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UTAH  
DEPARTMENT OF  
HUMAN SERVICES

DIVISION OF YOUTH CORRECTIONS

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# Utah Division of Youth Corrections

## Annual Report 1993

152051

U.S. Department of Justice  
National Institute of Justice

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Salt Lake City, Utah 84112

# Table of Contents

LETTER TO THE CITIZENS OF UTAH .....	1
THE BOARD OF YOUTH CORRECTIONS .....	2
LETTER FROM THE DIRECTOR .....	3
MISSION STATEMENT .....	4
ORGANIZATIONAL STRUCTURE .....	5
BUDGET .....	6
JUVENILE JUSTICE CLIENT FLOW CHART.....	8
THE POPULATION SERVED .....	10
DETENTION.....	11
MULTI-USE FACILITIES .....	15
YOUTH CORRECTIONS' POPULATION .....	16
CASE MANAGEMENT.....	17
COMMUNITY BASED ALTERNATIVES TO INCARCERATION.....	18
PRIVATE PROVIDER CONTRACTS .....	21
OBSERVATION AND ASSESSMENT .....	22
SECURE FACILITIES .....	24
YOUTH PAROLE AUTHORITY .....	27
MEMBERS OF THE YOUTH PAROLE AUTHORITY .....	28
SPECIAL SERVICES.....	29
RECENT AND ON GOING PROJECTS .....	32
FUTURES .....	34
RESOURCE DIRECTORY .....	37



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

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

December 29, 1993

To The Citizens of Utah:

In April, 1993, Governor Michael O. Leavitt appointed as Director of the Division of Youth Corrections, Gary K. Dalton. Mr. Dalton brings to the Division many years of experience with youth and families.

Utah continues to have one of the most studied juvenile justice systems in the country. A variety of legislative, executive, and judicial leaders from other states have visited Utah during 1993 for the purpose of reviewing our continuum of services to youthful offenders. These meetings have also served as a stimulus to the Board and to Division staff to stay on the cutting edge of juvenile justice technology. We are able to learn from our guests and to benefit from the knowledge they bring from their individual states and jurisdictions.

The Division of Youth Corrections remains committed to the public policy that youthful offenders need supervision and rehabilitation programs which are consistent with public safety and provided in a least restrictive environment. Our work with youthful offenders is focused on supporting and assisting them as they work toward becoming responsible and productive citizens.

The Division continues to struggle with the demand for services outstripping the Division's resources. With support from the Governor and the Legislature, the Division has been studying innovative new ways to provide services to youthful offenders and policy changes which, if enacted, may strengthen the Division's ability to provide services.

During the past year, Division staff have worked closely with the judges and staff of the Utah Juvenile Court and other child serving agencies for the purpose of coordinating programs for youth.

The Division of Youth Corrections continues to work diligently toward providing quality services to the youth of the state of Utah and cost effective programming for the taxpayers.

Sincerely,

Karen W. Thorn, Chair  
Board of Youth Corrections

# MEMBERS OF THE BOARD OF YOUTH CORRECTIONS



**KAREN W. THORN**  
**CHAIR**

State Assistant to U.S. Senator Jake Garn; Past President Utah County Women's Legislative Council; Member of Governor's Board for Improving Family Relations; Listed in Who's Who in American Women



**SOLOMON J. CHACON, J.D.**

Attorney in private practice; Community Services Council Board Member; Member of Utah State Bar Standing Committee for Law-Related Education; President of Utah Hispanic Bar Association



**DALE E. STRATFORD, J.D.**

Attorney in private practice; former Utah State Representative & Senator; former District Attorney; Former Chair of Weber/Morgan Mental Health Board



**ALENE E. BENTLEY**

Manager of Public Relations for Intermountain Consumer Power Association; Member of Public Relations Society of America; Past Board Member of Rape Crisis Center



**GARTH D. MECHAM, J.D.,  
M.S.W.,**

Former Professor, Graduate School of Social Work, University of Utah; Former Chairman of Youth Parole Authority; Former Referee & Judge, pro tem, Utah Juvenile Court



**RICHARD K. WINTERS**

Executive Director of Community Services Council; Member S.L. Detention Center Citizens' Advisory Board; Member Salt Lake County Commission on Youth; Past member Utah Board of Juvenile Justice & Delinquency Prevention



**M. ROYCE JONES**

Director of Public Relations and Economic Development for Dixie Escalante R.E.A.; St. George City Councilman; Chair of Board, Deseret Certified Development Corporation; Chair, Washington Co. Youth Crisis Committee



# State of Utah

## DEPARTMENT OF HUMAN SERVICES DIVISION OF YOUTH CORRECTIONS

**Michael O. Leavitt**  
Governor  
**Kerry D. Steadman**  
Acting Executive Director  
**Ann O. Cheves**  
Deputy Director  
**Gary K. Dalton**  
Director

120 North 200 West, Suite 422  
P.O. Box 45500  
Salt Lake City, Utah 84145-0500  
Phone: (801) 538-4330  
FAX: (801) 538-4334

December 15, 1993

Dear Friends,

Fiscal year 1993 has been extremely fortuitous for the Division of Youth Corrections. Unfortunately, much of the excitement and fervor for our services occurred the latter part of the fiscal year--from March through June--and propelled us into one of the most hectic times the Division has encountered in its 13 year history. The cause of that attention may well turn out to be the number one news story in Utah in 1993: gangs and violence.

As the Director of the Division of Youth Corrections for that same time frame and hopefully into the future "I can no other answer make but thanks, and thanks, and ever thanks" (Shakespeare).

My thanks go out to Mr. Tim Holm, the previous director, who manned the ship for the biggest part of the fiscal year. He led capably and handed-off to me a professional, caring organization. Thanks to the Board of Youth Corrections who, with their collective insight and wisdom, develop policy and give direction with aplomb. Thanks also to the confidence that is shown to our Division by allied agencies and those with whom we work. Though we may not often agree on issues confronting the juvenile justice system, there is no doubt in my mind that the Governor's Office, CCJJ, and our partners in this service all share a common endeavor: the appropriate care of youthful offenders while protecting society.

