YOUTH CORRECTIONS

DYC

Annual Report

2000

Utah Department of Human Services
Division of Youth Corrections

DIVISION OF YOUTH CORRECTIONS

EXECUTIVE SUMMARY OF THE 2000 ANNUAL REPORT

The Division of Youth Corrections serves a variety of delinquent youths with a comprehensive array of programs, including home detention, secure detention, receiving centers, reporting centers, case management, community alternatives, observation & assessment, secure facilities, and transition. Also, work components and service projects have been incorporated into many Division programs. Collectively, these programs provide a continuum of service, so that more severely offending youths are treated in more restrictive settings (pages 16-17). Relevant facts about the Division from the DYC Annual Report 2000 are summarized below.

- From the opening of the Territorial Reform School in 1889 to present, Utah's juvenile justice system has attempted to protect the public, hold delinquent youths accountable as well as rehabilitate them (pages 5-8).

- Work camps and community service projects provide youths with opportunities to repay victims, engage in work projects that benefit the public, and to gain a sense of accomplishment (page 25).

- With few exceptions in FY 2000, Division programs were full and often operated over capacity (pages 20, 24, 33, 37)

- Of all youths in custody on a typical day, about 72% were in nonsecure community alternatives, home placement, or observation & assessment programs, nearly 22% were in locked facilities or secure detention, and 2% were in jail, hospital, or out of state placements (page 27).

- The average daily population of youths in custody reached over 1,400 during FY 2000 (page 27).

- Total felony and misdemeanor convictions decreased for youths admitted to community alternatives, observation and assessment, and secure facilities (pages 29, 31, 34, 38, 40).

- Following a pattern across many years, the census of all programs reflects a disproportionate number of minority youths (pages 15, 21, 30, 35, 39). Boys also are overrepresented across all Division programs (page 15).

- Youths in custody earned over $329,000 paid directly to victims as restitution (page 45).

- The Youth Parole Authority held 1,019 hearings in FY 2000, a 6.5% increase over FY 1999 (page 41).

- Staff received nearly 68,000 individual training hours in such areas as security, first aid, or suicide prevention (page 44).

- The Division monitors agencies providing residential and nonresidential services (pages 45-46).

- Division funding in FY 2000 was $87,456,632; authorized funding in FY 2001 is $87,080,274. Federal collections account for 22% ($19,177,700) of the total FY 2000 revenue (pages 12-13).

- To improve programming for delinquent youth, the Division is reorganizing its service delivery system (page 11).

- The Community Based Alternatives, Observation and Assessment, and Secure Facility sections of the Report have data trends across ten years presented for Population, Budget, and Delinquency History (pages 31, 36, 40).

DYC

Annual Report

2000

Prepared by the Office of Research, Evaluation, & Planning
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State of Utah

DEPARTMENT OF HUMAN SERVICES
DIVISION OF YOUTH CORRECTIONS

Michael O. Leavitt
Governor

Robin Arnold-Williams
Executive Director

Douglas E. West
Deputy Director

Blake D. Chard
Director

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December 28, 2000

To the Citizens of Utah:

On behalf of the Board of Youth Corrections, I am happy to present the DYC Annual Report 2000. Countless hours have gone into creating this valuable document. It would be impossible to say thank you to each person who has participated in producing this comprehensive study. Special mention must go to the extraordinary talent and expertise of the Research, Evaluation, and Planning Unit who head up the project yearly.

The Division has changed substantially this year. Gary Dalton, who sat at the head of the Division for eight years, retired from state government after more than thirty years of service. He quickly jumped into a position as the Director of Criminal Justice Services with Salt Lake County. He is a commendable leader, one admired by the Board and his co-workers.

In his place, Mr. Blake Chard was appointed as the new Director. During his brief time with the Division, Mr. Chard has proven to be an able leader, one capable and worthy of the trust placed in him by the Department and the Governor. He brings a fresh look at how things should be run, and he is not afraid to make tough decisions to move the Division forward. I know I speak for the entire Board as I express our enthusiasm in working together with Blake as he continues to share his vision for the future.

Ms. Lois McArthur served two honorable terms as Board Chair. I applaud her commitment and greatly admire her leadership skills. She is a “tough act to follow.”

Lastly, I would like to express my thanks to the DYC staff who labor unceasingly on behalf of the youth of this state. Countless “unsung heroes” are employed by the Division, and the Board hails their efforts. This job takes a special breed to achieve needed results. We have a fine staff who work tirelessly to help those involved in the juvenile justice system.

We hope that you find this report informative and comprehensive. We continue to strive for excellence and invite your continued support.

Respectfully,

Eldon A. Money, Chair

YOUTH CORRECTIONS

THE BOARD OF YOUTH CORRECTIONS

ELDON A. MONEY, CHAIR
Farmer and cattleman; Utah Chairman, Farm Services Agency; Member, Utah Sentencing Commission; Member, Appellate Court Nominating Commission; Utah State Legislator 1974-1996, Former Minority Whip and Minority Leader; Former President, Utah County Farm Bureau and Kiwanis Club; Former Member, Mountain View Hospital Board.

MYRON T. BENSON, VICE CHAIR
Member, National Association for Secondary School Principals, Cache Options for Youth, Phi Delta Kappa; Fellow, Utah Principals Academy; Former Principal, Sky View High School and North Cache Middle School; Former Assistant Principal, Teacher, Sky View High School.

GEORGANNA A. PETRY
Judge, Uintah County Justice Court; Cochair, Representation Committee Utah Task Force on Racial & Ethnic Fairness in the Legal System; Education Director, 8th Judicial District Justice Court Judges; Participant, Justice Court Judges' Legal Institute; Clerk, Roosevelt Baptist Church.

DERICK T. KAMACHI
Chair, Cedar City Recreation Board; Emergency Management Educator; Member, Founding Board AYSO San Marcos, Ca. & Cedar City; Member, SW Utah Detention Advi-sory Board; Graduate, Executive Fire Officer Program National Fire Academy; Former Former Deputy Chief, San Diego City Fire Department.

JAMES L. EARL
Chief Professional Officer/Executive Director, Lincoln Center Boys & Girls Club; Recreation Chairman, Brigham City Youth Commission; Board Member, Utah School Age Care Alliance; Board Member, Bear River Activity & Skill Center; Team Member, National Conference on Preventing Crime; Founder, Brigham City Volunteer Center; Retired Military Officer.

THERESA MARTINEZ, Ph.D.
Associate Professor of Sociology, University of Utah; Recipient, University of Utah Distinguished Teaching Award, Presidential Teaching Scholar Award, College of Social Behavioral Science Superior Teaching Award, YWCA Leadership Award for Education; Year 2000 - 2001 President of Faculty Senate.

LOIS E. MCARTHUR
Chamber of Commerce Director; Mentor with the Youth and Families with Promise Program; Former Tooele County Chief Deputy County Clerk & Commissioner, Director with the Utah Association of Counties, Workforce Services Council for Central Utah, Utah Substance and Anti-Violence Council Member.

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

The year 2000 has been full of change. Gary Dalton, the Division's previous director, retired; Governor Leavitt was elected to a third term; and I now sit at the helm of this ship. Fortunately, the Division has been led very well in the past and is heading in the right direction. I anticipate additional changes - not radical, but more in line with mid-course adjustments. I foresee great opportunities for the Division in the years to come that will allow us to better serve the youth of Utah. We plan to start concentrating more on the front end of the system to help keep youth from penetrating deeper into the system.

These potential changes have caused me to pause and reflect on where the Division of Youth Corrections has been. I have put together the following accomplishments of the Division over the last eight years. These accomplishments demonstrate the dedication and commitment of the Division of Youth Corrections staff on behalf of the youth we serve.

- Increased the number of beds

	FY 1993	→	FY 2000
• Secure Detention	156	→	332
• O&A	48	→	114
• Work Camp (Genesis 1994)	0	→	90
• Long Term Secure	80	→	258
• Community beds (youth served)	257	→	913

- Introduced Day/Night Reporting and Receiving Centers.
- Added two privatized facilities: Farmington Bay, 1995, and Salt Lake Valley Detention, 1997.
- Implemented Special Function Officers helping to reduce AWOL rates by 50%.
- Established a Quality Assurance Unit to monitor Provider contracts (1996) and revamped Private Provider contracts to improve program quality.
- Established an Incident Reporting system and Investigative Unit.
- Implemented legislative initiatives including a Serious Youthful Offender Act, Juvenile Sentencing Guidelines, and Juvenile Justice Task Force Recommendations.
- Established a Training Academy and moved into a Division Training Center; each new staff is required to attend initial orientation training and all Division staff complete in-service mandatory hours annually.

YOUTH CORRECTIONS

As the new Director of the Division of Youth Corrections I can't improve on or add to the words and statistics of this report except to say that this Division has the best trained, motivated and dedicated staff in the State. I truly believe they are up to the task at hand. I hope you find this DYC Annual Report 2000 useful and informative.

Sincerely,

Blake D. Chard

Blake D. Chard

HISTORY OF YOUTH CORRECTIONS

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

The Division's philosophical roots can be traced back 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 the problems of 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).

HISTORICAL HIGHLIGHTS OF UTAH'S YOUTH CORRECTIONS SYSTEM

1889 The Territorial Reform School opens in Ogden with dormitories for 100 children.

1896 Utah receives Statehood and the Territorial Reform School becomes the Utah State Industrial School.

1905 The Utah Juvenile Court is created as the primary court for juvenile offenders.

1946 A National Probation Association study of the Utah State Industrial School finds that "Most of the buildings along with their equipment fall far short of requirements for the proper care, education and treatment of boys and girls."

1974 The Federal Juvenile Justice and Delinquency Prevention Act is created, establishing a new national tone for juvenile corrections reform by advocating: (1) removal of juvenile status offenders and nonoffenders from locked facilities; (2) separation of juvenile offenders from adult offenders; and (3) removal of juveniles from adult jails, municipal lockups, and adult correctional facilities.

1975 A class action lawsuit, Manning v. Matheson, is filed in Federal District Court. The conditions of confinement at the State Industrial School are brought into question by the lawsuit's allegation that a resident's extended stay in solitary confinement either precipitated or exacerbated his mental illness.

1977 The Blue Ribbon Task Force is appointed by Governor Scott Matheson. A major recommendation is that: Youth should be placed in the "least restrictive setting" that is consistent with public safety.

1978 Governor Matheson holds meetings with leaders of the juvenile justice community concerning the ability of the State Industrial School to securely hold serious offenders and at the same time 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).

1979 The Federal Office of Juvenile Justice and Delinquency Prevention awards Utah an $800,000 grant to begin developing a network of community based, privately operated residential programs.

1980 The Governor's Juvenile Justice Task Force, with wide representation from concerned agencies and the community, is created to examine Utah's juvenile corrections system. The Juvenile Justice Task Force creates a Master Plan, inspired by the correctional model employed by Massachusetts, to provide direction for the development of Utah's juvenile justice system. The three key tenets of this model are: (1) the majority of juvenile

offenders cannot be treated within a training school setting because treatment and rehabilitation are not consistent with the security issues required within a locked secure facility; (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 pushed to the front end of the system to create community alternatives to secure care, rather than to the far end of the system for the development of secure beds.

1981 The Division of Youth Corrections is created by statute (UCA 62A-7) based on the Master Plan developed by the Juvenile Justice Task Force. The Division is organized into three geographical regions, each with responsibility for developing secure care, community based alternatives to secure care, detention, case management, and observation and assessment. Utah's seven detention centers receive financial support from the state, but are operated by county governments.

The Region II Observation and Assessment Center opens in Salt Lake City, joining the existing assessment program on the YDC campus.

1983 The 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.

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.

1984 An observation and assessment center opens in Provo.

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

1987 The Southwest Utah Youth Center, a combination 10-bed secure facility and 6-bed detention center, is opened in Cedar City. This brings the state's total of long-term secure beds to 70, 20 beds below the 90 recommended in the 1980 Master Plan.

The Division of Youth Corrections takes over operation of 9 of the state's 10 county operated detention centers. The exception, the multiuse center in Blanding, is operated by the Division of Child and Family Services.

1989 Statutes passed by the Utah Legislature allow the Juvenile Court to order youth into detention for up to 30 days (UCA 78-3a-52) as a sentence or for up to 10 days for contempt of court (UCA 78-3a-39).

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.

1993 Youth Corrections assumes responsibility for operation of Canyonlands Multiuse Youth Home in Blanding.

1994 Genesis Work Program, a community alternative program, is opened at the direction of Governor Michael Leavitt.

Day/Night reporting centers and receiving centers are opened across the state to facilitate monitoring of youths and to provide alternatives to confinement in secure detention.

1995 The Washington County Youth Crisis Center, a new multiuse center, opens in St. George.

The 60-bed Farmington Bay Youth Center opens in Davis County. The facility provides observation and assessment services, short-term detention, and long-term secure care in three separate wings. It is the first state owned secure facility to be operated and managed for the Division by a private agency.

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

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

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.

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

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

A partnership is formed between Youth Corrections and the US Forest Service to establish the Strawberry Work Camp summer program for youth.

1997 The aging 56-bed Salt Lake Detention Center is replaced by the privately operated, 160-bed Salt Lake Valley Detention Center.

Construction of the 70-bed Slate Canyon Youth Center in Provo is completed. The facility provides the Division with 38 detention beds and 32 secure-care beds and replaces the outdated and unsafe Provo Youth Detention Center.

The old Salt Lake Detention Center is renovated and renamed the Wasatch Youth Center. The building provides secure care for up to 56 youth. Specialized programs exist in the different wings of the facility to meet the unique needs of sex offenders, girls, and youths preparing for transition back to the community.

The Utah Sentencing Commission promulgates the use of a new set of sentencing guidelines for juvenile offenders. The guidelines aim to reduce delinquency through application of earlier and more intensive sanctions. The guidelines proposal calls for the creation of a new dispositional option for the Juvenile Court known as "State Supervision". The sanction combines a range of nonresidential interventions directed by Juvenile Court Probation. If needed, residential treatment will be provided by the Division of Youth Corrections and the Division of Child and Family Services.

A 6-bed, specialized observation and assessment program for females is opened in Salt Lake City. Program elements address the unique needs of delinquent females.

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

1998 A ground breaking ceremony is held for the 32-bed multiuse facility which will replace the current 6-bed holdover facility in Price. The facility will provide 16 detention beds and 16 nonsecure beds to be used for shelter care and other nonsecure programs.

Contracts are awarded for the construction of an additional 72 secure beds at Mill Creek Youth Center and 32-bed multiuse facilities in Logan and Vernal. The Logan and Vernal facilities will include detention beds and nonsecure program space to replace smaller facilities currently operating in those areas.

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 treatment program supporting community based programming and work programs for youth.

1999 Paramount Reflections Program opens in Region I to serve the unique needs of adolescent female offenders.

The opening of the Division’s Training Center in Salt Lake City ensures more efficient and cost effective training.

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 Juvenile Court at the request of the O&A director (UCA 78-3a-118(e)).

2000 Construction is completed on multiuse facilities in Logan, Vernal, and Price. Each facility has beds for detention, shelter, and observation and assessment and replacesan existing, smaller center.

The Division begins an initiative to reorganize operations into functional units. The traditional geographical administration of services is expected to give way to centralized Community Programs, Correctional Facilities, and Rural Programs.

MISSION

The primary purpose of Youth Corrections is 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. Youth Corrections will be operated within the framework of the following twelve guiding principles to accomplish this mission:

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 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.

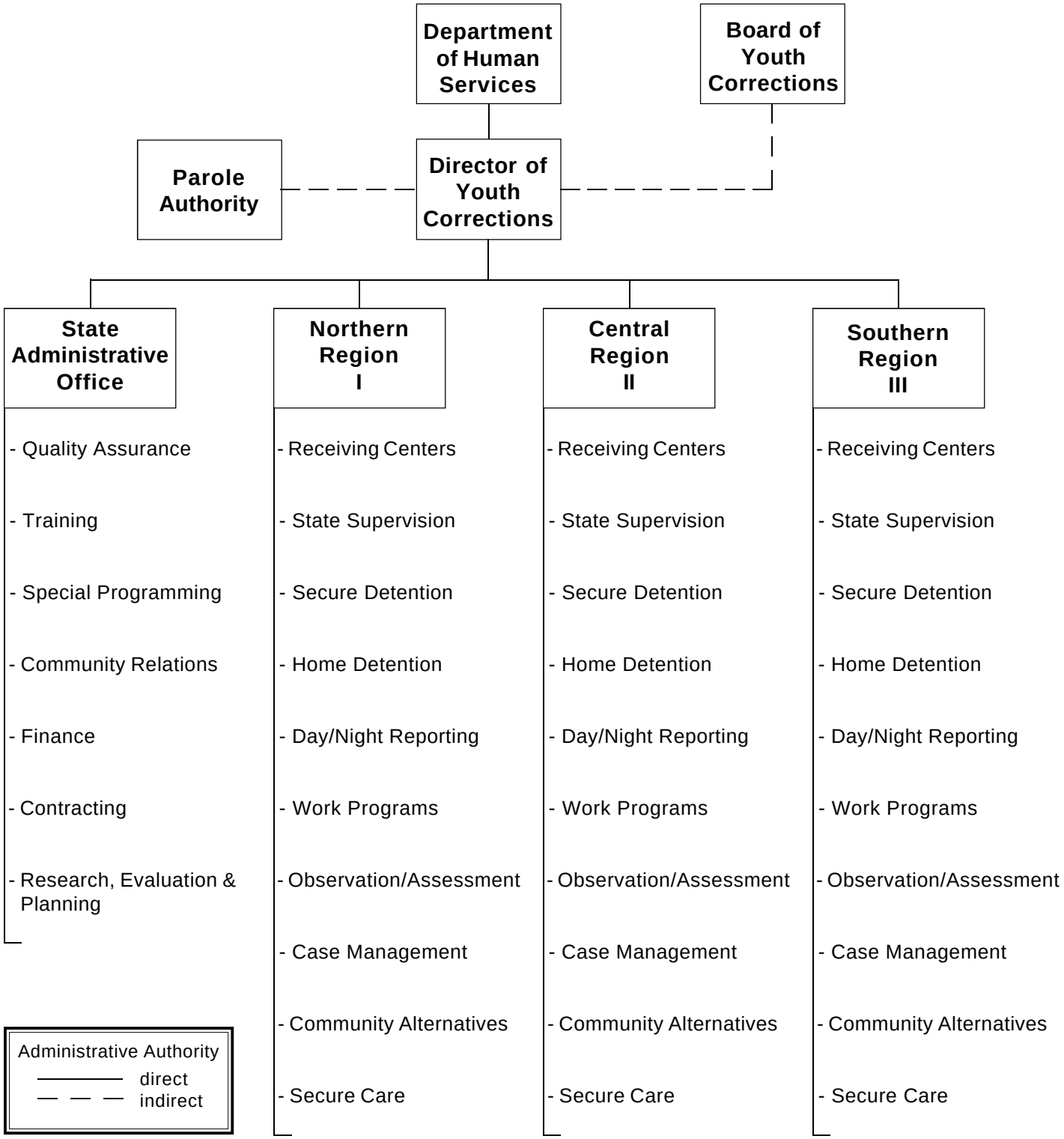
9. Provide assistance to the Juvenile Court in developing and implementing appropriate offender dispositions.

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.

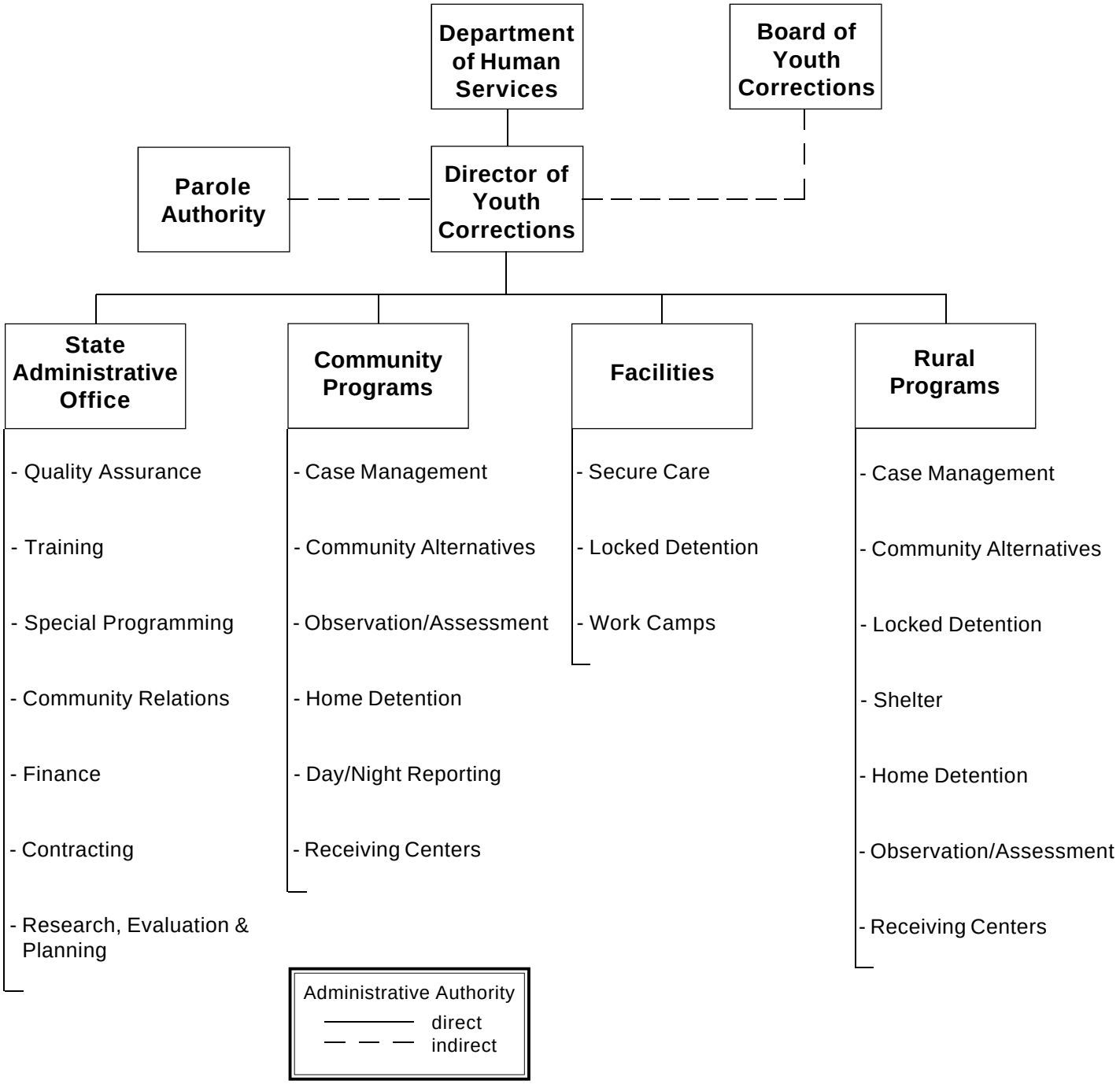
12. Provide programs to increase public awareness and participation in Youth Corrections.

ORGANIZATIONAL STRUCTURE OF YOUTH CORRECTIONS



The organizational structure of Youth Corrections has been unchanged since the Division was created in 1981. An administrative office in Salt Lake City has provided for centralized budgeting, policy development, program planning, training, research, and monitoring of programs operated by or for the Division. The administrative office also has coordinated interactions with other agencies in the juvenile justice system at Federal, state, and local levels. A full range of residential and nonresidential correctional services have been delivered through three regional branches: Region I - Northern, main office in Ogden; Region II - Central, main office in Salt Lake City; and Region III - Southern, main office in Springville.

PROPOSED ORGANIZATIONAL CHANGES



To improve programming for delinquent youth, the Division is exploring the possibility of reorganizing its service delivery system. The model above would retain the administrative office in Salt Lake City for various centralized functions, but would change the way direct services are administered. As identified in the existing organizational chart (at left), services currently are delivered through the three geographic regions. In the new model, services will be realigned into three new offices: **Community Programs**, **Facilities**, and **Rural Programs**. The new arrangement will improve consistency and efficiency 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 when needs arise. Service delivery within the Community Program area will continue to be delivered through regionally located groups, but workers will coordinate through the Community Programs Director. The Rural Programs area will administer multiuse facilities in Utah's rural areas. To serve the needs of rural communities, the services offered by this group necessarily will overlap those of the Community Programs and Facilities areas. It is important to note that the proposed reorganization would not change the Division's traditional objectives. Programming and correctional interventions will continue to be organized around the Division's **Mission Statement** and the three principles of the **Balanced Approach to Restorative Justice**: **Community Protection**, **Accountability**, and **Competency Development**.

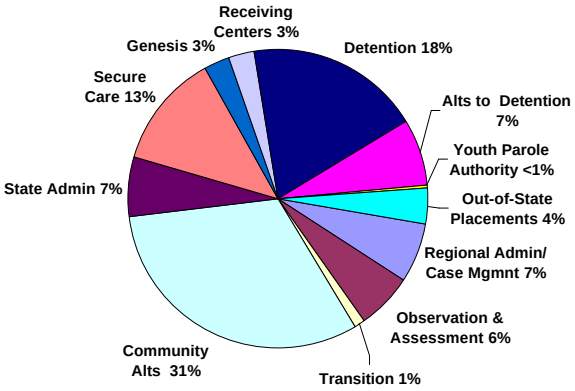
YOUTH CORRECTIONS' BUDGET

Operating budgets for fiscal years (FY) 2000 through 2002.

