF PROGRAMS .....	11
BEDS.....	378
ADMISSIONS .....	13,608
DIFFERENT YOUTHS SERVED .....	6,270
AVERAGE NIGHTLY BED COUNT .....	296.0
LENGTH OF STAY PER ADMISSION.....	7.7 DAYS
DAILY COST PER YOUTH.....	\$163.89

Locked detention programs function within the framework of the BARJ Model to provide secure custody and activities aimed at helping youths take responsibility for their offenses and learn socially acceptable skills. Youth in Custody teachers hold school every weekday in classrooms at each facility (see "Youth in Custody Educational Programs", page 75). Medical and dental services also are provided as needed. Family visitation is encouraged and nondenominational church services are held at all centers.

Locked detention programs are administered by the Office of Rural Programs in rural areas and by the Office of Correctional Facilities along the Wasatch Front. The chart at top right represents Statewide average nightly bed count of locked detention each month from July FY 2003 to September FY 2006. Bed count dropped slightly over the period from an average of 301 in FY 2003, to 296 in FY 2005. Admissions fell from about 14,400 in each of the first 2 years of the period to 13,608 in FY 2005. Average length of stay per admission grew from 7.5 days in FY 2003 to 7.7 days in FY 2004 and FY 2005.

**AVERAGE NIGHTLY BED COUNT**



As may be seen in the table on the following page, overcrowding occurred at most detention centers sometime during FY 2005. The most extreme cases were the Weber Valley Detention Center (38.6%) in Roy and the Farmington Bay Youth Center (30.7%) in Farmington. Though not shown in the overall nightly bed counts, overcrowding could be more pronounced for boys than girls. For example, though the Dixie facility exceeded its overall capacity only .5% of nights, at least some boys were double bunked on 26% of nights during FY 2005.

All 11 locked detention programs participated in the Division's PEP initiative (see "Program Enhancement Process," page 71) and have built evaluation models. All programs have also begun data collection and currently are learning how to use data for assessing and enhancing program effectiveness. The process has already proved to be helpful for both administrators and detention staff by providing a forum for exchanging ideas about different programming approaches and information management.

Youths who do not pose an immediate risk to themselves or others may be placed on home detention as an alternative to locked detention (see "Early Intervention Services," page 30). Home detention workers provide close supervision and effectively protect the community and control the youth without the negative consequences of removing the youth from home. Home detention programs are operated by the Office of Rural Programs in rural areas and the Office of Early Intervention Services along the Wasatch Front.



Entrance to Weber Valley Detention Center.



Youth activity sponsored by the Southwest Utah Youth Center.

### USE OF LOCKED DETENTION CENTERS DURING FY 2005.

FACILITY	CAPACITY	YOUTHS SERVED <sup>1</sup>	ADMITS <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	629	1,168	22.0	30.7%	6.5
SALT LAKE VALLEY DETENTION	160	2,768	5,685	136.8	9.0%	8.4
SLATE CANYON YOUTH CENTER	38	723	1,417	29.7	7.7%	7.5
WEBER VALLEY DETENTION CENTER	34	812	1,900	33.4	38.6%	6.2
<b>OFFICE OF RURAL PROGRAMS</b>						
CACHE VALLEY YOUTH CENTER	16	412	895	12.8	23.3%	5.1
CANYONLANDS YOUTH CENTER	16	158	322	6.5	0%	7.1
CASTLE COUNTRY YOUTH CENTER	16	224	364	8.1	1.1%	7.9
CENTRAL UTAH YOUTH CENTER	16	193	341	5.5	0%	5.8
DIXIE AREA DETENTION CENTER	32	338	761	21.4	0.5%	9.9
SOUTHWEST UTAH YOUTH CENTER	10	176	368	8.1	21.6%	7.7
SPLIT MOUNTAIN YOUTH CENTER	16	237	387	11.8	7.4%	10.9
<b>TOTAL</b>	<b>378</b>	<b>6,270</b>	<b>13,608</b>	<b>296.0</b>		<b>7.7</b>

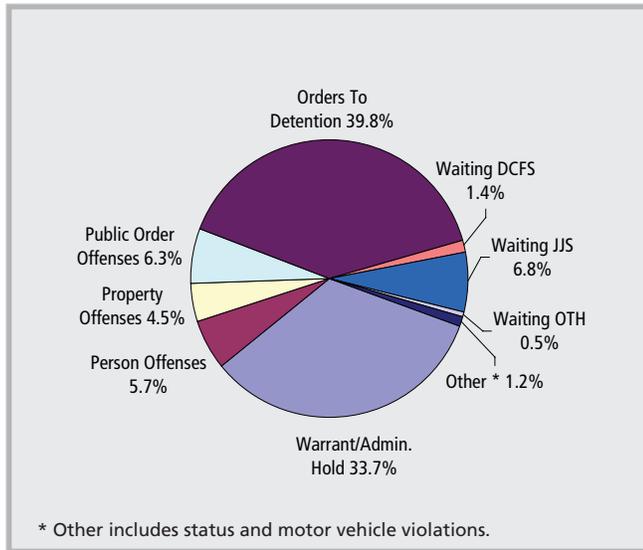
1 "Youths Served" is an unduplicated count per facility. "Total" of "Youths Served" is an unduplicated count for the entire system.

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

4 "Length of Stay" is the average number of days served per admission for youths who were released during FY 2005.

## ADMITTING OFFENSES TO LOCKED DETENTION

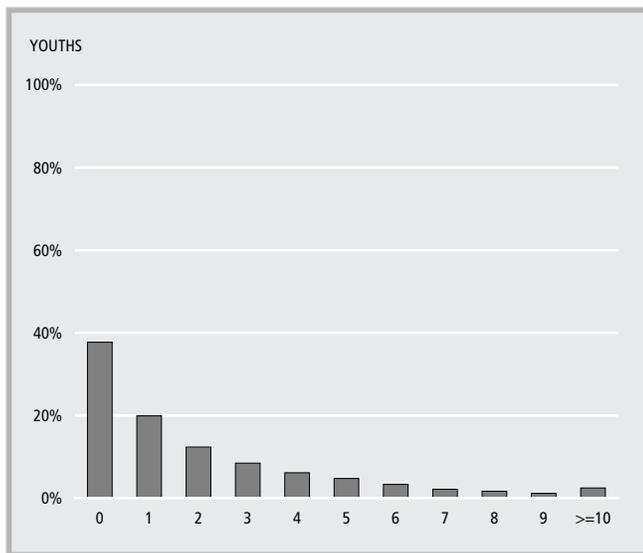


During FY 2005, 16.5% of youths admitted to locked detention were admitted for delinquent offenses, including: (1) offenses against other people, (2) theft or damage to property, and (3) violations of public order.

A substantial proportion of admissions to locked detention, 73.5%, were for orders to detention, warrants, or administrative holds.

8.7% of admissions to locked detention were for youths waiting for a Juvenile Justice Services' placement (Waiting JJS), a Division of Child and Family Services' placement (Waiting DCFS), or some other agency's placement (Waiting OTH).

## PRIOR DETENTION ADMISSIONS

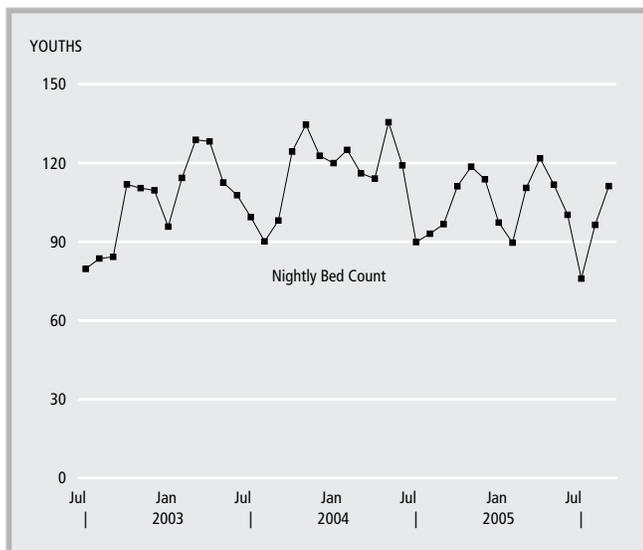


Youths admitted to locked detention during FY 2005 had an average of just over 2 prior admissions to locked detention.

About 58% of youths admitted had either one or no prior detention placements; that is, they were being admitted for the first or the second time.

2.4% of youths admitted during the year had 10 or more prior placements in locked detention.

## USE OF HOME DETENTION

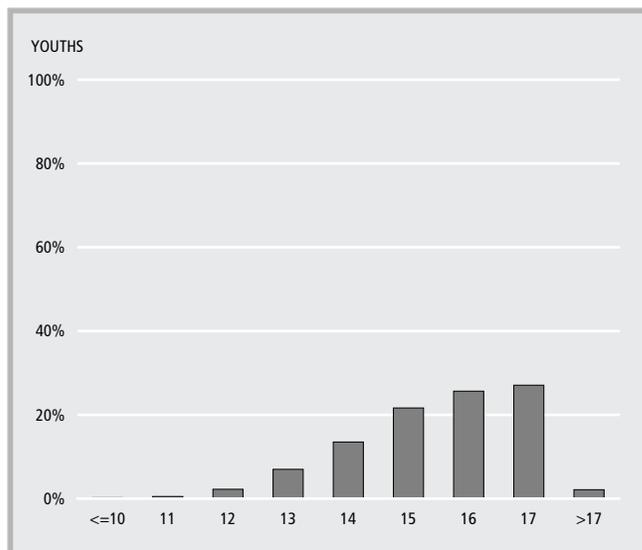


During FY 2005, 8 different home detention programs had 1,595 admissions and provided over 38,000 days of care to 1,466 different youths.

Average nightly home detention population in FY 2005 was about 105, a 6% drop from the number in FY 2004.

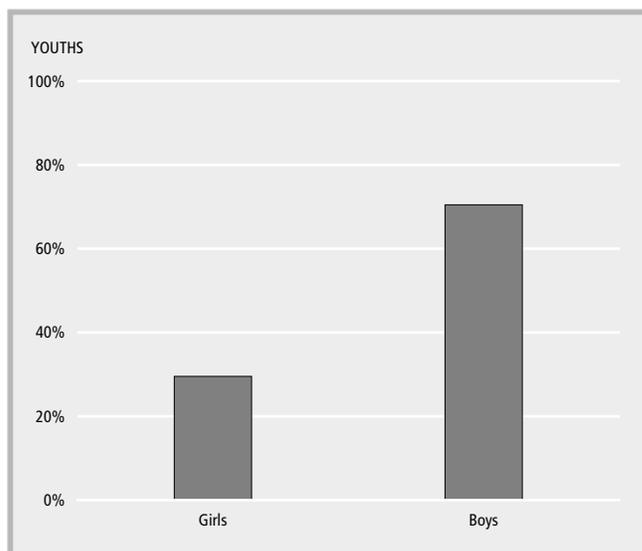
## AGES

Youths admitted to locked detention during FY 2005 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 2004.



## GENDER

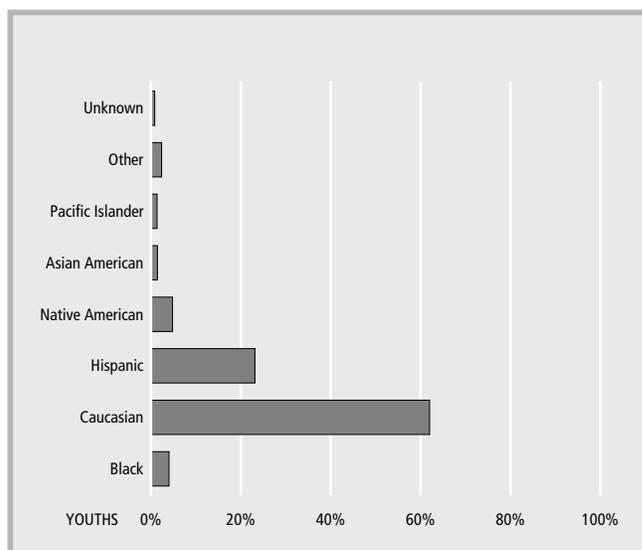
Girls represented about 30% of all youths admitted to locked detention during FY 2005, or over one in every four admissions. This compares to 29% during FY 2004.



## ETHNICITY

Continuing a trend of many years, minorities were overrepresented in locked detention. Collectively, they accounted for nearly 37% of all admissions, though they represent about 15% of Utah's youth population.

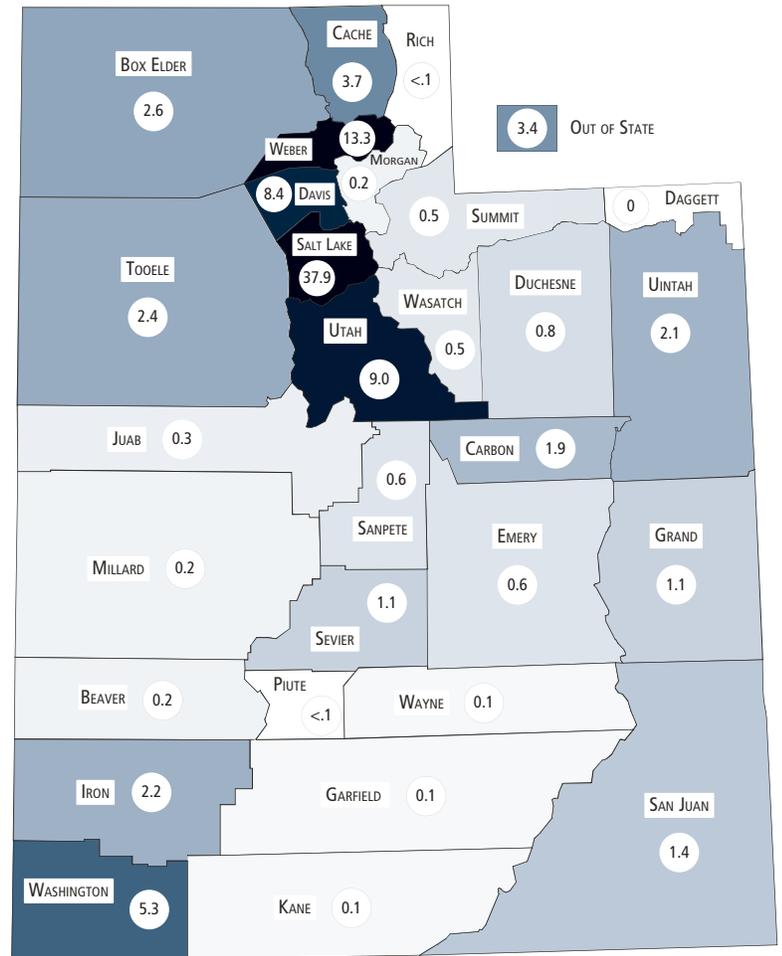
Black youths were represented about 3.5 times more frequently than would be expected from their proportion in the population at large; Hispanics were represented over 2 times more frequently. These percentages are about the same as those from FY 2004.



## Admissions by County

Statewide, there were 13,608 admissions to Utah's locked detention during FY 2005. Shading and numbers in the map at top right represent the percentages of these admissions involving youths from Utah's 29 counties. For example, 2.4% of admissions involved youths from Tooele County.

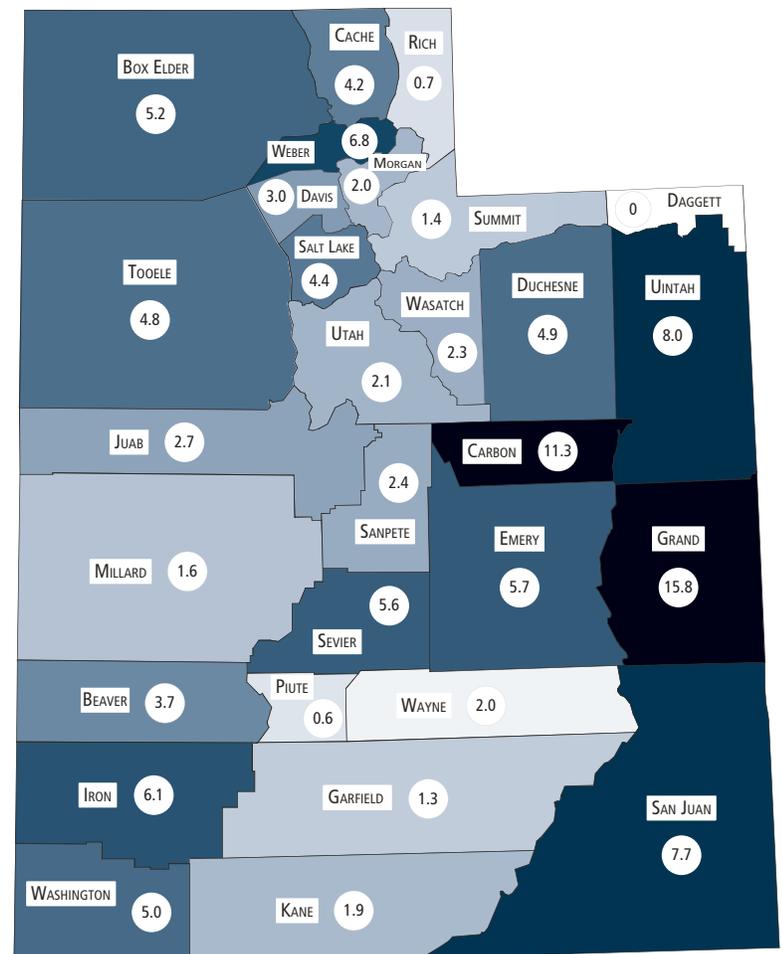
- Salt Lake County, the State's most populous county, had the largest total, accounting for 37.9% all admissions. Less than one tenth of 1% of youths admitted to detention were from Piute County.
- Rural counties served by the Office of Rural Programs contributed over 25% of all admissions. These counties are home to just under 21% of Utah's 10 to 17 year old youths.
- Urban counties (Salt Lake, Davis, Weber, and Utah) accounted for over 69% of all detention admissions. These counties are home to 75% of the State's 10 to 17 year olds.
- 3.4% of admissions were out-of-state youths.



## Admission Rates by County

The map at bottom right represents the rates of admission to locked detention for each of Utah's 29 counties. Shading and numbers represent numbers of admissions for each 100 youths age 10 to 17. For example, there were 4.2 admissions for every 100 10 to 17 year old youths in Cache County.

- Statewide, there were 4.1 admissions to locked detention for each 100 youths. This is a drop from the rate of 4.5 in FY 2004.
- Rates of detention admission were highest in Carbon (11.3) and Grand (15.8) Counties.
- Salt Lake County, the State's most populous county, had an admission rate of 4.4 per 100 youths at risk, just above the State average.
- Rural counties had a rate of 5.1 admissions per 100 youths; urban counties (Salt Lake, Davis, Weber, and Utah) had a rate of 3.9 admissions per 100 youths. Overall, youths living in counties with detention centers were about as likely to be admitted as were youths from counties that did not have a detention center.