Lastly, 1993 has been extremely productive and useful as a learning process. 1994 will be no different and you will not see the Division of Youth Corrections sitting on the sideline hoping that "change" passes them by. Kudos then to the administrators and staff of this Division. I praise them for their integrity, their discipline and their willingness to be a part of the successes...and failures. As a reminder to staff however is this missive: "There is no such thing as failure, only feedback".

May our annual report be a useful tool in your better understanding what we do and how we do it.

Sincerely,

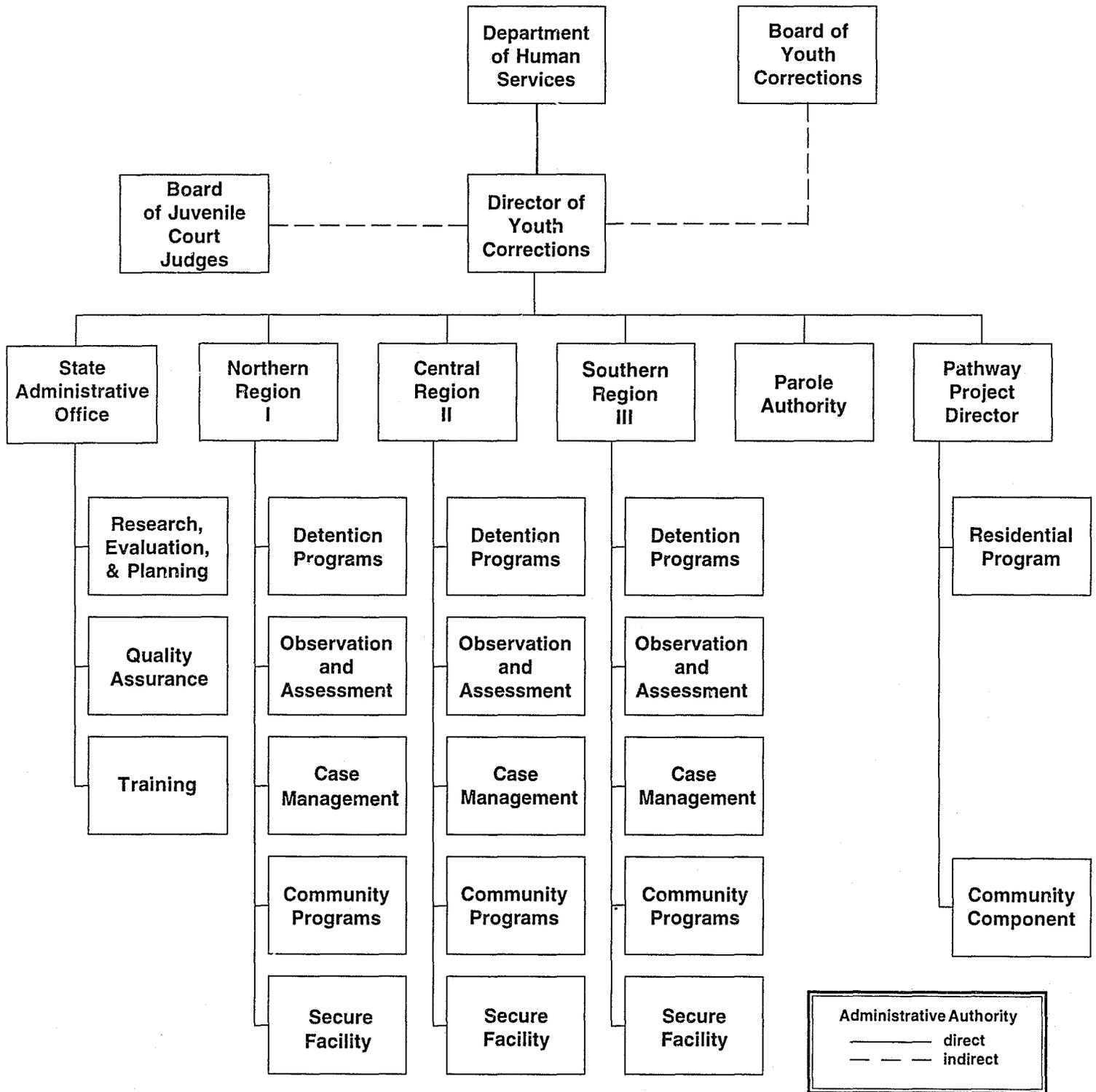
Gary K. Dalton

# MISSION STATEMENT

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 principles to accomplish this mission:

1. Provide the least restrictive and most appropriate setting for the youthful offender while adequately protecting the community.
2. Provide humane, secure, and therapeutic confinement to a youth who has demonstrated that he/she presents a danger to the community.
3. Provide a diversity of community-based and secure correctional programs which, whenever possible and appropriate, shall be in close proximity to the youth's community and family.
4. Strengthen rehabilitative opportunities by expanding linkages to human service programs and community resources.
5. Hold youth accountable for their criminal behavior in a manner consistent with their long-term individual needs through such means as victim restitution, community service programs, and the sharing of correctional costs.
6. Promote a realistic relationship between a youth and his/her family.
7. Provide assistance to the Juvenile Court in developing and implementing appropriate offender dispositions.
8. Provide for efficient and effective correctional programs within the framework of professional correctional standards, legislative intent, and available resources.
9. Provide for a diversity of innovative and effective programs through research on delinquent behavior and the continuous evaluation of correctional programs.
10. Promote continuing staff professionalism through the provision of educational and training opportunities.
11. Provide programs to increase public awareness and participation in Youth Corrections.

# ORGANIZATIONAL STRUCTURE OF YOUTH CORRECTIONS



The Division of Youth Corrections includes an administrative office in Salt Lake City that provides for centralized budgetary, policy, and program planning, training, research, and the licensing of programs operated by or for the Division. The administrative office also coordinates interactions with other agencies in the juvenile justice system at federal, state, and local levels. Actual services for delinquent youth are administered and delivered through the Division's 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. Each region provides (a) **Detention Programs** for short-term, secure care; (b) **Observation and Assessment** for diagnosis; (c) **Case Management** for individualized treatment and oversight; (d) **Community Programs** for out-of-home treatment in residential and nonresidential settings; and (e) **Secure Facilities** for long-term, secure care.

# YOUTH CORRECTIONS' BUDGET

Actual, authorized, and requested operating budgets for fiscal years (FY) 1993 through 1995.