AREA OF OPERATION	REGION	FY 2000 (actual)	FY 2001 (authorized)	FY 2002 (requested)
STATE ADMINISTRATION		5,686,163	3,616,800	3,245,000
REGIONAL ADMINISTRATION & CASE MANAGEMENT	Region I	1,750,221	1,807,638	
	Region II	2,191,765	2,363,000	
	Region III	1,746,909	1,910,662	
	TOTALS	5,688,895	6,081,300	5,825,200
OBSERVATION & ASSESSMENT	Region I	2,177,095	975,300	
	Region II	2,193,705	1,175,061	
	Region III	756,947	779,800	
	TOTALS	5,127,747	2,930,161	4,841,000
COMMUNITY ALTERNATIVES	State Office	578,850	414,275	
	Region I	8,524,399	8,935,010	
	Region II	9,204,182	9,583,244	
	Region III	9,258,818	7,400,399	
	TOTALS	27,566,249	26,332,928	26,919,800
DETENTION PROGRAMS	Region I	3,950,873	4,623,903	
	Region II	5,870,567	6,025,569	
	Region III	6,694,153	7,293,812	
	TOTALS	16,515,593	17,943,284	17,923,284
SECURE CARE	Region I	2,965,014	6,524,819	
	Region II	5,541,804	5,478,652	
	Region III	2,503,957	3,707,844	
	TOTALS	11,010,775	15,711,315	15,693,316
TRANSITION		1,144,733	1,170,100	1,215,000
GENESIS		2,274,408	2,720,578	2,476,400
ALTERNATIVES TO DETENTION	Region I	2,651,673	1,941,222	
	Region II	2,872,840	2,393,556	
	Region III	664,292	1,174,684	
	TOTALS	6,188,805	5,509,462	5,995,300
RECEIVING CENTERS	Region I	1,777,423	1,890,600	
	Region II	457,000	402,200	
	Region III	316,480	303,300	
	TOTALS	2,550,903	2,596,100	2,564,600
OUT OF STATE PLACEMENTS	Region I		555,742	
	Region II	3,480,351	1,223,279	
	Region III		344,925	
	TOTALS	3,480,351	2,123,946	2,398,700
YOUTH PAROLE AUTHORITY		222,010	344,300	249,800
OVERALL TOTALS		87,456,632	87,080,274	89,347,400

1. Requested budget for FY 2002 is the base budget and does not include building block requests.

FY 2000 EXPENDITURES

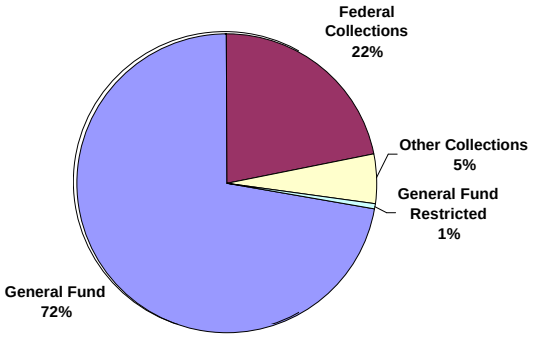


Sources of funding from FY 2000 through FY 2002.

SOURCE	FY 2000 (actual)	FY 2001 (predicted)	FY 2002 (predicted)
GENERAL FUND	63,199,532	68,786,200	68,990,200
FEDERAL COLLECTIONS[1]	19,177,700	14,346,793	16,058,600
OTHER COLLECTIONS[2]	4,579,400	3,447,281	3,798,600
GENERAL FUND RESTRICTED[3]	500,000	500,000	500,000
TOTAL	87,456,632	87,080,274	89,347,400

1 Federal Funds include Title IV-E, Foster care, net collections for Title XIX Targeted Case Management, Medicaid, payments received from the US Immigration & Naturalization Service, and grants received through the Utah Commission on Criminal and Juvenile Justice (CCJJ).
2 Transfer from Office of Recovery Services and other state agencies.
3 Dedicated fund for restitution to victims.

FY 2000 REVENUES

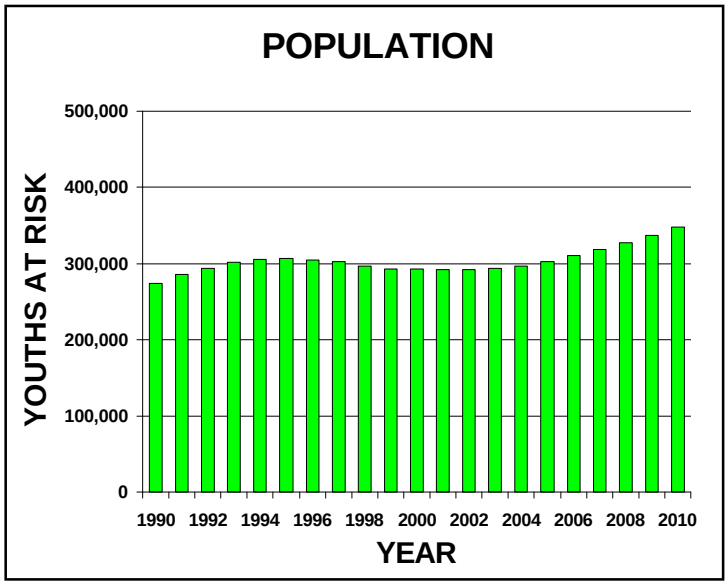


CHARACTERISTICS OF OVERALL POPULATION SERVED

All juveniles 10 to 17 years old living in Utah are the population "at risk" for delinquency and involvement in the juvenile justice system. During FY 2000, the population at risk numbered 292,465 youths, a slight decrease from FY 1999 (293,170). This is the sixth year of a gradual decline. Beginning in 2002, the population of 10 to 17 year olds is expected to enter a period of steady growth and reach 348,000 by 2010 (source: Utah State Governor's Office of Planning and Budget).

The majority of these youths (75%) live in four counties along the Wasatch Front (Weber, Davis, Salt Lake, and Utah). An additional 9% live in three of the state's fastest growing counties (Cache, Washington, and Iron).

WHAT TO EXPECT: Based on an analysis of individuals who turned 18 in 1999, over 42% of Utah's youths will have some contact with the juvenile justice system prior to their 18th birthday. Over 2.5% of the youths at risk will be found by the Juvenile Court to be victims of dependency, neglect, or abuse. Over 33% of the youths at risk will be charged with an offense and referred to the Juvenile Court. In a substantial number of cases, involvement with the court will lead to in-home supervision by Juvenile Court Probation or transfer of custody from parents to the Division of Youth Corrections or the Division of Child and Family Services. More specific predictions about contacts with Utah's juvenile justice system are presented below.



REFERRAL TO THE JUVENILE COURT[1,2]

* 1 in 2.9 will be charged with one or more felony- or misdemeanor-type offenses.

* 1 in 3.3 will be found to have committed one or more felony- or misdemeanor-type offenses:
  - 1 in 67 will be found to have committed one or more felony-type offenses against another person.
  - 1 in 16 will be found to have committed one or more offenses against another person.
  - 1 in 4.9 will be found to have committed one or more offenses against property.
  - 1 in 5.7 will be found to have committed one or more offenses against the public order.

* A relatively small fraction of youths found delinquent (24.5%) will be responsible for the majority of offenses (68%). That is, about 8.3% of all youths will account for over two thirds of Utah's identified youth crime.

CUSTODY AND SUPERVISION

* 1 in 12 will spend time in secure detention.

* 1 in 19 will be placed on probation with the Juvenile Court.

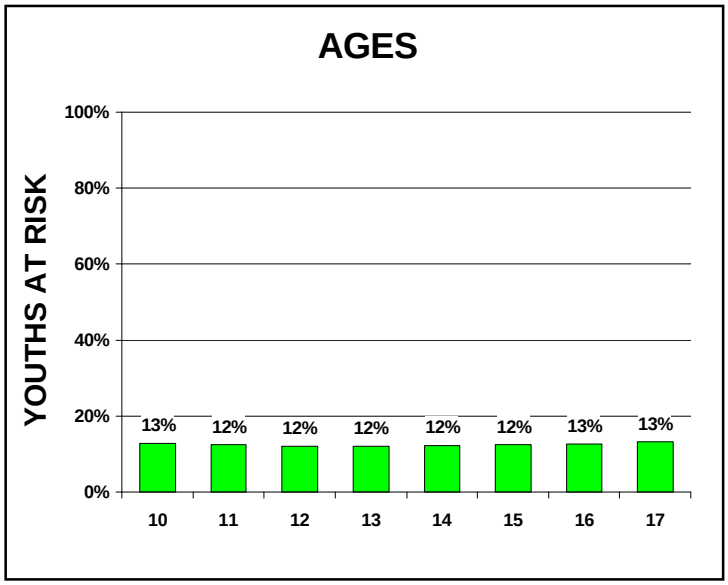
* 1 in 34 will be committed to protective supervision or custody of the Division of Child and Family Services.

* 1 in 49 will be committed to Youth Corrections custody:
  - 1 in 74 will be committed to community placement.
  - 1 in 88 will be committed to observation and assessment.
  - 1 in 222 will be committed to a secure facility.

* Overall, 1 in 13 will be placed under probation supervision, Youth Corrections custody, or supervision or custody of the Division of Child and Family Services.

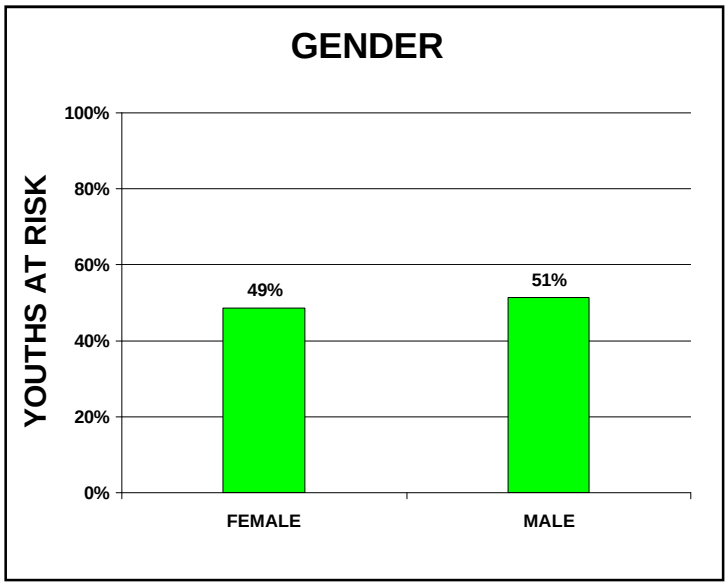
1 Juvenile offenses typically are categorized both by their severity and their object. Felony-type offenses are the most serious followed by misdemeanor-type offenses and infractions. A final type of violation, juvenile status offenses, are offenses that would not be crimes if committed by an adult. Felony- and misdemeanor-type offenses are distinguished further by their apparent object: person offenses include assault, robbery, and extortion; property offenses include arson, forgery, and car theft; public order offenses include illegal drug use or distribution, gambling, and disorderly conduct.
2 Values over 10 are rounded to the nearest whole number.

* The population of youths at risk in FY 2000 included nearly equal numbers of youths at each age between 10 and 17 years. The majority of youths served by the Division are between 15 and 17 years old. Consequently, there should be little change in the numbers of candidates for Division programs in the next several years (source: Utah State Governor's Office of Planning and Budget).



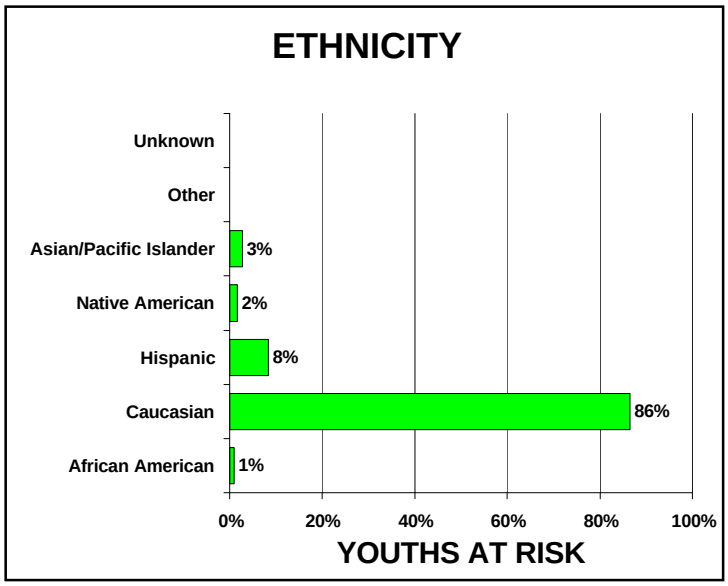
* Boys held a slight majority (51%) of the population of youths at risk (source: Utah State Governor's Office of Planning and Budget).

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



* The great majority of youths at risk (86.4%) were Caucasian. Hispanics represented about 8.3% of the group; African Americans .9%; Native Americans 1.6%; Pacific Islanders (PCI) and Asians collectively represented 2.8% (source: Utah State Office of Education).

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



JUVENILE JUSTICE CONTINUUM OF CARE

The care of Utah's delinquent youths is primarily provided by Juvenile Court Probation, the Division of Child and Family Services, and the Division of Youth Corrections. The Division of Child and Family Services (DCFS) has day care and residential services for dependent and neglected children. In addition, DCFS 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 DCFS. The Division of Youth Corrections provides care for the majority of delinquent youths who require removal from home. The Division's programs range from community based programs to secure care. In addition, Youth Corrections administers Utah's locked detention programs and a variety of community based alternatives to detention. Collectively, the programs of the three agencies may be thought to form a continuum of care that allows the Juvenile Court to give graded responses to delinquent youths in proportion to the severity of their behavior and according to their needs for treatment.

The continuum has evolved and certainly will continue to change in response to a variety of factors including resource availability, innovations in correctional treatment and programming, community values, and changing youth demographics. In addition, initiatives of the Utah State Legislature and juvenile justice partners have enhanced the continuum and 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 first (UCA 78-3a-118 (2f)), Juvenile Judges - Short Term Commitment of Youth) allows Juvenile Court Judges to order youths found to have committed felony-type or misdemeanor-type offenses to a stay of up to 30 days in a locked detention facility or in a detention alternative program. This modifies an earlier requirement that such detention or sentencing orders be made "to the Division of Youth Corrections". On receiving an order to Youth Corrections, Division staff previously had the prerogative of deciding where to place the sentenced youths. With the change, the Juvenile Court assumes responsibility for placement of these youths.

A second bill passed by the 1997 Legislature (UCA 78-3a-901, Juvenile Court Powers) extends the sanctions available for youths found in contempt of court. Historically, sanctions affecting custody were only given at adjudication of new delinquent offenses. This excluded hearings where the only charge was contempt of court. The new legislation allows Juvenile Court Judges to sentence youths found in contempt to any sanction except secure care. This includes short-term sanctions such as orders to detention and longer-term sanctions such as community alternative placement.

SERIOUS YOUTH OFFENDER

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

To qualify as a serious youth offender, a youth must be at least 16 years of age or older 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 one or more of 10 serious felony offenses (aggravated arson, aggravated assault, aggravated kidnaping, aggravated burglary, aggravated robbery, aggravated sexual assault, discharge of a firearm from a vehicle, attempted aggravated murder, attempted murder, or a felony offense involving the use of a dangerous weapon after having previously been found to have committed a felony-type offense involving the use of a dangerous weapon).

Youths who are at least 16 and meet either of the first two offense criteria are tried directly in Adult/District Court. 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 District Court. 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 role in the offense was not committed in a violent, aggressive, or premeditated manner.

JUVENILE SENTENCING GUIDELINES

Widespread concerns over rates of juvenile crime prompted the Utah Sentencing Commission to open a dialogue between agencies involved in the care of Utah's delinquent youths. The parties included the Juvenile Court, the Division of Youth Corrections, law enforcement, county prosecutors, defense attorneys, and Utah State Legislators. The guidelines proposal that resulted focused on the principles of: (1) early intervention, (2) consistent application of sanctions, and (3) intensive super-

vision. Increased focus on these objectives was expected to enhance community protection, more equitable application of sanctions, and greater predictability of resource needs for agencies that care for delinquent youths. Most importantly, it was believed that earlier, more intensive intervention would deter youths from delinquent behavior and keep them from penetrating further into the system.

The guidelines proposal was not simply a scheme for determining eligibility for particular sentencing sanctions. It made recommendations about the types of programming that should be available in the juvenile justice continuum of care. First, the plan recommended increase the 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 alternative placement managed by the Division of Youth Corrections. The new sanction was designed to be operated through Juvenile Court Probation. Case management functions would be provided by probation officers. Most youths receiving the disposition would remain in their own homes but would be closely supervised by probation officers and would be involved in structured day-treatment programs. If needed, arrangements could be made for out-of-home placements through the Division of Youth Corrections or the Division of Child and Family Services. A third programmatic recommendation involved the use of Youth Corrections' observation and assessment programming. The guidelines proposal recommended that the program be viewed exclusively as a diagnostic tool and not as a punitive sanction or time-out for delinquent youths. As a measure of this intention, observation and assessment was not included as one of the guidelines' sanctions. Instead, its use was encouraged whenever diagnostic evaluation was needed for a delinquent youth over the age of 12.

The actual sentencing guidelines and procedures for using them are described thoroughly in the Sentencing Guidelines Manual 1997 produced by the Utah Sentencing Commission. Application of sanctions is based on three factors: (1) the severity of a juvenile's current offense(s), (2) the juvenile's delinquent 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 the guidelines recommendations should be justified in terms of mitigating or aggravating factors. Juvenile Court Judges receiving a recommendation are not bound by the guidelines. Nevertheless, it was hoped that the standardized recommendations would promote consistency in judicial decision making. Juvenile Court Judges have agreed informally to identify aggravating or mitigating circumstances that merit departure from the guidelines.

Policy makers involved in creating the guidelines believed that they should be “revisited, monitored, and evaluated on a regular basis”. The first comprehensive study of the guidelines and their impact is nearing completion. Funded by the National Institute of Justice, the study is being conducted by researchers from the Social Research Institute, at the University of Utah. The final research report is planned to be released in early 2001.

OTHER LEGISLATIVE CHANGES AND DIRECTIONS

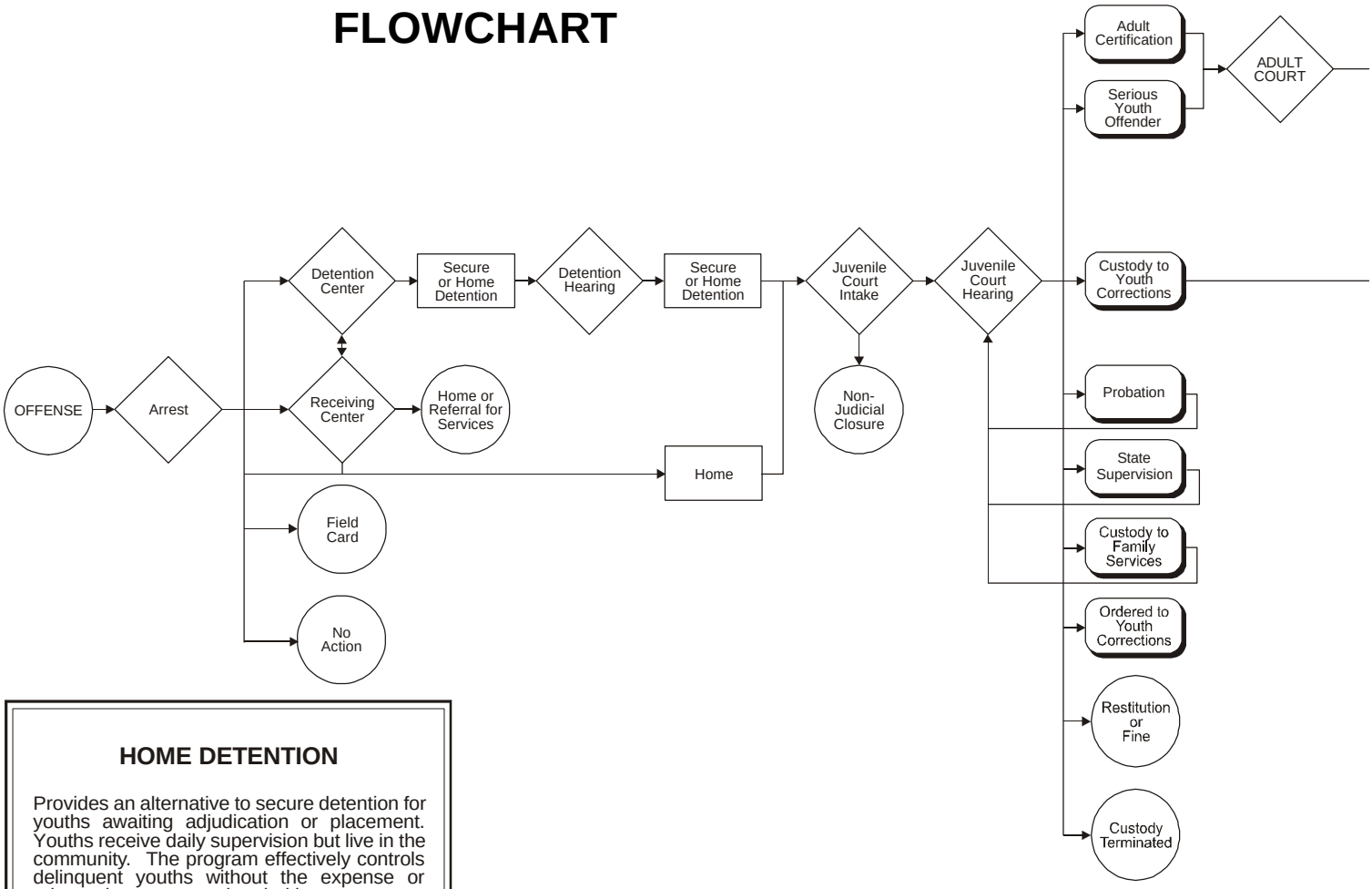
The 1999 Utah State Legislature reduced observation and assessment programming time from 90 days to 45 days. A single extension of 15 days can be authorized by the Juvenile Court at the request of the Division director (UCA 78-3a-118(e)). The adjustment was expected to increase efficiency of the assessment process by allowing more youths to be evaluated without increasing numbers of O&A staff and other resources and without affecting the quality of O&A services (see page 36 for a preliminary analysis of the impact of the change).

The 2000 Utah Legislature included the following intent language:

(1) The Division was directed to continue using community based alternatives to secure care whenever possible for youths in Division custody. The Legislature also called for recruitment of additional programs and the strengthening of those already in place. Closely related to this, the Division was encouraged to increase rates paid to providers whenever possible (see page 31 for a discussion of the growth of community alternatives programs relative to other Division services).

(2) The Legislature instructed the Division and the Juvenile Courts to conduct a cost-benefit analysis on the public and private services used in state supervision programs. The aim was to ensure that maximum value is realized from the investment in this programming. The Juvenile Court and the Division are expected to report their progress in reaching this goal to the 2001 Legislature.

YOUTH CORRECTIONS' CLIENT FLOWCHART



HOME DETENTION

Provides an alternative to secure detention for youths awaiting adjudication or placement. Youths receive daily supervision but live in the community. The program effectively controls delinquent youths without the expense or adverse impacts associated with secure care.

Number of Programs.....11

Cost per Youth.....$20.21/day

Total Admissions.....2,055

Different Youths Served.....1,736

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 the likelihood of danger to the community, the child may be held in a detention or multiuse center operated by Youth Corrections. Receiving Centers have been developed to help make the decision about the immediate services a youth needs prior to court processing. There is a range of dispositional alternatives for charges found true. These include (1) levying fines, (2) ordering payment of restitution to victims, (3) placing the offender on probation under the continuing jurisdiction of the

SECURE DETENTION

Provides temporary secure confinement for youths awaiting adjudication or placement and youths ordered to detention as a sentence or for contempt of court.

Number of Programs.....5*

Total Capacity.....266*

Cost per Bed.....$109.05/night*@

Total Admissions.....11,224*

Different Youths Served.....5,294*

* Does not include Multiuse Detention.
@ Based on average nightly bed count.

MULTIUSE FACILITIES

Combines a short-term detention with a shelter home. Full- & part-time staff provide 24-hour-a-day supervision & programming.

Number of Programs.....6

Cost per Bed.....$146.52/night

	Detention	Shelter
Total Capacity	66	44
Total Admissions	3,010	774
Youths Served	1,577	550

GENESIS

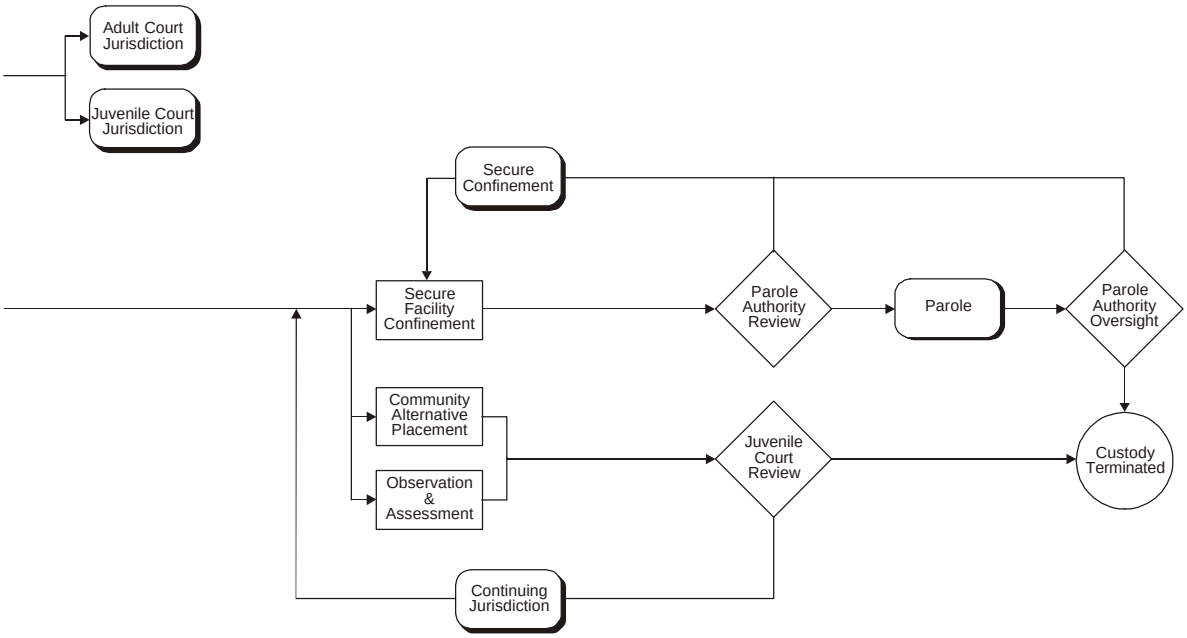
Residential program that emphasizes individual accountability through vigorous physical work and restitution to victims. Work programs accomplish projects significant to the community.