# Multiuse Facilities

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

During FY 2005, multiuse facilities operated in six rural communities: (1) Split Mountain Youth Center, in Vernal; (2) Central Utah Youth Center, in Richfield; (3) Canyonlands Youth Center, in Blanding; (4) Cache Valley Youth Center, in Logan; (5) Castle Country Youth Center, in Price; and (6) the Washington County Youth Crisis center in St. George. Just after the start of FY 2005, the locked detention function of the Washington County center was moved to a separate facility in the area, the Dixie Area Detention Center. The Washington County Youth Crisis Center continues to provide shelter, receiving center, and other non secure services.

Collectively, the centers provide 112 beds of locked detention (including 32 detention beds at the Dixie Area Detention) and 70 non secure beds. Non secure beds may be used for a variety of residential programs including observation and assessment, shelter, and community-based programs. Centers also have programming space for educational activities, receiving center functions, work programs, and youth services.

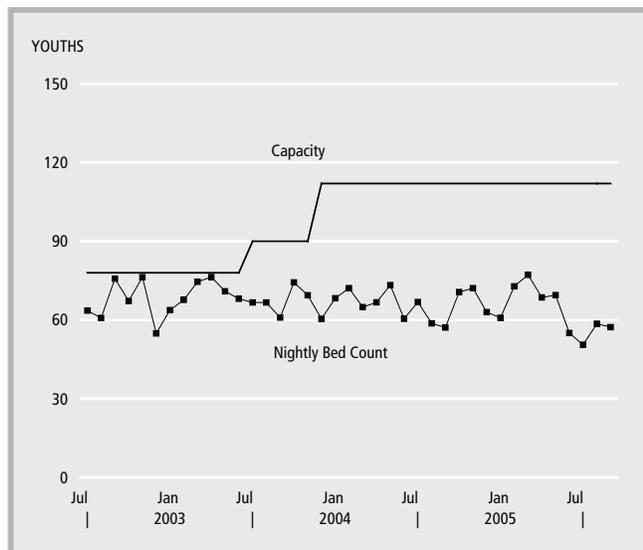
Overall use of locked detention beds from July of FY 2003 through September of FY 2006 is presented in the chart at bottom left. During FY 2005, average locked detention population did not exceed overall capac-



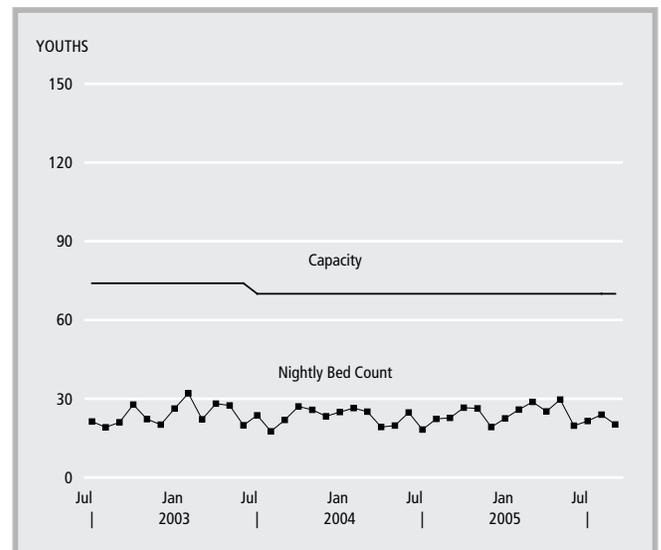
Entrance to Cache Valley Youth Center.

ity. However, as described previously (see "Detention", page 34), some programs did experience overcrowding. The extreme was the Cache Valley Youth Center which exceeded capacity on 23% of all nights. Overall use of non secure beds during the same period is presented in the chart at bottom right. During FY 2005, there was an average of 23.9 youths in residence each night. This total includes an average of 7.0 youths per night in shelter programs at five different facilities, and an average of 14.7 youths each night in observation and assessment programs at three different centers.

## LOCKED DETENTION USE



## NON SECURE BED USE



# Case Management

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

## QUICK FACTS CASE MANAGEMENT

NUMBER OF WORKERS .....	70
SERVICE AREA.....	STATEWIDE
NEW COMMITMENTS	
STATE SUPERVISION .....	324
OBSERVATION & ASSESSMENT.....	625
COMMUNITY PLACEMENT .....	587
SECURE CARE .....	189
DIFFERENT YOUTHS SERVED .....	2,468
AVERAGE DAILY POPULATION .....	1,235
DAILY COST PER YOUTH.....	\$10.68

Case managers begin their work by evaluating the youth's needs for services based on (1) the youth's personal history, (2) information from other workers, (3) the risk assessment process and other assessments, and (4) directions and orders from the Juvenile Court. Findings are interpreted within the framework of the Division's Mission Statement and the BARJ Model (see "Mission, Vision, and Values," page 10) to develop the youth's Needs Assessment Service Plan. The plan documents (1) the youth's strengths and weaknesses, (2) identifies appropriate services, and (3) sets goals for completion.

Case workers arrange and monitor delivery of residential and nonresidential services and document the youth's progress in meeting goals of the service plan. They also coordinate with staff in residential programs and facilities to support youths returning home after secure care or other residential service. Periodically, case



Case manager and youth.

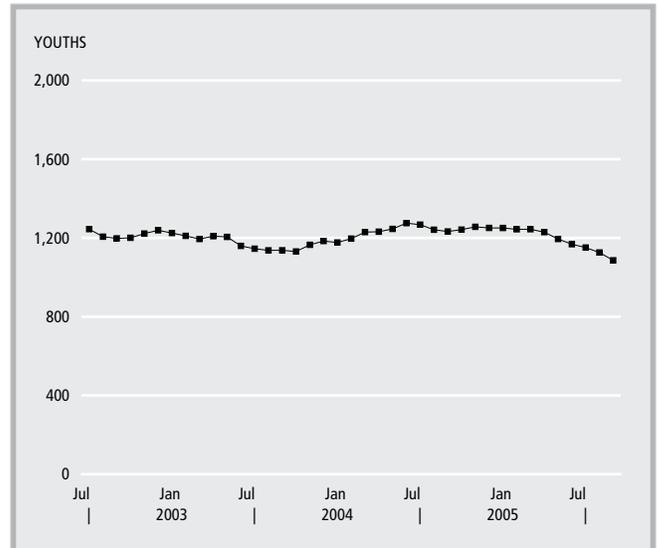
managers meet with the Juvenile Court to review the youth's progress and make recommendations for future interventions.

Case managers also have responsibility for maintaining the documentation required for the Division to collect revenues from Targeted Case Management (TCM) and Title IV-E Federal entitlement programs. During FY 2005, case managers and support staff generated over \$2,100,000 in Federal revenues for an average of over \$30,000 for each full-time case manager.

Two juvenile justice initiatives are greatly facilitating case managers' efforts to develop service plans for a youth and monitor the youth's progress in meeting the plan's objectives. The Division has adopted the use of risk assessment tools for all youths in Division custody (see "Protective and Risk Assessment Project," page 69). The assessment process is used to identify protective and risk factors known to be associated with future delinquency and other problems. Reassessments document progress and continuing issues. Risk assessment information is managed by the CARE information system (see "Court & Agencies' Record Exchange (CARE)," page 70) and is immediately available to other workers associated with a youth. The CARE system also includes data-collection and reporting tools that facilitate assembly of the youth's service plan, and documentation of progress.

Case management has committed to the Division's PEP initiative (see "Program Enhancement Process," page 71). Rural case managers have developed and implemented their PEP models.

## AVERAGE DAILY POPULATION



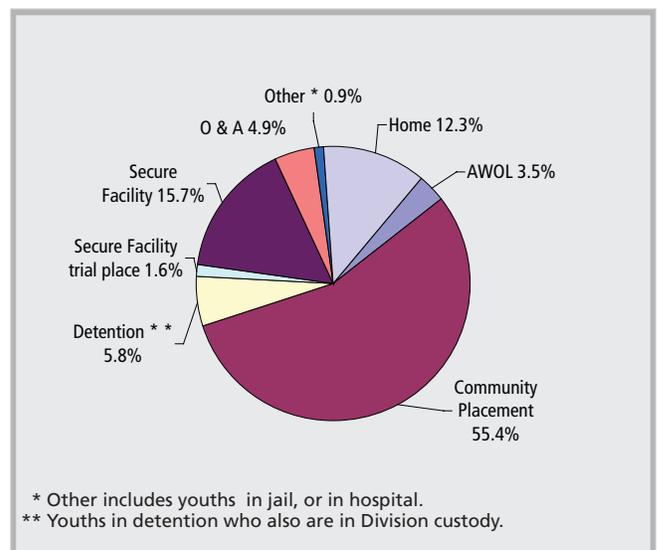
Case manager and youth at the entrance to the ICAP facility in Salt Lake.

During FY 2005, the majority of youths in Division custody (77%) were cared for in community placements, home placements, observation and assessment (O&A) programs, or trial placements.

About 22% of the youths were in locked secure facilities or locked detention.

During FY 2005, the Division's 70 case managers and state supervision workers coordinated and provided services to an average of about 18 youths each day.

## TYPICAL PLACEMENTS



# Observation and Assessment

Observation and assessment (O&A) is a 45-day residential program that provides comprehensive evaluation and treatment planning. Youths receive extensive psychological, behavioral, social, educational, and physical assessments to identify their needs for services. Evaluation results are interpreted within the framework of the Division's Mission Statement and the principles of the BARJ Model (see "Mission, Vision, and Values," page 10). Information from the process forms the basis for recommendations made to the Juvenile Court and case management.

## QUICK FACTS

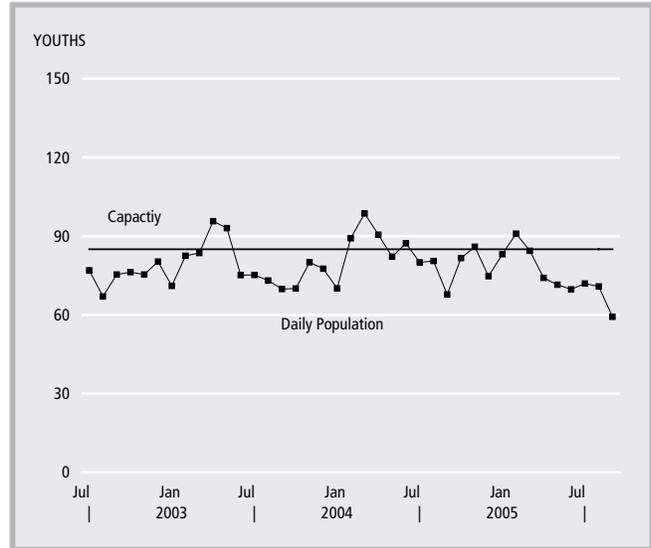
### OBSERVATION AND ASSESSMENT

NUMBER OF PROGRAMS	
O&A FACILITIES.....	5
MULTIUSE FACILITIES.....	3
O&A BEDS .....	85
(PLUS A VARIABLE NUMBER OF MULTIUSE BEDS)	
ADMISSIONS .....	683
DIFFERENT YOUTHS SERVED .....	739
AVERAGE DAILY POPULATION .....	78.6
AVERAGE LENGTH OF STAY .....	42.7 DAYS
DAILY COST PER YOUTH.....	\$195.88

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

Educational services are provided on site through Youth in Custody programs (YIC; see "Youth In Custody Educational Programs," page 75). YIC teachers, provided by local school districts, hold classes each weekday for all youths. Work finished in O&A classrooms is credited to a youth's regular academic record so that progress toward graduation can continue even while the youth is in custody.

## AVERAGE DAILY POPULATION



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

During FY 2005, the Office of Community Programs provided O&A services through four programs along the Wasatch Front. An additional O&A program, the Farmington Bay Youth Center O&A in Farmington, was operated under contract with a private provider. Administratively, the Farmington facility operates under the Office of Correctional Facilities because it is collocated with the Farmington Bay secure care and locked detention programs. O&A services also were provided by the Office of Rural Programs through its multiuse facilities in Logan, Vernal, and Richfield. This arrangement has helped the Division provide additional O&A services while keeping youths close to their families, schools, and other community members who must play critical roles in the youths' rehabilitation and future success.

During FY 2005, all O&A programs participated in the Division's PEP initiative (see "Program Enhance-



Entrance to Ogden O&A.



Outdoor activity involving youths from Springville O&A.

ment Process”, page 71). All teams have developed their evaluation models, have begun collecting data, and are learning how to use the information to make program enhancements.

The chart at top right on the prior page represents the Statewide average daily population in O&A each month from July FY 2003 through September FY 2006. The solid line identifies changes in the number of O&A beds in the system during the same period. Capacity during the entire period was 85 beds. The number of

beds available for delivery of O&A services in multiuse centers vary and are not included in this total. Overall daily population during FY 2005 averaged 78.6, a slight decrease from the average of 80.2 in FY 2004.

As represented in the table below, 739 different youths received O&A services during FY 2005. This was just above the number of 735 in FY 2004. Also identified in the table, overcrowding in the freestanding O&A facilities was rarely a problem during the year except at the Salt Lake O&A.

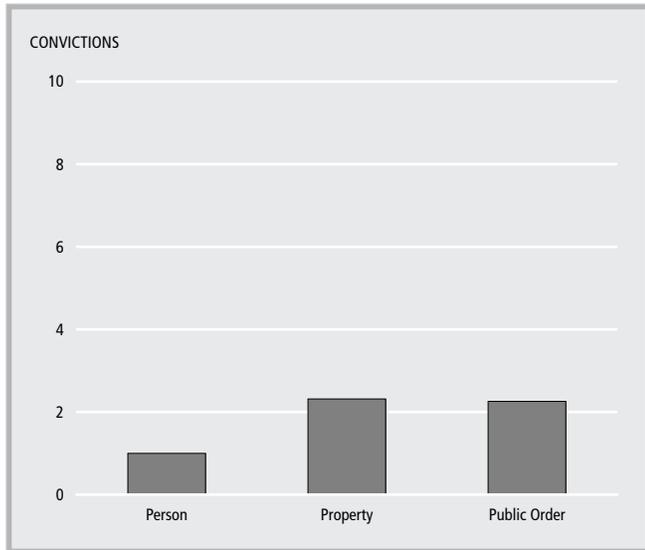
### USE OF OBSERVATION AND ASSESSMENT CENTERS DURING FY 2005.

FACILITY	CAPACITY	YOUTHS SERVED <sup>1</sup>	ADMITS	DAILY POPULATION	NIGHTS OVER CAPACITY	LENGTH OF STAY <sup>2</sup>
<b>OFFICE OF CORRECTIONAL FACILITIES</b>						
FARMINGTON BAY YOUTH CENTER	18	168	153	17.3	0%	40.8
<b>OFFICE OF COMMUNITY PROGRAMS</b>						
OGDEN O&A	27	144	128	14.8	0%	40.6
SALT LAKE O&A	16	143	130	15.2	21%	43.9
SALT LAKE GIRLS O&A	8	50	44	5.2	0%	41.3
SPRINGVILLE O&A	16	100	100	11.2	0%	45.7
<b>OFFICE OF RURAL PROGRAMS</b>						
MULTIUSE O&A	VARIABLE	139	128	15.1		44.8
<b>TOTAL</b>	<b>85</b>	<b>739</b>	<b>683</b>	<b>78.6</b>		<b>42.7</b>

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

2 "Length of Stay" is the number of days of stay for youths completing O&A programming during FY 2005.

## DELINQUENCY HISTORY



Overall, youths admitted to observation and assessment had an average of 5.6 felony- and misdemeanor-type convictions, a reduction from the number of 6.6 in FY 2003 and 6.0 in FY 2004.

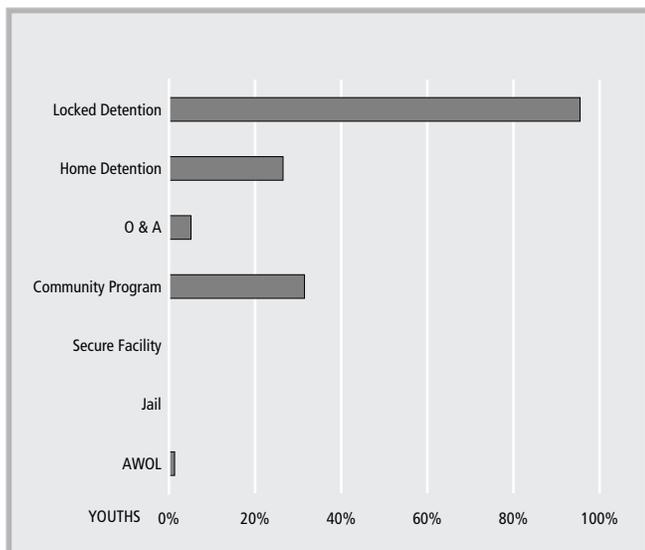
The great majority of offenses (82%) were misdemeanor- and felony-type offenses against property or public order. Conversely, misdemeanor- and felony-type offenses against people represented only about 18% of the offenses in the youths' histories.

Though not shown on the chart, youths admitted to O&A were first found delinquent at an average age of 13.6; 67% of them were between 10 and 14 years old at their first delinquency. Further, about 17% of the youths had one or more convictions for life endangering felonies (serious offenses against people).



Youths preparing for a Springville O&A work project.

## PLACEMENT HISTORY

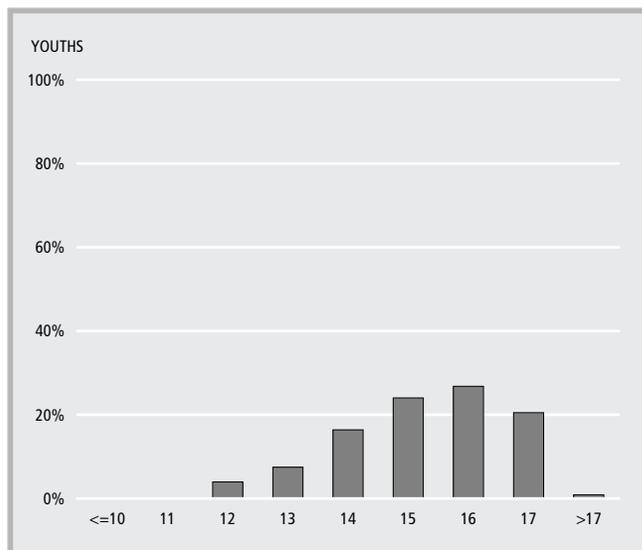


Nearly all youths admitted to O&A during FY 2005 had previously been admitted to locked detention; 32% had previously been placed in a community program; and about 27% had been in a home detention placement.