AREA OF OPERATION	REGION	ACTUAL FY 1993	AUTHORIZED FY 1994	REQUESTED FY 1995
<b>STATE ADMINISTRATION<sup>1</sup></b>		1,254,198	1,577,806	3,675,876 <sup>2</sup>
<b>REGIONAL ADMINISTRATION &amp; CASEMANAGEMENT</b>	Region I	526,538	540,400	
	Region II	632,194	677,600	
	Region III	641,580	734,377	
	<b>TOTALS</b>	<b>1,800,312</b>	<b>1,952,377</b>	<b>2,478,169</b>
<b>OBSERVATION &amp; ASSESSMENT</b>	Region I	589,315	611,900	
	Region II	648,465	650,600	
	Region III	636,622	655,400	
	<b>TOTALS</b>	<b>1,874,402</b>	<b>1,917,900</b>	<b>1,924,794</b>
<b>COMMUNITY ALTERNATIVES</b>	Region I	1,508,223	1,471,745	
	Region II	2,033,909	2,123,784	
	Region III	1,902,725	1,577,511	
	<b>TOTALS</b>	<b>5,444,857</b>	<b>5,173,040</b>	<b>8,745,228</b>
<b>DETENTION PROGRAMS</b>	Region I	1,649,116	1,699,900	
	Region II	2,555,634	2,508,500	
	Region III	2,658,876	2,992,005	
	<b>TOTALS</b>	<b>6,863,625</b>	<b>7,200,405</b>	<b>7,679,200</b>
<b>SECURE CARE</b>	Region I	1,545,487	1,570,528	
	Region II	1,906,703	1,972,110	
	Region III	544,184	587,260	
	<b>TOTALS</b>	<b>3,996,374</b>	<b>4,129,898</b>	<b>4,842,796</b>
<b>TRANSITION<sup>3</sup></b>	Region I	357,921	370,300	
	Region II	296,810	291,800	
	<b>TOTALS</b>	<b>654,732</b>	<b>662,100</b>	
<b>INNOVATIVE ALTERNATIVES</b>	Region I	70,070	83,700	
	Region II	63,954	79,700	
	Region III	62,565	77,500	
	<b>TOTALS</b>	<b>196,588</b>	<b>240,900</b>	<b>680,937<sup>4</sup></b>
<b>OVERALL TOTALS</b>		<b>22,085,089</b>	<b>22,854,426</b>	<b>30,027,000<sup>5</sup></b>

<sup>1</sup> Includes Federal grants for removing juveniles from jails.

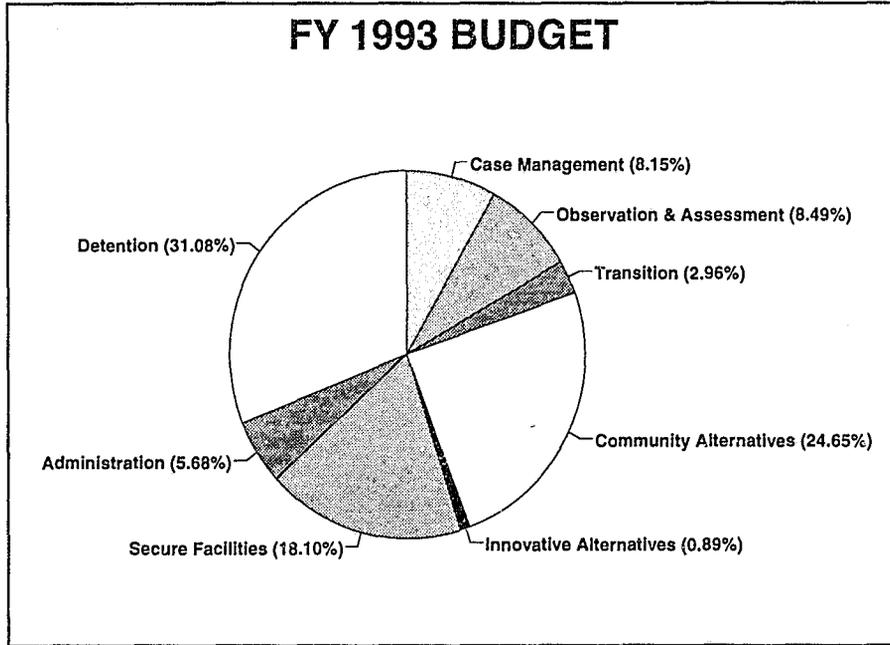
<sup>2</sup> Includes appropriations for new work programs, as well as additional funds which will be allocated to regional programs.

<sup>3</sup> Budget for Transition Programming in FY 1995 is included in Community Alternatives Request.

<sup>4</sup> Includes appropriations for Project Pathway residential program.

<sup>5</sup> The increase in requested funding for FY 1995 is due to a new 70 bed work program authorized during a Special Session of the Legislature. Additional funding requests supported by the Governor include increased bed capacity through privatized facilities/programs and other programs aimed at diverting young offenders from detention.

# YOUTH CORRECTIONS' BUDGET



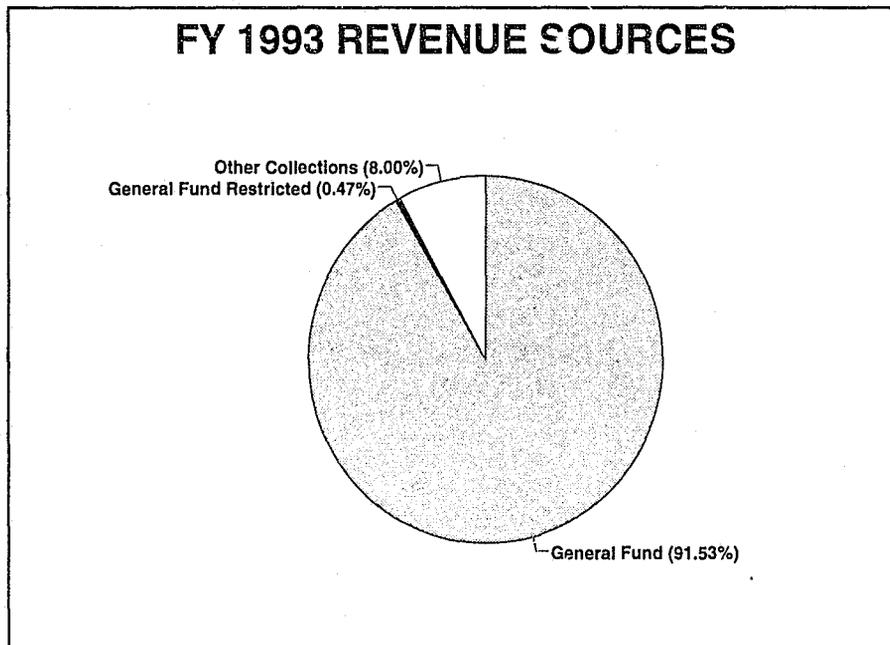
Actual and predicted sources of funding from FY 1993 through FY 1995.