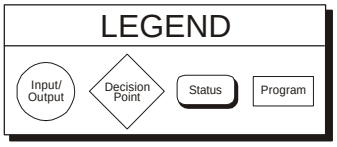
Total Capacity.....72

Cost per Bed.....$86.31/day

Total Admissions.....321

Different Youths Served 358





Juvenile Court, and (4) placing the youth in the custody of Youth Corrections. Traditionally, granting custody to the Division has been reserved for the most serious or chronic offenders. Several of the Division's treatment options are described below. Community alternatives are the least restrictive of these; secure facilities the most restrictive. Programs at all levels follow a Balanced Approach model with equal emphasis on needs for public safety, accountability, and competency development. Procedures also exist for transferring serious juvenile offenders to the jurisdiction of Adult/District Court. Youths found guilty in the adult system serve adult sanctions.

SECURE FACILITIES

Provide long-term secure confinement, education, & treatment of seriously delinquent youths. Treatment is designed to confront delinquent norms, criminal thinking, & anti-social behavior.

Number of Programs.....6

Total Capacity.....214

Cost per Youth.....$140.58/day

Youths Admitted.....254*

Different Youths Served 416*

* Includes revocations & commitments.

CASE MANAGEMENT

Provides youths in Youth Corrections' custody with continual monitoring, supervision, & implementation of treatment plans. Directs services to youths & acts as liaison between youths, the Juvenile Court, Youth Corrections' programs, parents, & the community.

Case Managers.....60

Cost per Youth.....$11.06/day*

Average Daily Population.....1,405

Different Youths Served 2,448

* Based on total Regional Administration & Case Management budgets.

COMMUNITY ALTERNATIVES

Community residential & nonresidential programs which include group & proctor homes, education, psychotherapy, tracking, & vocational training. These programs serve youths at the front end of the system and youths on parole after secure care.

Number of Providers.....79*

Range of Costs:
tracking/assessment.....$13-$120
residential treatment.....$57-$232

Youths Admitted.....1,831

Different Youths Served.....2,135

* Providers on the active contract list.

OBSERVATION & ASSESSMENT

Residential programs which provide assessment & treatment planning, intensive daily programming, & supervised trial placements.

Number of Programs.....7

Total Capacity.....116

Cost per Bed.....$125.14/day

Youths Admitted.....613

Different Youths Served.....703

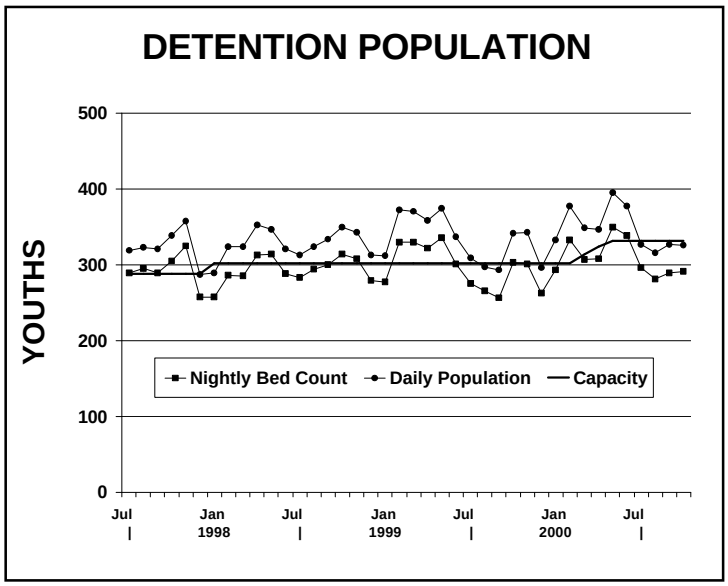
DETENTION

Detention often is a youth's first point of contact with Utah's juvenile justice system. Youths typically enter 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. Detention programs function within a rehabilitative framework to provide secure custody, adequate physical structure, emotional care, educational opportunities, and activities aimed at helping youths learn socially acceptable ways of gaining satisfaction and self-esteem.

After 10 years of steady growth, overall use of secure detention appeared to reach a plateau during FY 2000. Average nightly bed count for the period (299.6; see table below) dropped by about 2% from the number in FY 1999 (306). Admissions actually grew slightly from 13,568 in FY 1999 to 14,234 in FY 2000. However, average length of stay dropped slightly from 8.4 days per admission in FY 1999 to 8.0 days per admission FY 2000.

Despite the slight reduction in detention use, there was serious overcrowding in several of the Division's detention centers during the year. As may be seen in the table below, all centers exceeded capacity on at lease some nights during the year. Smaller, rural facilities were most affected. The extreme was the Washington County Youth Crisis Center which was over capacity on over 96% of all nights. The major exception to the trend was the Salt Lake Valley Detention Center which was rarely overcrowded. Opening of new detention centers in Logan (May 23, 2000), Vernal (March 16, 2000), and Price (April 4, 2000) significantly reduced overcrowding in those locations. Each replaced a smaller existing facility. The opening of a new facility in Richfield, late in FY 2001, and the 16-bed expansion of the Washington County facility, scheduled for FY 2002, should further reduce the problem of over crowding.

Police and staff entrance to Split Mountain Youth Center.

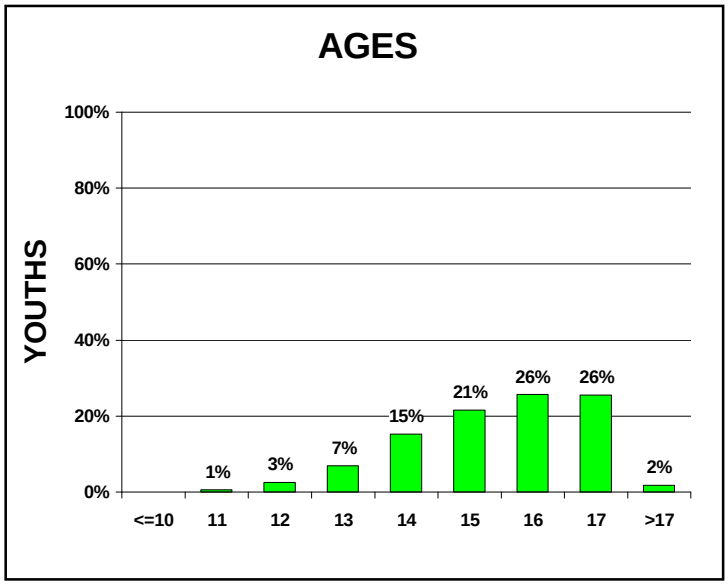


Use of secure detention programs during FY 2000.

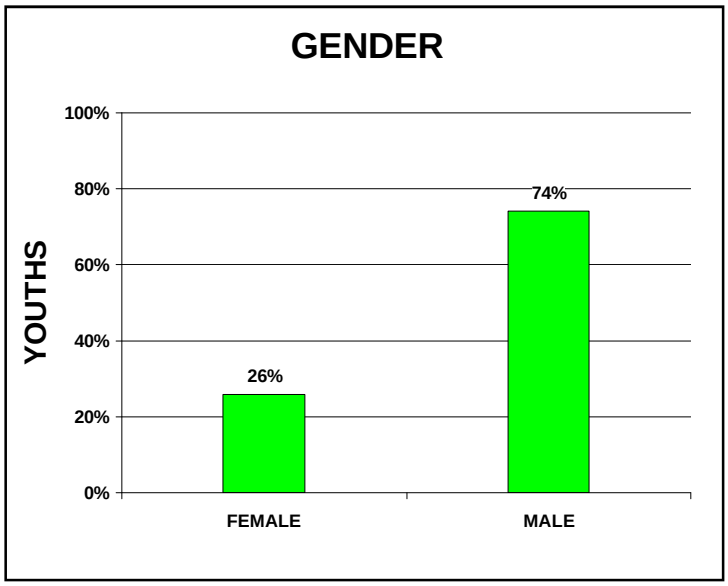
DETENTION CENTER	TYPE	CAPACITY	DIFFERENT YOUTHS SERVED	ADMISSIONS[1]	AVERAGE NIGHTLY BED COUNT	% OF NIGHTS OVER CAPACITY[2]
Farmington Bay Youth Center	Full Service	24	823	1,323	24.0	47.8%
Cache Valley Youth Center	Multiuse	16	403	620	12.5	83.1%
Weber Valley Detention Center	Full Service	34	816	1,881	34.8	55.5%
Salt Lake Valley Detention	Full Service	160	2,799	5,899	128.9	6.3%
Canyonlands Youth Home	Multiuse	4	156	316	6.2	73.8%
Southwest Utah Youth Center	Full Service	10	227	394	8.8	29.0%
Washington Co. Youth Crisis Center	Multiuse	10	352	663	16.5	96.4%
Castle Country Youth Center	Multiuse	16	277	651	10.2	64.2%
Central Utah Youth Home	Multiuse	4	211	381	6.7	76.0%
Slate Canyon Youth Center	Full Service	38	905	1,727	41.2	67.2%
Split Mountain Youth Center	Multiuse	16	212	379	9.1	63.9%
TOTAL		332	6,683	14,234	299.1	

1 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
2 The "Nights Over Capacity" measure was based on the actual numbers of beds available each night.

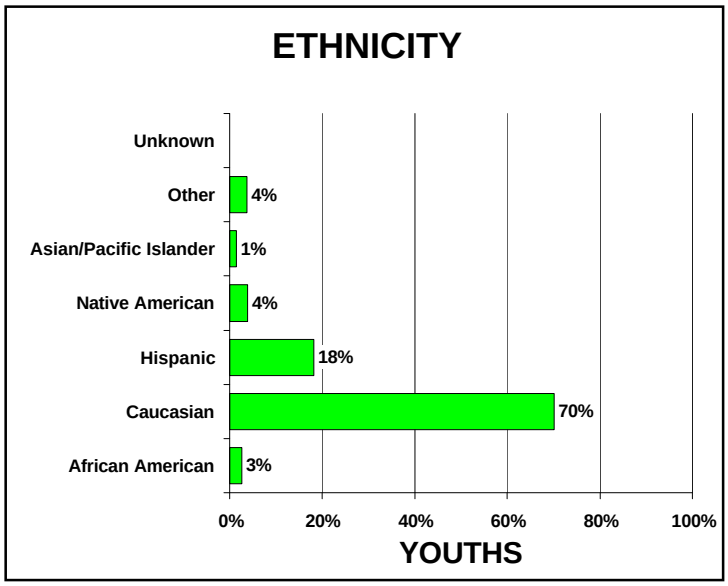
* Youths admitted to secure detention during FY 2000 ranged in age from less than 10 to over 20 years old and averaged 15.9 years. Of all youths admitted, 88% were between 14 and 17 years old. The distribution of ages is approximately the same as that seen in FY 1999.

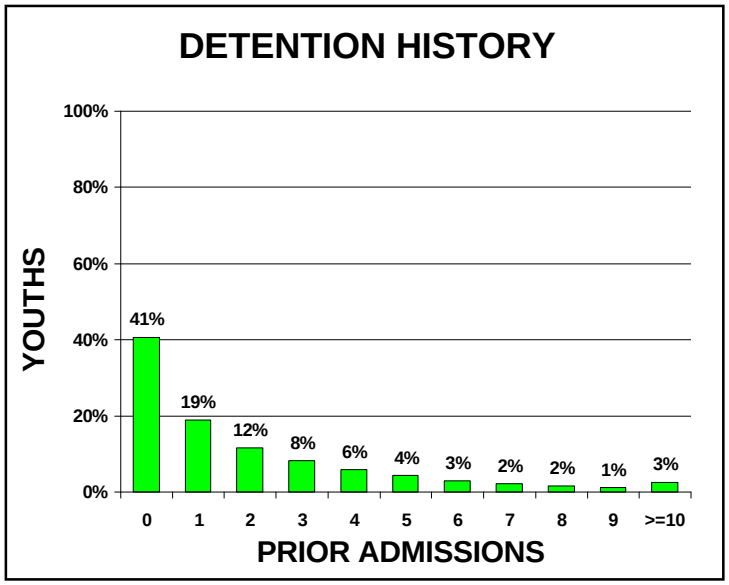


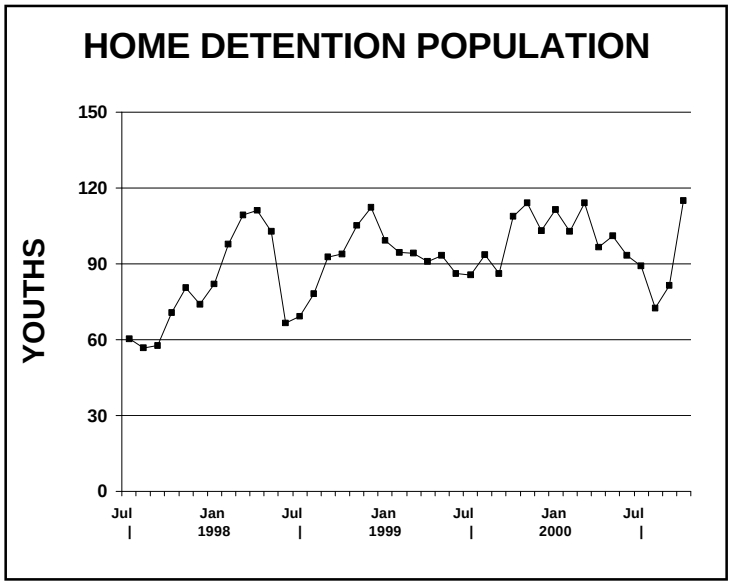
* Girls represented about 26% of all youths admitted to secure detention during FY 2000 or over one in every four admissions. About 23% of admissions in FY 1999 were girls.



* Continuing a trend of many years, minorities were disproportionately overrepresented in secure detention, accounting for about 30% of all admissions. African American youths were represented over 2.8 times more frequently than would be expected from their proportion in the population at large; Hispanics were represented nearly 2.2 times more frequently.







* Youths admitted to secure detention during FY 2000 had an average of 2 prior admissions to secure detention.

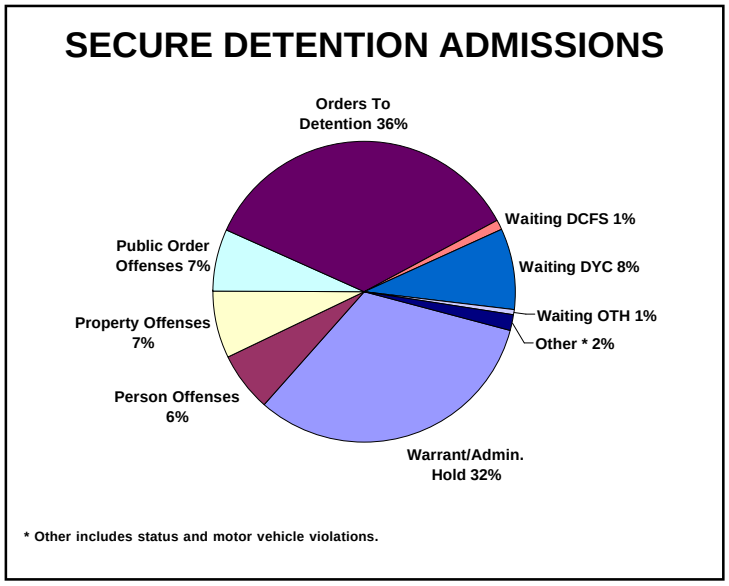
* Nearly 60% of youths admitted had either one or no prior detention placements. That is, they were being admitted for the first or the second time.

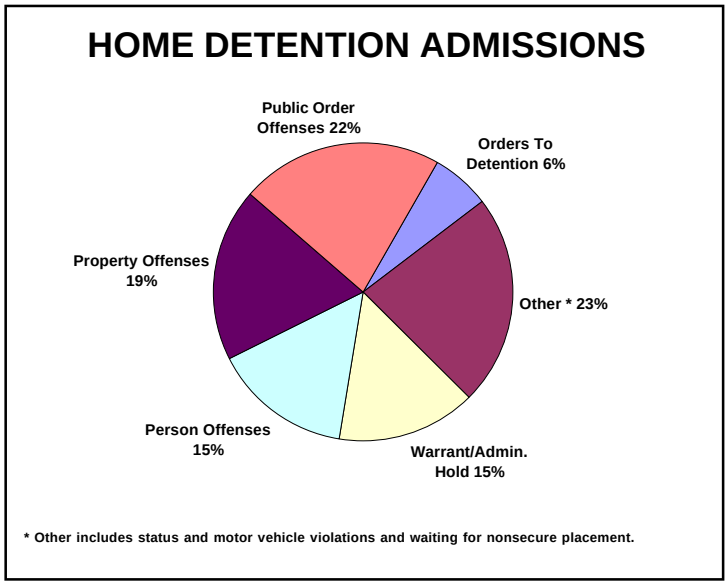
* 2.6% of youths admitted during the year had 10 or more prior placements in secure detention.

Home detention is an alternative to secure detention using short-term control and supervision of youths in their homes.

* Overall, 11 different home detention programs had 2,055 admissions and provided over 36,900 days of care to 1,736 different youths.

* Average nightly home detention population in FY 2000 was 101, about 9% over the number in FY 1999.



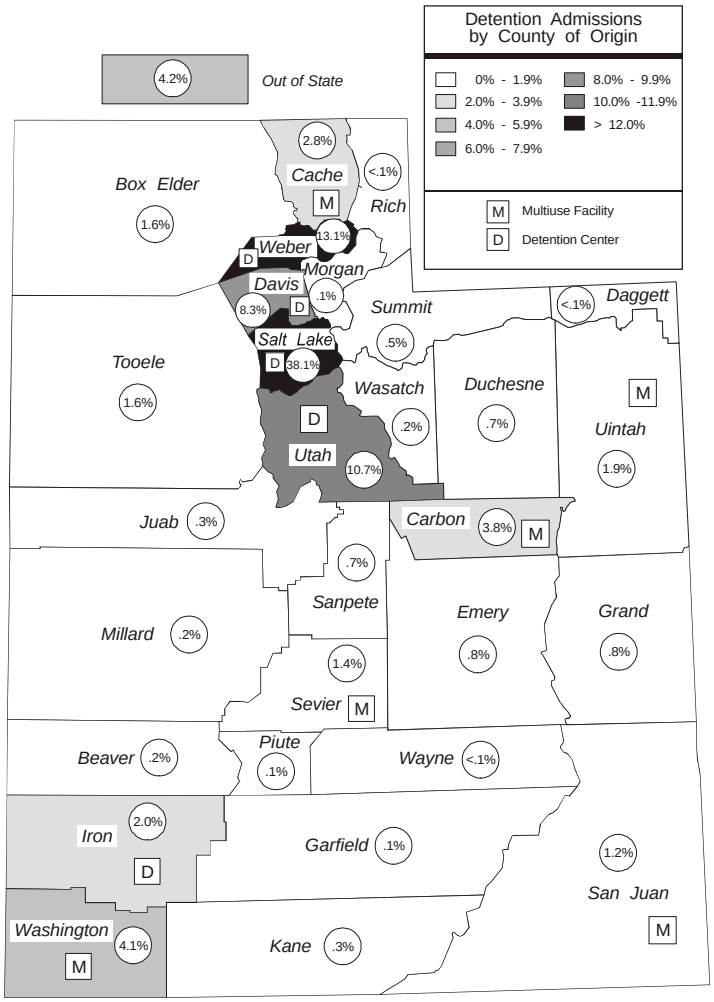


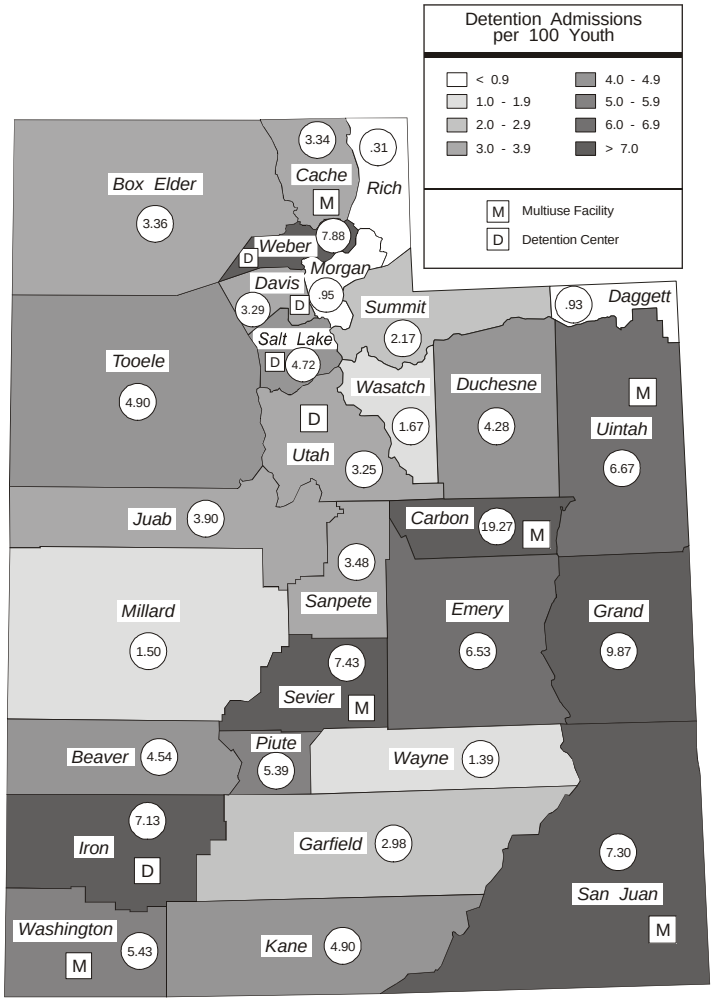
The charts above summarize the primary reasons youths were admitted to secure and home detention during FY 2000.

* Approximately 20% of youths admitted to secure detention and 56% placed in home 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 secure detention, about 68%, were for orders to detention, warrants, or based on administrative holds.

* Over 10% of admissions to secure detention were for youths waiting for a Youth Corrections' placement (Waiting DYC), a Division of Child and Family Services' placement (Waiting DCFS), or some other agency's placement (Waiting OTH).





STATEWIDE DISTRIBUTION OF ADMISSIONS

Statewide, there were 14,234 admissions to Utah's secure detention programs during FY 2000. The numbers and shading in the map at left represent the percentages of these admissions involving youths from each of Utah's 29 counties. For example, 8.3% of all detention admissions involved youths from Davis County.

* At one extreme, Salt Lake County, the state's most populous county, had the biggest single total, accounting for 38.1% of all detention admissions.

* At the other extreme, Daggett, Rich, & Wayne Counties each contributed less than .1% of all admissions to secure detention.

* Collectively, Salt Lake, Davis, Weber, and Utah Counties accounted for over 70% of all detention admissions. These counties are home to over 75% of the state's 10 to 17 year old youths.

* Overall, Region II accounted for 40.2% of all detention admissions, Region I 25.9%, and Region III 29.7%.

* 4.2% of all detention admissions involved youths from out of state.

RATES OF ADMISSIONS IN UTAH COUNTIES

The map at left represents the rates of admission to secure detention programs for each of Utah's 29 counties. The numbers and shading indicate the numbers of admissions for each 100 youths age 10 to 17. For example, there were 4.90 admissions to detention for every 100 youths at risk in Tooele County.

* Statewide, there were 4.66 admissions to secure detention for each 100 youths at risk. This is an increase of about 6% over the rate in FY 1999.

* Rates of detention admission were highest in Carbon (19.27), Grand (9.87), and Weber (7.88) Counties.

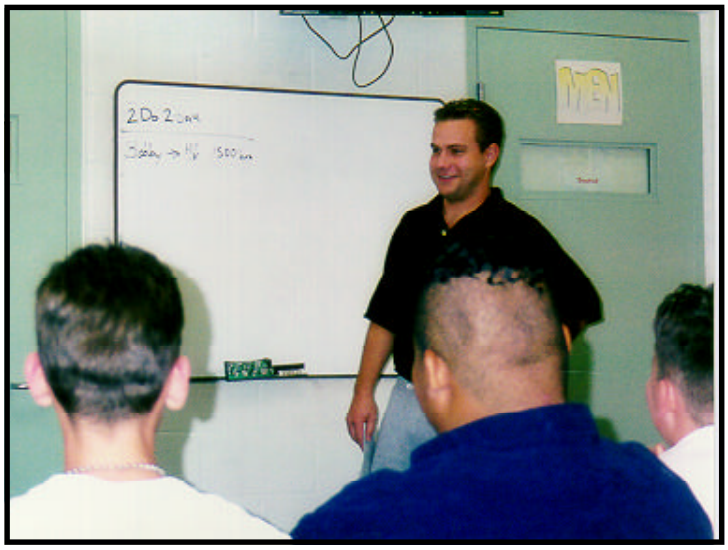
* Salt Lake County, the state's most populous county, had an admission rate of 4.72 per 100 youths at risk, just over the statewide average.