Though not shown on the chart, most of these youths also had received services from other juvenile justice agencies: nearly 46% had been on probation, nearly 24% had been in the custody or under supervision of the Division of Child and Family Services, and nearly 60% previously had one or both of these types of care.

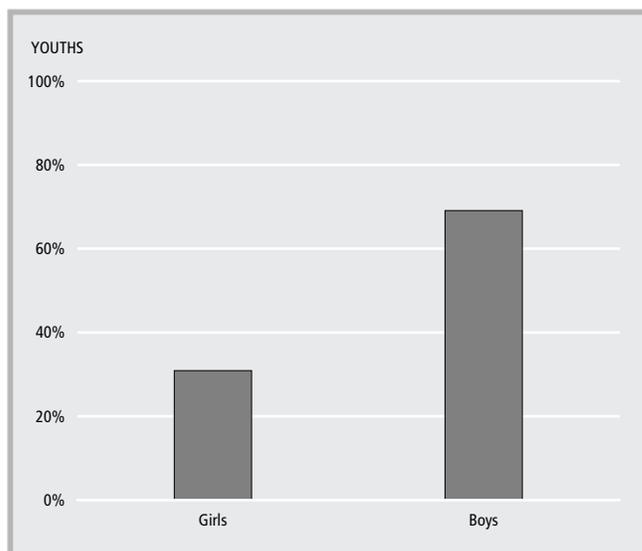
## AGES

Youths admitted to O&A ranged from 12 to 18 years old and averaged 15.8, the same as in FY 2004. 71% were between the ages of 15 and 17.



## GENDER

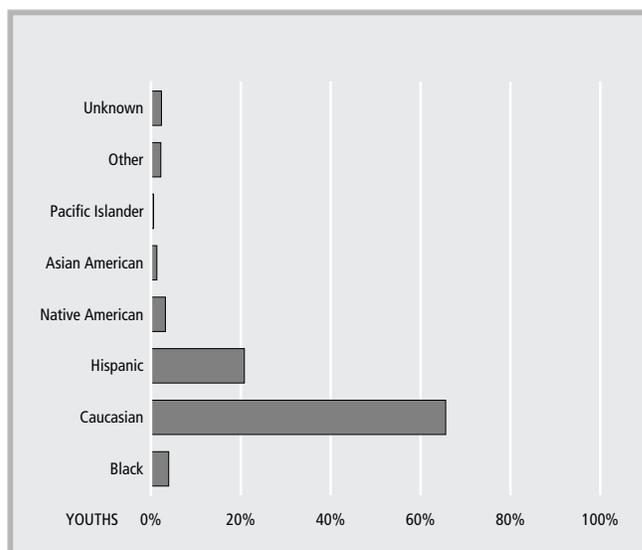
The percentage of girls admitted to O&A was 31%. This percentage is about the same as the number in FY 2004 and 30% higher than the percentage in FY 2003.



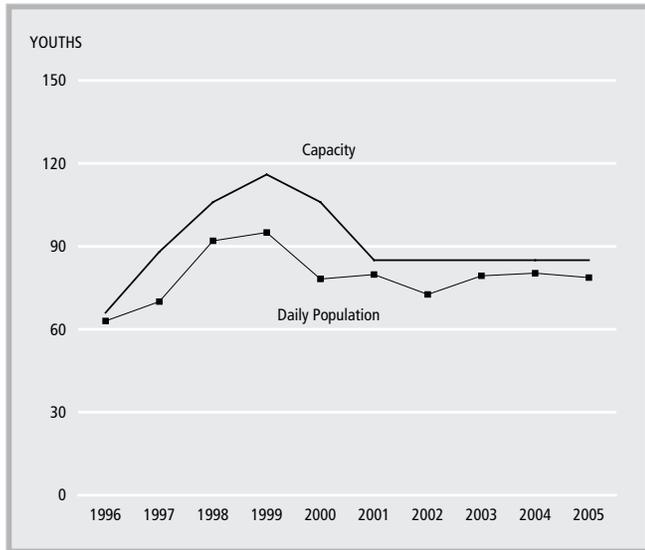
## ETHNICITY

As is true for community programs and locked detention, minorities were overrepresented in O&A. Collectively, they accounted for over 34% of all admissions, though they only represent about 17% of Utah's youth population. Minority youths accounted for about 35% of all admissions in FY 2004.

Blacks were placed 3.4 times as often as would be expected based on their proportion in the population at large; Hispanics were placed 1.9 times as often.



## AVERAGE DAILY POPULATION



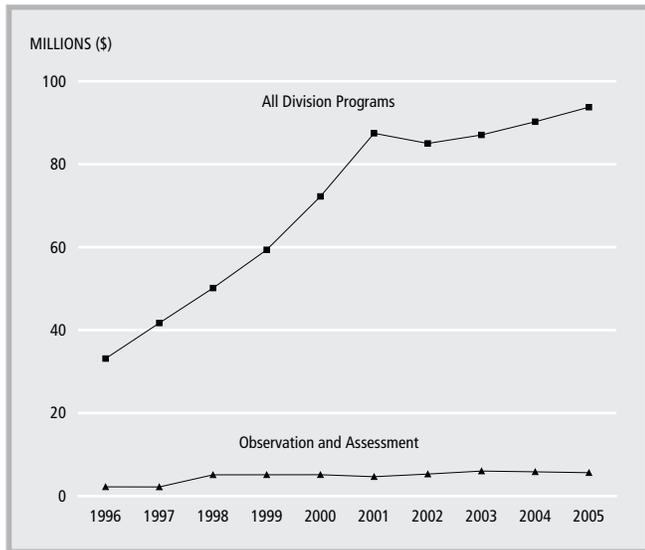
## 10-Year Trends

Observation and assessment (O&A) programming underwent a number of changes in the 10-year period from FY 1996 to FY 2005.

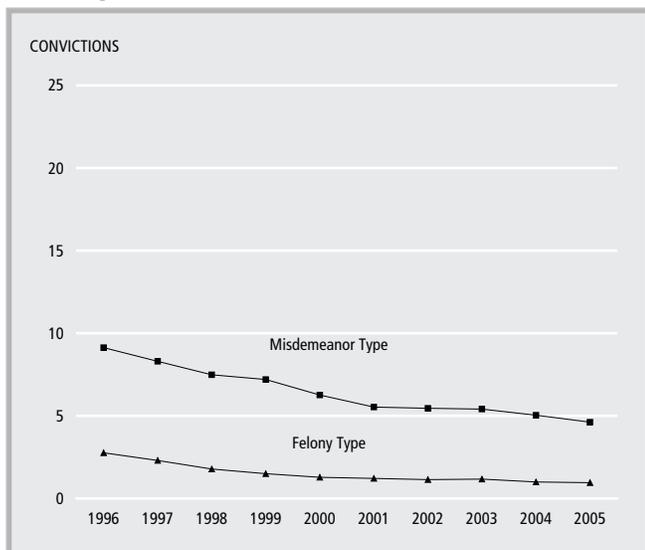
### Demographics

- **Daily population.** The average numbers of youths receiving O&A each day increased from 63 in FY 1996 to about 79 in FY 200 (see chart at top left). Rapid growth in average daily population through FY 1999 subsided when length of stay was capped at 45 days.
- **Youths served.** Overall, during the 10-year period, the numbers of youths served by O&A increased over 58%, growing from 467 in FY 1996 to 739 in FY 2005.
- **Age.** The average age of youths admitted to O&A programs was stable and averaged about 15.8 years across the 10-year period.
- **Gender.** Girls represented an increasingly large percentage of youths admitted to O&A programs. Their percentage increased by 164%, growing from about 11% of total admissions in FY 1996 to over 31% in FY 2004.
- **Ethnic youths.** The proportion of ethnic youths admitted to O&A dropped from 36% in FY 1996 to a 10-year low of 24% in FY 2001 before rising to 36% in FY 2004 and 31% in FY 2005.

## BUDGET



## DELINQUENCY HISTORY



### Budget

- **Expenditures.** The budget for O&A increased by almost 155% between FY 1996 (\$2,207,176) and FY 2005 (\$5,622,352; see chart at center left). Over the same period, the overall Division budget grew by 132%.

### Delinquency

- **Overall offenses.** Average numbers of felony- and misdemeanor-type offenses at admission declined by 53% across the period (see chart at bottom left).
- **Violent offenses.** The percentage of youths admitted with one or more life-endangering felonies declined from 31% in FY 1996 to 17% in FY 2005.

# Community Programs

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

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

## QUICK FACTS COMMUNITY PROGRAMS

SERVICE AREA..... STATEWIDE

NUMBER OF PROVIDERS  
NONRESIDENTIAL SERVICES .....72  
RESIDENTIAL SERVICES .....47

TOTAL CAPACITY.....OPEN ENDED

RANGE OF COSTS  
NONRESIDENTIAL SERVICES ..... \$12-\$122/HR  
RESIDENTIAL SERVICES ..... \$59-\$236/DAY

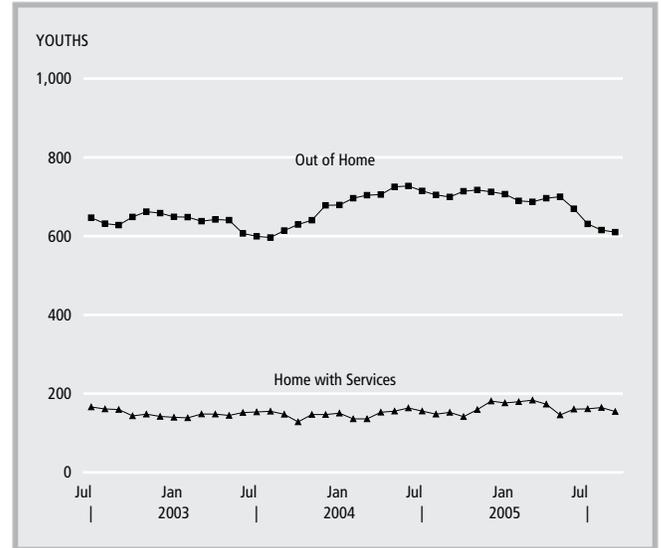
NEW COMMITMENTS  
STATE SUPERVISION .....324  
COMMUNITY PLACEMENT .....587  
PAROLE.....150

DIFFERENT YOUTHS SERVED .....1,983

AVERAGE DAILY POPULATION .....864

A large majority of residential services are delivered by Utah private providers. However, some youths are served by private, residential programs outside Utah (Boarding Schools) which specialize in seriously delinquent youths. In addition, the Division operates three community residential programs for youths in Division custody: Project Paramount, in Ogden, ICAP, in Salt Lake City, and Genesis Youth Center, in Draper. Both Project Paramount and ICAP provide transitional servic-

## AVERAGE DAILY POPULATION



es and supervision for youths leaving secure care or other highly structured residential programs. The Division also operates the Genesis Youth Center as a short-term residential work camp (see “Work Programs,” page 32).

Residential services provided through private provider contracts include (1) proctor care, where an individual youth is placed with a single adult or family; (2) specialized treatment, in a group home setting, for sex offenders, youths with mental issues, youths with developmental issues, or youths with alcohol and drug problems; (3) outdoor impact programs; and (4) boarding schools that specialize in care for seriously delinquent youths.

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

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

The chart at top right represents the numbers of youths in Division custody for community placement or state supervision. The chart represents both youths in “out-of-home” community placements and youths

at “home with services” from July of FY 2003 through September of FY 2006.

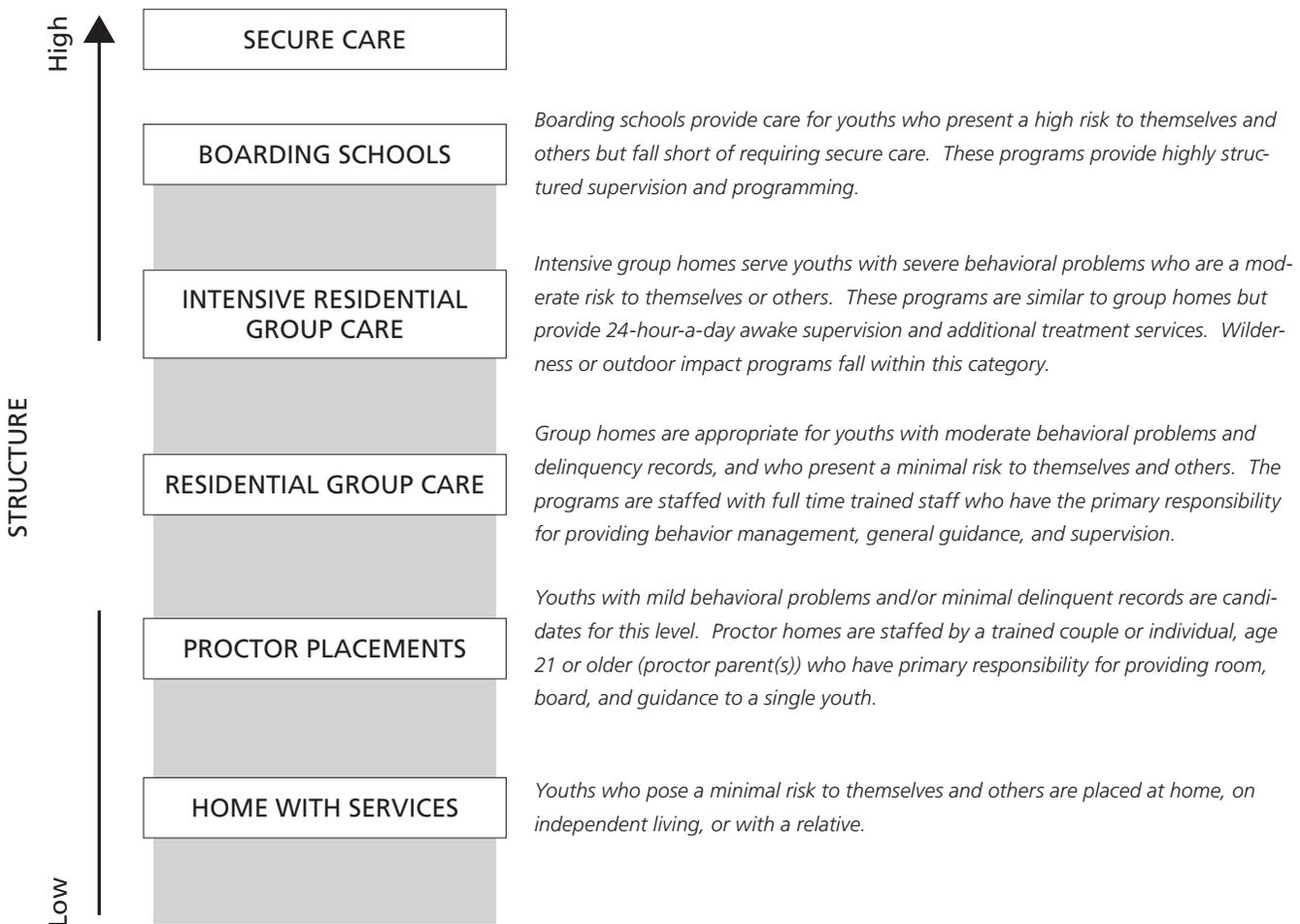
During the period, the average, daily number of youths in out-of-home placements grew from about 642 in FY 2003 to 701 in FY 2005. As may be seen, there was steady growth over most of FY 2004. The average number of youths in out-of-home placements remained fairly stable through most of FY 2005 but dropped sharply in the first 3 months of FY 2006.

The average numbers of youths at home with services showed very modest change across the period. The number averaged about 149 in FY 2003 and FY 2004 before increasing to an average of 163 in FY 2005.



Group home.

## CONTINUUM OF RESIDENTIAL CARE

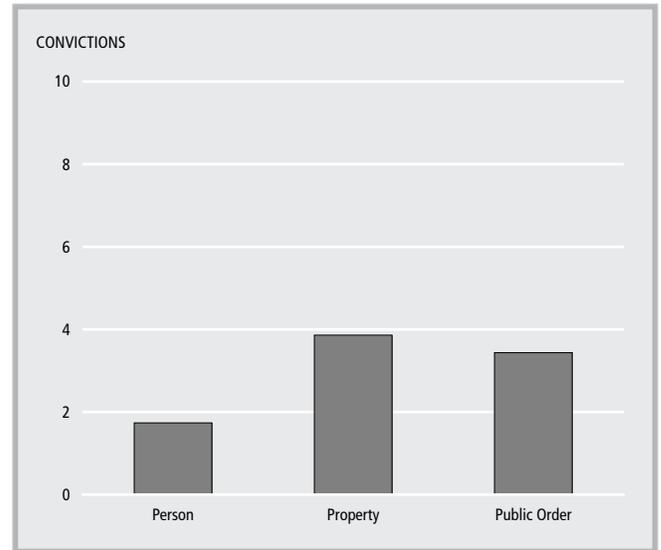


## DELINQUENCY HISTORY

Overall, youths admitted to community programs had an average of 9.0 felony- and misdemeanor-type convictions, the same as the number in FY 2004.

The great majority of offenses (81%) were misdemeanor- and felony-type offenses against property or public order. In contrast, misdemeanor- and felony-type offenses against people represented only about 19% 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 12.9; about 74% were between 10 and 14. In addition, about 33% of the youths had one or more convictions for life endangering felonies (serious offenses against people).

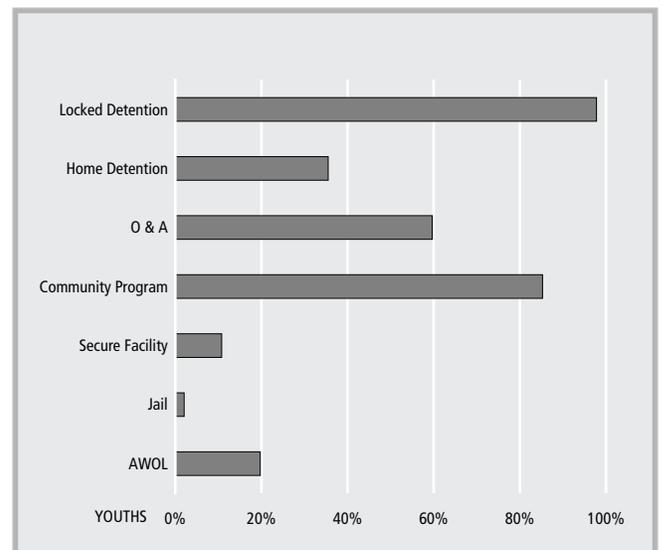


Education Center for ARTEC community program.