SOURCE	FY 1993	FY 1994	FY 1995
GENERAL FUND	20,385,028	23,119,600	27,009,400
OTHER COLLECTIONS <sup>1</sup>	1,781,720	1,724,806	2,832,600
GENERAL FUND RESTRICTED <sup>2</sup>	105,000	185,000	185,000
<b>TOTALS <sup>3</sup></b>	<b>22,271,748</b>	<b>25,029,406</b>	<b>30,027,000</b>

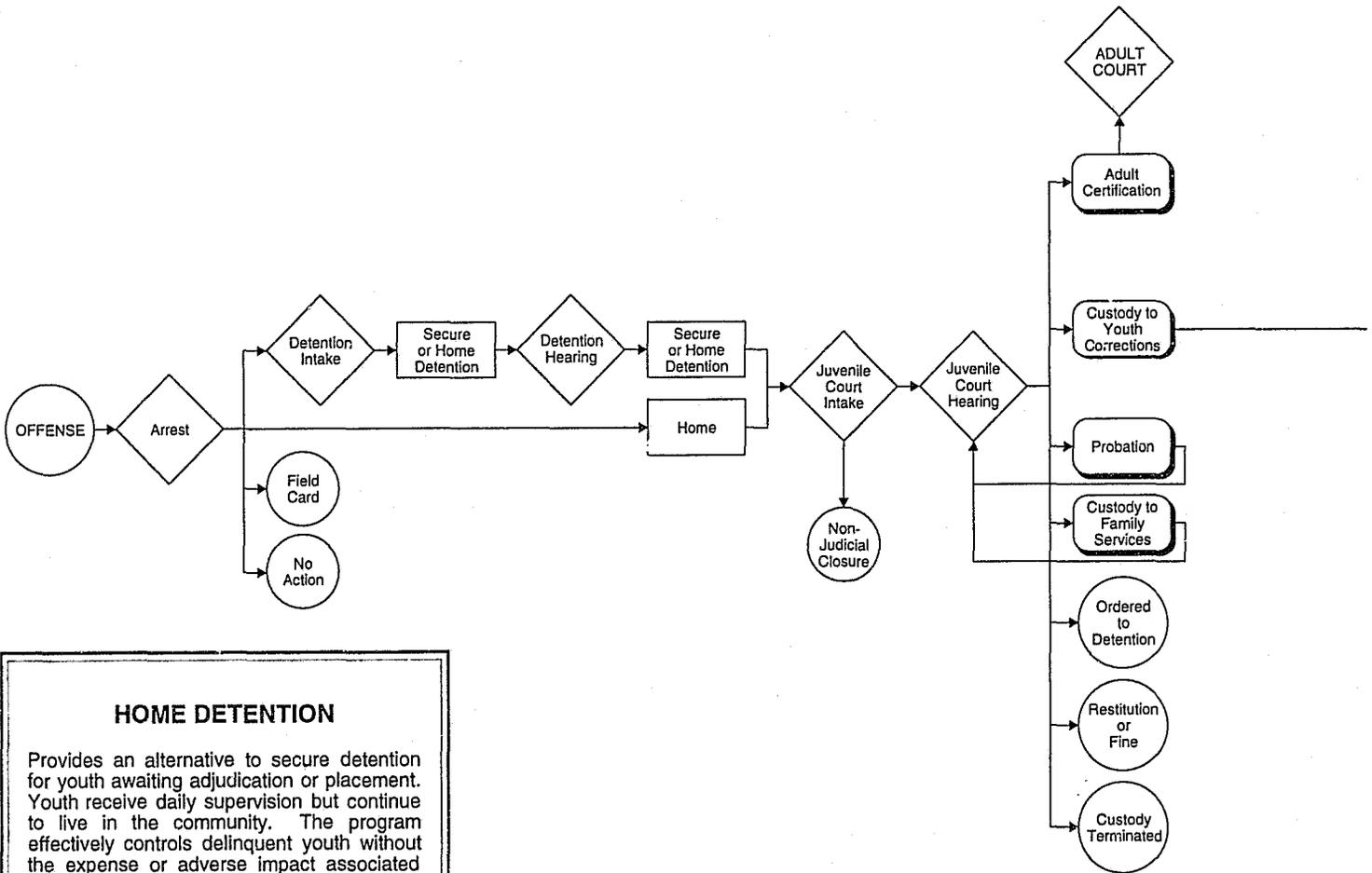
<sup>1</sup> From land grant royalties, school lunch programs, support from parents, Title IV-E revenue, and grants from the Office of Juvenile Justice and Delinquency Prevention.

<sup>2</sup> Dedicated fund for restitution to victims.

<sup>3</sup> FY 1993 and FY 1994 totals do not match page 6 totals because of appropriations lapsed at year-end and carried forward to the next fiscal year.



# UTAH'S JUVENILE JUSTICE



## HOME DETENTION

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

Number of Programs.....4  
 Cost per Youth.....\$8.58  
 Total Admissions.....787  
 Different Youth Served.....700

Youth who are arrested and charged with a delinquent offense are 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 prior to a hearing in a detention or multi-use center operated by Youth Corrections. There is a range of dispositional alternatives for youth found delinquent. These include (a) levying fines, (b) ordering payment of restitution to

## SECURE DETENTION

Provides temporary secure confinement for apprehended youth awaiting adjudication or placement.

Number of Programs.....7\*  
 Total Capacity.....139\*  
 Cost per Bed.....\$119.66\*  
 Total Admissions.....6,979\*  
 Different Youth Served .....3,212\*

\* Does not include Multi-Use Detention.