* Overall, Region III had the highest rate of admission with 4.70 admissions per 100 youths at risk; Region II was second with 4.66; and Region I was lowest with 4.62.

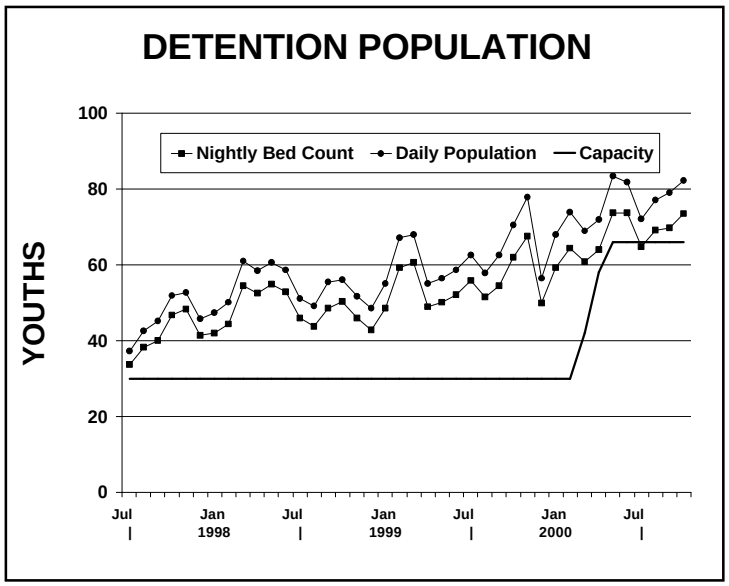
MULTIUSE FACILITIES

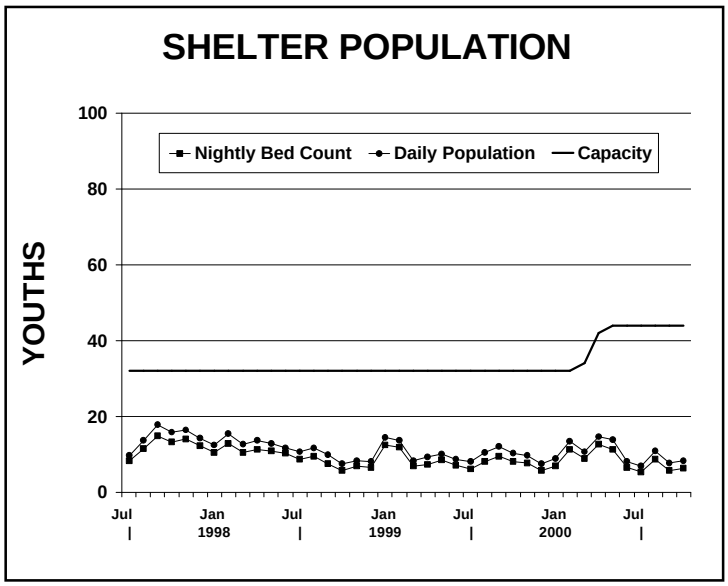
Multiuse facilities combine full-service, locked detention services with nonsecure shelter services to meet the unique needs of Utah's rural areas. In the Division's new reorganization, these facilities will become the focal points for Rural Programs. During FY 2000, the Division of Youth Corrections operated six multiuse facilities: (1) Split Mountain Youth Center, (2) Central Utah Youth Home, (3) Canyonlands Youth Home, (4) Cache Valley Youth Center, (5) Castle Country Youth Center, and the (6) Washington County Youth Crisis Center.

Multiuse detention beds were used heavily during FY 2000. As indicated in the table below, all six programs experienced overcrowding on most nights. The extreme was the Washington County Center which was over capacity on over 96% of all nights. Overcrowding was eliminated at the Cache, Split Mountain, and Castle Country sites when larger facilities were opened in the second half of FY 2000.



School room at the Castle Country Youth Center.





Use of multiuse secure detention and shelter during FY 2000.

MULTIUSE FACILITY	CAPACITY	DIFFERENT YOUTHS SERVED	ADMISSIONS	AVERAGE NIGHTLY BED COUNT	% OF NIGHTS OVER CAPACITY[1]
SHELTER					
Cache Valley Youth Center	8	215	293	1.2	0%
Canyonlands Youth Home	6	23	26	.3	0%
Washington Co. Youth Crisis Center	8	100	130	2.1	0%
Castle Country Youth Center	8	2	2	.5	0%
Central Utah Youth Home	6	105	149	2.2	0%
Split Mountain Youth Center	8	106	174	2.7	2.7%
TOTAL	44	550	774	8.6	
DETENTION					
Cache Valley Youth Center	16	403	620	12.5	83.1%
Canyonlands Youth Home	4	156	316	6.2	73.8%
Washington Co. Youth Crisis Center	10	352	663	16.5	96.4%
Castle Country Youth Center	16	277	651	10.2	64.2%
Central Utah Youth Home	4	211	381	6.7	76.0%
Split Mountain Youth Center	16	212	379	9.1	63.9%
TOTAL	66	1,577	3,010	61.4	

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

WORK CAMPS AND PROGRAMS

Work camps and work programs have become integral parts of the services offered by Youth Corrections. The Division operates one program that is exclusively a work program (Genesis) and is integrating work projects into more traditional programming. Programs cooperate with state, national, and local agencies to generate work projects significant to the community. Their single most important function may be to enforce accountability for delinquent behavior. The wages or service hours that youths earn are used to repay victims of crime, repair harm done to the community, and meet court-ordered fines and community service. The programs also provide youths with rehabilitative opportunities by giving them the chance to learn constructive ways to gain personal satisfaction. Youths learn practical skills and have the opportunity to feel the pride that comes with completing a job. Many of the programs also involve parents to strengthen family support networks.

GENESIS YOUTH CENTER. Genesis is a community based, residential work program operated by the Division. Governor Leavitt initiated the program in a Special Session of the legislature in 1993. Subsequently, Genesis opened in April, 1994. The facility's 72 beds provide an alternative to secure confinement. Though located in the Division's Region II, the program is available to all of Utah's youths. Staff provide services to youths under probation supervision through the Juvenile Court, youths placed with Youth Corrections for community alternatives placement, and youths in Youth Corrections' custody on parole after secure care. Beginning in July of 2000, Genesis Youth Center opened a residential wing for girls. Girls are required to comply with the same educational, vocation, and work standards as the boys. Genesis programming is guided by the principles of community protection, competency development, and accountability. Residents are required to attend school (Jordan School District) and work while in the program. In FY 2000, the facility served 358 different youths. The facility's work crews performed 70,735 hours of work. At minimum wage, this represents a return of $364,285 in services to the community.

A variety of vocational training opportunities are available at Genesis and staff are establishing a job placement program. Some examples of vocational training include: (1) A certified instructor from the Jordan School District provides an 8-week evening class in small engine repair. Residents use their knowledge to repair all lawn mowers and tools used at Genesis. Youths successfully completing the course receive a certificate of achievement. (2) Youths receive on the job training in electrical, sheetrock, and plumbing work. (3) Genesis staff and youths built a greenhouse to grow plants for donation to the Life Care Program. Residents take the plants to senior citizens and assist these people in beautifying their homes. (4) All residents are provided an opportunity to earn Food Handlers Permits and First Aid/CPR certificates. Overall, vocational programs improve youths' competency and provide them with a means of repaying their victims and the community for the damage they have done.

Genesis work crew at Strawberry Work Camp residence.

The program's regular work projects include: (1) providing lawn care and snow shoveling for Salt Lake County Parks and Recreation (Equestrian Park and Dimple Dell Park), Utah State Developmental Center, Veteran's Memorial Cemetery, Jordan River Project, Tracy Aviary, Utah National Guard, This Is The Place State Park, and Red Butte Gardens; (2) developing and maintaining hiking trails and recreation areas for the National Forest Service; (3) performing community service projects supporting the senior citizens Life Care program and the Utah Food Bank; and (4) preparing meals and cleaning at the Genesis kitchen. Genesis crews have also performed services for the Utah Historical Society, Thanksgiving Point, Utah Valley State College, the Great Salt Lake Marina, and the Hispanic, Greek, and Scottish Festivals.

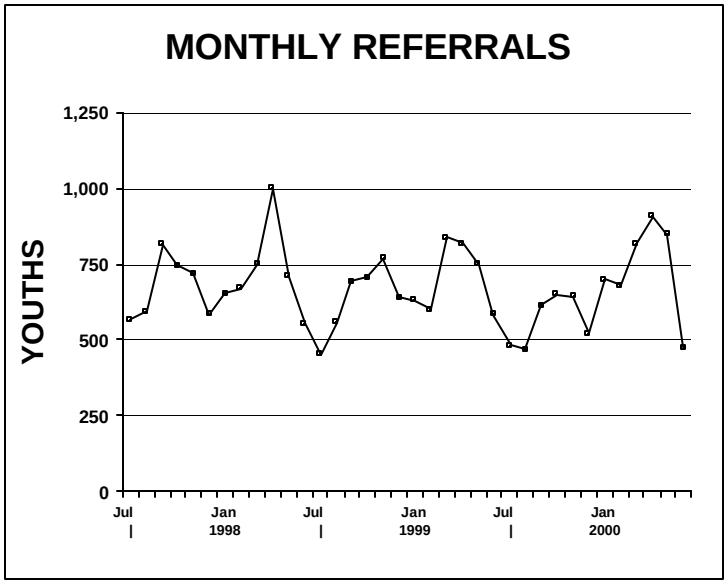
STRAWBERRY WORK CAMP. A partnership was formed between Youth Corrections and the US Forest Service in 1996 to establish the Strawberry Work Camp summer program for youth. In FY 2000, 11 girls ranging in age from 14 to 17 participated. All had been referred by the Juvenile Court. A primary reason for sending them to the remote camp was to remove the girls from influences in their home communities and provide them with new experiences.

A second objective of the camp was to help the residents pay off court-ordered community service and restitution. Work projects included fence removal, fence rebuilding, trail construction, and campground improvements. Overall, the girls completed 1,303 hours of work. At minimum wage, this represents a return of $6,841 in services to the community.

The summer project has been the Division's first experience in running a female, residential work program. The effort was viewed as a great success by all participants. Youth Corrections' staff, Forest Service staff, and parents were very pleased with the results. Residents felt that it had been a meaningful experience. Building on this success, program administrators plan to reopen the work camp during 2001.

RECEIVING AND REPORTING CENTERS

RECEIVING CENTERS. Youths typically enter Utah's juvenile justice system when arrested and charged with an offense. The arrest usually is made by a local police officer, county deputy sheriff, or a member of the Highway Patrol. Historically, these peace officers have faced a major dilemma when apprehending a youth. If the youth is accused of a serious offense which falls within the Guidelines for Admission to secure detention, the youth may be taken to a secure detention facility. 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 inordinate amounts of time away from other duties critical to public safety. To minimize such difficulties, receiving centers have been and



are being developed across the state. The centers are built on a unique partnership between the Division of Youth Corrections, the Division of Child and Family Services, law enforcement, the Juvenile Court, and local community resources. A youth can be taken to the centers any time of the day or night. Center staff immediately attempt to contact the youth's parents or guardians. They evaluate the youth's immediate needs for security and treatment and make referrals for services. A number of types of referral are available including: crisis intervention, Youth Service centers or detention programs, Protective Services, mental health agencies, law enforcement agencies, and school counselors.

During FY 2000, 11 receiving centers were active across the state. In early FY 2001, Davis Outreach Services, the state's 12th receiving center, was opened. The program will serve communities in central and southern Davis County. Overall, existing programs served more than 7,800 youths. About 60% were males and 40% were females. Reasons for referral ranged from truancy to serious delinquent offenses. Length of stay varied, but typically was under 2 hours. In most cases, youths were released to their parents or guardians. However, substantial numbers also were released to shelter, Youth Services Centers, and secure detention centers. Based on findings of need, referrals were made to other agencies including the Juvenile Court, Division of Child and Family Services, and mental health agencies.

Receiving Centers are meeting all expectations. Youths are handled effectively and safely.

DAY/NIGHT REPORTING CENTERS. The Day/Night Reporting Center in Sunset and the Detention Alternatives for Responsible Teens (DART) program in Salt Lake City are day-treatment programs developed to help relieve crowded detention centers, hold offenders accountable, and enhance public safety. Youths participating at the Sunset Center are assessed to determine their risk to the community prior to release from a secure detention facility. Appropriate youths are released back home with a variety of services. Programming strategies focus on (1) intensive daily supervision to protect the community, (2) skill building and interventions to create conditions for change, and (3) task assignments and work projects to enforce accountability by increasing awareness and repay victims and the community.

Overall, during FY 2000, staff at the Davis Area Youth Center, Diversion Program in Sunset supervised 542 different youths on 613 different occasions. These individuals would otherwise have spent up to 30 days each in secure detention. Collectively, the program provided 18,771 days of programming. Youths and center staff had over 29,459 face-to-face contacts in the community and over 149,491 phone contacts ensuring an intensive level of supervision. Youths and their families received 3,172 counseling sessions. Each program participant received a minimum of one group and one individual counseling session per week. Further, each youth and his or her family received at least one joint counseling session per week. Collectively, youths worked 11,362 hours in the program's work projects. At minimum wage this represents a return of over $56,000 that was applied against the youth's court ordered community service obligations and victim restitution.

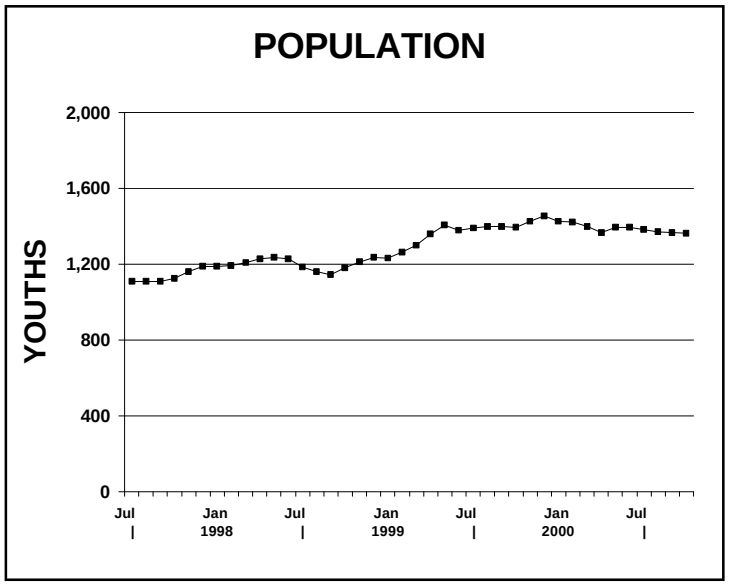
The combination of extensive work supervision and counseling has proven to be highly successful in keeping youths out of further trouble. Based on a study conducted in FY 1998, only about 10% of participants commit new offenses while in the program. In addition, during FY 2000 the 542 youths in the program had only 135 AWOL days.

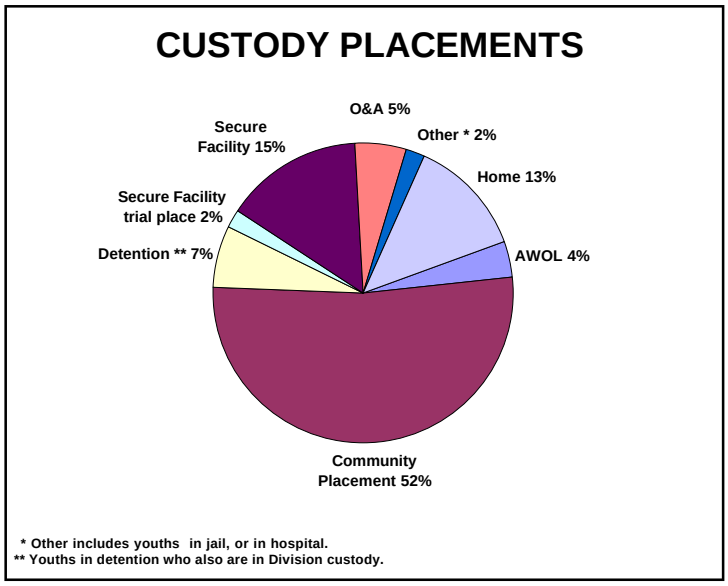
CASE MANAGEMENT

The Juvenile Court typically assigns the most serious and chronic offenders to the custody of the Division of Youth Corrections for extended placement. These youths often have continued to offend while in less structured programs, such as probation, or pose a serious safety risk to themselves and the community. At the direction of the Juvenile Court, Youth Corrections places them in community alternative programs, observation and assessment centers, or secure care facilities.

Each youth placed in Division custody is assigned to an individual case manager. Case managers are responsible for much of the individualized treatment a youth receives while under Division care. Their responsibilities include (1) assessment, development, implementation, and coordination of a youth's treatment plan, (2) direct involvement with individual youth and his or her family, (3) close supervision of each youth's activities, (4) monitoring of restitution to victims of juvenile crime, and (5) ensuring proper documentation.

Case manager & facility director discuss a youth's progress.





* Youth Corrections provided services to an average of 1,405 youths in custody each day during FY 2000. This was over 12% above the number in FY 1999 and marked the eighth consecutive yearly increase.

* Average daily population was slightly lower in the second half of FY 2000 than in the first half of the year. The decline continued after the end of the year and averaged 1,365 youths for the first 6 months of FY 2001.

* During FY 2000, the majority of these youths (73%) were cared for in community alternative programs, home placements, observation and assessment (O&A) programs, or trial placements.

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

* During FY 2000, the Division's 60 case managers coordinated and provided services to an average of about 22 youths each day.

COMMUNITY BASED ALTERNATIVES TO INCARCERATION

Community based alternative services 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. Individualized care is based on individual needs for supervision, treatment, and education. Selected services are incorporated into each youth's supervision and treatment plan and reviewed with the Juvenile Court or the Youth Parole Authority every 3 to 6 months.

A large majority of residential services are provided by Utah private providers. However, many youths have been sent to private, residential programs outside Utah (Boarding Schools) which specialize in seriously delinquent youths. In addition, the Division operates three community based residential programs for youths in Division custody. Both Project Paramount and the Summit wing of Wasatch Youth Center provide transitional services and supervision for youths leaving secure care. The Division operates the Genesis Youth Center as a short-term residential work camp.

The diverse collection of publicly and privately operated programs available to the Division forms a continuum of placements with differing levels of supervision, treatment, and educational programming. The continuum provides increasingly structured supervision and intensive treatment in proportion to individual needs and risk to self and others. Residential placements at any point along the continuum are augmented with additional services, which include individual and family counseling, tracking, and vocational training.

An intensive residential group home in Salt Lake City.

The placement types identified in the chart below are five of the more frequently used program alternatives. Placements are described according to the type of service they provide and the type of youths they serve. Programs at all levels focus on the three elements of the Balanced Approach to Restorative Justice: (1) community protection, (2) accountability, and (3) competency development. Further, all seek to move a youth to progressively less structured placements, as warranted by the youth's behavior, until the juvenile can be returned safely to the community without supervision.

CONTINUUM OF RESIDENTIAL CARE

Low — STRUCTURE — High

HOME WITH SERVICES

* Youths are placed at home, on independent living, or at the home of a relative.
* Youths served pose a minimal risk to themselves and others.

PROCTOR PLACEMENTS

* Proctor homes are staffed by a trained couple or individual, age 21 or older (proctor parent(s)) who have primary responsibility for providing room, board, and guidance to a single youth.
* Youths served have mild behavioral problems and/or minimal delinquent records.

RESIDENTIAL GROUP CARE

* Group homes are staffed with full time trained staff who have the primary responsibility for providing behavior management, general guidance, and supervision.
* Youths served have moderate behavioral problems and/or delinquent records and present a low risk to themselves or others.

INTENSIVE RESIDENTIAL GROUP CARE

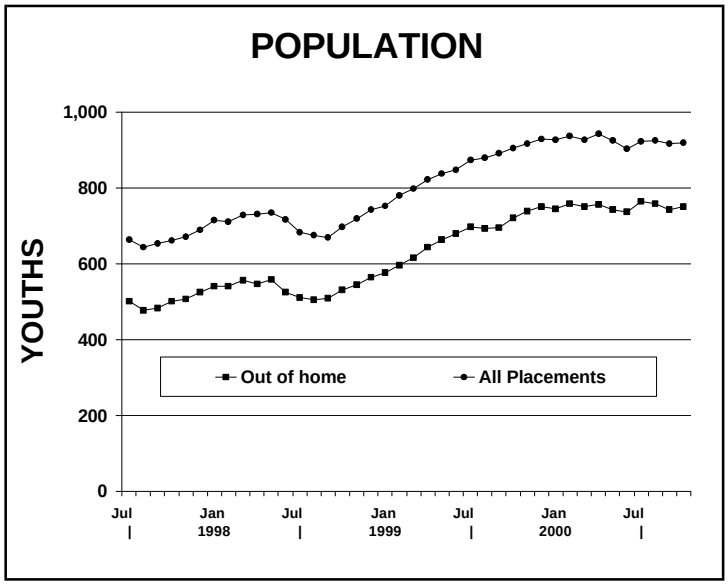
* Intensive group homes are similar to group homes but provide 24-hour-a-day awake supervision and additional treatment services. Wilderness or outdoor impact programs fall within this category.
* Youths served have severe behavioral problems and present a moderate risk to themselves or others.

BOARDING SCHOOLS

* Boarding schools are campuses and academies, most out of state, that provide a last opportunity in a community setting. These programs provide highly structured supervision and programming.
* Youths served present a high risk to themselves and others but fall short of requiring secure care.

SECURE CARE

* The Division of Youth Corrections utilizes both in-home services and out-of-home community placements as alternatives to secure confinement. During FY 2000, the number of youths in out-of-home placements averaged 732 per day and the number of youths in all community based placements averaged 913. Both numbers were historic high values.

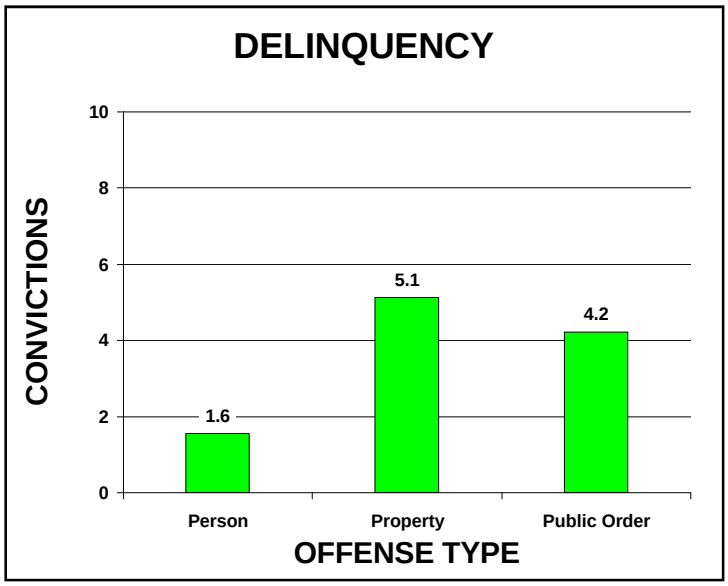


* Overall, youths admitted to community alternative programs in FY 2000 had an average of 10.9 felony- and misdemeanor-type convictions, a decrease of .8 convictions from FY 1999 (see page 31 for delinquency trends).

* The great majority of offenses (85%) were misdemeanor- and felony-type offenses against property or public order.

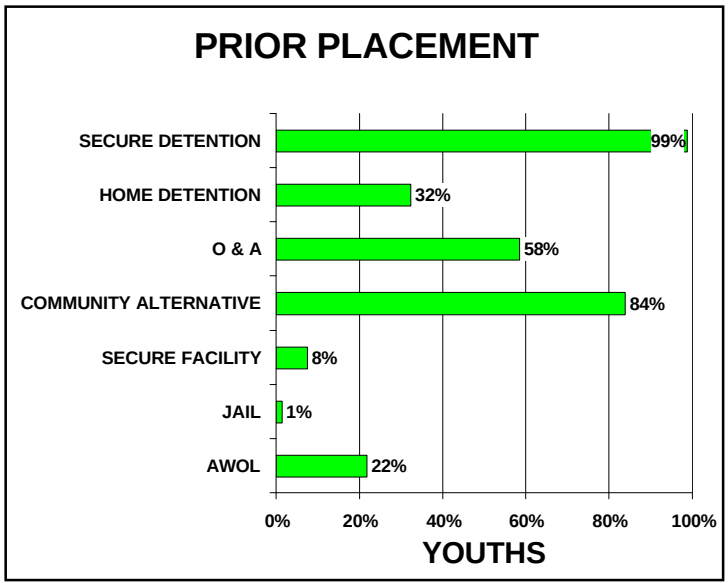
* Conversely, misdemeanor- and felony-type offenses against people represented only about 15% of the offenses in the youths' histories.

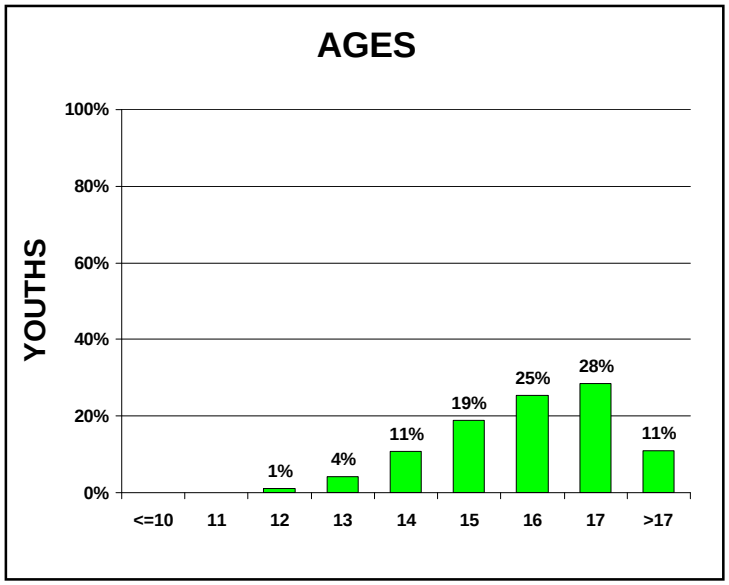
Though not shown on the chart:
* About 27% of the youths had one or more convictions for life endangering felonies (offenses against people).
* These youths were first found to be delinquent at an average age of 12.7; about 75% were between 10 and 14.