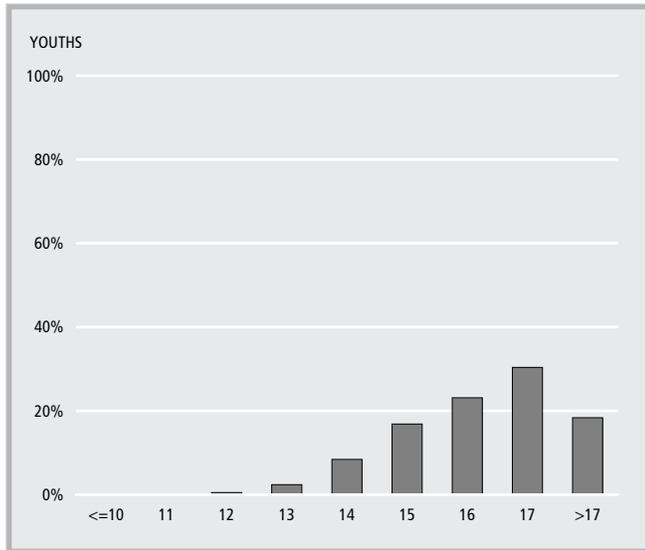
Youths placed in community programs had previously received a wide range of services: nearly all had a history of placement in locked detention; 85% had previously been placed in a community placement; 60% had been placed in observation and assessment (O&A); and 11% had been in a secure facility.

Though not shown on the chart, most youths also had received services from other juvenile justice agencies: nearly 74% had been on probation, over 25% had been in the custody or supervision of the Division of Child and Family Services, and about 82% previously had one or both of these types of care.

## PLACEMENT HISTORY

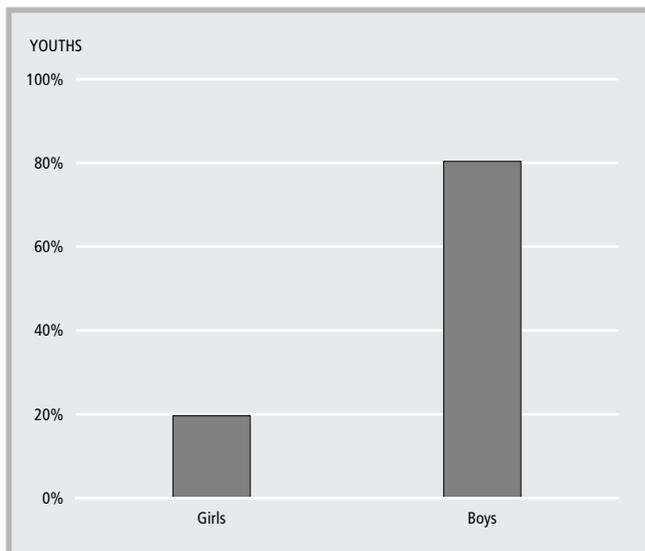


## AGES



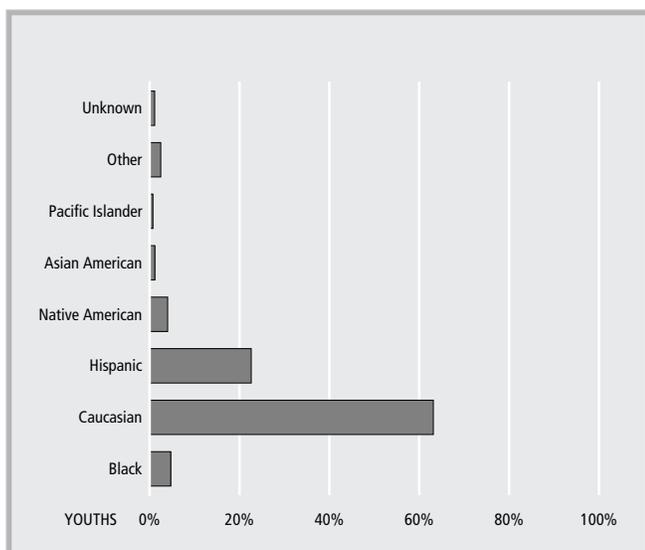
Youths admitted to community programs ranged from 12 to over 18 years old and averaged 16.8 years; about 70% were between 15 and 17 years old. These numbers are similar to those in FY 2004.

## GENDER



20% of youths placed in community programs were girls, a large increase from 15% in FY 2003 and 16% in FY 2004.

## ETHNICITY



Minorities were overrepresented in community programs. Collectively, they accounted for nearly 37% of all admissions, though they only represent about 17% of Utah's youth population. The number in FY 2004 was about 36%.

Blacks were placed over 4.0 times as often as would be expected from their proportion in the population at large; Hispanics were represented more than 2 times as often as would be expected.

## 10-Year Trends

The 10-year period from FY 1996 to FY 2005 saw a variety of changes in community programming.

### Demographics

- **Daily population.** The average count of youths receiving community services increased by 45% from 596 per day in FY 1996 to 864 in FY 2005 (see chart at top right). During this time, Utah's population of 10-17 year olds rose by 3.3%.
- **Age.** Average age of youths admitted to community programs has grown very slowly from 16.4 in FY 1996 to 16.7 in FY 2004 and 16.8 in FY 2005.
- **Gender.** The proportion of girls admitted to community programs more than doubled, growing from 8% in FY 1996 to 20% in FY 2005.
- **Ethnic youths.** The proportion of ethnic youths admitted to community programs has varied considerably; starting at 36% in FY 1996 before dropping to 26% in FY 2000 then finally rising gradually to 37% in FY 2005.

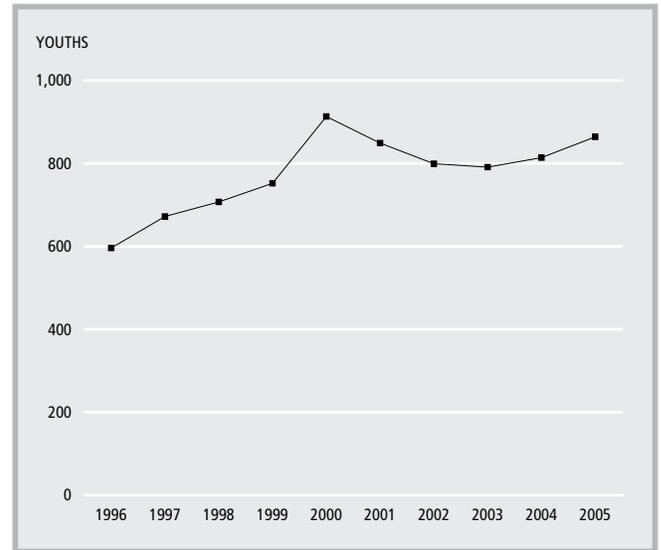
### Budget

- **Expenditures.** Expenditures for community programs grew by 128% between FY 1996 (\$14,344,039) and FY 2005 (\$32,693,000; see chart at center right). Over the same period, the overall Division budget grew by 132%.
- **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).

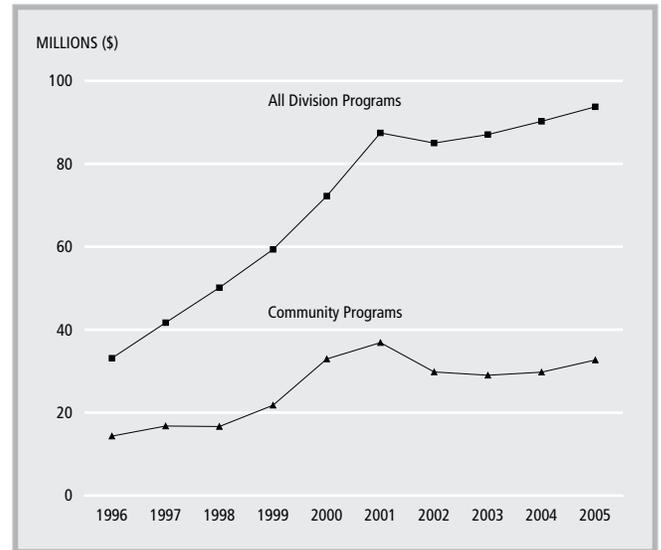
### Delinquency History

- **Overall offenses.** Average numbers of felony- and misdemeanor-type offenses at admission declined from 16.1 in FY 1996 to 9.0 in FY 2004 and 2005, a drop of about 44% (see chart at bottom right).
- **Violent offenses.** The percentage of youths admitted with one or more life-endangering felonies declined from 39% in FY 1996 to 33% in FY 2005.

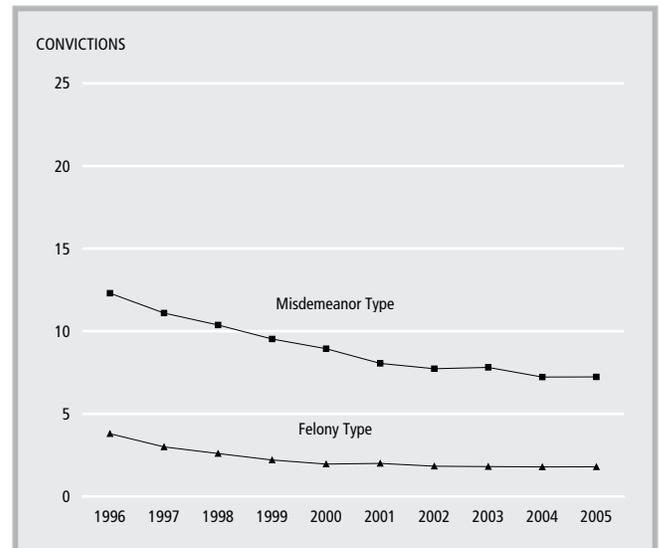
## AVERAGE DAILY POPULATION



## BUDGET



## DELINQUENCY HISTORY



# Secure Facilities

Secure facilities provide extended secure confinement for the most seriously delinquent youths. Youths are committed to the Division for an indeterminate period by order of the Juvenile Court. After commitment, oversight of these youths passes to the Youth Parole Authority (see page 57). The Authority sets conditions of placement, determines requirements for release, including guidelines for length of stay, conducts regular progress reviews, and has authority to terminate youths from Division custody.

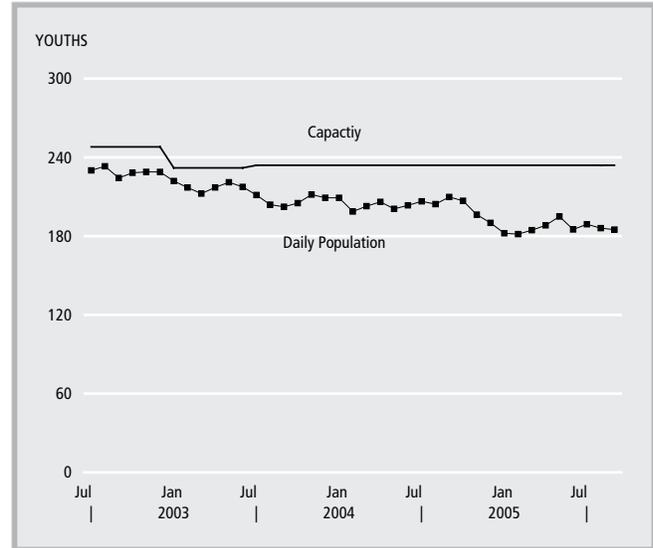
Youths committed to secure care typically have extensive delinquency histories and have continued to reoffend despite receiving services from other agencies and other less restrictive Division programs. Secure facility staff provides secure, humane, and quality treatment. Youths are treated with respect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

## QUICK FACTS SECURE FACILITIES

NUMBER OF PROGRAMS .....	6
BEDS.....	234
NEW COMMITMENTS .....	189
DIFFERENT YOUTHS SERVED .....	389
AVERAGE DAILY POPULATION .....	194.3
AVERAGE LENGTH OF STAY .....	13.5 MO
DAILY COST PER YOUTH.....	\$204.76

Secure facility programming is organized within the framework of the Division's Mission Statement and the principles of the BARJ Model (see "Mission, Vision, and Values," page 10). Youths are held accountable for their delinquency by confronting criminal thinking and antisocial behavior and by paying restitution to their victims. Competency development is addressed through counseling groups which focus on drug and alcohol problems, social skills development, and transition back to the community. Competency development also is addressed through educational and training opportunities. All youths in secure facilities are required either to attend school or to participate in a vocational program.

## AVERAGE DAILY POPULATION



Educational services are provided on site through Youth in Custody programs (YIC; see "Youth In Custody Educational Programs," page 75). YIC teachers, provided by local school districts, hold daily classes for all youths. Work finished in secure facility classrooms is credited to a youth's regular academic record.

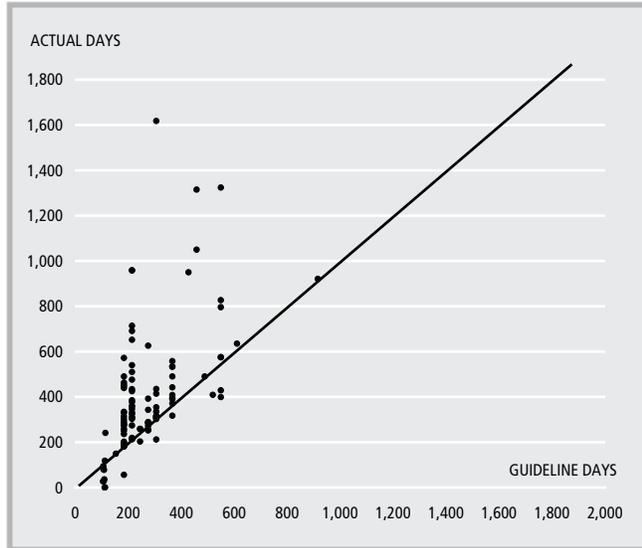
The Division directly operates five secure facilities including: (1) Decker Lake Youth Center in Salt Lake, (2) Wasatch Youth Center in Salt Lake, (3) Mill Creek Youth Center in Ogden, (4) Southwest Utah Youth Center in Cedar City, and (5) the Slate Canyon Youth Center in Provo. The Division also contracts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

During FY 2005, all of the Division's secure facilities participated in the PEP initiative (see "Program Enhancement Process," page 71). All have completed their PEP models and have begun data collection. During FY 2006 they will gain experience using data to make program enhancements.

The chart at top right represents the Statewide daily population in secure facilities between July of FY 2003 through September of FY 2006. The capacity line identifies the number of available secure beds during the same period. Statewide, there currently are 234 beds available for secure care.

The average daily secure population dropped slowly

## GUIDELINE VERSUS SECURE STAY



Youths working in wood shop at the Mill Creek Youth Center.

during most of the period. Overall, average daily population was 223.4 in FY 2003, 205.4 in FY 2004, and 194.3 in FY 2005. The average for the first three months of FY 2006 was 186.7.

The chart at top left compares actual length of stay in secure confinement with the length of stay guideline established by the Youth Parole Authority for 99 youths paroled from secure care during FY 2005. “Actual Days” includes time in a secure placement (secure facility and/or locked detention), but excludes time in the com-

munity on trial placement. “Guideline Days” represents the guideline established by the Youth Parole Authority (see “Youth Parole Authority,” page 57) 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 than the guideline. The great majority of youths, nearly 84%, stayed longer than their guidelines.

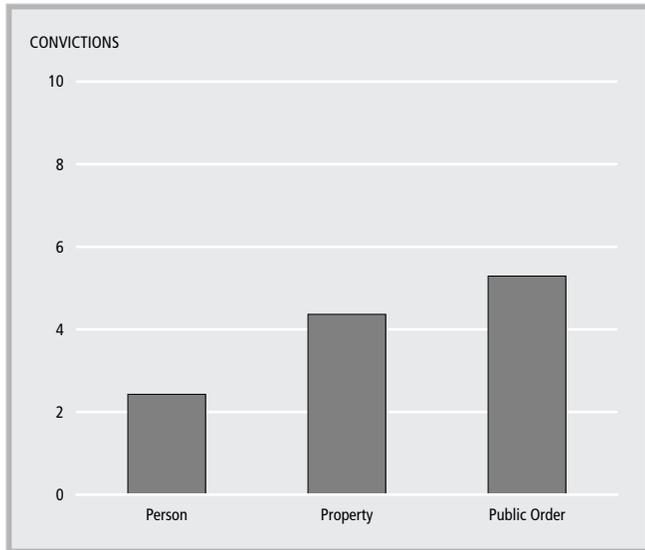
## USE OF SECURE FACILITIES DURING FY 2005.

FACILITY	CAPACITY	YOUTHS SERVED <sup>1</sup>	ADMITS	DAILY POPULATION	NIGHTS OVER CAPACITY	MONTHS OF STAY <sup>2</sup>
<b>OFFICE OF CORRECTIONAL FACILITIES</b>						
FARMINGTON BAY YOUTH CENTER	18	25	6	17.9	0%	9.9
DECKER LAKE YOUTH CENTER	40	77	57	35.2	0%	15.5
MILL CREEK YOUTH CENTER	94	147	75	71.5	0%	13.1
SLATE CANYON YOUTH CENTER	32	60	49	26.1	4.1%	10.5
WASATCH YOUTH CENTER	40	85	56	34.7	3.0%	15.5
<b>OFFICE OF RURAL PROGRAMS</b>						
SOUTHWEST UTAH YOUTH CENTER	10	18	11	8.9	1.4%	12.3
<b>TOTAL</b>	<b>234</b>	<b>389</b>	<b>254</b>	<b>194.3</b>		<b>13.5</b>

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

<sup>2</sup> “Months of Stay” is the average number of months spent in a secure facility by youths released or paroled during FY 2005 and includes time on trial placement.

## DELINQUENCY HISTORY



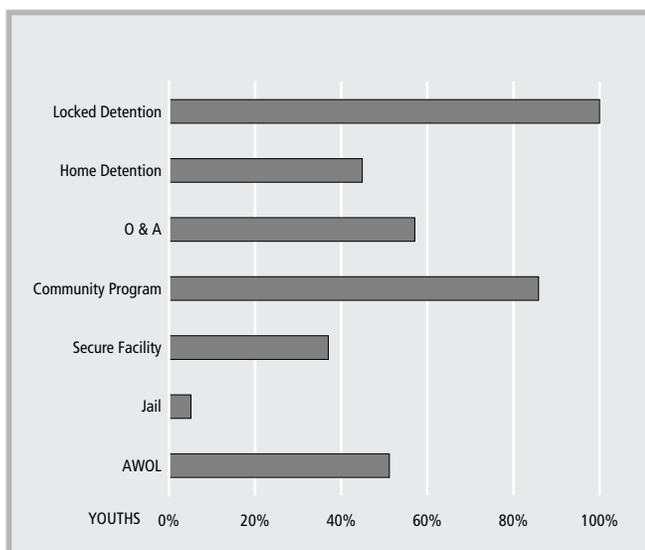
Youths admitted to secure care had an average of 12.1 felony- and misdemeanor-type convictions, a decrease of 1.9 convictions from FY 2004. The great majority of offenses (80%) were misdemeanor- and felony-type offenses against property or public order. In contrast, only about 20% of offenses were misdemeanor- 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 70% of them were between 10 and 14. Further, about 43% of the youths had one or more convictions for life endangering felonies (serious offenses against people).