## MULTI-USE FACILITIES

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

Number of Programs.....3  
 Cost per Bed.....\$88.25\*

	DETENTION	SHELTER
Total Capacity	12	18
Total Admissions	498	408
Youth Served	353	316

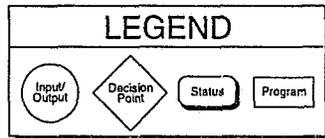
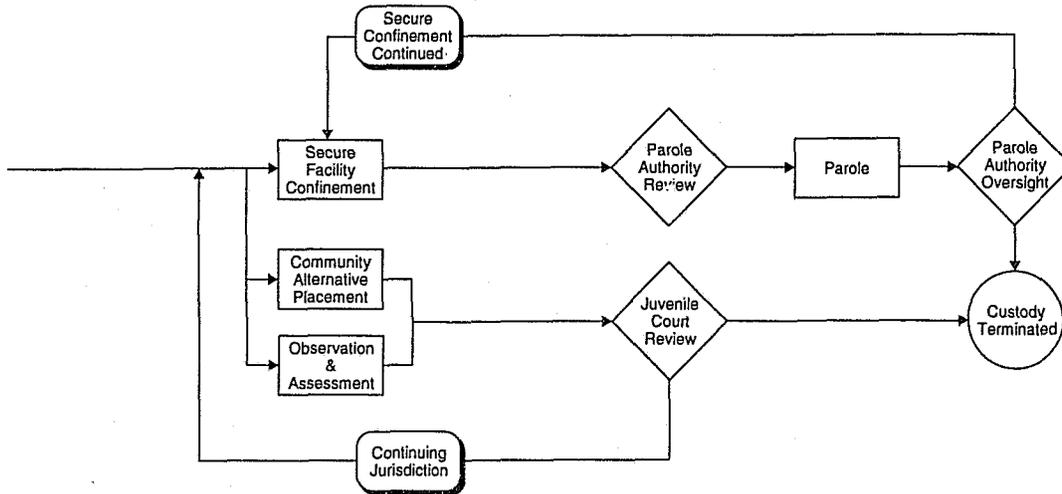
\* Does not include the Canyonlands Youth Home, operated by the Office of Social Services in FY 1993

## CASE MANAGEMENT

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

Case Managers..... 22  
 Cost per Youth.....\$11.00/day  
 Average Daily Population.....509  
 Different Youth Served.....845

# CLIENT FLOW CHART



victims, (c) placing the offender on probation under the continuing jurisdiction of the Juvenile Court, or (d) certifying the youth to stand trial as an adult. Alternately, the youth may be placed in the custody of Youth Corrections. This choice generally is 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.

TRANSITION	
Residential programs that help youth gradually return to community life after secure facility confinement. Supervision & support are provided but youth engage in community schooling, employment, & recreation.	
Number of Programs.....	2
Total Capacity.....	10
Cost per Bed.....	\$111.33/day
Total Admissions.....	112
Different Youth Served.....	86

COMMUNITY ALTERNATIVE	
Community residential & non-residential programs which include group & proctor homes, education, psychotherapy, tracking, & career training.	
Number of Programs.....	45*
Range of Costs:	
counseling/service.....	\$12-\$120
residential treatment.....	\$45-\$120
Youth Admitted.....	598
Different Youth Served.....	704
* Programs on the active contract list	

OBSERVATION & ASSESSMENT	
90-day residential programs which provide assessment & treatment planning, intensive daily programming, & supervised trial placements.	
Number of Programs.....	3
Total Capacity.....	48
Cost per Bed.....	\$106.99/day
Youth Admissions.....	251
Different Youth Served.....	290

SECURE FACILITIES	
Provides secure confinement, education, & treatment of seriously delinquent youth. Treatment confronts delinquent norms, criminal thinking, & antisocial behavior.	
Number of Programs.....	3
Total Capacity.....	80
Cost per Bed.....	\$136.86/day
Total Admissions.....	121*
Different Youth Served.....	222
* Includes revocations & commitments.	

# CHARACTERISTICS OF OVERALL POPULATION SERVED

\* Population "AT RISK"

All juveniles 10 to 17 years old living in Utah are the population "at risk" for delinquency and involvement in the juvenile justice system.