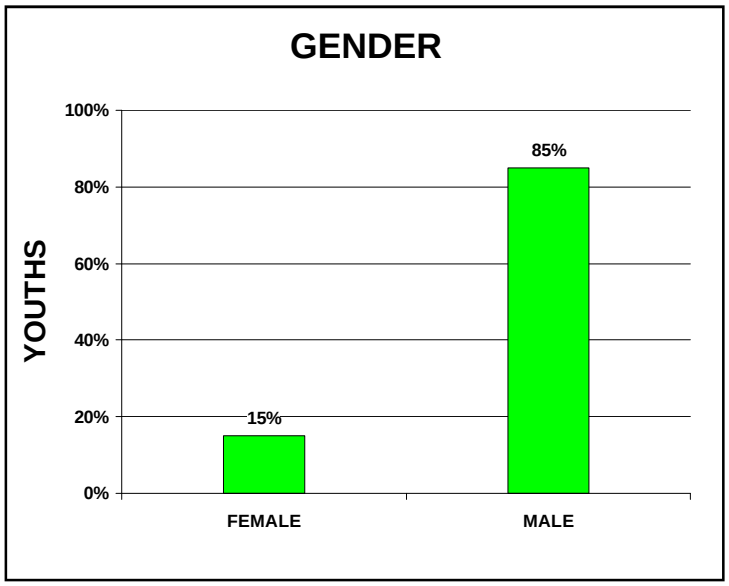
* Youths placed in community alternative programs in FY 2000 had previously received a wide range of services: nearly all had a history of placement in secure detention; 58% had been placed in observation and assessment (O&A); and 8% had been in a secure facility.

Though not shown on the chart:
* Most youths also had received services from other juvenile justice agencies: about 77% had been on probation, 23% had been in the custody or supervision of the Division of Child and Family Services, and 85% previously had one or both of these types of care.

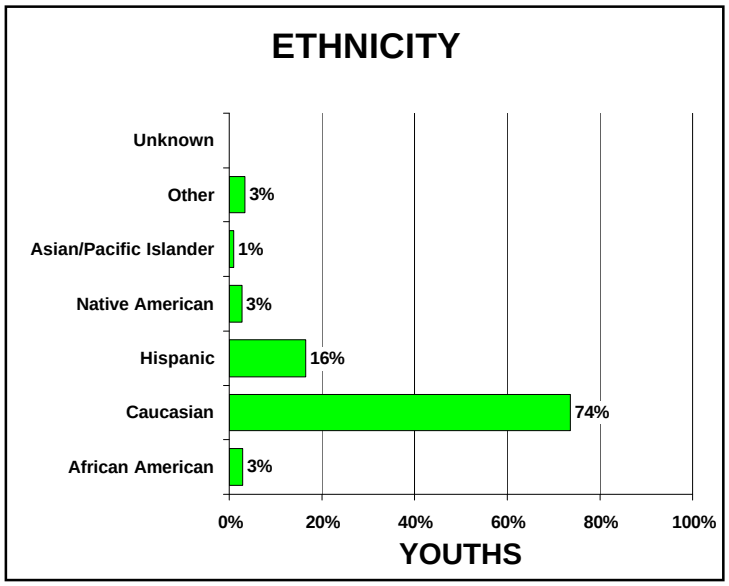




* Youths admitted to community alternative programs ranged from 12 to over 18 years old and averaged 16.5 years; about 72% were between 15 and 17 years old. These numbers are similar to those in FY 1999.



* Over 15% of youths placed in community alternative programs were girls. This percentage compares to 14% in FY 1999 and continues a steady increase in the proportion of girls admitted over the last 5 years.



* Minorities were overrepresented in community placements. African Americans were placed over 3 times as often as would be expected from their proportion in the population at large; Hispanics were represented nearly 2 times as often as would be expected.

* Caucasians accounted for about 74% of admissions, up from 70% in FY 1999.

10-YEAR TRENDS

The 10-year period from FY 1991 to FY 2000 saw a variety of changes in community alternatives programming.

DEMOGRAPHIC TRENDS. As represented in the chart at top right, the **numbers of youths receiving community services increased** from an average of 233 youths a day during FY 1991 to 913 a day during FY 2000. This is an increase of nearly 300% over a period in which Utah's population of 10-17 year olds only grew at about 3% (see "CHARACTERISTICS OF OVERALL POPULATION SERVED", page. 12).

The **average age of youths admitted to community alternatives programs was stable** and averaged about 16.4 years across the 10-year period.

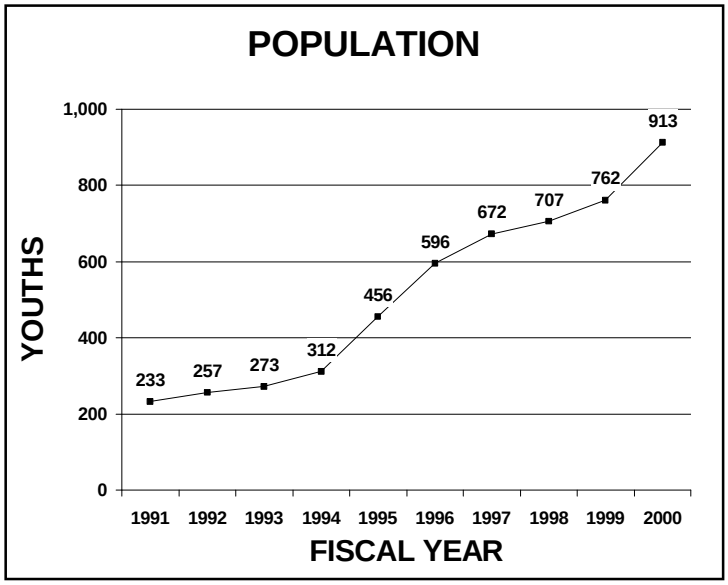
Girls represented an increasingly large percentage of youths admitted to community alternatives programs over the last 7 years of the period. Their percentage nearly tripled, growing from 5% of total admissions in FY 1994 and FY 1995 to 15% in FY 2000.

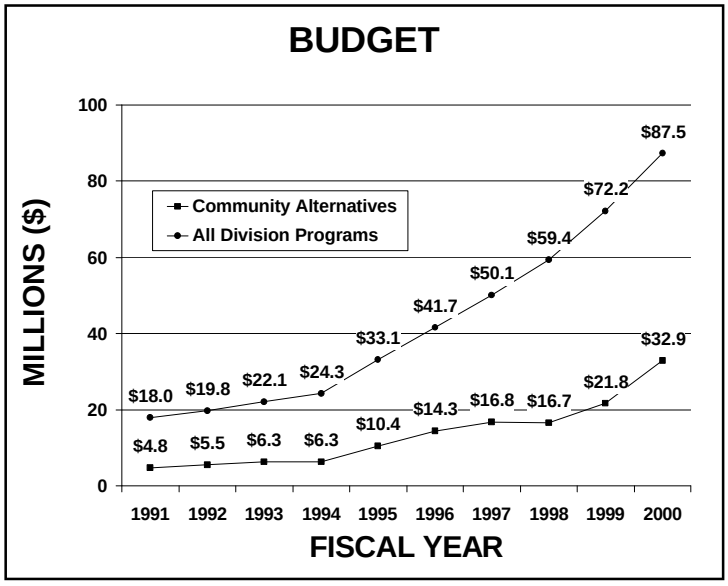
The **proportion of ethnic youth showed little net change over the period**. Ethnic youth represented 30% of admissions in FY 1991 and 27% in FY 2000. Between these years the percentage grew to a high of 36% in FY 1996 and then gradually declined to the FY 2000 level of 27%.

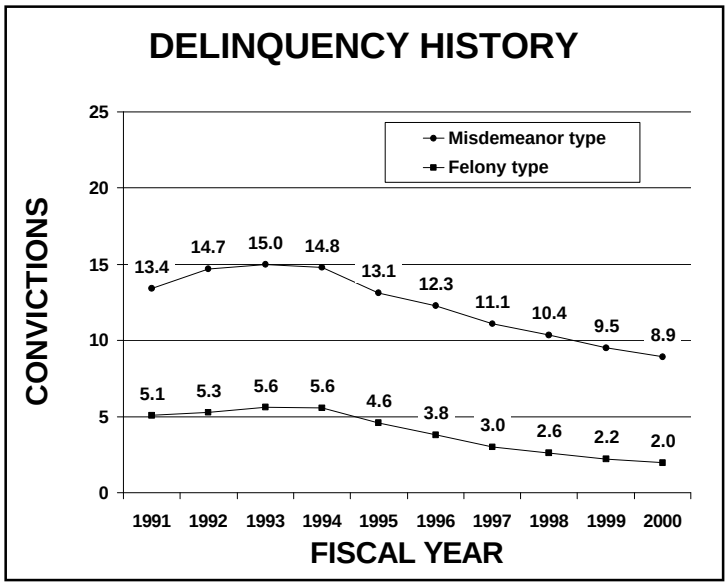
BUDGETARY TRENDS. Expenditures for community alternatives programs and the variety of services available grew steadily during the period. As represented in the chart at center right, the budget for community alternatives increased by nearly 600% between FY 1991 ($4,773,896) and FY 2000 ($32,949,470); surpassing the 350% increase in the overall Division budget over the same period. Thus, **the community alternatives budget has become an increasingly large part of the overall budget.**

Budget increases supported the large growth of youth in Division custody as well as enabling an enrichment of available community services. The 10-year period saw the development of specialized programming for girls, sex offenders, and youth with mental health needs. In addition, a residential work camp, Genesis, was started and contracts were established with out-of-state private providers for youth that otherwise might have been placed in secure care.

DELINQUENCY TRENDS. The average numbers of felony- and misdemeanor-type offenses at admission declined by over 40% across the period. As identified in the chart at bottom right, delinquency histories were stable for the first 4 years of the period before declining steadily through FY 2000. In a related trend, the percentage of **youths admitted with one or more life-endangering felonies declined** from a high of 44% in FY 1995 to a 10-year low of 27% in FY 2000.







PRIVATE PROVIDER CONTRACTS

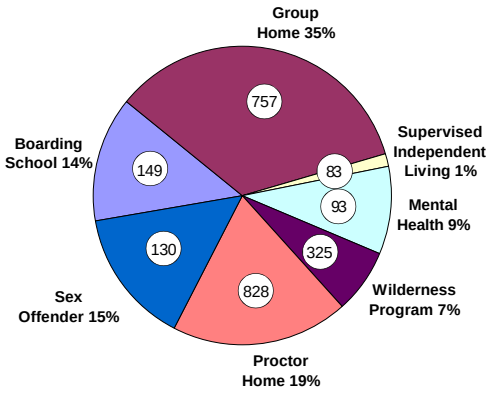
To develop the most cost-effective programs, the Division contracts with private agencies for many residential and nonresidential services. During FY 2000, nearly 46% ($40,002,255) of the Division's budget was spent on programs operated by private agencies. This included $31,390,062 for residential and nonresidential services provided in community settings (see figures below). Another $8,612,193 was spent on privatized facilities providing secure care, observation and assessment, and secure detention services. Overall, during FY 2000, expenditures for private services were about $11.2 million more than in FY 1999.

Division contracts with private programs providing community based services were originally established through a process of competitive bidding. Contracts were awarded for creative treatment approaches, as well as for more traditional group home and counseling services. The resulting service mix met the needs of the youths in Youth Corrections' custody relatively well. However, contracts awarded fixed payment for a set number of youths. Costs were the same whether a program cared for one child or the maximum number specified in the contract. Furthermore, the rate for all youths in a program was the same whether or not they needed all the services the program provided.

In 1986 Division administrators implemented an "open-ended" contract system. Contracts were open ended in that there were no guarantees for a set number of clients or set reimbursement. Maximum rates for a variety of services were identified through a survey of local market rates and a review of existing Departmental contracts. Using these new rates, the Division developed Requests For Proposals (RFP) for multiple bidders that were open for 3 years after issuance. Proposals were accepted and evaluated at regular intervals throughout the life of the RFP. This arrangement worked so well that the number of applicants meeting minimum requirements actually exceeded the Division's needs for services. To limit applicants to a reasonable number, the Division continued to write contracts with all qualified bidders who meet the conditions of the RFP and licensing requirements, but solicit new proposals only for a short time every 3 years. The flexibility of the current contracting strategy has greatly enhanced the Division's ability to respond to individual client needs in a cost-effective manner. As suggested in the charts below, the private sector has helped to develop a rich array of residential and nonresidential services.

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

RESIDENTIAL SERVICES



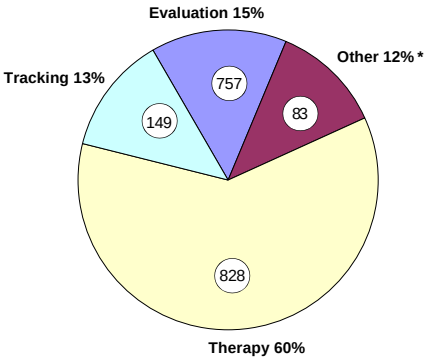
Encircled numbers represent the numbers of different youths receiving a residential service at some time during FY 2000.

* Total expenditures for contracted community based residential services was $28,514,516 during FY 2000.

* 1,766 different youths were treated in contracted residential programs and an average of 711 youths were in these programs each day of FY 2000.

* Based on a daily average of 711 youths in contracted, out-of-home placements, the yearly expenditure for each youth was $40,128 or $109.64 per day.

NONRESIDENTIAL SERVICES



Encircled numbers represent the numbers of different youths receiving nonresidential services at some time during FY 2000.
* Other includes payments for special needs.

* Total expenditures for contracted nonresidential services was $2,875,546 during FY 2000.

* 1,556 youths in Division custody received nonresidential services during FY 2000.

* Based on a daily population of 1,405 during FY 2000, the average expenditure for each youth was $2,047 or $5.59 per day.

OBSERVATION AND ASSESSMENT

Observation and assessment (O&A) centers provide a residential program that includes comprehensive evaluation and treatment planning. Youths receive psychological, behavioral, social, educational, and physical assessment. Based on the information that is collected, recommendations are made to the Juvenile Court for future treatment and placement. Centers also provide standardized programs to meet the educational and recreational needs of youths.

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

During FY 2000, seven different freestanding programs provided O&A services. The Division directly operated four of these; including three coeducational programs, one in each of the Division's three regions, and a facility in Region II designed specifically for girls. Three other O&A programs were operated under contracts with private providers: the Farmington Bay Youth Center O&A, the Copper Hills Youth Center O&A, and the North Bay Youth Center.

An O&A team building activity.

Additional O&A services were provided through satellite programs linked to multiuse facilities in Vernal, Price, Richfield, and St. George. These programs have helped the Division to provide more O&A services while keeping youths close to their home communities. During FY 2000, 32 different youths received these services. The average length of stay was 38 days.

Additional O&A resources will become available in the second half of FY 2001 with the opening of a new multiuse center in Richfield. The new facility will be able to provide O&A for up to 8 youths at one time.

Use of observation and assessment during FY 2000.

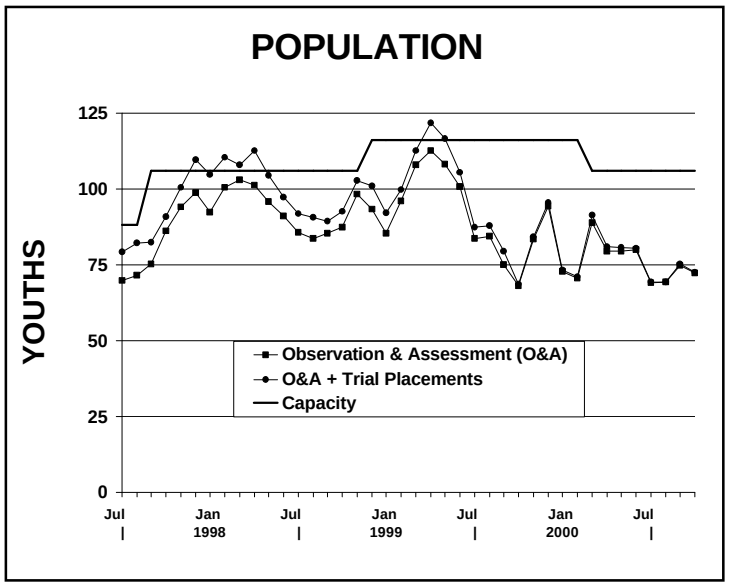
OBSERVATION & ASSESSMENT	CAPACITY	DIFFERENT YOUTHS SERVED	DIFFERENT YOUTHS ADMITTED	AVERAGE NIGHTLY BED COUNT	AVG NIGHTLY TRIAL PLACEMENTS	% OF DAYS OVER CAPACITY	AVERAGE DAYS IN PROGRAM[1]
REGION I O&A	26	155	136	16.3	.7	0%	46.8
NORTH BAY YOUTH CENTER[2]	10	35	24	7.2	0	28%	56.6
FARMINGTON BAY YOUTH CENTER	18	119	104	13.5	0	0%	48.6
REGION II O&A	16	110	97	11.3	.6	0%	47.2
REGION II GIRLS O&A	6	53	47	5.2	.1	0%	42.6
COPPER HILLS	24	119	103	15.5	.2	0%	55.3
REGION III O&A	16	120	110	12.0	.1	4%	40.6
TOTAL	116	703	613	78.2	1.7	0%	47.7

1 Averages were based on records of youths completing O&A programming by the end of FY 2000 and include time on trial placement.
2 The North Bay Youth Center operated during the first 218 days of FY 2000 before its contract was terminated as a cost-cutting measure. Numbers are based on the portion of the year the facility was open.

* 703 different youths were served in observation and assessment facilities during FY 2000. This was an all-time high number of youths and nearly 12% more than the number served in FY 1999.

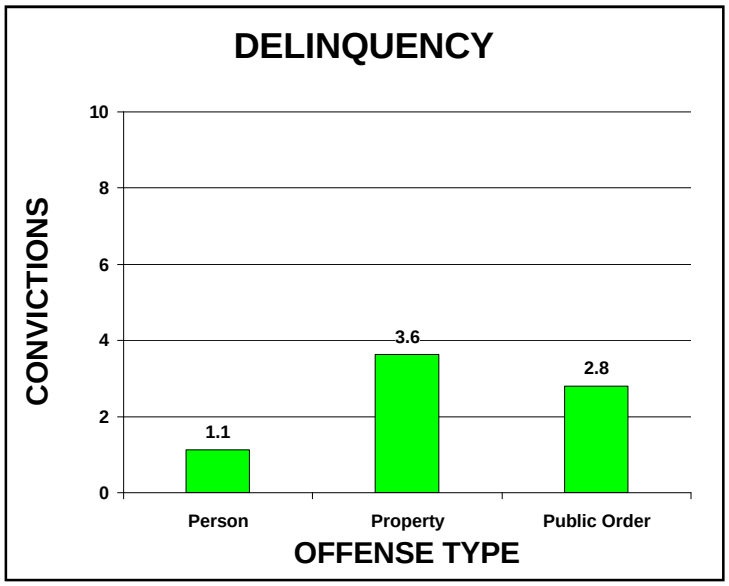
* Despite the historic high number of admissions, average nightly bed counts were the lowest since FY 1996. This is a result of legislation that limited length of O&A programming to 45 days (see also pages 17 and 36).

* Though individual facilities experienced minor overcrowding during the year, the system capacity of 116 youths was not exceeded during FY 2000. Overcrowding was most pronounced at the North Bay facility which was over capacity 28% of the time before closing in February, 2000.



* The figure at left represents the statewide average daily population in O&A and on trial placement for each month since July FY 1997. The capacity line identifies changes in the number of O&A beds in the system during the same period. Statewide, the Division currently operates 106 beds for O&A (following closure of the North Bay Youth Center in February, 2000).

* After reaching historic high levels in the first half of FY 1999, O&A population began a sharp decline that carried through the first 3 months of FY 2000. Population turned up in the next 6 months but ended the fiscal year in another decline that continued into FY 2001 (see also pages 17 and 36).



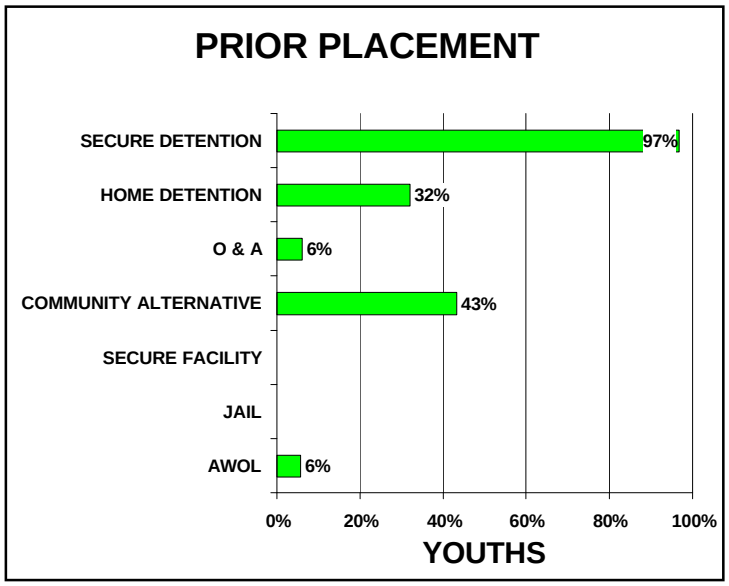
* Overall, youths admitted to observation and assessment in FY 2000 had an average of 7.5 felony- and misdemeanor-type convictions, a decrease of .8 convictions from FY 1999.

* The great majority of offenses (85%) were misdemeanor- and felony-type offenses against property or public order.

* Conversely, misdemeanor- and felony-type offenses against people represented only about 15% of the offenses in the youths' histories.

Though not shown on the chart:

* About 21% of the youths had one or more convictions for life endangering felonies (offenses against people).
* Youths admitted to O&A in FY 2000 were first found delinquent at an average age of 13; 64% of them were between 10 and 14 years old at their first delinquency.

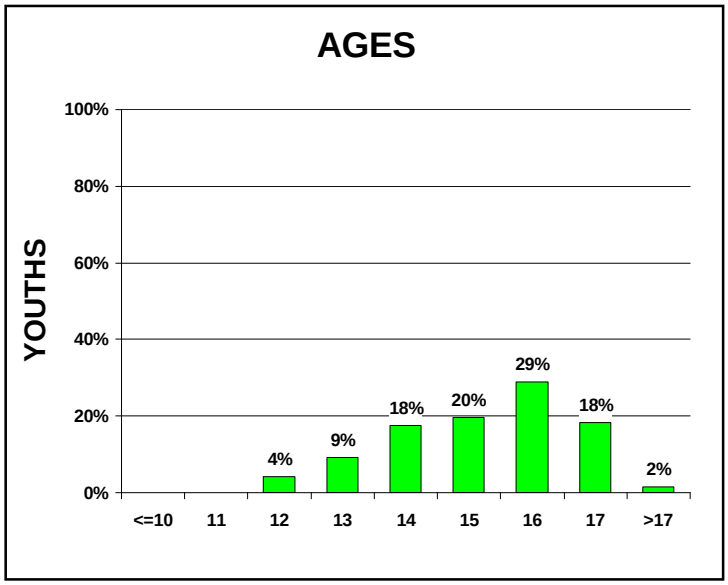


* Nearly all youths admitted to O&A during FY 2000 had previously been admitted to secure detention; 43% had previously been placed in a community alternative; and about 32% had been in a home detention placement.

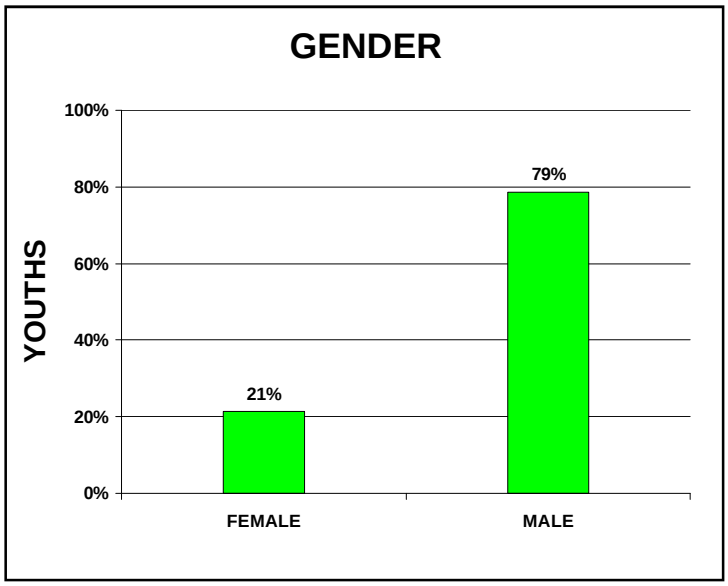
Though not shown on the chart:

* Most of these youths also had received services from other agencies in the juvenile justice system: nearly 59% had been on probation, over 23% had been in the custody or under supervision of the Division of Child and Family Services, and over 69% previously had one or both of these types of care.

* Youths admitted to O&A in FY 2000 ranged from 12 to 18 years old and averaged 15.7, about the same as in FY 1999. 67% were between the ages of 15 and 17.