Youths helping with chores at the Slate Canyon Youth Center.

## PLACEMENT HISTORY

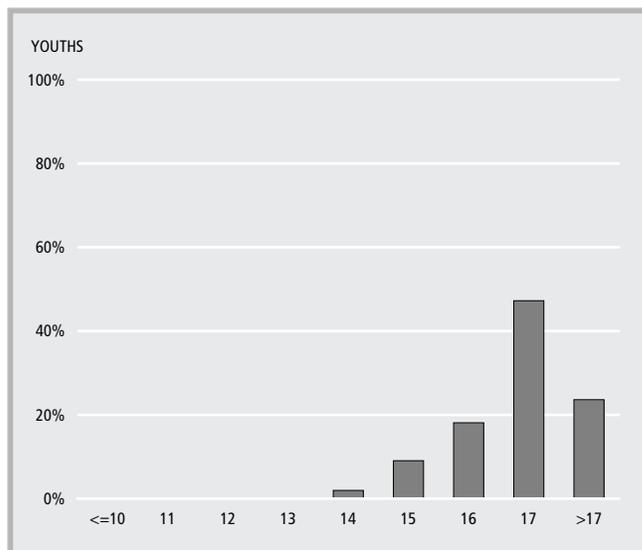


Youths placed in secure care had extensive histories of interventions and placements in Division programs. All had been placed in locked detention; 57% had been placed in observation and assessment (O&A); and 86% had been placed in a community program. Further, 51% had been AWOL from a Division placement.

Though not shown on the chart, most of these youths also had received services from other agencies in Utah's juvenile justice system: nearly 73% had been on probation supervision, 31% had been in the custody or under supervision of the Division of Child and Family Services, and nearly 82% previously had one or both of these types of care.

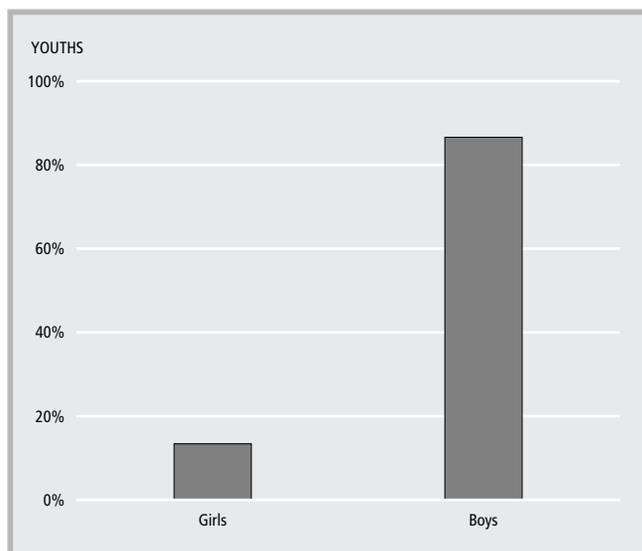
## AGES

Youths placed in secure facilities ranged from 14 to over 18 years old and averaged 17.4 years. The average age in FY 2004 was 17.1. 65% of youths placed were 16 or 17 years old.



## GENDER

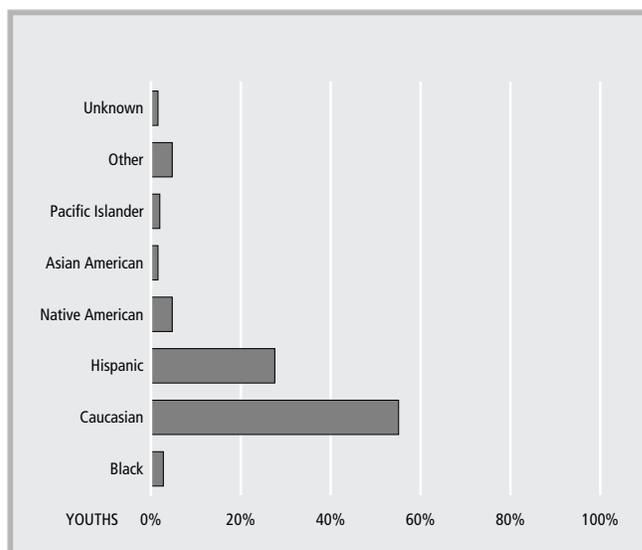
13% of all youths placed in secure facilities were girls. This is nearly double the percentage in FY 2003 and just under the percentage in FY 2004.



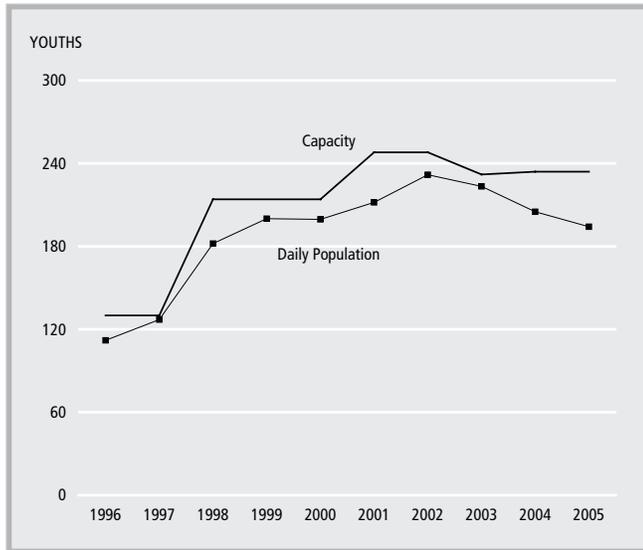
## ETHNICITY

Following a trend of many years, minorities were overrepresented in secure care placements. Collectively, they accounted for over 45% of all admissions to secure care, though they only represent about 17% of Utah's youth population. The percentage of minority placements in FY 2004 was about 39%.

Blacks and Hispanics were placed in secure care about 2.4 times more often than would be expected from their proportions in the population at large.



## AVERAGE DAILY POPULATION



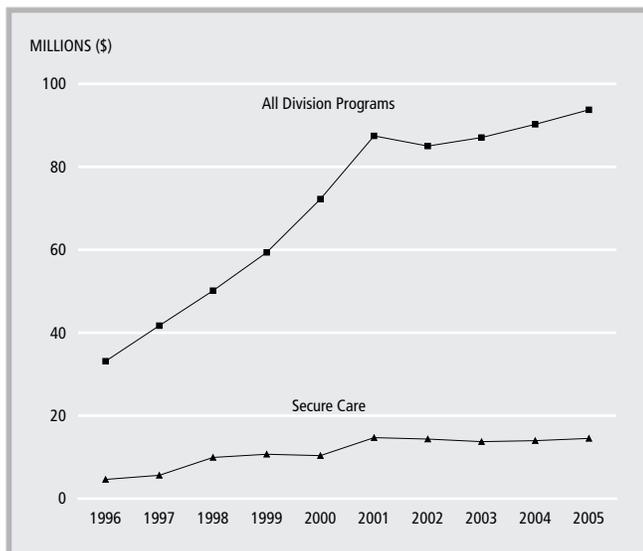
## 10-Year Trends

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

### Demographics

- **Daily Population.** The average daily population of secure care increased by over 73% between FY 1996 (112) and FY 2005 (194; see chart at top left). Over the same time, Utah's population of 10 to 17 year olds rose by about 3.3%.
- **Gender.** The percentage of girls admitted to secure care varied considerably over the 10 years. They represented 4% in FY 1996, jumped to 11% in FY 1997 then dropped back to 5-7% in the next 6 years. The percentage in FY 2004 reached an all-time high of 14% and was just under that at 13% in FY 2005.
- **Ethnic youths.** After reaching historic high levels in FY 1996 (53%), the proportion of ethnic youths admitted to secure care dropped steadily over the next 6 years to 29% in FY 2001. The number rose to 38% in FY 2004 and 45% in FY 2005.
- **Age.** Average age of youths committed to secure care rose over the 10-year period. Youths had an average age of 16.5 in FY 1996 and 17.1 in FY 2005.

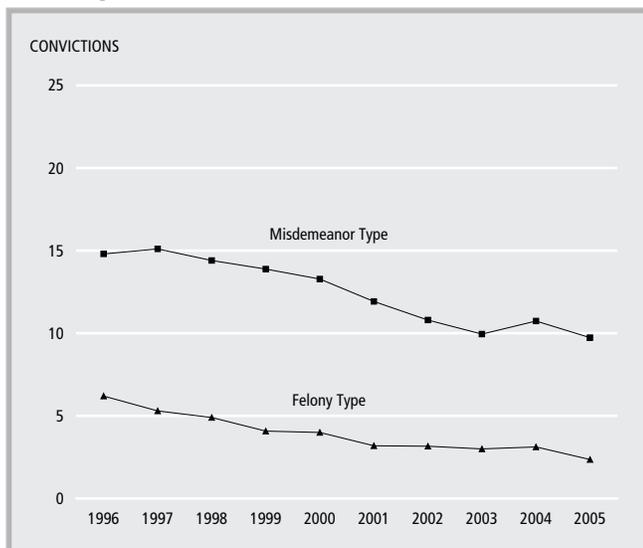
## BUDGET



### Budget

- **Expenditures.** Budgets for secure care rose by 214% between FY 1996 and FY 2005 (see chart at center left). The Division's overall budget grew by 128% during the same period.
- **Resource development.** Budget increases supported the growth in the secure care population and allowed enhancement of programming (e.g., programs specializing in care of sex offenders and programs for girls).

## DELINQUENCY HISTORY



### Delinquency

- **Overall offenses.** Average felony- and misdemeanor-type offenses youths had at admission declined by 42% across the period (see chart at bottom left).
- **Violent offenses.** The percentage of youths admitted with one or more life-endangering felonies declined from 62% in FY 1996 to 43% in FY 2005.

# Youth Parole Authority

Youths committed to the Division by the Juvenile Court for secure care come under the jurisdiction of the Youth Parole Authority (UCA 62A-7-502(1)). The Authority provides an objective hearing process for youthful offenders to ensure fairness to the juvenile and provide protection for the community.

## YOUTH PAROLE AUTHORITY MEMBERS

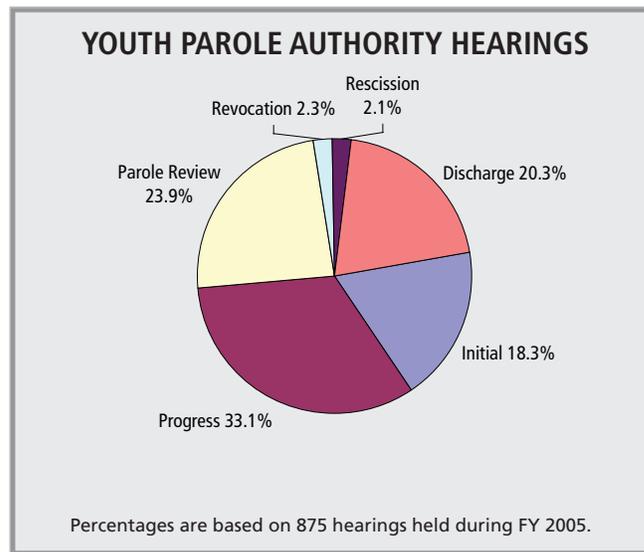
KATHY PETERSON, CHAIR.....	EDEN
VERONICA THOMAS, VICE CHAIR.....	SYRACUSE
CALVIN CLEGG.....	SALT LAKE CITY
DEWEEN DURRANT.....	SANDY
JEFF NORTON.....	ST. GEORGE
HANK HOOLE.....	SALT LAKE CITY
JENNIFER MEI JUN YIM.....	SALT LAKE CITY
DOYLE TALBOT.....	LAYTON
VACANT.....	SALT LAKE CO
VACANT.....	WEBER/DAVIS CO

### MEMBERS PRO TEMPORE

CONSUELO ALIRES.....	SALT LAKE CITY
RODNEY FAKATOU.....	SALT LAKE CITY
JEAN BOYACK.....	SALT LAKE CITY
GARY MACKELPRANG.....	CEDAR CITY
RAY TERRY.....	BEAVER

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



each during FY 2005. Overall, the Authority held 875 hearings during the year, a slight drop from the 878 hearings during FY 2004.

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 120 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 the placement and sign a parole agreement are paroled.

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.

## QUICK FACTS YOUTH PAROLE AUTHORITY

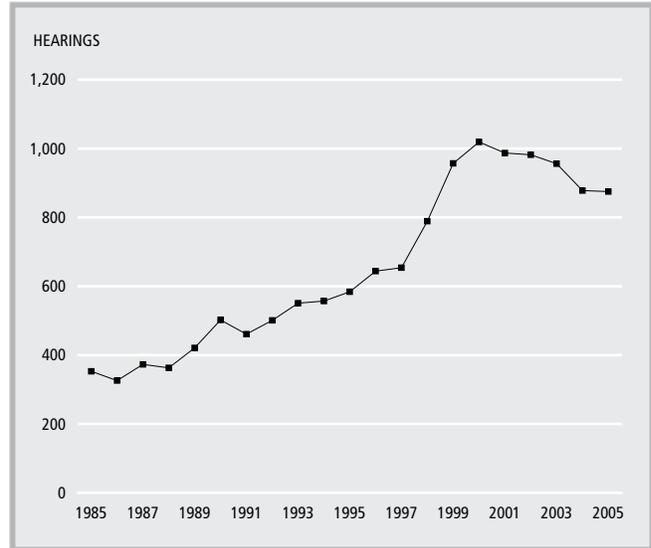
SERVICE AREA .....	STATEWIDE
MEMBERS	
FULL .....	10
PRO TEMPORE.....	5
ADMINISTRATIVE STAFF .....	4
DIFFERENT YOUTHS SERVED.....	409
AVERAGE DAILY POPULATION	
SECURE CARE .....	194.2
TRIAL PLACEMENT .....	21.0
PAROLE.....	74.2
BUDGET .....	\$265,200
NUMBER OF HEARINGS .....	875
AVERAGE COST PER HEARING.....	\$303

As represented in the chart at top right, the Youth Parole Authority's work load has grown dramatically over the last 21 years, increasing from 353 hearings in FY 1985 to 875 in FY 2005. Despite this, the average cost per hearing for an individual youth has risen very modestly. In FY 1985, the cost of holding a hearing was about \$207; in FY 2005, the cost was about \$303.

The Authority subscribes to the Division's Mission Statement and the BARJ Model (see "Mission, Vision, and Values," page 10). The Authority supports BARJ principles of community protection, accountability, and competency development by:

- Providing uniformity in guideline formulation through the Authority's 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.

### AUTHORITY HEARINGS FY 1985 to FY 2005



- Appointing members to the Authority who represent sentiments and needs of local communities.

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

During FY 2003, the Youth Parole Authority began the conversion from the Juvenile Justice Information System (JJIS) to the new CARE system (see "Courts and Agencies' Record Exchange (CARE)," page 70). This is a major undertaking that will dramatically change the manner in which records are kept and case files are prepared. During FY 2004, the Authority and the Juvenile Court began using CARE's new Minutes Module. This part of the system allows for the capture of the details of Court and Authority hearings. CARE is designed to use this information to automatically update the individual youth's Court history, schedule future hearing dates, and publish electronic versions of orders. Orders become part of the youth's electronic case file and are available to all juvenile justice workers. During FY 2005, CARE was fully implemented in YPA record keeping functions.

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## Youth Parole Authority History

- 1981 By law (UCA 62A-7-502(1)) 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 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-7-501).
- 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 citizen members (UCA 62A-7-501(2)(a)).
- 1995 Appointment of members to the Authority comes under the direction of the Governor with the advice and consent of the Senate (UCA 62A-7-501(3)(a)). 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 implements 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-7-501(2)(a)).
- 2003 The Authority begins the process of conversion to the new CARE record keeping system.
- 2005 CARE is fully implemented for YPA record keeping operations.

# Administrative Services

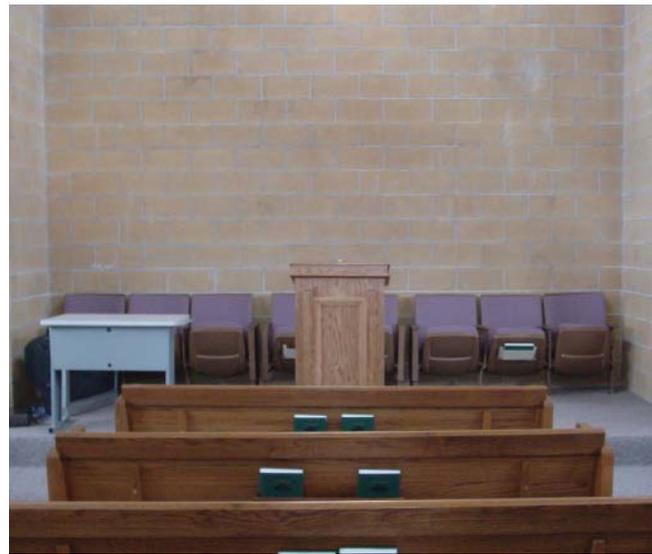
## Community Relations

When the Division adopted the Balanced Restorative Justice Model a renewed emphasis was placed on Community Relations. The Division's Community Relations unit, which includes a Director and three Regional Volunteer Coordinators, has taken a lead role in organizing community involvement in Division programs and with youths in Division care. The Division has placed a priority on three key areas.

*Local community involvement.* First, citizens of local communities need to be involved as active participants in the juvenile justice system. During FY 2005, volunteer's donated about 65,833 hours in service to youths in Division care. The Community Relations unit's three Regional Volunteer Coordinators provided leadership, training, and guidance to volunteers. Volunteers offer a wide variety of skills to enhance and enrich the experiences of youths 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 help teach accountability through community projects such as crochet projects that teach a skill and result in finished products for people in need. Volunteers also provide treats, birthday cakes, Christmas stockings, quilts for beds in facilities, serve as tutors, mentors, and foster grandparents, and help youths find and keep jobs.

Volunteers from the clergy have been a particularly important community resource. Coming from a variety of faiths, clergy volunteers have worked toward the common goal of helping youths find better lives. Important parts of their work have been to find funding and help make arrangements for construction of nondenominational chapels at the Division's secure care and locked detention facilities. During FY 2005, a chapel was finished and dedicated at Decker Lake Youth Center. More recently, ground was broken for a chapel at Mill Creek Youth Center. These chapels provide youths in Division care a great source of inspiration and are important links to the outside community.

During FY 2005, a number of banquets and other recognition events were held to thank and recognize the enormous contributions volunteers have made to the Division. These events are a great way for youths to express their thanks for the service that they receive all year. Volunteers are "stars" in the lives of these kids. In a note to all volunteers, a staff member from Salt Lake



Nondenominational chapel at Decker Lake Youth Center.

Valley Detention wrote "You Are A Star. To be a star you must shine your own light. Follow your own path and don't worry about the darkness for that is when the stars shine the brightest." The Star theme was used across the State at a number of events recognizing volunteers.