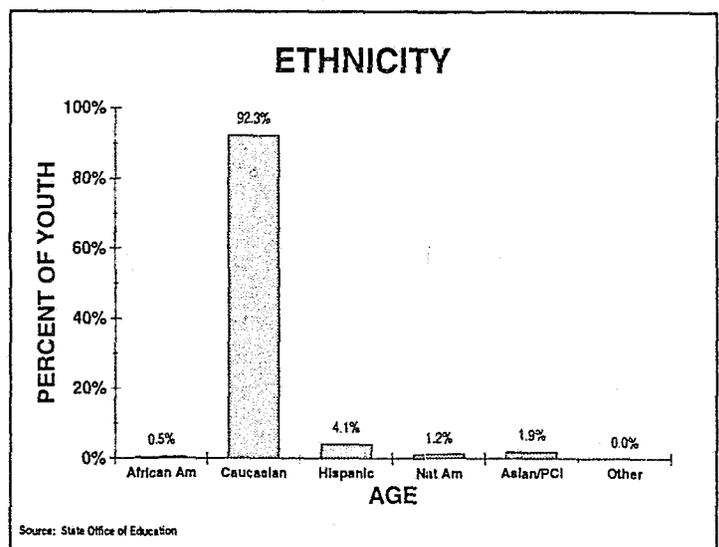
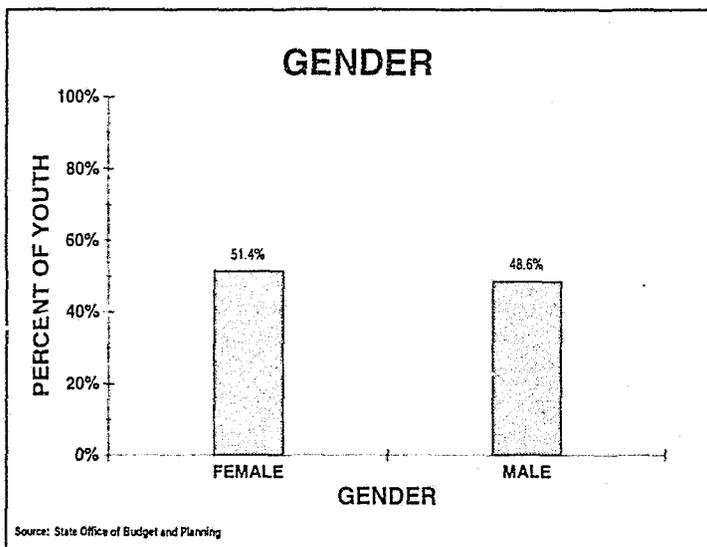
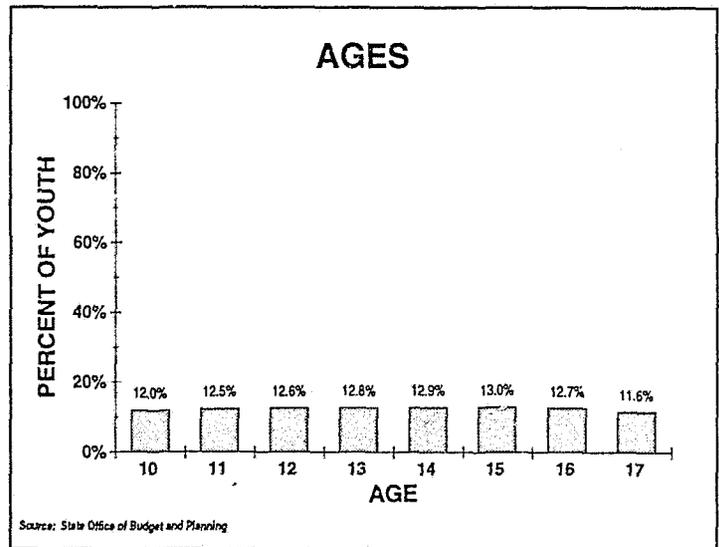
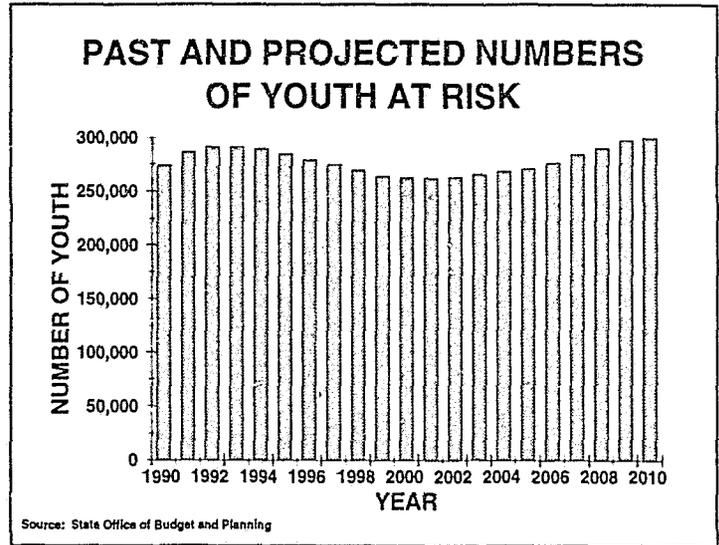
\* Population Growth

During FY 1993, the population at risk numbered 291,491 youth, the highest in history. This number is predicted to be a temporary peak in the population and the end of an extended period of very robust growth during which the number of Utah's juveniles has grown by over 45%, from about 200,000 in 1981. The population is now expected to enter a period of modest decline that will continue through the end of the decade.

\* Characteristics of Youth in FY 1993

The population of youth at risk in FY 1993 included roughly equal proportions of youth aged 10 through 16, with a slight drop in youth aged 17. Since the average age of youth cared for by Youth Corrections is 16, this distribution indicates that there will continue to be a large number of candidates for Division programs even though the overall population at risk will soon begin to decline.

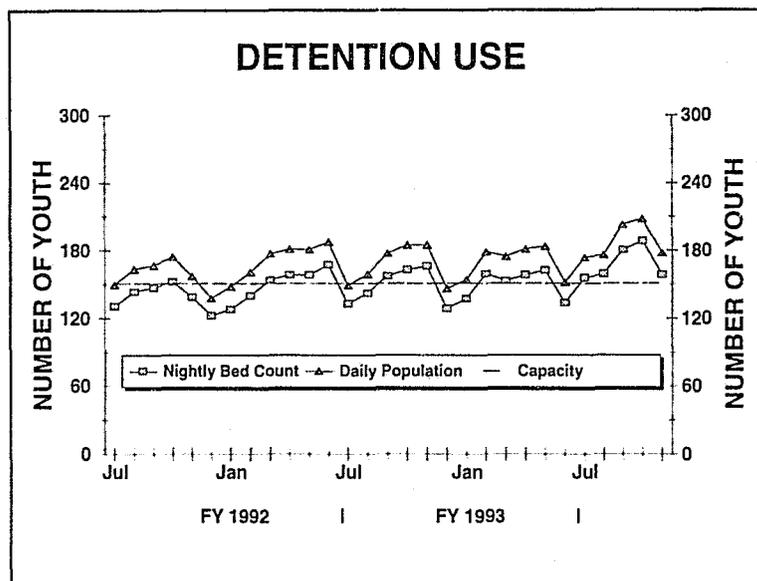
The great majority of youth at risk (92.3%) were Caucasian. Hispanics represented only 4.1% of the total; African Americans .5%; Native Americans 1.2%; Pacific Islanders (PCI) and Asians collectively represented 1.9%.



# DETENTION

Detention is a principal entry point for involvement with Utah's system of juvenile justice. Youth typically enter detention (1) pending Juvenile Court adjudication, (2) waiting transfer to another jurisdiction or agency, or (3) on a commitment to detention ordered by the Juvenile Court. Detention programs function within a rehabilitative framework to provide (1) secure custody, (2) adequate physical and emotional care, and (3) individual and group activities aimed at helping youth learn socially acceptable ways of gaining satisfaction and self esteem.

Utah has 10 secure detention programs including five, *full-service detention facilities*; three, *rural, multi-use centers*; and two, *short-term holdover centers*.