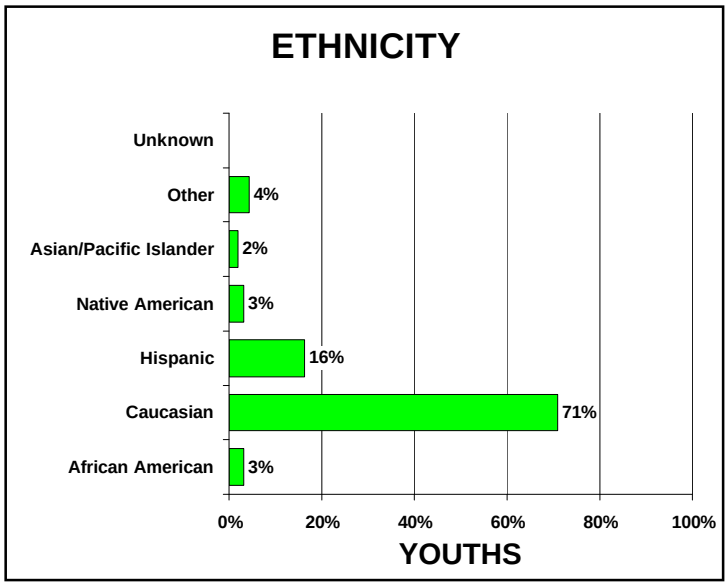


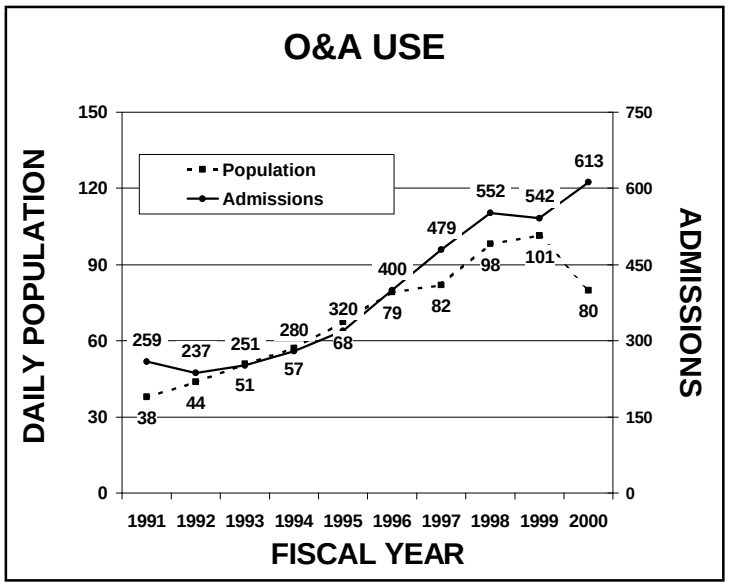
* The percentage of girls admitted to O&A was 21%. This number compares to 19% in FY 1999 and is nearly double the number in FY 1996.

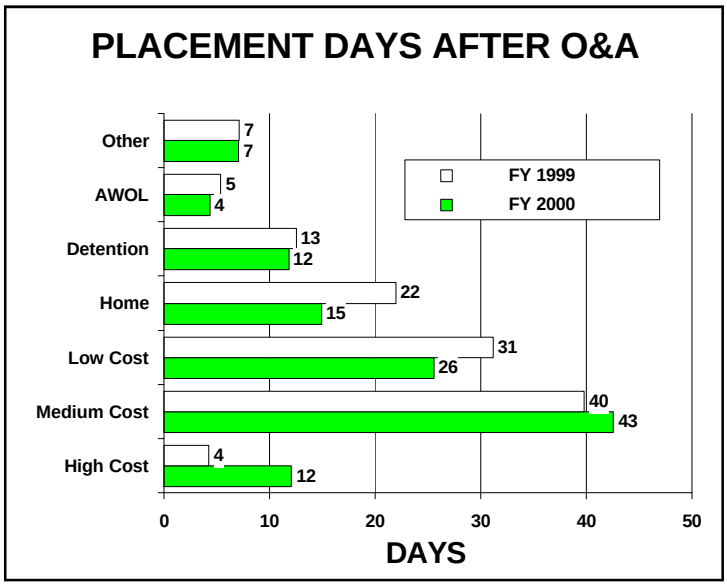


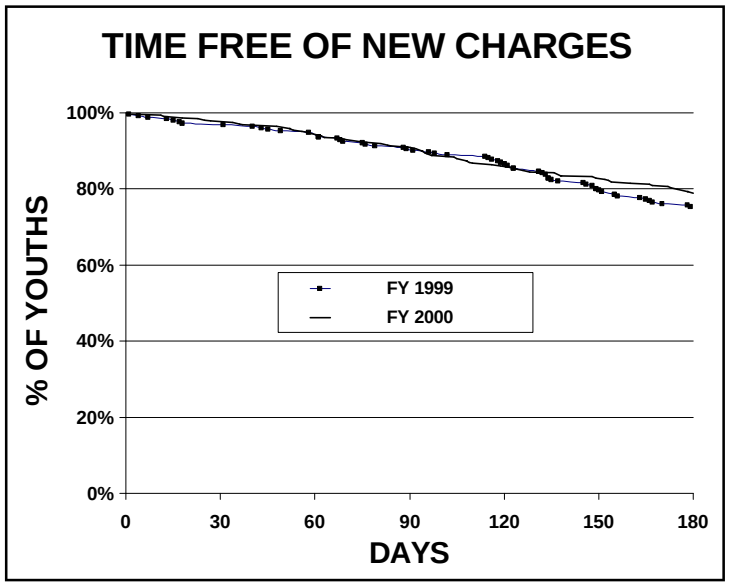
* As was true for community based alternatives and detention, minorities were disproportionately overrepresented in O&A. African Americans were placed over 3.5 times as often as would be expected based on their proportion in the population at large; Hispanics were placed nearly 2 times as often.

* In contrast, Caucasian youths were substantially underrepresented in their admissions. Only about 71% of youths admitted to O&A during FY 2000 were white; while, they represent about 86% of the population at large.









Changes in the O&A Process

As noted, observation and assessment (O&A) programs provide extensive psychological, behavioral, social, educational, and physical assessment. O&A programs report the facts of each youth's history, current circumstance, and recommendations for future programming to the Juvenile Court. Based in part on this input, the Court determines the youth's future treatment program and custody. Thus, the O&A process can have important and lasting implications for a youth's future supervision and rehabilitative programming.

Historically, a youth spent about 70 days completing the O&A process. The 1999 Utah State Legislature limited O&A programming time to a maximum of 45 days; though a single extension of 15 days can be authorized by the Juvenile Court at the request of the Division Director. The adjustment in program length was expected to increase efficiency of the assessment process by allowing more youths to be evaluated without increasing numbers of O&A staff and other resources and without affecting the quality of O&A services.

The new rule clearly has allowed more youths to be served with existing O&A beds. The chart at top left represents (1) the average daily O&A populations (dashed line) and (2) the numbers of admissions (solid line) for each year from FY 1991 to FY 2000. For most of the period, both measures grew at about the same rate. Admissions for FY 2000 continued to increase but average daily population dropped sharply.

A natural concern is that the quality of the O&A process would deteriorate because of the shortened assessment time. Recommendations for placement after O&A might be more or less restrictive than necessary to properly supervise youths and keep them out of further trouble. Early indications are that this has not been the case. The chart at center left compares the average number of days youths spent in various placements in the 6 months after O&A completion. Youths finishing O&A in the first half of FY 2000 were no more likely to be AWOL or spend time in locked detention than were youths who completed O&A in the first half of FY 1999.

In support of these observations, youths completing the O&A process in FY 2000 were no more likely to offend again in the short term. The chart at bottom left shows the proportion of O&A youths who remained free of new felony- & misdemeanor-type charges (excluding technical violations) across the 6 months after the start of O&A. Curves for the 2 years are indistinguishable through most of their lengths and are not statistically different overall.

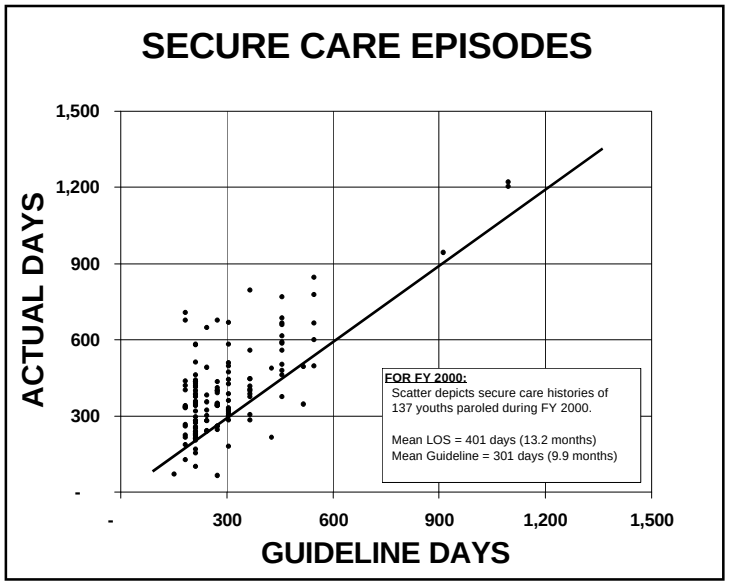
Experiences in the two years were not identical. Youths from FY 2000 were more likely to be placed in the highest cost out-of-home placements. Further, they were less likely to be placed in the lowest cost out-of-home placements or at home. Understanding the significance of these differences will require longer follow-up analysis.

SECURE FACILITIES

Secure facilities are designed for the long-term secure confinement of the most seriously delinquent youths. Programs emphasize secure, humane, progressive, and quality treatment. Confined youths are held accountable for their delinquent acts by confronting criminal thinking and antisocial behavior and by emphasizing accountability to victims through restitution programming. Counseling groups focus on many areas including the impact of delinquent behavior on victims, drug and alcohol treatment, social skills development, and transition back to the community. Individualized education programs also are provided while youths are in secure care.

The Division directly operates five secure facilities including: (1) Decker Lake Youth Center, (2) Wasatch Youth Center, (3) Mill Creek Youth Center, (4) Southwest Utah Youth Center, and (5) the Slate Canyon Youth Center. The Division also obtains secure care at the Farmington Bay Youth Center through contract with a private provider.

A community project at the Southwest Utah Youth Center.



The graph to the left compares actual length of stay in secure confinement with the length of stay guideline for 137 youths who were paroled from secure care during FY 2000. "Actual Days" includes time in a secure placement (secure facility and/or secure detention), but excludes time in the community on trial placement. "Guideline Days" represents the guideline for incarceration established by the Youth Parole Authority. Markers above the diagonal line identify lengths of stay (LOS) that were longer the guideline, markers below the line represent LOS shorter than the guideline, and markers on the line represent LOS equal to the guideline.

* Average LOS was more than 3 months longer than guideline and 82% of youths stayed longer than their guidelines.

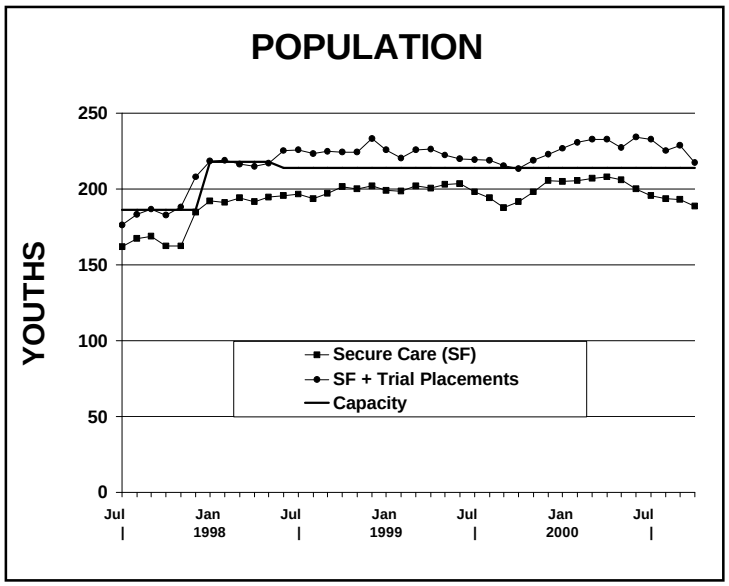
* Median LOS was 11.8 months. That is 50% of youths stayed more than 11.8 months and 50% stayed less.

Use of secure facilities during FY 2000.

SECURE FACILITIY	CAPACITY	DIFFERENT YOUTHS SERVED	DIFFERENT YOUTHS ADMITTED	AVERAGE NIGHTLY BED COUNT	AVERAGE ON TRIAL PLACEMENT	% OF NIGHTS OVER CAPACITY
Farmington Bay Youth Center	18	37	17	18.2	1.8	16%
Mill Creek Youth Center	42	94	59	39.9	5.0	2%
Wasatch Youth Center	56	120	78	48.7	3.4	0%
Decker Lake Center	56	111	72	50.4	4.4	1%
Slate Canyon Youth Center	32	77	47	32.4	7.6	40%
Southwest Utah Youth Center	10	16	6	10.0	1.1	1%
TOTAL	214	416	254	199.5	23.2	0%

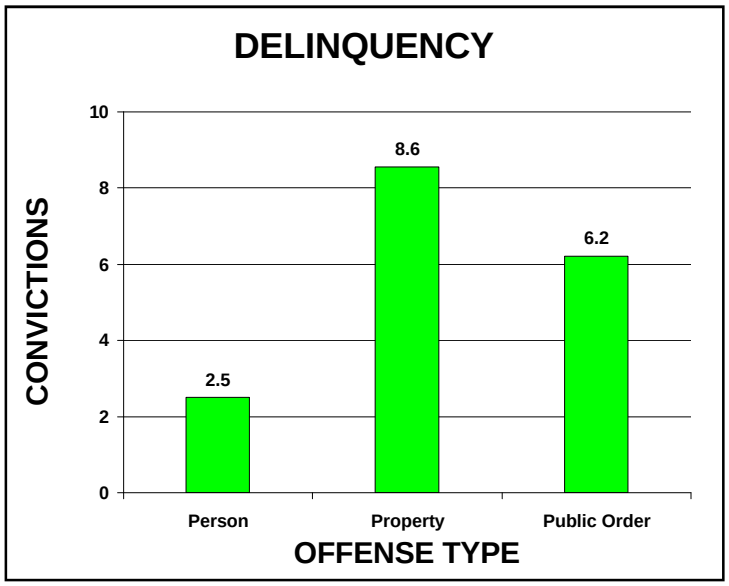
* An average of 199.5 youths were in secure care placement each night and 416 different youths were served during FY 2000. These numbers are nearly identical to the all-time high numbers in FY 1999.

* Overcrowding in secure facilities was rare during the year and the system capacity of 214 youths was not exceeded on any single night. Both the Farmington Bay & Slate Canyon facilities had some overcrowding but neither facility was more than two youths over rated capacity on any night.



* The figure at left represents the statewide average population in secure care and on trial placement since July FY 1998. The Capacity line identifies changes in the number of available secure beds during the same period. Statewide, there currently are 214 beds available for secure care.

* Although there is some month-to-month variation, the Division's secure care population appears to have plateaued during FY 1999 and FY 2000 at about 200 youths. This follows steady growth in FY 1997 and FY 1998.



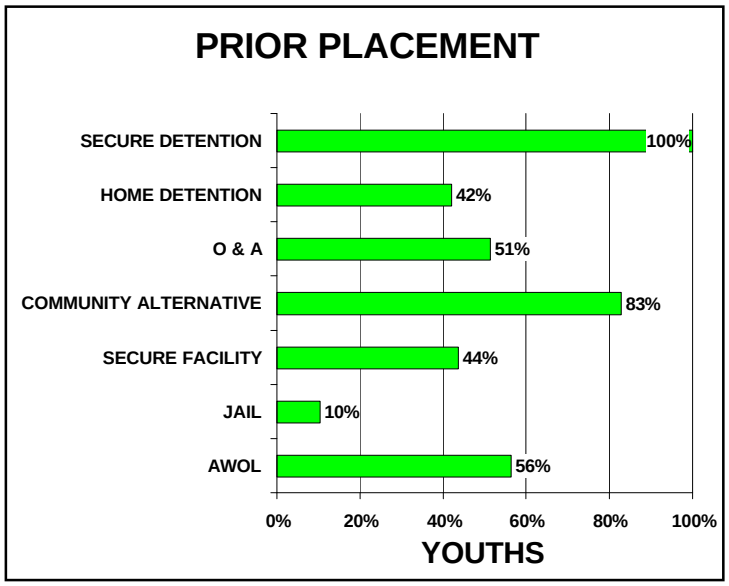
* Youths admitted to secure care in FY 2000 had an average of 17.3 felony- and misdemeanor-type convictions, a decrease of .7 convictions from FY 1999.

* The great majority of offenses (86%) were misdemeanor- and felony-type offenses against property or public order.

* In contrast, misdemeanor- and felony-type offenses against people represented only about 14% of the offenses in the youths' histories.

Though not shown on the chart:

* About 45% of the youths had one or more convictions for life endangering felonies (offenses against people).
* These youths were first found delinquent at an average age of 12.2; 72% of them were between 10 and 14.

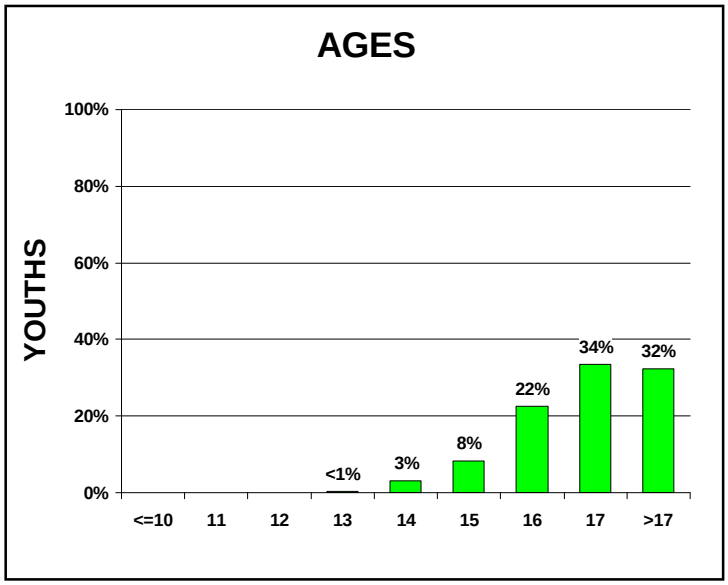


* Youths placed in secure care during FY 2000 had extensive histories of interventions and placements in Division programs. All had been placed in secure detention; 51% had been placed in observation and assessment (O&A); and 83% had been placed in a community alternative. Further, 56% had been AWOL from a Youth Corrections' placement.

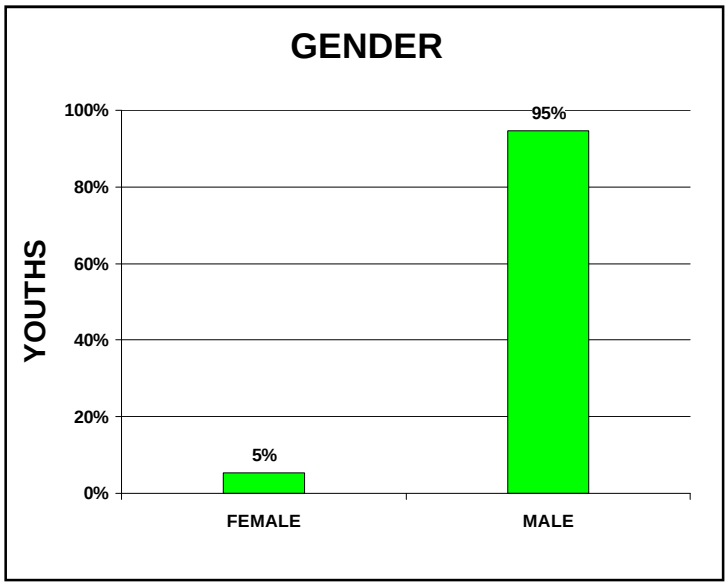
Though not shown on the chart:

* Most of these youths also had received services from other agencies in Utah's juvenile justice system: 75% had been on probation supervision, 30% had been in the custody or under supervision of the Division of Child and Family Services, and 86% previously had one or both of these types of care.

* Youths placed in secure facilities during FY 2000 ranged from 13 to over 18 years old and averaged 17.4 years. 56% were 16 or 17 years old.

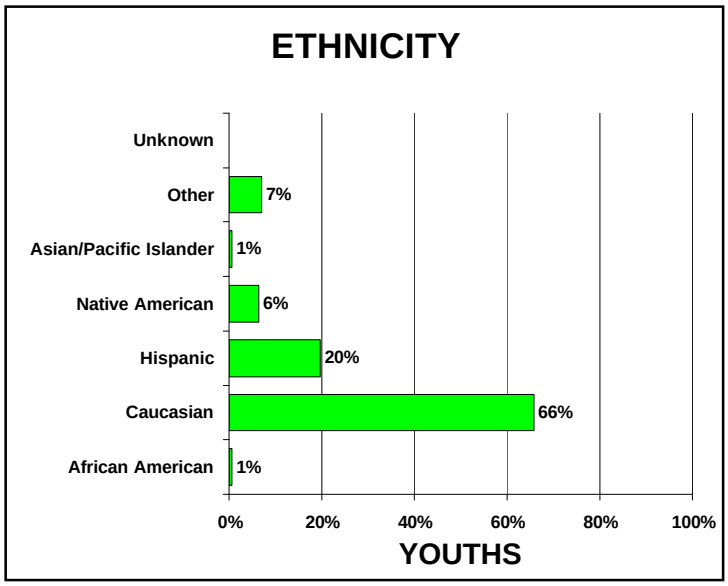


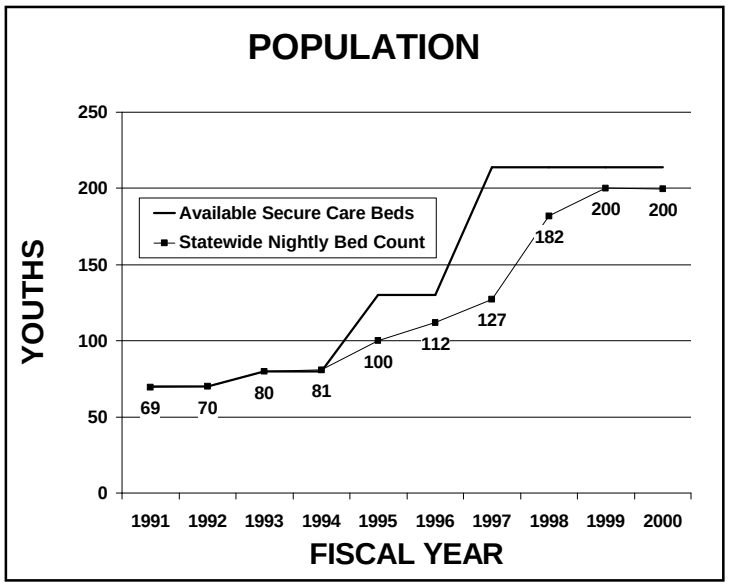
* 5% of all youths placed in secure facilities were girls. This is about the same percentage as in FY 1999.

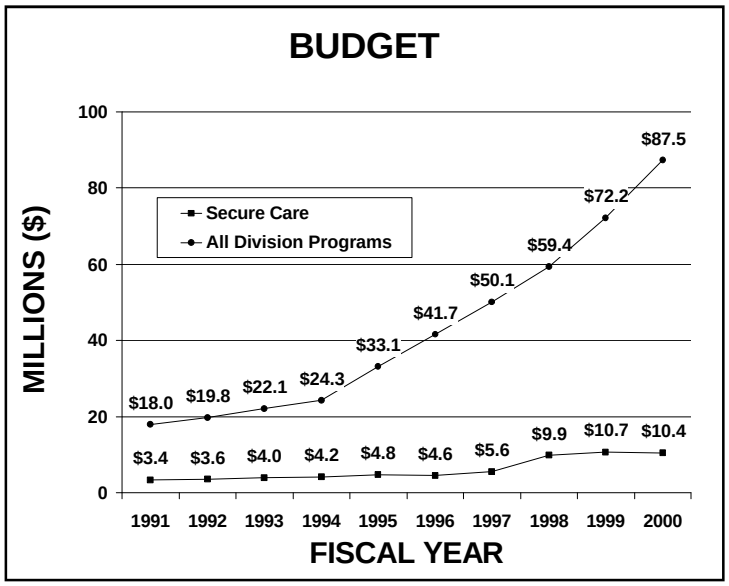


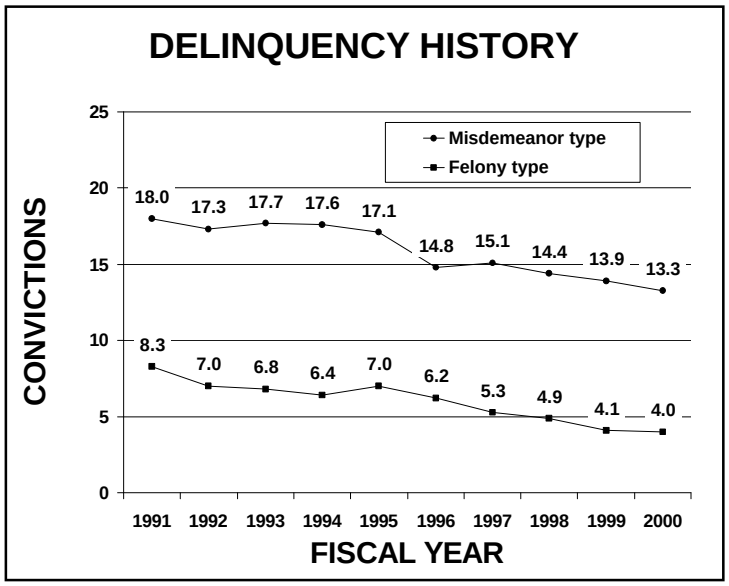
* Following a trend of many years, minorities were overrepresented in secure care placements. Hispanics were placed over 2 times more often than would be expected from their proportion in the population at large; Native Americans nearly 4 times more often than expected.