It is notable that one of the Division's volunteers received national recognition through the Daily Point of Light Award. This award honors individuals and volunteer groups that have made a commitment to connect Americans through service to help meet critical needs in their communities. It focuses on the goals for children set by the President's Summit for America's Future. Each weekday, a volunteer or a volunteer effort somewhere in the country receives a Daily Point of Light Award. During FY 2005, "The Reading Lady," who volunteers at Springville Observation and Assessment, won the honor. She comes once a week to the facility and helps the residents of the program develop their reading and writing skills.

*Community Service.* Second, youths in the Division's care have a responsibility to restore the damage they may have done in the community. Over the years, volunteer coordinators have become a resource for Division work crew leaders by finding opportunities for youths in Division care to perform constructive work that benefits the community.

As an example, the Slate Canyon Youth Center put on a BBQ and held games for the children of deployed military families in celebration of Join Hands Day.

Youths from the facility prepared and served a meal for the families. There were a variety of activities including basketball games and chess matches. Guests talked to youths from the facility about how their parents and siblings had been in the military for many years and how many of them planned to be in the military also. It was a very inspiring experience for many of the secure-care youths who participated. Everyone involved had a great time.

Natural disasters during FY 2005 provided other opportunities for youths in Division care to pitch in and make a difference for their communities. As examples, two Division programs used work crews to fill hundreds of sand bags. One group from the Central Utah Youth Center group filled enough to sandbag 90 homes and buildings. These work crews also helped haul sandbags where they were needed throughout Sevier County in central Utah.

*Community Education.* Third, the Division has an obligation to educate the general public about its activities. The Community Relations unit supports a Speakers' Bureau to help meet this objective. On request, Division employees present information about Utah's juvenile justice system, youths at risk, correctional facilities, drug abuse, and other related topics. During FY 2005 speakers sponsored by the Division shared their expertise with college and school groups, church groups, civic groups, and youth organizations throughout Utah.

An important goal for FY 2006 is to communicate better the opportunities that volunteers have for helping the Division's youth become law abiding and productive citizens.

## Clinical Services

The Clinical Services unit has been in operation since July of 2004. The unit was created as one of the Division's ongoing efforts to upgrade the quality of services provided in locked detention and secure facilities. The unit includes seven clinicians whose mission is to oversee the development and provision of mental health and sex offender treatment within secure and locked facilities. Presently, these clinicians provide direct clinical services, clinical consultation, and staff training within the secure facilities along the Wasatch Front.

During FY 2005, Clinical Services adopted Cognitive-Behavior Therapy (CBT) as the primary treatment model for youths in secure care. The clinicians orga-

nized their offices and developed processes for client referral, service delivery documentation, and clinical consultation. Overall, the clinicians provided 4,286 hours of direct clinical services (individual, family and group therapy) to 190 youths and their families. They also provided 81 hours of training and 1,323 hours of clinical consultation to facility staff.

The Clinical Services group's primary objectives for FY 2006 include (1) implementing evidence based treatment practices, (2) standardizing the case management system, (3) implementing an intake screening process, (4) beginning delivery of mental health assessments for the Youth Parole Authority and facility staff, (5) developing a medication management protocol, (6) improving overall delivery of direct clinical services, training, and clinical consultation, (7) improving communications regarding client treatment needs between and within agencies, and (8) implementing a quality assurance process to monitor the group's delivery of clinical services and other activities.

## Quality Assurance

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

*Contract Monitoring.* Contract monitoring activities determine whether or not the provider is meeting the requirements of the contract, which include (1) specific program requirements, (2) client wellness, (3) client objectives and program outcomes, (4) fiscal accountability, and (5) meet standard terms and conditions for Federal

assurances, Medicaid, or grant requirements. Staff members determine this through a collaborative process of reviewing documentation, analyzing information, developing reports, considering specific issues, troubleshooting, conducting interviews with staff, parents, and youths, and visiting program sites.

Quality assurance goals identified in the Division's 2005 monitoring plan include that all contracted programs be reviewed for compliance with contract and Medicaid documentation requirements. Corrective Action Plans were developed that identified performance deficiencies, defined what the contractor needed to do to correct deficiencies, established a time frame for achieving compliance, stated how the corrective action would be monitored, and defined the consequences of failing to achieve compliance. The Quality Assurance staff also provided technical assistance to all new providers to facilitate compliance with contract and Medicaid requirements.

During FY 2005, the Quality Assurance staff reviewed 148 (94%) of the Division's 157 contracts. Nine (6%) of the Division's contracts reviewed did not require formal review because the contract was awarded during the last quarter of the fiscal year or the contract expired prior to the end of the fiscal year. Of the 148 contracts reviewed, 27 (19%) served too few youths or terminated their contract during the fiscal year. Twelve reviews (8%) resulted in some type of corrective action. The majority of deficiencies were related to staff training, staff requirements, and documentation of client records. All were resolved satisfactorily and resulted in improved services for youths.

Goals for FY 2006 include providing additional technical assistance to all new and current providers to facilitate compliance with contract and Medicaid requirements. In addition to the annual program review, the quality assurance staff will provide less "formal" monitoring activities such as making unannounced on-site visits to assure a provider's understanding and compliance with their contract requirements.

*Program Review.* The quality assurance staff also has responsibility for monitoring programs and facilities directly operated by the Division. Standards, policies and procedures are used to evaluate compliance of Division programs. During FY 2005 five secure facilities, three case management offices, two transition programs, and one work camp were evaluated. Strengths and weaknesses were identified and recommendations were made for improving facility operations and programs. Goals for

FY 2006 include the review of ten rural multiuse facilities and programs, eight receiving centers and day programs, and three observation and assessment centers.

*JJDP Act Compliance.* One quality assurance staff member is responsible for JJDP Act compliance efforts, which includes monitoring all juvenile and adult facilities State-wide that might securely hold juveniles for any length of time, to ensure Utah's compliance with the following core requirements of the JJDP Act: (1) deinstitutionalization of status offenders and non offenders, (2) removal of juveniles from adult jails and adult lockups, and (3) sight and sound separation of juvenile detainees from adult offenders. Intense monitoring efforts have made Utah's compliance with these mandates possible. Achieving compliance with the JJDP Act enhances protection of youths and the community and makes Utah eligible for Federal grants that assist in the development and operation of many essential programs for youths.

Following Utah statutes and standards that comport 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 or transfer them to an appropriate juvenile care facility. In addition, nine holding rooms located in local law enforcement agency facilities are certified to confine youths charged with delinquent acts for up to 2 hours while arrangements are made for their release or transfer to an appropriate juvenile care facility.

## 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 is designed to emphasize professionalism and the proper care of youth in the Division's programs. Overall, in FY 2005, the Division supported 912 training sessions on mandatory topics and 605 in-service training events, providing 66,309 individual training hours. Courses considered mandatory for Division staff, and the number of training sessions held in FY 2005 are identified in the table on the following page.

*Mandatory Training.* New full-time staff are required to complete the Division's Basic Orientation Academy during their first year of employment. Four Academies were held during FY 2005, with 151 staff completing the

academies. Following their first year, staff are required to complete a total of 40 hours of in-service training per year. Support staff and part-time staff receive training commensurate with their duties. In-service training is provided by the Division, the Department of Human Services, State or national sponsors, local colleges and universities, and private vendors. During FY 2005, 95% of employees successfully completed their required in-service training.

The focus of many of the trainings this year was on several of the Division's initiatives, including the risk assessment project (see "Protective and Risk Assessment Project," page 69) and the Program Enhancement Process (PEP; see page 71).

During FY 2002, the Division launched a major initiative to develop an ongoing process of program evaluation and continuous quality improvement. PEP aims to increase the quality and effectiveness of care provided to youth in Division programs. This last fiscal year, 18 trainings were conducted on the Program Enhancement Process. A total of 210 staff were trained, for a total of 641 training hours.

*Joint Training Efforts.* In January of 1999, the Legislative Auditor released an audit of the Juvenile Justice System. One of the suggestions contained in the audit to improve the system 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 Juvenile Justice Services addressed this issue by reviewing many assessment tools. The assessment tool selected to use in Utah was the Washington State Risk Assessment Tool. Conjoint training sessions with the Juvenile Court and Juvenile Justice Services on the assessment tool are ongoing. During FY 2005, six trainings were held involving 136 staff.

*New Programs.* The training unit conducted a Program Enhancement Process (PEP) training needs survey and subsequently identified 15 trainings needed for office support staff, technicians, counselors, and supervisors. As part of the process, curriculum advisory teams (CAT) were created to identify the specific objectives needed for each identified area of training.

During FY 2005, the Training Unit applied for and received two technical assistance grants from the Office of Juvenile Justice Delinquency Prevention (OJJDP) to conduct two training programs. (1) The Division presented a National Institute of Corrections (NIC) 4-day training in December of 2004 titled "Female Responsive Services." This training was provided to Division workers who specialize in working with female juvenile offenders. (2) The Division also presented two, 3-day

## MANDATORY TRAINING.

TRAINING EVENT	REQUIRED HOURS	REVIEW	SESSIONS OFFERED	STAFF TRAINED	TOTAL HOURS
Basic Academy	80	NONE	4	151	10,268
Cultural Competency	8	AS NEEDED	8	257	1,584
Incident Reports	2	AS NEEDED	11	291	516
Legal Issues	8	AS NEEDED	5	214	1,320
Violence in the Workplace	2	AS NEEDED	6	181	388
Code of Ethics	2	ANNUAL	188	1,250	1,710
CPR	4	ANNUAL	123	971	2,788
Crisis Intervention Initial	24	NONE	19	209	5,000
Crisis Intervention Certification	8	NONE	9	55	440
Crisis Intervention Review	8	ANNUAL	57	832	6,344
Defensive Driving	1	3 YEARS	215	773	778
First Aid	1.5	3 YEARS	80	504	1,086
Personal Protection	4	3 YEARS	3	75	300
Preventing Disease Transmission	4	3 YEARS	43	395	794
Risk Assessment	10	AS NEEDED	6	136	1,156
Suicide Prevention	2	3 YEARS	62	569	1,171
Unlawful Harassment Prevention	2	3 years	40	576	1,263

trainings in May of 2005 titled “Juvenile Offenders with Mental Health Disorders, Who are they and What do we do with Them?” This training was made available to senior counselors and supervisory staff. This training was associated with the American Correctional Association (ACA) and presented by a Lisa Boesky, PhD., who is the author of the ACA book of the same title.

## Internal Investigations

The Division’s Internal Investigations unit examines and analyzes violations of the Code of Ethics, Policy and Procedure, and Federal and local laws. During FY 2005 the Investigations unit operated with one Director and two full-time investigators. The unit covers investigations throughout the State.

Internal Investigations are essential when dealing with complaints, suspicions or allegations of employee misconduct, violations of policy and procedure, Code of Ethics, or local or Federal laws. An investigation will be completed when incidents occur within Division programs or with contracted private providers that are extraordinary, non-routine, or potential life threatening incidents that are consistent with incident reporting policy and procedure. Internal Investigation reports provide a factual basis for making decisions. The reports developed justify decisions regarding violations of policy and procedure, Code of Ethics, or Federal or local law in order to establish probable cause or to halt criminal activity. These reports result in cases being closed substantiated, unsubstantiated, or inactive.

During FY 2005, 55 investigations were initiated. Maintaining the integrity of the Division is essential when investigating complaints, grievances, suspected misconduct, and violations, which are brought to the attention of the Investigations unit’s staff through incident reports or verbal reports. These notifications help establish probable cause and determine if an internal investigation will be initiated and who will be involved. Internal Investigations may involve: youths in Division custody, Division employees, contracted private providers, school personnel, law enforcement, and individuals from any appropriate outside agency. The Internal Investigations unit also investigates referrals and requests for investigation when a formal complaint or grievance is made, there is suspicion of any kind of misconduct, there is a requirement to identify and halt criminal activity, there is a need to curtail adverse publicity, or there is a need to limit liability.

An internal investigation will be completed in response to issues regarding staff on staff, staff on youth, youth on youth, person on property, and where probable cause is established, or if violations of Federal or local law, Code of Ethics, or Policy and Procedure are alleged. An investigation will also be completed if an injury occurs, or if there is any potential litigation.

Internal Investigations can also involve law enforcement when events occur that involve or endanger the lives or physical welfare of juveniles or staff. Investigations will be completed if probable cause is established, it is determined that Federal or local laws have been violated, in extreme emergency situations, or if exigent circumstances (e.g., UCA 62a-4a-403 mandatory reporting for child abuse). Investigations of employees who are alleged to have abused or exposed a youth, who is in Division custody or control, to criminal activity will be con-jointly investigated or simultaneously investigated with the appropriate child protective services investigator or law enforcement agency. In resolving cases, investigators regularly work with the Attorney General, The Division of Human Resources, local police agencies, city and county attorneys, and the courts. Internal Investigations activities include conducting and documenting interviews with the complainant, witnesses, and the accused. They may include written statements, verbal statements, and other information as deemed appropriate.

Reports produced by the Internal Investigations unit include all evidence, paperwork, and other information that establishes probable cause. The Internal Investigations Report compiles facts found in incident reports, documented in interviews, and gathered evidence. Reports include a Summary, Finding of Fact, and Conclusion and are disseminated to all appropriate entities. Reports are classified as “Protected” by the Utah Government Record Access and Management Act (GRAMA) pursuant to Utah Code Section 63-2-304(9). Each Report is created and maintained for administrative enforcement purposes and is for the express use of the Division’s administrative staff. Reports may not be released to the public without proper authorization. Internal Investigation actions include: additional training, warnings (written or verbal), reprimands, suspensions, transfers, termination of employment, filing of criminal charges or referrals made to the appropriate agencies (e.g., law enforcement, County-Attorney, Attorney General), or exoneration.

During FY 2006, the Internal Investigations unit is planning to release a revised version of the Division’s

Incident Reporting Level System and the Notification System. The new versions of the systems include a simplified level and notification system for facilities and private providers. The release of the new systems will be accompanied by training for all Division workers and private providers. The Office of Internal Investigations also will continue to participate in fatality reviews, mediation and conflict resolution, and in the revision of policy and procedure.

## Finance

Finance works in partnership with division management in carrying out a number of functions including the following:

- Financial planning – assessing short term and long term financing needs for achieving the vision and mission of JJS (see “Mission, Vision, and Values,” page 10).
- Preparation of the annual appropriation request (budget) for the Governor’s Office and the Legislature – Finance works with managers in incorporating ongoing and long-term program needs into the annual request.
- Supervises the business managers attached to each of the Division’s four Program Offices. Business managers work with Finance in making recommendations for the annual budget and adjustments to current year spending priorities.
- Monitoring weekly and monthly indicators – assessing whether revenues and expenditures are in line with budgetary restraints.
- Forecasting – assessing trends to determine whether JJS will end the year within budget and working with management to make needed adjustments.
- General accounting – assuring that transactions are properly authorized and accurately recorded.

Major events in the State’s yearly budget process include:

### *Pre-Legislative Session*

- June. Governor’s Office of Planning and Budget issues budget forms and instructions to State agencies.
- July – September. Agency holds budget hearings and prepares budget request.
- September – October. Governor’s Office of Planning and Budget prepares recommendations for the Governor.

- September – December. Legislative Fiscal Analysts analyze budget and make recommendations.
- November – December. Governor holds budget hearings and makes final recommendations.

### *Legislative Session*

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

### *Post-Legislative Session*

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

## Research, Evaluation, and Planning

The Research, Evaluation, and Planning (REP) group 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 has been the maintenance and development of Utah’s Juvenile Justice Information System (JJIS). The JJIS is a centralized database shared by the Division and the Juvenile Court that tracks interactions with delinquent youths. Since 1999, REP staff members have participated in a joint project with the Juvenile Court to develop the CARE system (see “Court & Agencies’ Record Exchange (CARE),” page 70) as a replacement for JJIS. A phased release of completed CARE components began in July, 2001 with the implementation of the assessments module. This component has become an essential resource for both the risk assessment and the PEP initiatives. The final transfer of information from JJIS to CARE and the full implementation of all new CARE modules took place on November 23, 2005. During FY 2005, REP developed training materials for the new components of CARE and assisted in training staff

in the use of those tools. The unit also took the lead in developing online reports to support both the risk assessment project and PEP. REP also helped develop plans to migrate existing JJIS data to the new system.

During FY 2005, REP also helped the Division meet a variety of other service, research, and information needs. On a daily basis, REP supplied Division staff with reports, answers to queries, technical support, and research. REP also produced the Division's Annual Report. Members of the REP group served as staff to the Risk Assessment Committee, the Department of Human Services Outcome Measures Committee, the Department of Human Services Institutional Review Board (IRB), the CARE Management Committee and the CARE User Group. Further, the research unit assisted numerous students and faculty from local colleges and universities, media representatives, other government agencies, and private individuals with information regarding Utah's juvenile justice system.

## Contracting

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

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

During 2005, the Division had 156 provider contracts with 135 different public and private agencies. Collectively, these contracts provided a broad range of services for the Division and the youths in Division care. Contract totals for FY 2005 were as follows:

- Residential Services – 52 contracts

- Outpatient Mental Health Services – 48 contracts
- Youth Services and/or Receiving Centers – 3 contracts
- Medical, Dental, and other Health Care Services – 15 contracts
- Secure Care/Detention Services – 2 contracts
- Food/Clothing for Youth in Division Facilities – 12 contracts
- Other – 24 contracts:

The major contracting initiatives during FY 2005 were (1) to develop an RFP for substance abuse treatment in Utah County. There was only one proposal received and no contract was awarded as a result of the RFP. And, (2) to develop contracting to support a grant was received to help construct a female-specific risk assessment tool. Development of the risk assessment will guide treatment planning and placement for females. More appropriate placement will result in decreased recidivism for female offenders.

The In FY 2006, the contracting unit will be incorporating the Division initiatives (Graduated Sanctions Model and specific language for each service code) into the new Residential/Out patient RFP. Much of the year will be spent rewriting the entire RFP for residential/out patient services. The new RFP will be ready for FY 2007.

## Federal Revenue Management

The role of the Federal Revenue Management unit since it began in March of 2001 has been to bring Federal revenues into the Division and to ensure compliance with Federal requirements tied to the receipt of those revenues. About 20 percent of the Division's budget of approximately 95 million dollars is from Federal revenues. This high level of Federal funding leverages the Division's efforts to provide comprehensive services for youths within the framework of the Balanced and Restorative Justice Model. The primary sources of Federal revenue are (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 Department of Justice, The Department of Health and Human Services, and The Department of Labor.