The chart, to the left and table below show patterns of detention use during FY 1993. Significant facts of state-wide detention use include:

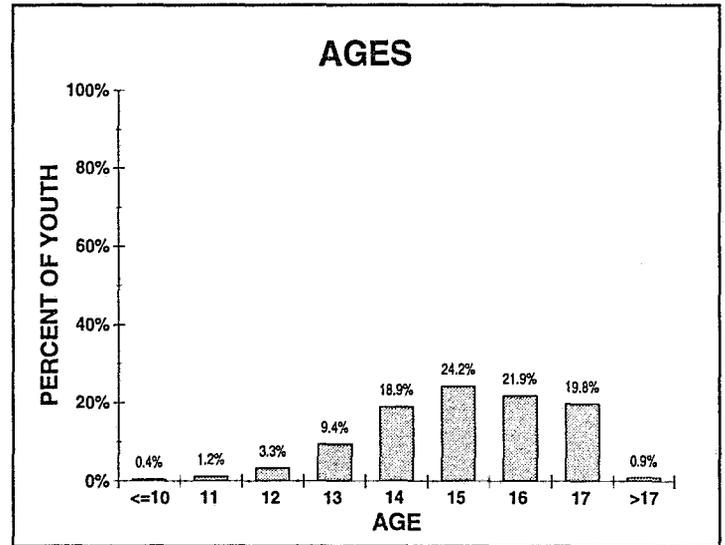
- \* Admissions in FY 1993 were nearly 6% below the historical high of 8,004 in FY 1992.
- \* Nearly 54,000 days of care were provided in FY 1993, an increase of over 10% from FY 1992.
- \* 3,535 different youth received care during the year, a decrease of 6.6% from the number in FY 1992.
- \* Average nightly bed count for the year was 149.3, a 2.2% increase above that of FY 1992 and near the system's total bed capacity of 151.

Use of secure detention programs during FY 1993.

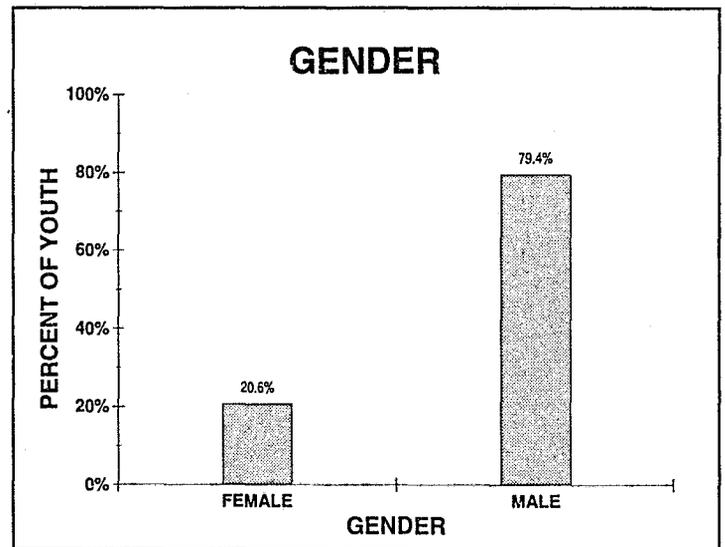
DETENTION CENTER	TYPE	CAPACITY	DIFFERENT YOUTH SERVED	ADMISSIONS	AVERAGE NIGHTLY BED COUNT	% OF NIGHTS OVER CAPACITY
Cache Attention/Detention	Full Service	8	148	257	5.7	5%
MOWEDA Youth Home	Full Service	34	758	1,396	29.3	26%
Salt Lake Detention	Full Service	56	1,603	3,745	72.9	94%
Canyonlands Youth Home	Multi-Use	4	110	163	3.8	24%
Southwest Utah Youth Center	Full Service	10	288	463	9.3	35%
St. George Youth Center	Holdover	4	124	171	0.1	0%
Castle Country Youth Center	Holdover	6	129	219	1.3	0%
Central Utah Youth Home	Multi-Use	4	129	180	3.6	29%
Uintah Basin Youth Center	Multi-Use	4	113	155	4.1	42%
Provo Youth Detention Center	Full Service	21	509	728	19.3	33%
<b>TOTAL</b>		<b>151</b>		<b>7,477</b>	<b>149.3</b>	

# DETENTION

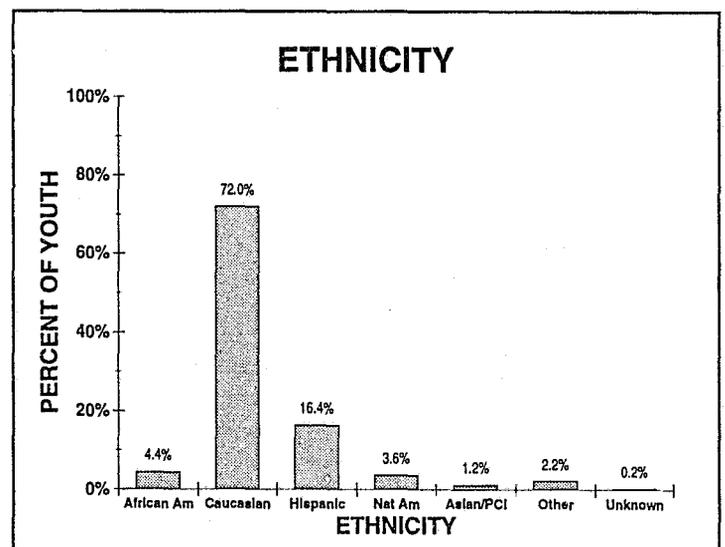
\* Youth admitted to detention during FY 1993 ranged in age from less than 10 to over 18 years old and averaged 15.6 years. 85% of all youth admitted were between 14 and 17 years old. This distribution of ages is roughly the same as that in FY 1992.



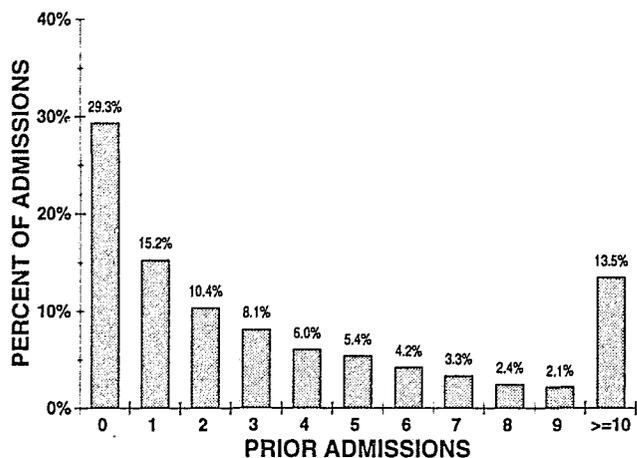
\* Girls represented about 21% of all youth admitted to detention during FY 1993 or just over 1 in every 5 admissions. This is similar to the ratios of the past three years.