* About 66% of youths admitted to secure care were Caucasian. This is about the same as the number in FY 1999 and a substantial change from the historic low of 47% in FY 1996.









10-YEAR TRENDS

As previously noted, secure care generally is reserved for the most seriously delinquent youths. In most cases, these youths have received a variety of other services but continued to offend. Secure care is a last chance to get their lives in order before they are subject to adult courts and sanctions.

DEMOGRAPHIC TRENDS. The chart at top left represents the average numbers of youths in secure facilities between FY 1991 and FY 2000. **The population of secure care nearly tripled over the 10-year period,** from an average of about 69 youths a day in FY 1991 to 200 in FY 2000. Utah's population of 10-17 year olds grew only by about 3% over the same time (see "CHARACTERISTICS OF OVERALL POPULATION SERVED", page 12). The solid line identifies available secure care beds. **Secure care beds more than tripled over the period**, increasing from 70 in FY 1991 to 214 in FY 2000.

The average age of youths admitted to secure care gradually increased over the period; increasing from an average of 16.8 in FY 1992 to 17.4 in FY 2000.

The percentage of girls admitted to secure care varied considerably over the 10 years. They represented 3% or 4% each year between FY 1991 and FY 1996 before jumping to 11%, an all-time high number, in FY 1997. The percentage has been 5% or 6% in each of the last 3 years.

The proportion of ethnic youths admitted to secure care grew during the first 6 years of the period then dropped steadily over the last 4 years. Admissions of ethnic youth reached historic high levels in FY 1996 when they represented over half of all admissions. Admissions in FY 1999 and FY 2000 were at about 34%, lowest for the 10-year period.

BUDGETARY TRENDS. The chart at center left compares growth of budgets for secure care with those for all Division programs. **Budgets for secure care rose by more than 200% between FY 1991 and FY 2000** but did not keep pace with the growth of the Division's overall budget. Secure care represented about 19% of Division's total in FY 1991 but under 13% in FY 2000.

Secure care programs diversified during the last 10 years to better serve special needs of different groups. For example, programs at the Southwest, Wasatch, and Farmington Bay Youth Centers specialized in sex-offender programming. The Wasatch Center also dedicated wings to care of girls and youths in transition back to the community.

DELINQUENCY TRENDS. As identified in the chart at bottom left, **average numbers of felony- and misdemeanor-type offenses at admission declined across the period;** total offenses dropped from an average of 26.3 delinquency convictions in FY 1991 to 17.3 in FY 2000. In a related trend, **the percentage of youths admitted with one or more life-endangering felonies declined** from a high of 73% in FY 1995 to an 8-year low of about 45% in FY 2000.

YOUTH PAROLE AUTHORITY

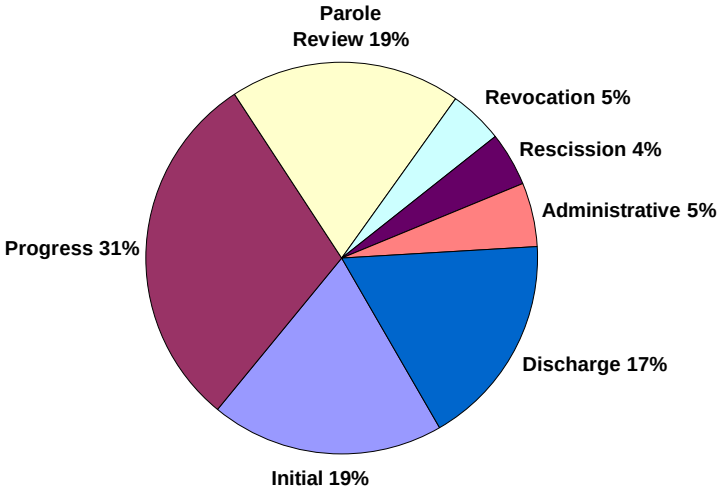
Youths committed to secure care come under the jurisdiction of the Youth Parole Authority. Authority members are citizen volunteers selected by the Governor and confirmed by the Utah Senate. Members represent the diversity of Utah's population and speak on behalf of stakeholders across the state. Currently, the Youth Parole Authority is authorized to have ten full members and five pro tempore members.

The Youth Parole Authority establishes length of stay guidelines for youths newly committed to secure care. Thereafter, the Authority monitors each youth's progress, and determines the timing and conditions of release and termination of custody from secure care. Information is gathered and decisions are made at Authority hearings held regularly at each of the Division's six secure care facilities. Individual hearings require a minimum of two Authority Members in attendance. The meetings are conducted with the assistance of the Authority's Administrative Officer or one of her assistants.

Consistent with the practices of the Division, the Authority subscribes to the Balanced Approach of the Restorative Justice Model. Guidelines for length of stay and conditions of release are based on the Balanced Approach principles of community safety, accountability, and competency development. In addition, the Authority has worked with secure care staff to increase opportunities for youths in these areas. For example, recent efforts to increase accountability have resulted in development of victim mediation programs across the state. Further, the Authority has helped raise awareness and locate resources for educational and vocational programming in secure facilities.

Additional information regarding the Youth Parole Authority, its practices, and policies is available on the Authority's web site at ***http://www.hsdyc.state.ut.us/ypa.htm*** for additional information. Individuals interested in serving on the Youth Parole Authority may contact the Authority's Administrative Officer (see Resource Directory for address, page 55).

YOUTH PAROLE AUTHORITY HEARINGS



In FY 2000:

* The overall number of hearings increased 6.5% from 957 in FY 1999 to 1,019 in FY 2000.

* The Youth Parole Authority held initial hearings for 195 newly committed youths and discharged 177 youths from Youth Corrections' custody.

MEMBERS OF THE YOUTH PAROLE AUTHORITY

JOEL L. MILLARD, D.S.W.
Chair
Sandy, Utah

CHARLES H. SEMKEN
Vice Chair
Price, Utah

GUSTAVE VERRETT
Vice Chair
Washington Terrace, Utah

TYRONE J. ARANDA
Layton, Utah

ALVIN W. EMERY
Sandy, Utah

RANDY J. ENCE
Cedar City, Utah

SAL F. JANSSON
South Jordan, Utah

CALVIN C. CLEGG
Salt Lake City, Utah

VERONICA THOMAS
Syracuse, Utah

DOYLE E. TALBOT
Layton, Utah

YOUTH CORRECTIONS' SPECIAL SERVICES

PREVENTION PROGRAMS

During 2000, the Division was involved in a wide variety of prevention activities. The Nationally celebrated, "Make a Difference Day", Saturday, October 28th, allowed a special opportunity for youth in DYC Programs to give back to the community. Many of our programs had special activities in which custody youth participated. Many of the facilities in Region III joined to help make articles for the 2002 Olympic Gift Bags that will be given to athletes participating in the games. Items to be presented include "teddy bears" sporting a Utah logo and glass etchings depicting a Utah wilderness scene. Fur fabric is being donated from the community. The Volunteers from the community have volunteered to sew the bears. Others have donated the glass and offered to cut them for the ornaments. Volunteers will help Division youth learn how to assemble and finish the gifts. The work is expected to be finished by the summer of 2001, and then officially will be donated to the Olympic Committee. This project has already involved over 100 volunteers, and many more are expected to participate before the task is complete.

Along with the rest of the community, the Division wishes to make the Olympics a great experience for Utah and all those who will visit from all over the world. At the same time, it also can be a great opportunity for youths in Division care. Projects such as the one just described allow youths to give something back to the community and feel the sense of accomplishment that comes from service, and helping others. Those who make use of the opportunity will always be able to look back at this event with pride and be able to say, "That was one time I was able to make a difference."

Another prevention initiative the Division supported in FY 2000 was the Burgers for Bikes/Bikes for Kids campaign. For the fourth consecutive year, Red Robin Restaurants, and the Division of Youth Corrections collaborated with Aardvark Cycle to provide 200 plus bikes and helmets to disadvantaged youth. During the summer, Red Robin Restaurants collected used bikes in exchange for free hamburgers. Many of the used bikes along with new bikes donated by numerous sponsors were taken to the Decker Lake, Genesis Youth Center, Slate Canyon Youth Center, Mill Creek Youth Centers, Cache Valley's Copper Springs outreach program and our new Lightning Peak Youth Program. Under the direction of technicians from Aardvark Cycle, youth in the centers repaired and assembled the bikes. Deserving youth were gathered together and given the bikes and safety helmets in a ceremony on August 19th at the Red Robin Restaurant at Provo Town Center in Provo. A 2nd celebration was held in West Valley on August 26th. Police officers from local jurisdictions, Aardvark Cycle personnel, and Youth Corrections staff helped fit helmets. The police officers also provided brief lessons in bicycle safety. Overall, the initiative provided an important and productive opportunity for public and private cooperation and undeniably brightened the lives of the 200 youth who participated. Unclaimed bikes were donated to Catholic Community Services refugee program where they were very much appreciated.

The annual Burgers for Bikes/Bikes for Kids project.

VOLUNTEER PROGRAMS

The Division of Youth Corrections recognizes the great value a strong volunteer program provides to delinquent youths and is committed to using volunteers wherever possible. Volunteers have a wide variety of skills to offer and they often lead activities such as arts and crafts, recreation, homemaking, money management, and personal development. These activities assist Division efforts to provide youths opportunities for competency development. Volunteers have provided treats and birthday cakes for youth in custody, made quilts for the beds in facilities, served as foster grandparents, helped youth find and keep jobs, and provided many other intangible services. The Division has a variety of ongoing volunteer programs both in the community and in facilities. Volunteer coordinators in each of the facilities help train and place volunteers in appropriate settings.

In a collaborative effort with Big Brothers Big Sisters, the Division of Youth Corrections has a mentor program in the Decker Lake, Wasatch, and Mill Creek Youth Centers. Mentors donate at least 1 hour a week to befriend an incarcerated youth. Mentors talk, play games and play a supportive role in a youth's life. On a youth's release, mentors maintain contact, act as job coaches, and generally provide support.

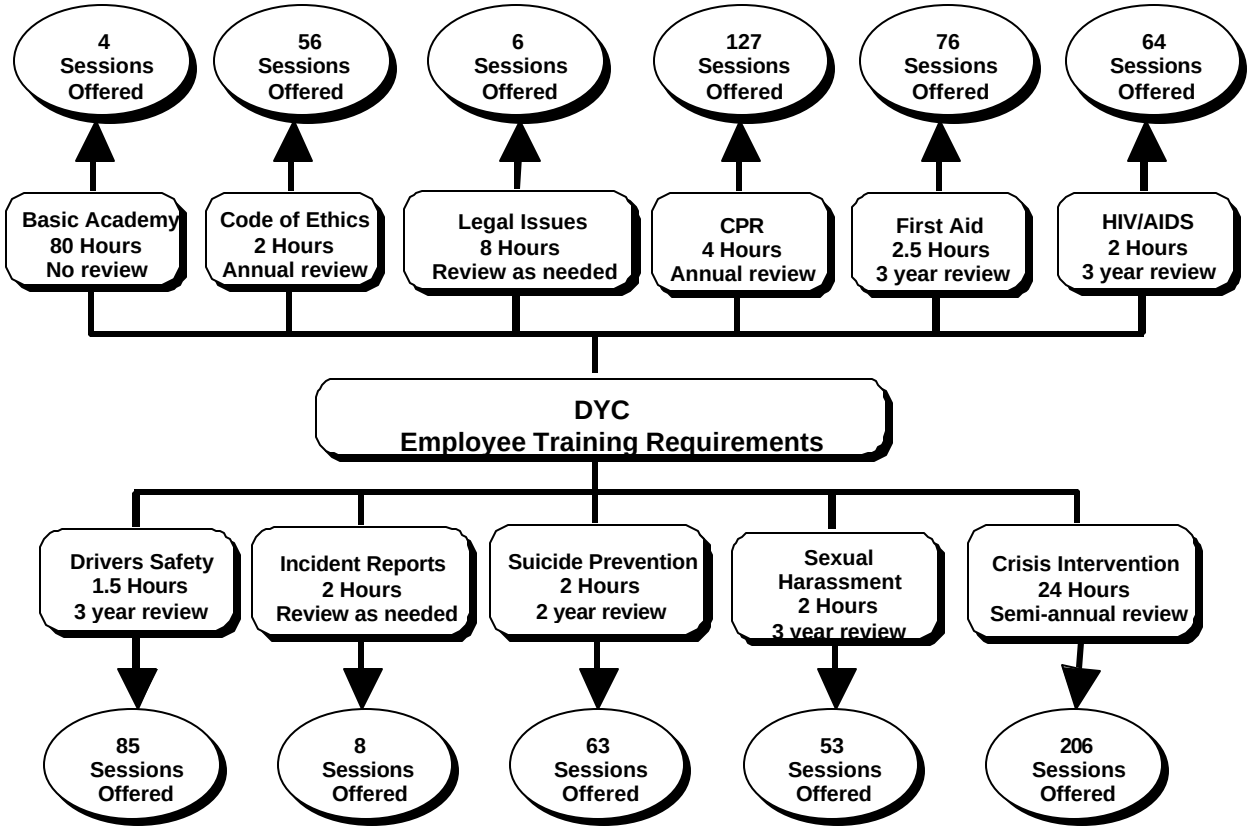
The Division also continues to support the Utah Mentor Network and their work with volunteers. Public television supports the efforts of the Network and the Division to raise volunteers in its annual "Volunteer for Utah's Kids" telethon.

OFFICE OF 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 2000, the Division supported 766 training sessions on mandatory topics and 793 in-service training events, providing 67,852 individual training hours. Courses considered mandatory for Division staff, and the number of training sessions held in FY 2000, are identified in the figure below. New full-time staff are required to complete the Division's Basic Orientation Academy during their first 6 months of employment. Four Academies were held this year, with 139 staff completing the training. Following their first year, staff are required to complete a total of 40 hours of in-service training per year. Support staff are required to complete 20 hours per year. Part-time staff receive training commensurate with their duties. During FY 2000, 98% of employees successfully completed their required in-service training.

Private providers who contract who contract with the Division to provide services to youths have similar training requirements for their staff. The Division Training Unit supported these requirements by providing 152 private providers with mandatory training in Suicide Prevention, Personal Protection, Legal Issues, Code of Ethics, Sexual Harassment, HIV/AIDS, and Positive Control Training.

Youth Corrections' mandatory training.



Other notable achievements of the Training Unit during FY 2000 include:

(1) A 2-week (80 hour) supervisory academy was held for current, new, and aspiring supervisors. 30 staff completed the program.

(2) Four specialty conferences were conducted each covering issues and topics appropriate to different program areas. Collectively, 675 staff attended the events.

(3) Advanced Skill Enhancement Seminars were held for senior staff. Individual seminars focused on separate topics including: Activities that Teach, Working with Belief Systems, Drug Awareness Recognition Training, Sex Offender Training, Methamphetamine Labs, Impact of Crime on Victims, and ADD/ADHD Training.

(4) Joint training with the Juvenile Court was implemented, providing 42 training sessions attended by 1,046 Division and Court workers.

(5) The Division's Educational Assistance Program was continued for full-time staff completing college degrees or courses in specialities that will assist them in their current positions. A sum of $138,056.69 was committed for support.

(6) A Crisis Intervention course was designed for DYC staff who are employed in community settings. In working with the youth in Division care, their families and the general public, staff may encounter hostile and potentially violent situations. This one-day course provides staff with the basic skills to be mentally, emotionally, and physically prepared to respond to potentially dangerous situations in as safe a manner as possible. The Division offered this course nine times to a total of 285 staff.

(7) The Training Unit helped the Division received a grant from the Utah Board of Juvenile Justice to provide training in working with the juvenile female offender. A Statewide Conference entitled "Voice Lessons" was conducted to assist staff who work with Juvenile Female Offenders. The training was open to all staff who work for the Division, the Juvenile Court, the Division of Child and Family Services, and private providers.

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 the youths' empathy for their victims. In addition, restitution programs have been created at all levels of the continuum of care, including detention, observation and assessment, and secure care.

Substantial restitution was paid to victims of crime in each of the last several years: $154,768 in 1994; $227,038 in 1995; $259,798 in 1996; $247,732 in 1997; $318,473 in 1998; $303,674 in FY 1999; and $329,047 in FY 2000. Funding for the payments primarily comes 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.

OFFICE OF RESEARCH, EVALUATION, AND PLANNING

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

REP has the responsibility for conducting and overseeing research and program evaluation involving Division clients, programs, and staff. A key part of this responsibility is the maintenance and development of Utah's Juvenile Information System (JIS). The JIS is a centralized data base shared by the Division and the Juvenile Court that tracks interactions with delinquent youths. A major redevelopment of the JIS began in FY 1999 when the Division and the Juvenile Court jointly began the design phase of the project. Although the project is expected to take several years, a phased release of new programming is expected in early 2001.

REP also helped the Division meet a variety of other service, research, and information needs. The Office supplied Division staff with reports, answers to queries, technical support, and engaged in research on a daily basis. In addition, REP produced the Division's 18thAnnual Report. Members of the REP served as staff to the Utah Sentencing Commission, the Department of Human Services' Outcome Measures Committee, the Department's Strategic Planning Committee, and the Protection of Human Rights Review Committee.

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

OFFICE OF QUALITY ASSURANCE

The Division of Youth Corrections is dedicated to providing quality services to youths and to the community. The ongoing efforts in Quality Assurance help meet this goal.

The Office of Quality Assurance is charged with the responsibilities of monitoring, inspecting, and reviewing the daily operations of programs that provide services to delinquent youths to ensure program compliance with approved standards, contract requirements, and with local, state and Federal law. Other functions of the office include (1) internal investigations of incidents, concerns, and complaints within state and privately operated programs, (2) documentation and reporting of investigations, (3) monitoring compliance with the Federal Juvenile Justice and Delinquency Prevention Act , and (4) coordinating through the Division regarding the Government Records Access and Management Act (GRAMA), and the Americans with Disabilities Act (ADA).

The Office of Quality Assurance takes an active role in the monitoring, evaluating, and licensure of programs that provide

services to delinquent youths. Utah statute requires that all facilities and programs serving juveniles meet specific standards and be licensed or certified by the Division. The Office coordinates with the Department of Human Services' Office of Licensing to provide licensure of private youth treatment programs based on standards approved by the Board of Youth Corrections. These include Residential Treatment, Day Treatment, Outpatient Treatment, Outdoor Programs, and Child Placing programs. The Quality Assurance Unit is charged with the responsibility of ensuring that all programs and persons serving youthful offenders meet the appropriate standards and are properly licensed or are certified. The Division currently contracts for program services from 64 private agencies located throughout the State, and with 15 different licensed professionals. These individuals and programs provide over 30 different residential and nonresidential services at well over 100 different locations throughout the state. Annual compliance reviews, and regular monitoring of programs, facilities and services are conducted by Quality Assurance staff.

The Office of Quality Assurance also reviews programs operated by the Division. Existing standards and policies for program services such as detention, multiuse, long-term secure facilities, Observation and Assessment Centers, and Genesis work program are used to evaluate these programs. Standards and policies for other work programs and for short-term community programs are being developed to meet ongoing needs.

Regional Management Auditors assigned to the Office of Quality Assurance have the responsibility to monitor program operations within their assigned regions, and may also provide statewide assistance as needed. The benefits of having specialized staff have included: (1) more thorough reviews being conducted, (2) more professional handling of incident reports and complaints, and (3) better availability of technical assistance in meeting contract requirements.

Over the last several years, a growing source of funds for Division programming is the Federal funding through Medicaid. To be eligible for these resources, programs operated by or for the Division are required to comply with Federal Medicaid requirements. The Office of Quality Assurance is charged with the task of ensuring program compliance with these precise requirements. A Program Coordinator with expertise in Federal Medicaid requirements is assigned to the Office. The coordinator audits and reviews all Division case management staff and all private programs contracted to the Division for compliance with Medicaid standards. This year all youth programs and all region case management teams were reviewed at least once. Technical assistance was provided to case management staff and private providers to ensure compliance with standards.

Specially trained staff within the Office of Quality Assurance conduct internal investigations into complaints, concerns, and major incidents that involve any of the Division programs or facilities, including private contracted programs. These investigations provide Division administration with the information necessary to identify problem areas and make appropriate changes to improve services. When necessary, Division investigators work with local law enforcement, or other outside agencies to ensure the proper handling of all concerns.

The Office of Quality Assurance continues to monitor all secure adult and juvenile facilities for compliance with the Federal Juvenile Justice and Delinquency Prevention Act. Intensive monitoring efforts over a number of years have helped Utah achieve and maintain compliance with the Act and have enhanced protection of youths and the community. As a result, Utah is eligible for Federal grants that assist in the development and operation of many essential and effective youth treatment programs. To help maintain compliance with the Federal guidelines, the Division has continued to receive some of the grant funds to prevent the placement of youths in adult facilities and to provide consultation, education, and assistance in appropriate detention practices. Following Utah statute and standards consistent with the Act, two jails in rural areas are approved by the Division to confine (for up to 6 hours) youths charged with delinquent acts while efforts are being made to release or transfer these youths to juvenile detention centers. In addition, 10 holding rooms located in local law enforcement agency facilities are certified to confine (for up to 2 hours) youths charged with delinquent acts while arrangements are being made for release or transfer to a youth facility.

RECENT AND ONGOING PROJECTS

NORTHERN REGION OUTREACH

The Outreach programs in the northern tri-county area have been providing services to Box Elder, Rich and Cache counties for approximately 3 years. The outreach program consists of five programs: Community Based Placement; Detention Diversion; State Supervision; Home Detention; and the Competency Development, Accountability, and Community Protection program (CAP). CAP adheres to the Restorative Justice Model and encompasses: Competency Development through a menu of skill development groups and experiential activities based on the needs of each individual youth; *Accountability* is determined for each youth by identifying victim impact and court-ordered obligations, restitution, and opportunities to perform community service. *Community Protection* is addressed by determining the youth's level of risk and establishing a supervision/ monitoring protocol defining the number and type of contacts the youth receives each day.

Each youth in the Outreach programs has an individualized correctional plan. The plan is developed from a thorough analysis of case history, risk and needs assessment, and other data. With the plan a heavy emphasis is placed on the victim's needs. The Cache County Victim Services, the Victims Offender Mediation Program, and a panel of eight Youth Corrections workers, have worked together to better analyze and coordinate services to offenders and victims.

All Outreach programs operate on a daily basis and provide work crew opportunities five days a week. Daily intermittent ratings and assessments provide valuable information and measure progress for each youth. Youths in all programs are rated daily for positive behavior above and beyond expected progress; neutral for expected behavior; or for negative performance and attitudes. This rating protocol provides daily feedback to the youths, allowing them to focus on their own progress while repaying their victims. The ratings also encourage them to interact appropriately with peers and be active members of a team and society.

In FY 2000 the Outreach staff served a total of 575 youths. During July 2000 the numbers were as high as 163 a day. These youths completed a total of 18,240 community service hours. Some of the work sites and projects included the local recreation center, swimming pool, senior citizen center, graffiti cleanup, Adopt a Highway, Meals on Wheels, trail development, campground maintenance, and our yearly Burgers for Bikes project.

The Outreach programs provided 58, 8-week education and prevention groups to youths and their parents. These groups were designed to meet the needs of the youths in the programs based on risk and needs assessments. These groups provided opportunities for competency development through skill development and experiential activities.

A Success Story: A female was ordered into the Box Elder Diversion program in December 1999 because of a long history of truancy. She was not quite 16-years old and had problems with depression as well as self-mutilation. At the beginning, she kept to herself and had a tough time adjusting in her role as a team member in the Diversion program. She continued to have problems with her school attendance and was often sick. As a result her progress in the Diversion program was slow. A contempt charge was filed when she failed to attend school. She appeared in court in March 2000. The Judge ordered her to continue in Diversion. The judge also stayed an order to detention on the condition that she complied with court requirements.

That same day, she returned to school after court and met with three of her good friends. She and her friends decided to slough school, As they drove from the school they were hit broadside by another car. She received a severe closed head injury, a fractured pelvis, and fell into a coma. She awakened 2 days later in intensive care where she stayed for several more days. Then, she was transferred to another hospital for rehabilitation. While rehabilitating, she was visited regularly by Diversion staff. She had to learn to walk again and how to do many daily tasks. Although progress seemed slow, she continually stated, to both staff and to her parents, that she wanted to come back to Diversion and finish out her court order.

In April, she began to attend Diversion's weekly group sessions. By May, she was able to come back to the program full-time and staff noticed a difference in her personality. Once a reluctant team member, she now had become a leader. The same determination that got her through her rehabilitation had carried over into the Diversion program. During conversations with her, she often stated that she had some sort of "awakening" because of her accident and that she was determined to make some positive changes in her life. She successfully completed the Diversion program 7 months after she started.

In the aftermath, she has enrolled in a private school and is working toward graduating from high school. She has maintained a part-time job at Kmart and seems to enjoy her work and a new look on life.

PARAMOUNT REFLECTIONS

The Paramount Reflections Program was designed to provide specialized programming and care for females who could be placed in the community or at home. It is a low cost alternative for many girls who traditionally have been placed in group homes or mental health residential settings. The dramatic rise in the number of females committed to the custody of the Division during the past few years has given rise to the need to provide programming that meets the unique

needs, problems, and situations of this population. In its first year of operation, Paramount Reflections has developed specific programming to address basic educational, health, social, recreational, spiritual, and emotional needs of girls.

Specific programming addresses pregnancy, childbirth, and parenting, and has become an important component of the Reflections curriculum. The program frequently has girls who are pregnant or already have children. Substance abuse and sexual and/or physical abuse also are treatment issues common to nearly all girls in the program.