In fulfilling its role for the Division, The Federal

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Revenue Management unit does the following:

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

During FY 2005, the Federal Revenue Management unit assisted the Department of Human Services demonstrate compliance with Medicaid and AFCARS (Adoption and Foster Care Analysis and Reporting System) provisions to Federal regulators and review teams. As a result of preparations made for the reviews, post-review

measures implemented, and general ongoing compliance efforts, significant improvements have been made to the Medicaid billing system and to the AFCARS reporting process. Federal reviews teams gave no findings that would place the Division's Federal funding in jeopardy; however, given the trends of the current Federal administration, some future policy changes that could adversely affect Medicaid funding management.

The Federal Revenue Unit has continued to increase the accessibility of information provided by its internal data systems to assist staff in making adjustments to Medicaid and Title IV-E foster care maintenance payments received. The Federal Revenue unit also has participated in the development of extensive training resource materials for eligibility specialists (for those specializing in Medicaid and Title IV-E Foster Care eligibility).

Finally, the unit has helped the Division obtain over one million dollars of Federal funding has been secured over a 3-year period to provide transition services to youths coming out of secure care in Utah County. The program, called the Utah County Aftercare Program (UCAP), completed its third year of federal funding as of June 30, 2005. UCAP increases the number of parolees who successfully reintegrate to their home communities. The Division is in the process of requesting the Utah State Legislature to continue funding for the program after Federal funds for the project expire (after the fourth year of federal funding).

# Recent and Ongoing Projects

## Division Initiatives

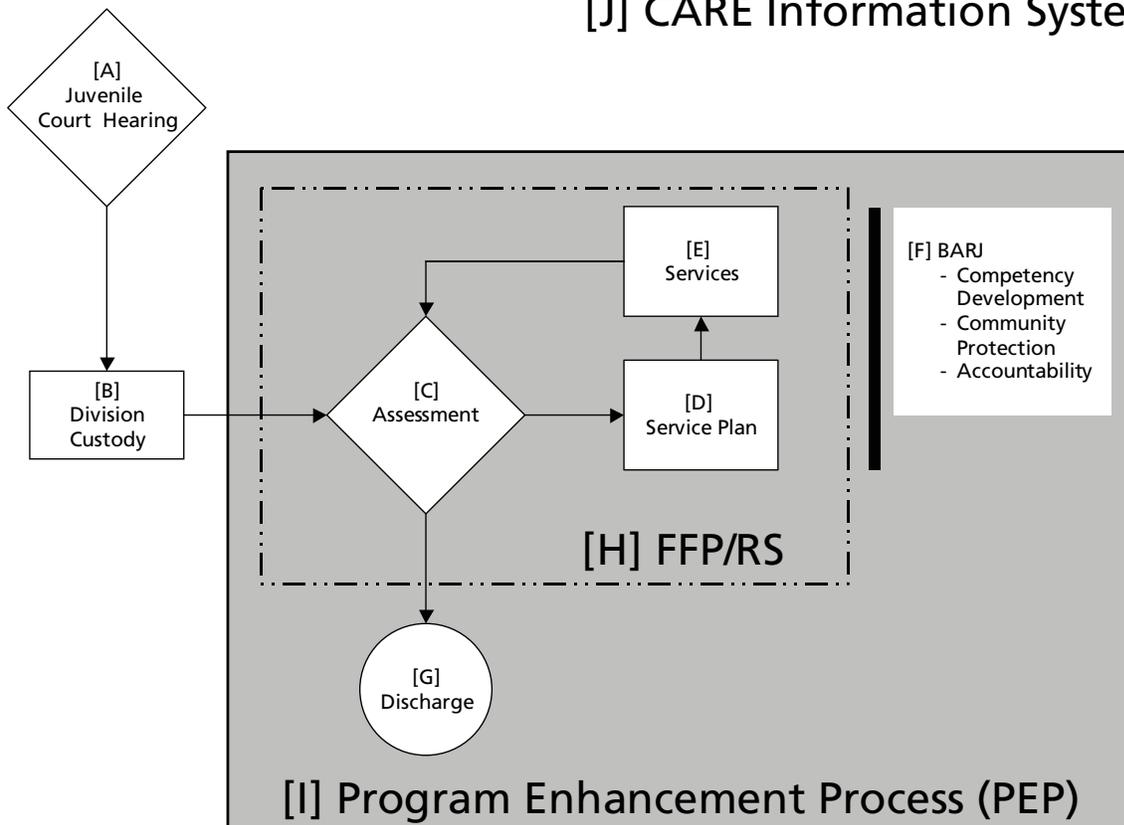
Over the last several years, the Division has begun or helped to begin a number of major juvenile justice initiatives including (1) Protective and Risk Assessment (PRA) Project, (2) Functional Family Probation/Resource Services (FFP/RS), (3) Graduated Sanctions Model of Service Delivery and Supervision,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

The chart below represents the initiatives as they might apply to an individual youth entering Division custody. Initiatives are shown in the context of a Juvenile Court Hearing [A] that brings the youth into Division custody [B] (see "Client Flowchart," page 22).

On receiving a youth in custody, a Division case man-

ager assesses the case [C] to identify the youth's strengths and weaknesses and service needs. This evaluation includes administration of a Protective and Risk Assessment (PRA), but also considers information collected from family, previous workers associated with the case, other sources in the community, and results of other assessments. Evaluation results are interpreted within the framework of the BARJ Model [F] (see "Mission, Vision, and Values," page 10) to develop the youth's Needs Assessment Service Plan [D]. The Service Plan (1) documents the youth's strengths and weaknesses, (2) identifies needed residential and nonresidential services, and (3) sets goals for successful completion. Services [E] are provided through a levels-based system known as the Graduated Sanctions Model of Service Delivery and Supervision. At regular intervals (every 90 or 180 days), the case manager reassesses the case and reviews the youth's progress with the Juvenile Court. Depending on the youth's current needs, the case manager may either recommend that the service plan be revised [D] and additional services be provided [E] or recommend that the

## [J] CARE Information System



youth be discharged [G].

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

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

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

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

to youths ordered by the Juvenile Court to probation supervision or into Division custody. Information from the PRA is used to construct specific goals for the youth's service plan. The PRA is updated periodically to measure a youth's progress and identify continuing issues that should be addressed.

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

Progress made in developing the assessment process during FY 2005 included:

- Over 18,425 PRAs and PSRAs were administered to over 10,400 different youths in FY 2005 (15,800 9,600 different youths in FY 2004).
- 136 Division workers received the standardized 10-hour risk assessment training.
- A team composed of representatives from the Division's State Office and each of its four Service offices met to clarify the protocol for use of assessment tools by Division staff.

*Functional Family Probation Resource/Services (FFP/RS).* The Division and the Juvenile Court have adopted the system of FFP/RS for case management. Though not itself a therapeutic approach, it makes use of a number of motivational and management principles developed in the highly successful Functional Family Therapy (FFT). Dr. James Alexander, founder of FFT, developed the FFP/RS approach to help Utah's juvenile justice workers provide more systematic case management services.

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

During FY 2005, the Division worked with the Juvenile Court to develop minimum standards and a monitoring process for FFP/RS. In addition, A training module was developed to assist in maintaining skills of workers who have already received the initial training. Prior to this, training has been provided under a contract with a private provider. Also, an abbreviated version of FFP/RS training was constructed for Division workers who do not need the entire course.

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

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

Individual categories would be divided into a number of distinct levels, each of which corresponds to a different degree of supervision and structure. Typically, youths assigned to a particular category would start under a relatively high level of supervision. Contingent on meeting the goals of their service plans, they could move to successively less restrictive levels. Youths who do not commit any new offenses would stay within the same category until all service goals are met.

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

The Graduated Sanctions Model is still in development and has not yet been implemented. Procedures for reliably classifying youths into different risk categories and determining the appropriate level within a category have not yet been finalized. As a goal for FY 2006, the Office of Community programs has committed to resolve these issues. It is expected that this work will not be complete until well into FY 2007.

*Court and Agencies' Record Exchange (CARE).* Final development and testing of the new CARE system was completed during FY 2005 and early FY 2006. The full system was fully implemented on November 28, 2005. This was the culmination of a joint effort of the Division and the Juvenile Court that began in 1999 to replace the existing Juvenile Justice Information System (JJIS). JJIS served the juvenile justice system well for over 20 years, but ... Working objectives for the project were 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.

During initial development, functional pieces of CARE, called modules, were completed and brought into production. Development of all CARE modules occurred in four stages. (1) In the first stage, "Analysis of Current Processes," detailed interviews were held with the workers who would be using the module. The focus was to discover what tasks workers perform and how the new system might best aid their efforts. (2) In the "System Design Phase," programmers constructed prototype versions of the module. Users were consulted again to review requirements and evaluate the prototype. (3) During the "Testing Phase," technical staff and the workers, who would be using the system, evaluated the module to ensure that it functioned properly. (4) Finally, during the "Implementation Phase," staff were trained in the use of a module and given access to it.

The assessment module, brought on line during FY 2002, was the first component to be completed. This function of CARE collects, scores, manages, and reports on the results of user defined questionnaires and assessments. As intended, it has proved to be an invaluable resource for the Protective and Risk Assessment project (see above). The assessment module also has become critical for the Division's Program Enhancement Process (PEP; see below). Data collection tools built with the module are being used to collect and manage information required by individual PEP models. A diverse array of information on individual youths is being collected including daily behavioral ratings, progress notes, work hours, and school performance. In addition, CARE reports are being built to help summarize and interpret the information.

A second CARE component, the minutes module, was completed and put into production during FY 2003. This module collects minutes from Juvenile Court and Youth Parole Authority hearings and creates electronic

orders. During FY 2004, the Juvenile Court and the Youth Parole Authority began using the module on a regular basis.

Remaining modules were taken through the Testing Phase during FY 2005 and the first quarter of FY 2006. Additional components included the (1) demographics module which manages personal characteristics of youths and their families, (2) services module which tracks residential and nonresidential services delivered to youths in Division and Probation care, (3) incidents module which documents interactions between individual youths and the Juvenile Court, (4) calendaring module which organizes activities of individual youths, Juvenile Court Judges, and Juvenile Court Courtrooms, and (5) automated, e-mail notification that alerts workers attached to an individual youth about the youth's new court hearings, dispositions, admission to detention, and publication of new critical messages.

The new CARE system has met the original intent of replacing the existing JJIS database. Features like the assessment module, the minutes module and e-mail notification add many capabilities and functions never before available to juvenile justice workers. Plans currently exist to enhance the system further in a number of ways including creating interfaces to other information systems such as the SAFE database operated by the Division of Child and Family Services.

*Program Enhancement Process (PEP).* During FY 2005, the Division continued its work on the Program Enhancement Process (PEP), a mechanism designed to enhance the delivery of services and increase positive outcomes for youths served by the Division. PEP assumes that with objective feedback about how services are delivered and what impact they have, the workers who provide the service are best positioned to identify opportunities for program improvement. The entire project has been focused on creating the capacity of those staff to manage ongoing quality improvement.

*History.* PEP, the name given to the process by the Division, was designed by Dr. Christine Ameen, an evaluation consultant, and implemented under the leadership of Dr. John DeWitt, Director of the Division's Research, Evaluation, and Planning (REP) unit. The intent was to create a model for ongoing program improvement that could be implemented in organizations that had limited experience in program evaluation. The Division's administrative team was introduced to the model in June of

2001. The Division's Director at that time, Blake Chard, saw the potential of the approach and approved the concept. In December of 2001, the Division committed to pilot the model in three programs: Central Utah Youth Center's receiving center, Slate Canyon's secure care program, and Salt Lake Observation and Assessment. In July of 2002, Division leadership decided to implement PEP across all programs, including the residential programs provided by the private sector.

A program's initial PEP activities culminate in the development of specific objectives for services and outcomes for the program. Plans for collecting and using information are then made and implemented. During the pilot phase, the consultant worked with each of the three teams individually. To accommodate the implementation of PEP across 50 of the Division's programs, training and facilitation of the process was reformulated from individual program based consultation to one where multiple teams worked simultaneously. The multi-team approach was launched in the fall of 2002, starting with the Division's five secure care programs, five urban detention programs, four urban O&A programs, and five rural receiving programs. Each set of program teams met one day a month for five months to receive training, consultation, and facilitation for the creation of their PEP models. During the first month, the first training with secure care teams was undertaken. During the second month, the secure care teams received their second training while urban detention teams began their first. Each month, an additional set of teams was added to the schedule until four sets of teams were working simultaneously. In this way, each set of teams was at a different stage of PEP model development. When secure care teams had completed their five sessions, the next set of teams was added to the schedule and training for them began. Following this approach, the training and model development for 46 programs took 18 months to complete. After teams were trained, they were to implement data collection, and when enough data became available, additional training and consultation was provided about how to analyze the data and use the findings to make enhancements to programs.

*The role of new technology.* What has truly distinguished PEP from other quality improvement programs is the development of technology that allows the Division to track and generate data that would have been impossible and too costly in the past. The Division's Office of Research, Evaluation, and Planning has made out-

standing contributions in this area. A major success has been the ability to coordinate the PEP data needs with features of the new CARE information system. Together with the Juvenile Court, the Division undertook the implementation CARE at the same time that PEP was launched. CARE has proved capable of supporting the extensive data collection and reporting needs of the various PEP Models.

In addition, a number of local, desk-top database tools have been developed that added tremendous efficiencies to how PEP model development is done. (1) The “Model Builder” tool allows teams to create and edit their own models during training sessions. This tool also has provided a way for the consultant to review each model individually and give written feedback and comments for the teams to consider as they continued their work. (2) The “Instrument Library” provides a catalog for managing the dozens of measurement instruments found in the literature and developed locally to measure service and outcome objectives of the various programs. The consultant has made extensive use of this tool to document the origin of each instrument, its psychometric characteristics, permissions necessary for a tool’s use, and the basic content addressed by the instrument. (3) As the number of PEP models grew, it became obvious that a way was needed to manage the many ideas the teams were generating about service and outcome objectives. With each team developing 7-10 service objectives and 6 outcome objectives there currently are 450 different service objectives and nearly 175 outcome objectives. The PEP Executive, as it is called, brings together in one place the details of all 50 models. It also provides a way to track the stage of PEP development of each team or set of teams to assure that training and consultation are targeted properly.

**Personnel Resources.** A major challenge posed by PEP was how to make it an enduring part of the way the Division carries out its business, once the evaluation consultant’s work was done. It was realized that while technological innovation could help with this problem, it could not alone be a complete solution. It was proposed that a core group of workers be developed with the skills and experience to help individual programs bridge the gap between the technical details of program evaluation and the complexities of service delivery. To help realize this possibility, the Division created four new and permanent positions, at the Program Manager level. The positions were filled near the end of FY 2004. The individu-

als who were selected came with extensive knowledge of the Division’s business processes and its initiatives and all previously had had experience in service delivery. Though they often work together on projects, each Program Manager was assigned to and specializes in the programs for one of the Division’s four service Offices (Rural Programs, Community Programs, Early Intervention Services, and Correctional Facilities). Each has been given extensive training and had supervised experience in all aspects of the PEP process beginning with initial training and model development through data collection, data analysis, and PEP model enhancement.

**Today and the Future.** By the end of FY 2005, all Division programs had completed the initial steps of PEP – developing their program, objective, and evaluation models. And, the majority of the programs had begun data collection. At the same time, the capacities of the PEP Program Managers to provide training and technical support for these programs were increased significantly. With training and staff development provided by the consultant and the Research Director, these four managers developed their skills in leading programs through the initial steps of PEP, identifying, developing and pilot-testing measurement tools, conducting data analyses, and reporting findings and outcomes back to teams. Additionally, they’ve participated in “live labs” whereby actual data are reported to teams and strategies for identifying improvement opportunities are identified and implemented.

During FY 2005, the Division continued its efforts with its 40 private providers to implement the PEP process with the programs from which it contracts for residential services. Based upon the training and technical support they had received from the Division, these providers have submitted PEP models and have begun data collection. Three common outcomes, and three common measurement tools, have been implemented as well, which will allow the Division to review outcomes across program areas and the entire network of services.

The work on the development of the CARE information system, a client-based information system (described elsewhere here) has continued in FY 2005. Summary reports that describe service delivery and outcomes have been developed for all programs that are at the data collection stage. Reports depicting performance of individual youths have also been developed for all service and outcome objectives. Further, sophisticated data analysis tools have been developed which allow teams to answer

such questions as “Is performance different for boys than for girls?” and “What is the relationship between various outcomes and the types and level of services provided?” The PEP Program Managers have received special training to enable them to conduct a number of different analyses on behalf of teams to identify what enhancements that might be made to improve client outcomes.

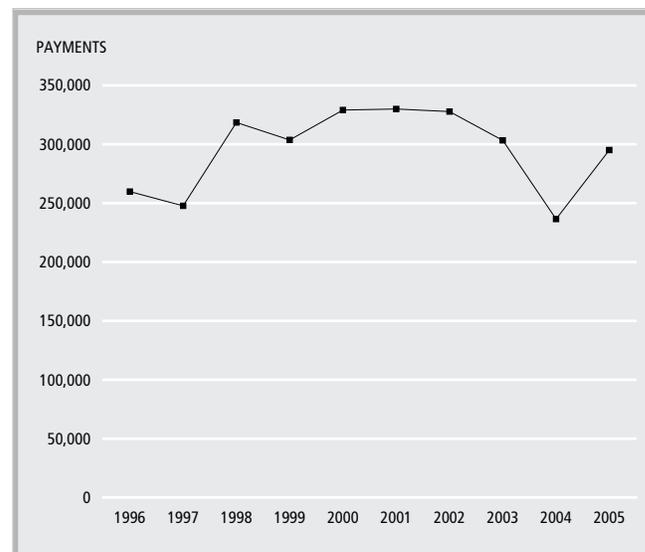
Federal dollars have been used to support the costs of putting both PEP and the CARE system into place. Project leadership has articulated these projects as capacity-building and continues to integrate both projects into the way the Division staff members do their work. As the formal consultant support comes to an end, the following internal capacities have been developed to assure the work of quality improvement continues:

- The development of program, objective and evaluation models for 50 distinct programs.
- The experiential-based training of over 350 staff, supervisors and managers about PEP, enabling their participation in the development of their models.
- The establishment of an instrument library containing nearly 200 measurement tools that can be used to measure youth outcomes, complete with technical documentation and formal citations.
- The production of a dozen training tools and guides, annotated to assure consistency in the continued training of staff new to PEP.
- The development of the CARE client information system, which currently contains over 300 data collection forms being used in programs and over 600 reports delivering individualized findings for each team.
- The creation of computer-based software tools to support tracking the progress of the implementation of PEP and the progress of program enhancements; including sophisticated analyses of service and outcome results.
- The continued building of the capacities of the four PEP Program Managers to provide high quality training, technical support and consultation to the Division in sustaining PEP into the future.

As the work of PEP and CARE continue, with the full support of the current Division Director, Dan Maldonado, and the continued leadership of the Division’s Program Directors and John DeWitt, the Division can expect that program performance on outcomes will improve and, the agency will be better able to plan for new

programs. Further, the findings from common outcomes will allow the Division to articulate what impact the various programs are having and understand more clearly how its entire continuum of services operates and can be improved.

## 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. As part of this effort, restitution programs have been created at all levels of the continuum of care.

As represented in the chart above, substantial restitution payments have been made by youths in Division care to victims of juvenile crime. During FY 2005, the payments exceeded \$295,000. For the 10-year period ending in FY 2005, total payments have been nearly \$3,000,000. 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.

## Profile of Division Staff

The Division has 908 full-time and part-time -staff (excluding time-limited employees and Board members). The average age of these staff is 38.8 years (range 19 to 79 years old); about 25.7% (233) are between 20 and 30 years old. Average length of service is 7.6 years. The longest length of State employment is over 35 years, 6.6% (60) have less than 6 months of service, 30.0% (273) have 3 years or less service, and 19.2% (175) have over 12 years of service.

The table on the following page represents the

proportion of career service staff of different ethnicity, gender, and job type. Many different minorities work for the Division, including Hispanic, Black, Asian American, and Pacific Islanders. Minorities are referred to collectively as "Other" in the table below. As identified in the table, they represent 23.3% of all Division staff; 25.2% of the staff working in service delivery jobs; and only 21.0% within the administrative job type. Only 2.9% of all staff working in the administrative job type are minority females.

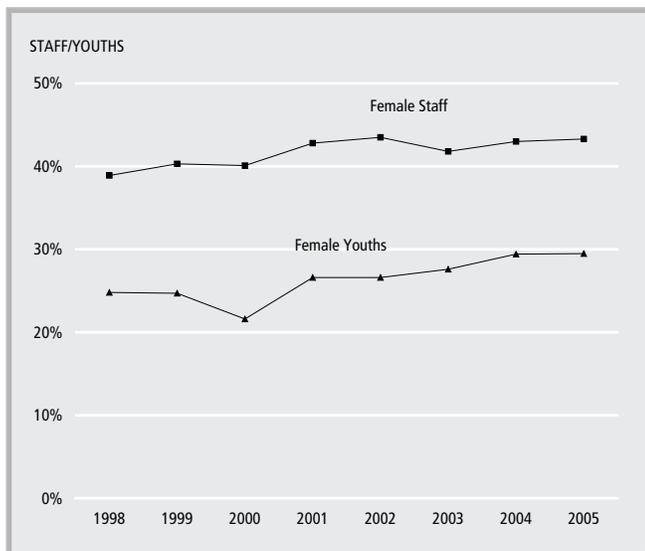
Overall, females represent 43.3% of staff across all job types, but are underrepresented in the service delivery (39.7%) and the administrative (33.3%) job types, and overrepresented within the support job type (76.8%).

## RACE, GENDER, AND JOB TYPE OF DIVISION STAFF.

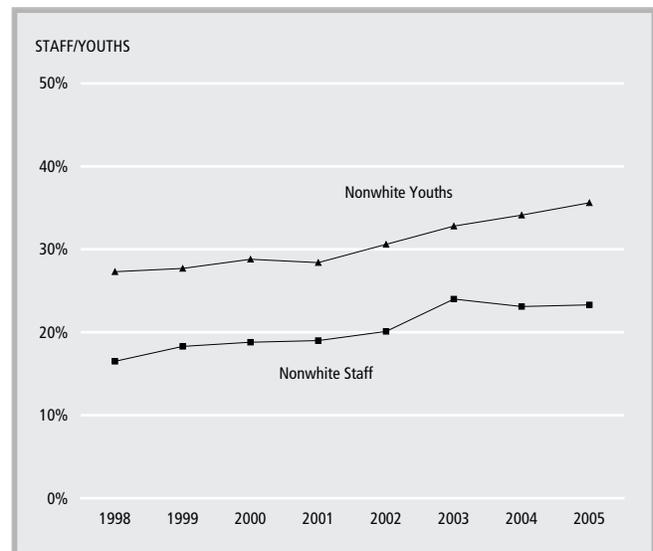
### JOB TYPE

	ADMINISTRATIVE			SERVICE DELIVERY			SUPPORT			ALL JOB TYPES		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
<b>WHITE</b>	67 48.6%	42 30.4%	109 79.0%	283 43.0%	209 31.8%	492 74.8%	19 17.0%	77 68.8%	96 85.8%	369 40.6%	328 36.1%	697 76.7%
<b>OTHER</b>	25 18.1%	4 2.9%	29 21.0%	114 17.3%	52 7.9%	166 25.2%	7 6.2%	9 8.0%	16 14.2%	146 16.1%	65 7.2%	211 23.3%
<b>TOTAL</b>	92 66.7%	46 33.3%	138 100.0%	397 60.3%	261 39.7%	658 100.0%	26 23.2%	86 76.8%	112 100.0%	515 56.7%	393 43.3%	908 100.0%

## FEMALE STAFF and YOUTHS



## NONWHITE STAFF and YOUTHS



The Division also employs 280 time-limited staff to augment the efforts of career service employees. Time limited staff may work up to a total of 1,560 hours each year.

A comparison of youths in Division programs and service delivery staff reveals relatively fewer minority staff (25.2%) than minority youths served (35.6%), and relatively more female service delivery staff (39.7%) than female youths served (29.5%).

Several trends in the numbers of Division staff and youths have become noticeable over the last several years, as may be seen in the charts at the bottom of the previous page. The percentages of female staff and the percentages of female youths in Division custody are growing more alike. Likewise, percentages of nonwhite staff and percentages of nonwhite youths in Division custody have increased.

## Youth in Custody Educational Programs

“Youth In Custody” is the phrase used to define students who are under the age of 21, have not yet graduated from high school, are in custody, and placed out of home.

Youths may be in a detention center or in custody of the Juvenile Justice Services, the Division of Child and Family Services, or an equivalent program operated by a Utah Tribe recognized by the Bureau of Indian Affairs. State statute placed the responsibility for educating these youths with the State Board of Education. The Utah Coordinating Council for Youth In Custody, with representation from Juvenile Justice Services and the Division of Child and Family Services, recommends policy, guidelines, and operating procedure to the Board of Education.

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

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



# Information

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## Juvenile Justice Documents

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

## Posters

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

## Speakers Bureau

Juvenile Justice Services' staff are available for community and school presentations that address topics such as Utah's juvenile justice system, privatized facilities for delinquent youths, sex offending youths, 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 Lisa Schauerhamer by calling (801) 538-4330 or e-mailing LSCHAUER@utah.gov. Additional information can be found by visiting the Division's web site: [www.jjs.utah.gov](http://www.jjs.utah.gov).

## Division Programs and Offices.

### STATE ADMINISTRATION

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

DEPUTY DIRECTOR GABY ANDERSON (801) 538-4323  
120 N 200 W, Rm 419  
Salt Lake City, UT 84103  
fax (801) 538-4334

DIRECTOR ADMIN SERVICES RICK PLATT (801) 538-8943  
120 N 200 W, Rm 419  
Salt Lake City, UT 84103  
fax (801) 538-4334

### YOUTH PAROLE AUTHORITY

ADMINISTRATIVE OFFICER GARRETT WATKINS (801) 538-4331  
120 N 200 W, Rm 415  
Salt Lake City, UT 84103  
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### OFFICE of COMMUNITY PROGRAMS

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

#### CASE MANAGEMENT

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145 N Monroe Blvd  
Ogden, UT 84404  
fax (801) 393-7813

OGDEN CASE MANAGEMENT 2 vacant (801) 626-3148  
2540 Washington  
Ogden, UT 84401  
fax (801) 626-3187

OREM CASE MANAGEMENT Odell Erickson (801) 426-7430  
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Orem, UT 84058  
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SALT LAKE CASE MNGMNT Kyle Goudie (801) 284-0200  
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Salt Lake City, UT 84107  
fax (801) 263-9058

SALT LAKE CASE MNGMNT 2 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  
2760 Adams Ave  
Ogden, UT 84401  
fax (801) 393-2869

UCAP Odell Erickson (801) 426-7430  
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Orem, UT 84058  
fax (801) 426-7455

#### OBSERVATION AND ASSESSMENT

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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 JULIE SHAHEEN (801) 284-0200  
61 W 3900 S  
Salt Lake City, UT 84107  
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#### 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 David Loden (801) 261-2060  
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SLATE CANYON YTH CTR vacant (801) 342-7840  
1991 S State St  
Provo, UT 84606  
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WEBER VALLEY DT CNTR Jackie Southwick (801) 825-2794  
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Roy, UT 84067  
fax (801) 525-8350

#### OBSERVATION & ASSESSMENT

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#### SECURE FACILITIES

DECKER LAKE YTH CTR Curtis Preece (801) 954-9200  
2310 W 2770 S  
West Valley City, UT 84119  
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WASATCH YTH CTR Vanessa Jarrell (801) 265-5830  
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### OFFICE of EARLY INTERVENTION SERVICES

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

#### DIVERSION PROGRAMS

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LIGHTNING PEAK Noela Karza (801) 370-0503  
1955 S Dakota Ln  
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SALT LAKE EARLY INTERVENTION Salvador Mendez (801) 685-5712  
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fax (801) 685-5707

#### RECEIVING CENTERS

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DAVIS YOUTH SERVICES Tracy Hart (801) 447-0958  
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fax (801) 447-8298

SALT LAKE YTH SRVCS NORTH Steve Titensor (801) 269-7500  
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Salt Lake City, UT 84115  
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SALT LAKE YTH SRVCS SOUTH Ayelet Engelman (801) 352-8708  
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Sandy, UT 84070  
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VANTAGE POINT Scott Taylor (801) 373-2215  
1185 E 300 N  
Provo, UT 84601  
fax (801) 812-5286

#### WORK CAMP

GENESIS YOUTH CENTER Larry Mendez (801) 576-6700  
14178 S Pony Express Rd  
Draper, UT 84020  
fax (801) 576-4064

### OFFICE of RURAL PROGRAMS

PROGRAM DIRECTOR MALCOLM EVANS (801) 491-0100  
205 W 900 N  
Springville, UT 84663  
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138 W 990 S  
Brigham City, UT 84302  
fax (435) 723-0811

COPPER SPRINGS OUTREACH Robert Nieman (435) 792-4267  
925 W 200 N A6  
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fax (435) 792-4276

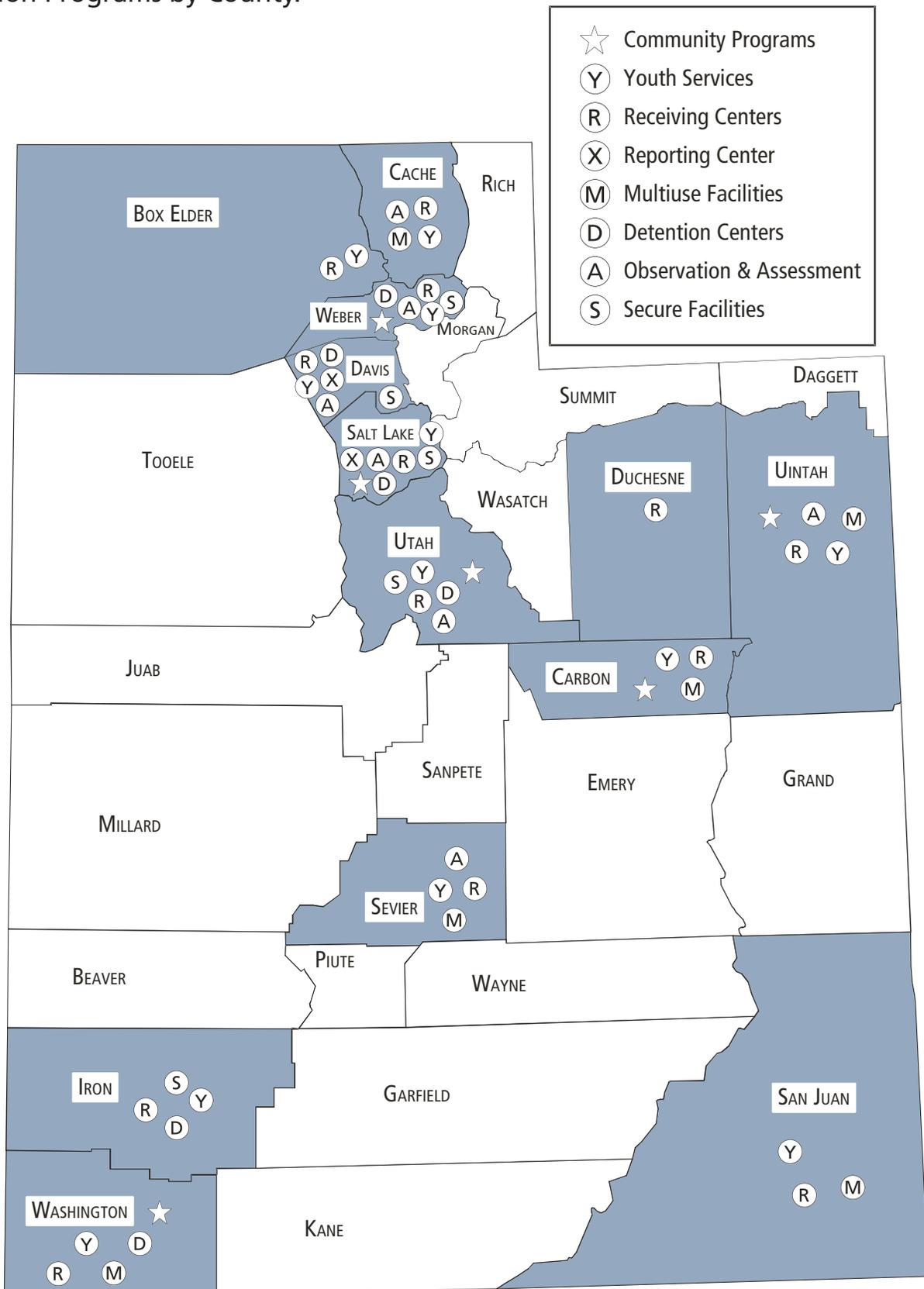
MOAB CASE MANAGEMENT 1165 S Hwy 191 #1 Moab, UT 84532	Robynn Parker	(435) 259-3733 fax (435) 259-3769
DETENTION FACILITIES		
DIXIE AREA DETENTION CTR 330 S 5300 W Hurricane, UT 84737	Tami Fullerton	(435) 627-2800 fax (435) 627-2801
MULTIUSE FACILITIES		
(Most multiuse facilities provide locked detention, shelter, observation and assessment, case management, detention diversion, and receiving center services)		
CACHE VALLEY YTH CTR 2051 N 600 W Logan, UT 84321	Rich Scheaffer	(435) 713-6260 fax (435) 713-6276
CANYONLANDS YTH CTR 244 W Old Ruin Rd Blanding, UT 84511	Mel Laws	(435) 678-3140 fax (435) 678-3079
CASTLE COUNTRY YTH CTR 1395 S Carbon Ave Price, UT 84501	Kara Freeman	(435) 636-4720 fax (435) 636-4737
CENTRAL UTAH YTH CTR 449 N Hwy 89 Richfield, UT 84701	Glen Ames	(435) 893-2340 fax (435) 896-8177
SW UTAH YTH CTR 270 E 1600 N Cedar City, UT 84720	Jay Maughan	(435) 867-2500 fax (435) 867-2525
SPLIT MOUNTAIN YTH CTR 830 E Main St Vernal, UT 84078	vacant	(435) 789-2045 fax (435) 789-2245
WASH CO YTH CRISIS CTR 251 E 200 N St. George, UT 84770	Sherri Gifford	(435) 656-6100 fax (435) 656-6139
RECEIVING CENTERS		
DUCHESNE CO RCVNG CTR 28 W Lagoon St 44-13 Roosevelt, UT 84066	Wayne Potter	(435) 722-3226 fax (435) 781-0840
IRON CO RCVNG CTR 1692 W Harding Ave Cedar City, UT 84720	Paul Arnold	(435) 586-1704 fax (435) 586-6696
SECURE FACILITIES		
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CANYONLANDS YTH CTR	Mel Laws	(435) 678-3140
CASTLE COUNTRY YTH CTR	Kara Freeman	(435) 636-4720
CENTRAL UTAH YTH CTR	Glen Ames	(435) 893-2340
COPPER SPRINGS OUTREACH	Robert Nieman	(435) 792-4267
DAVIS AREA YTH CTR	Ted Groves	(801) 774-8767
DAVIS YOUTH SERVICES	Tracy Hart	(801) 447-0958
DECKER LAKE YTH CTR	Curtis Preece	(801) 954-9200
DIXIE AREA DETENTION	Tami Fullerton	(435) 627-2800
DUCHESNE CO RCVNG CTR	Wayne Potter	(435) 722-3226

FARMINGTON BAY YTH CTR	Tony Hassell	(801) 451-8620
GENESIS YOUTH CENTER	Larry Mendez	(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
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OFF of CORRECTIONAL FACILITIES	Julie Shaheen	(801) 284-0200
OFF of EARLY INTERVENTION	vacant	(801) 685-5713
OFF of RURAL PROGRAMS	Malcolm Evans	(801) 491-0100
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OGDEN CASE MANAGEMENT 2	vacant	(801) 626-3148
OGDEN O&A	Mike Shaw	(801) 627-0326
OREM CASE MANAGEMENT	Odell Erickson	(801) 426-7430
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PROJECT PARAMOUNT	Randy Gangwer	(801) 621-3684
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SALT LAKE CASE MNGMNT 2	Mike Butkovitch	(801) 265-7500
SALT LAKE EARLY INTERVENTION	Salvador Mendez	(801) 685-5712
SALT LAKE O&A	Debbie Rocha	(801) 284-0230
SALT LAKE VALLEY DT CTR	David Loden	(801) 261-2060
SALT LAKE YTH SRVCS NORTH	Steve Titensor	(801) 269-7500
SALT LAKE YTH SRVCS SOUTH	Ayelet Engelman	(801) 352-8708
SLATE CANYON YTH CTR	vacant	(801) 342-7840
SPLIT MOUNTAIN YTH CTR	vacant	(435) 789-2045
SPRINGVILLE O&A	Odell Erickson	(801) 491-0134
STATE OFFICE	Dan Maldonado	(801) 538-4330
SW UTAH YTH CTR	Jay Maughan	(435) 867-2500
UCAP	Odell Erickson	(801) 426-7430
VANTAGE POINT	Scott Taylor	(801) 373-2215
WASATCH YTH CTR	Vanessa Jarrell	(801) 265-5830
WASH CO YTH CRISIS CTR	Sherri Gifford	(435) 656-6100
WEBER VALLEY DT CNTR	Jackie Southwick	(801) 825-2794
YOUTH PAROLE AUTHORITY	Garrett Watkins	(801) 538-4331

Division Programs by County.





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UTAH DEPARTMENT OF HUMAN SERVICES