The Reflections staff has developed a transition program for girls being released from long-term secure facilities. Transition groups are held weekly in the facility where reentry issues are discussed and planning takes place. Transition plans are developed in conjunction with secure facility staff, anticipated problems are addressed, and the youths meet and develop relationships with the Reflections transition staff.

During FY 2000, girls placed in the Paramount Reflections program completed over 1,000 hours of restitution in the community. Although restitution activities have occurred throughout the northern part of the state, the primary focus has been in the Davis and Weber County area. Some of the more noteworthy projects included repainting over 100 fire hydrants for the city of Layton. The fire hydrant project will be an on going restitution project. When weather allows, the girls wash and wax fire trucks for the City of Layton. The Reflections girls also have donated time and performed restitution at living centers for seniors in Bountiful and Layton. They help serve meals, read to the residents, and participate in other activities. They have stocked shelves and put together “care bags” at the food bank in Layton. The girls routinely pick up trash from the streets near the Reflections Center and from a local mall. They provide service and care to children of battered women at the Your Community Connection Center by reading books, providing structured activities, and playing with them. In addition, the girls clean, plant, paint, and provide other services to the Greater Ogden Nature Center. The girls have been working at the Humanitarian Center making school packs and infant care packages for children in third world countries. Finally, the girls cleaned ponds, trails, and campsites at Jordanelle State Park.

LIGHTNING PEAK

Lightning Peak served several hundred youths in the Division's Region III during FY 2000. The facility operates four major programs for youths.

(1) Home detention monitors the whereabouts of youths and insures that they are under 24-hour-a-day house arrest and supervision.

(2) The Alternative program provides the same services as home detention but requires youths to attend after school and weekend programming consisting of community service and life skills. Drug testing and electronic monitoring are available through these programs.

(3) The Lightning Peak Youth In Custody School Unit is a joint program with DCFS and Provo School District. Youths served by the school are either in state custody or are youths in Provo school district who have major discipline problems.

(4) Strawberry work camp is a summer work program for girls. Traditionally the camp has been a 24-hour-a-day, 7-day-a-week program. Because the residential facilities were being remodelled during the summer of FY 2000, the camp served as a day program, 8 hours each day and 5 days a week.

JUVENILE INFORMATION SYSTEM

The information system currently used by the Division of Youth Corrections and the Juvenile Court is over 20 years old and has undergone numerous revisions. When, after a careful assessment, it was determined that the existing system could not be enhanced further, the Division joined with the Juvenile Court in a partnership to develop a new system.

The overall goal of the joint effort is to build a complete system for all juvenile justice and child welfare information and permit the sharing of all appropriate information among state and local governmental organizations. Three working objectives have been established: 1) to upgrade the technology and functionality of the current Juvenile Information System, 2) to design and create a case management system that will enhance the usefulness of the Juvenile Justice Information System, and 3) to enhance communication and cooperation between the government entities chartered with providing juvenile justice and child welfare in Utah.

System development is proceeding in four phases: analysis of current processes, system design (technical solutions), testing, and implementation.

Analysis of current processes began in January 1999 and included extensive interviews with all levels of users. The focus of the interviews was to discover exactly what tasks juvenile justice workers perform and how a system might best aid their day-to-day efforts.

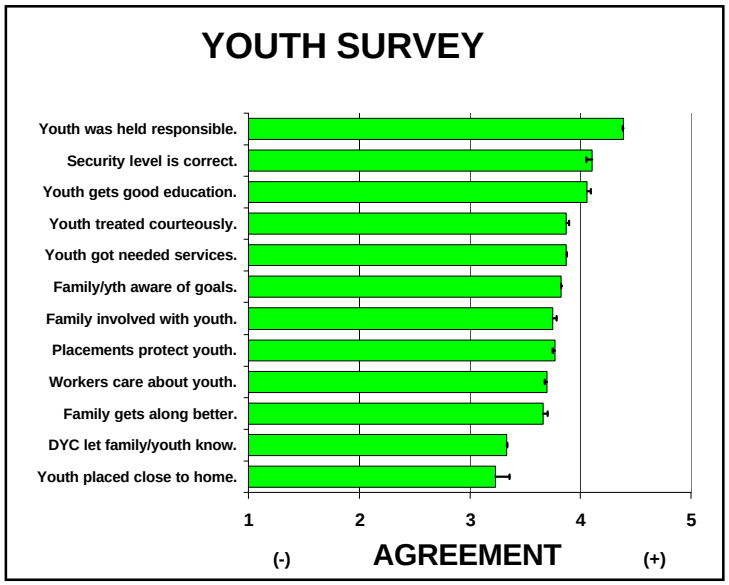
System design started in early 2000. This phase of the project involves meetings between users and programmers on different project parts or modules. This process is referred to as “ joint application design” and is expected to continue through 2001. Testing and implementation phases will follow as each module is developed. A phased release of the first modules is planned for the beginning of 2001. The project currently is on budget, on schedule, and on track.

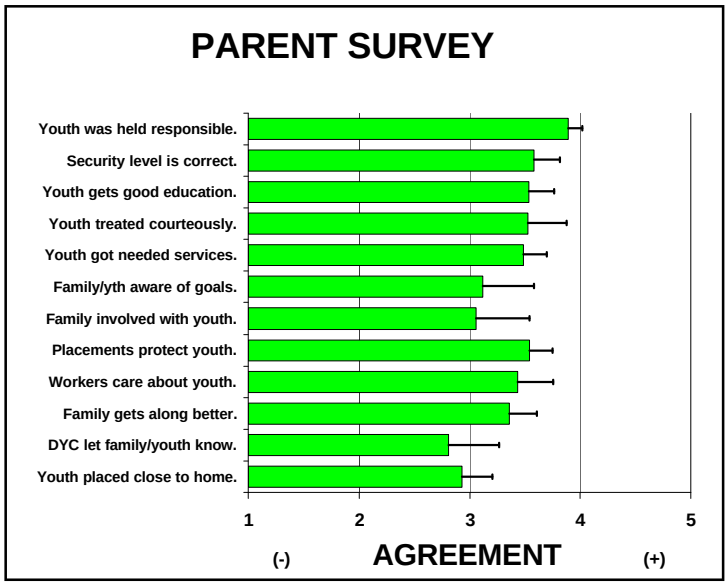
YOUTH AND PARENT SATISFACTION SURVEYS

As a part of its ongoing commitment to increase the quality of its services, the Division has sought feedback from the youths and parents it serves. Satisfaction surveys have been distributed to all youths in Division custody and to their parents every other year since 1993. Responses from youths and parents in 1997 and 1999 are summarized in the charts below.

The surveys asked youths and parents to evaluate how well the Division is meeting the program objectives identified in its Mission, including: (1) holding youths responsible for their actions, (2) ensuring youths receive an education, (3) ensuring that youths receive the proper level of security, and (4) placing youths close to home. In both 1997 and 1999, the average responses to all statements for youths and parents were near or more positive than the neutral score of 3. Average youths responses to individual statements were similar in the 2 years. Responses of parents in FY 1999 were systematically lower than in FY 1997. The greatest discrepancies involved statements related to family involvement and understanding of the programming process.

For youths and parents in 1997 and 1999, the highest level of agreement was with the statements that youths are held responsible for their behavior and that security level is correct. The lowest level of agreement was with statements that youths are placed close to home and that parents and youths are kept informed.





YOUTH IN CUSTODY EDUCATIONAL PROGRAMS

"Youth In Custody" is the term used to define students under age 21, who have not graduated from high school, and who are in out of home custody. Youths may be in a detention center, in custody of the Division of Youth Corrections, the Division of Child and Family Services, or an equivalent division of a Utah Tribe recognized by the Bureau of Indian Affairs. State statute placed the direct responsibility for the education of these youths with the State Board of Education. The Utah Coordinating Council for Youth In Custody, which has representation from the Division of Youth Corrections, recommends policy, guidelines, rates, and operating procedure to the Board of Education.

In the 1999-2000 school year, the Utah Legislature appropriated $12 million to fund the Youth in Custody Program. Funds were distributed to 21 school districts across the state to run 11 levels of programming designed to meet the educational needs of the youths in their school districts. During the 1999-2000 school year an average of 2,722 students were in Youth In Custody education programs each of 180 school days.

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 Genesis program where students work for half a day), pre/post academic testing and reporting, instruction in the Utah Core Curriculum, Life Skills, and vocational education.

The three overall categories of service that are funded by Youth In Custody are: (1) secure, (2) self-contained, and (3) regular school. Youth In Custody programs operate in each of the residential facilities operated by or for the Division of Youth Corrections, including its 6 secure facilities, 6 observation and assessment programs, 11 secure detention centers, and Genesis.

During the 1999-2000 school year, there were 17,718 enrollments in Youth In Custody classrooms. Of these, 12,586 students were boys and 5,132 were girls and 75% of students

were in the care of the Division of Youth Corrections. The average daily attendance in Division secure facilities was 97%; in other Division facilities it was 91%. There were 73 diplomas and GEDs issued to students in secure facilities during the school year.

JUVENILE SEX OFFENDER INITIATIVE

Identification of sexual violence continues to escalate in Utah and through out the country. So, too have there been increases in the severity of sexual offending behavior and an increased involvement of younger perpetrators. The financial and personal costs of sexual violence are incalculable, and are devastating to families and communities. The Division of Youth Corrections is responding to this situation with continued creative and progressive training, intervention and programming for this difficult population.

The Division of Youth Corrections has made it a priority to work with other divisions, agencies and programs. The Division has supported training with the Network on Juveniles Offending Sexually (NOJOS), the Troubled Youth Conference, Children's Issues in Mental Health , the Child Abuse Council's "Preserving the Innocence of Children" conference. In addition, the Division holds the Basic, Line Staff, and Advance Sex Offender Specific conferences each year. This extensive training program has been possible because of the interconnected nature of the "Master Plan" developed for overall intervention with juveniles who have offended sexually.

In recognition of Utah's experience and expertise in intervention with a "Master Plan" approach, the Center for Sex Offender Management made Utah one of only 19 sites recognized nationally for innovative and comprehensive intervention systems. Of these 19 sites, Utah and Colorado are the only sites working with juveniles. It is an honor for the state to be recognized and increases the opportunities Utah has to interact with other "sex offender programs and sites" throughout the United States. This exposure will allow Utah to continue on the "cutting edge" with recidivism research, policy development on the use of polygraph, plethysmograph, and confirmation of treatment efficacy in general.

Another major milestone for the Division came with the signing of a contract for developing a risk and needs assessment specific for juvenile sexual offenders. Matching a youth's risk to himself and to the community with the appropriate supervision and treatment is critical to public safety and rehabilitation. With the extreme consequences of sexual victimization, the Division is committing its very best efforts in reducing the possibility of a repeat sexual offense.

PROFILE OF DIVISION STAFF

The Division of Youth Corrections has 819 full- and part-time career service staff (excluding time-limited employees and Board members). The average age of these staff is 37.5 years (range 20 to 75 years old); about 32% (260) are between 21 and 30 years old. Average length of service is 5.9 years. The longest employment length is over 30 years; 13.1% (107) have 6 months or less service and 16.9% (138) have over 12 years of service.

The table below represents the proportion of career service staff of different ethnicity, gender, and job type. Minorities represent nearly 19% of staff across all job types and fewer than 16% within the administrative job type; most work in service delivery jobs (21.3%). Only 2.5% of minority females are working within the administrative job type. Overall, females represent over 40% of staff across all job types, but only 26.9% work within the administrative job type. Additionally, females are overrepresented within the support job type (76.5%). The Division also employs 414 time-limited staff to augment the efforts of the career service employees. Time limited staff may work up to a total of 1,560 hours each year. In the 2000 calendar year they contributed about 12% of all hours worked in Division facilities and programs.

A comparison of youths in Division programs and service delivery staff reveals that there are relatively fewer minority staff (21.4%) than minority youths served (28.8%), and that there are relatively more female service delivery staff (35.8%) than female youths served (21.6%).

Ethnicity, gender, and job type of Division staff.

	ADMINISTRATION			SERVICE DELIVERY			SUPPORT			TOTAL		
Ethnicity	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Caucasian	71 59.7%	29 24.4%	100 84.1%	280 47.9%	180 30.8%	460 78.7%	23 20.0%	82 71.3%	105 91.3%	374 45.7%	291 35.5%	665 81.2%
Other	16 13.4%	3 2.5%	19 15.9%	96 16.3%	29 5.0%	125 21.3%	4 3.5%	6 5.2%	10 8.7%	116 14.2%	38 4.6%	154 18.8%
Total	87 73.1%	32 26.9%	119 100%	376 64.2%	209 35.8%	585 100%	27 23.5%	88 76.5%	115 100%	490 59.9%	329 40.1%	819 100%

MAJOR ACCOMPLISHMENTS

The Division's core 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.” In support of this directive and consistent with the Balanced Approach Model, Youth Corrections developed four Management/Leadership Organizational Goals in FY 1999. The following accomplishments represent a sample of the progress the Division's 1,233 employees made against the goals during FY 2000:

GOAL 1. The Division will provide resources and services which will protect the community.

New multiuse facilities opened in Vernal, Logan, and Price, replacing outdated and overcrowded facilities.

Funding was appropriated by the 2000 Legislature to open a new multiuse facility in Richfield.

A joint project was initiated between Youth Corrections and the Juvenile Court to rebuild their shared database. The new system will promote communication between the two agencies and better identify the risks and needs of youths in supervision.

The Division’s overall AWOL rate was reduced to a 10-year low.

Working together with Regional staff, the Quality Assurance Unit reviewed all Division contracts with private providers to ensure that all contract requirements were being met.

The Division exceeded expectations for collection of Federal funding because of the strong efforts of case management, supervisory staffs, and contracted private providers. Over $19,000,000 was collected from Federal sources including Title IV-E, Title XIX, and juvenile justice grants. This was nearly double the amount collected in FY 1999. These funds are greatly enhancing the Division's abilities to provide services to an every growing population.

The Division joined with the Juvenile Court to develop a needs and risk assessment tool to be given to youths under probation supervision or in Division custody. The tool will enhance public safety by improving the ability to match a youth’s risk to himself and to the community with appropriate levels of supervision and treatment. A pilot project involving workers from both organizations is scheduled to begin in February of 2001.

The Division continued to support and expand the use of Receiving Centers across the state. Centers accept youths, usually from law enforcement officers, 24-hours a day. Trained staff at the centers assess youths, contact parents, and make referrals for future care where appropriate. The process has significantly reduced the burden for law enforcement officers when they detain a youth and enhanced the Division's abilities to protect both the youth and the community from further harm.

GOAL 2. The Division will hold juveniles accountable for their delinquent behavior while in our charge.

The Division's three Regions continued to work closely with the National Forest Service, BLM, and local city and county governments to develop new sites for community service opportunities for youths in DYC custody. The following activities are representative of projects carried out during FY 2000.

* Division youths provided work for Utah AIDS Foundation, Wheeler Farm, Salt Lake County Parks, Utah Food Bank, Sharing Place, Children's Museum, and the Sorenson Center
* Girls at the Strawberry Work Camp built fences, worked on wildlife guzzlers, revegetation projects, noxious weed control, and maintained recreation sites.
* Youths served food to the homeless at St. Anne's Shelter and made quilts, Christmas ornaments, and cards that were donated to Project Linus, retirement homes, and underprivledged families.
* Youths participated in sub-for-Santa programs.
* Youths maintained public areas by cleaning up rubbish, building hiking trails, and removing graffiti.

100% of youths released from secure care programs participated in victim awareness programming.

MAJOR ACCOMPLISHMENTS

The Division worked with Juvenile Court to allow youths to participate in the Victim/Offender Mediation Program.

Youths in Division custody earned $329,047 in restitution for victims through involvement in Division and community work programs.

GOAL 3. The Division will provide resources and services to delinquent youths that will improve their individual competencies and skills.

73 youths in secure care received high school degrees or GEDs.

Divisionwide, volunteers logged 14,846 visits and donated 58,802 hours to youths in Division care. Volunteers bring skills and community contact that can be invaluable to youths who often have inadequate social skills and support networks.

Vocational testing and training were offered in each of the DIvision's Regions. Initiatives included:

* The AUTOLIV Corporation provided Mill Creek residents work recycling airbag products. Proceeds were used for group purchases and donations to a charitable fund.
* Region II worked with Granite School District's Youth In Custody program and the Salt Lake Community College (SLCC) to provide students with an opportunity to participate in vocational classes provided by the SLCC Skills Center.
* Genesis Youth Center opened a wood shop and a small engine repair program. Forty residents participated in the training during FY 2000. In an existing program at the center, 310 residents successfully earned food Handler's permits.
* Decker Lake Youth Center's new literacy program provided regular reading sesions for new commitments in all four of its living centers.
* The Region I Observation and Assessment Center conducted weekly parent-teen nights to help link parents and youths with community agencies and resources that could help them after observation and assessment.

Under a grant from the Utah Board of Juvenile Justice, the Division's Training Unit continued to provide female-specific, gender training for staff of the juvenile justice system.

A justice grant allowed the Division to expand the early assessment and screening process to identify substance abuse, mental health, and psychoeducational needs of youths admitted to secure detention. The program operated at the Salt Lake Valley, Slate Canyon, and Weber Valley Youth Centers during FY 2000.

In conjunction with Big Brothers/Big Sisters, the Division continued a program for youths in long-term, secure care facilities. Mentors spend at least an hour a week with an assigned youth. After a youth is released back to the community, mentors try to maintain contact, act as job coaches, and generally provide support.

GOAL 4. The Division will improve services by training staff and encouraging participation in personal service activities.

During FY 2000, 98% of DYC staff completed their required annual training hours (up from 89% in FY 1998).

During FY 2000, Division staff contributed to their communities through a myriad of projects. A sample of their volunteer projects included: participation in the Paint the Town Project, work at the Utah Food Bank, maintenance work at the Weber and Davis County Fair Grounds, presentations at local public schools on delinquency prevention, cleaning and repair at the Birch Creek Campground, mentoring of disadvantaged youths, participating in Boy Scout and Girl Scout activities, assembling gift bags for patients for Project Smile, participating in neighborhood watch programs, youth athletics, literacy programs, helping students develop academic, social, and physical skills, assisting with the Utah Summer Games.

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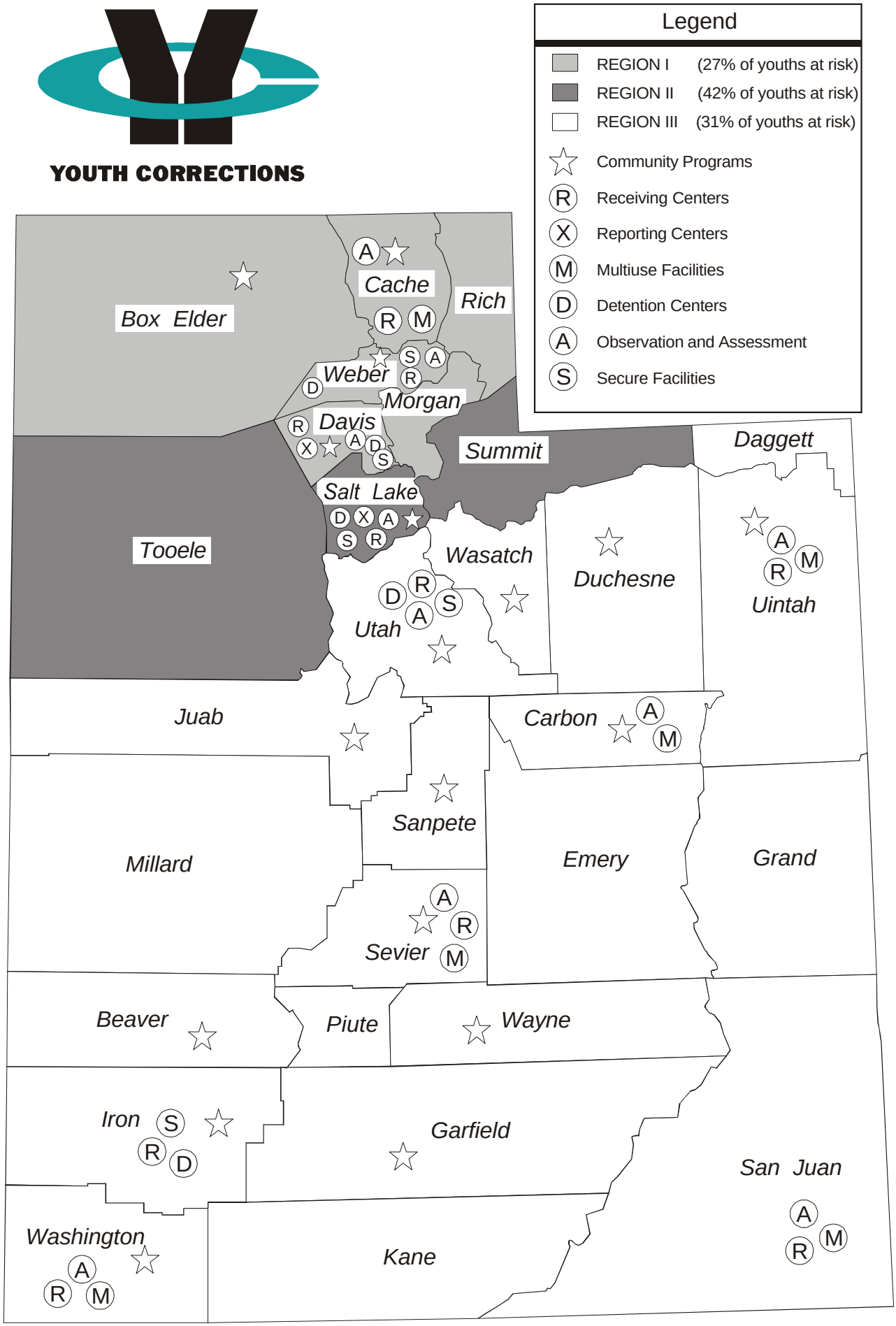

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COMMUNITY ALTERNATIVE PROGRAMS.....

(Contact State Admin Office for contractors providing community services)

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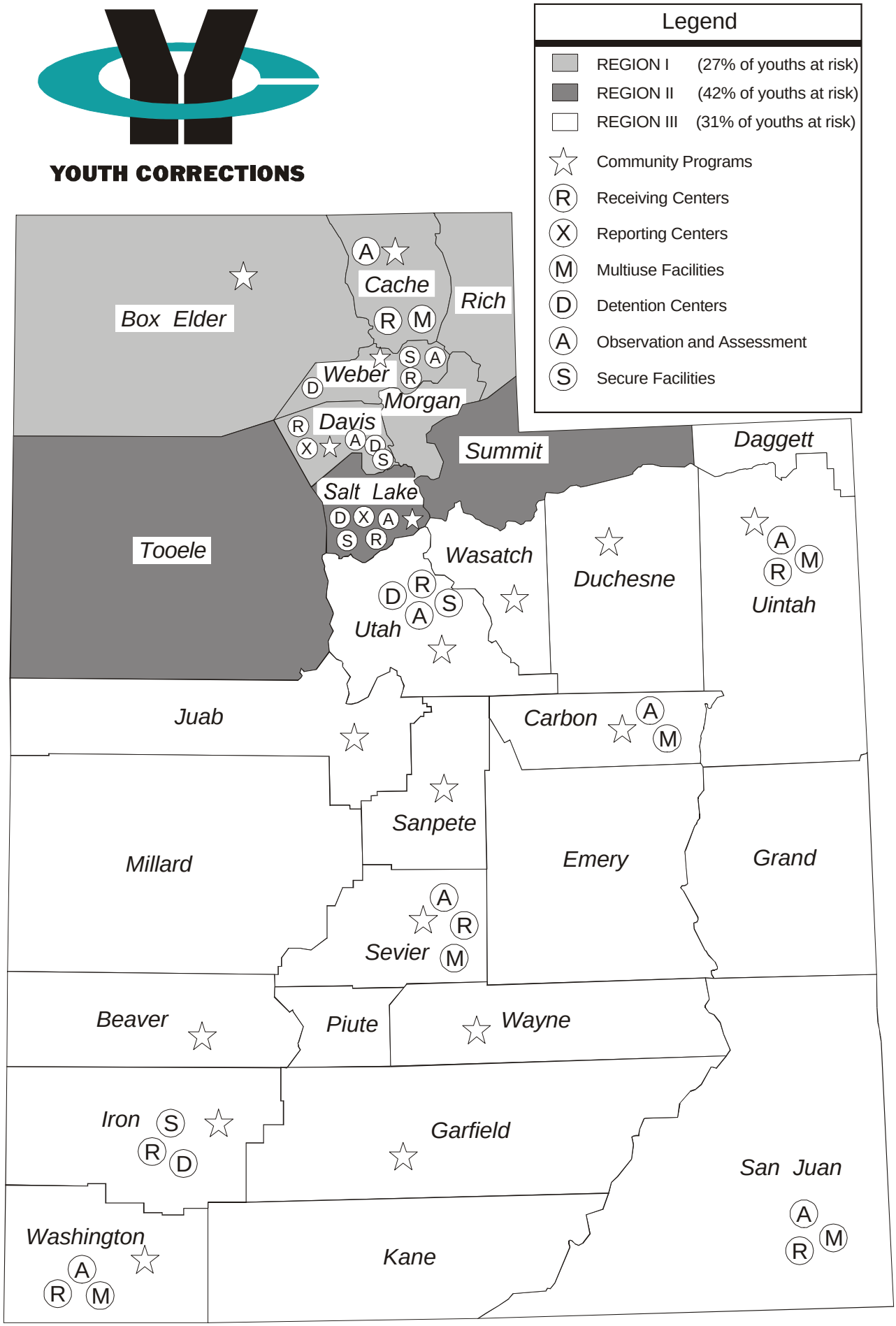

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