\* Continuing a trend of many years, minorities were disproportionately represented in secure detention, accounting for 28% of all detention admissions. African American youth were represented over 8 times more frequently than would be expected from their proportion in the population at risk; Hispanics were represented 4 times more frequently.

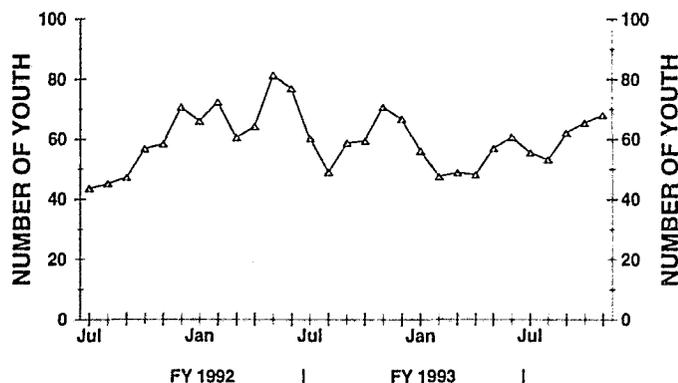


### PRIOR DETENTION HISTORY



- \* The typical youth admitted to secure detention during FY 1993 had an average of 4.1 prior admissions to secure detention.
- \* Just over 44% of the youth admitted had either one or no prior placements in detention. That is, they were being admitted for the first or the second time.
- \* At the other extreme, 13.5% of youth placed during FY 1993 had a history of 10 or more placements in secure detention.

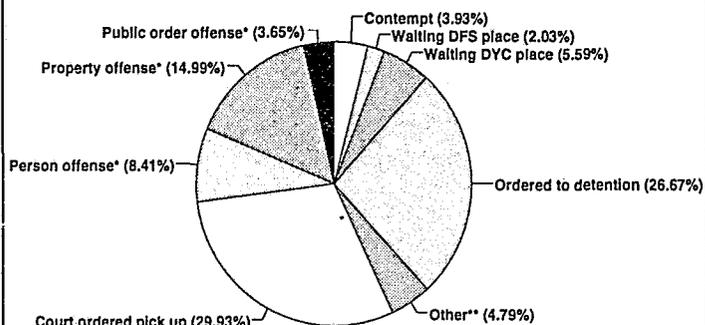
### HOME DETENTION USE



"Home Detention" is a pre-dispositional alternative to secure detention that involves the short-term control and supervision of juveniles in their own homes. The program is operated at *MOWEDA, Salt Lake, St. George, and Southwest Utah* detention facilities.

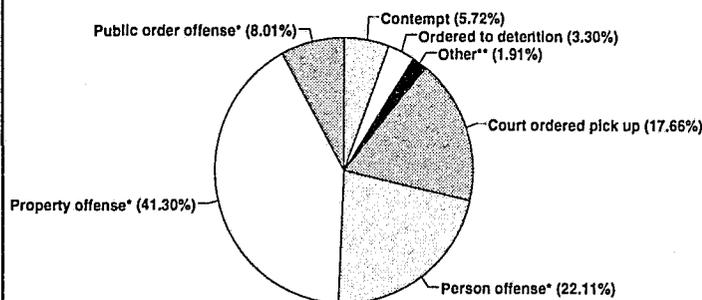
- \* Overall, the programs had 787 admissions and provided nearly 20,000 days of care to 700 different youth.
- \* Average daily population in FY 1993 was 54.5, a drop of 7.3% from FY 1992.

### SECURE DETENTION ADMISSIONS



\* Includes felonies and misdemeanors  
 \*\* Includes infractions, out of state runaways, & administrative holds not described in other

### HOME DETENTION ADMISSIONS

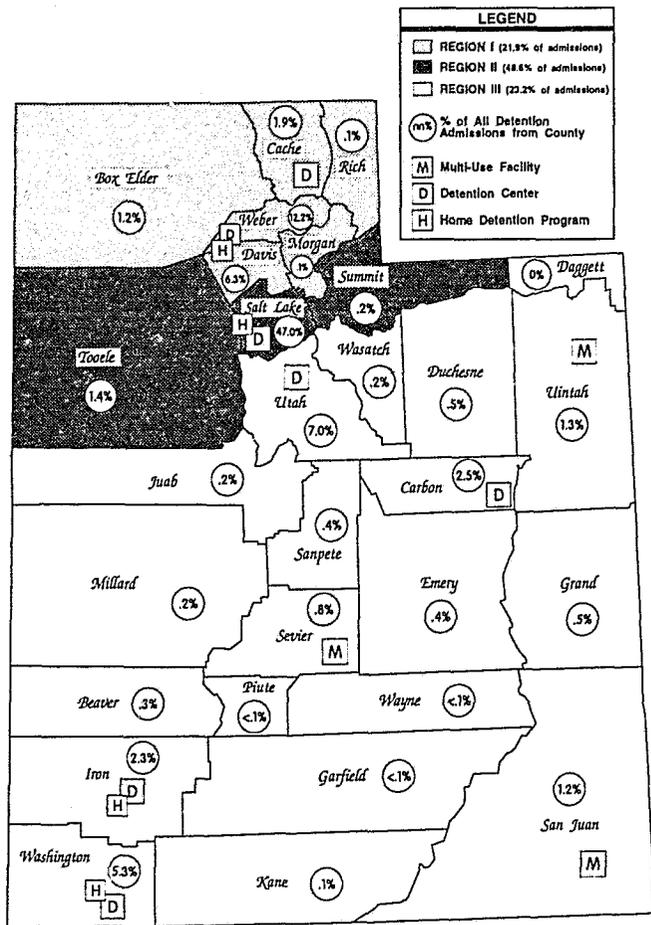


\* Includes felonies and misdemeanors  
 \*\* Includes infractions, out of state runaways, & administrative holds not described in other

The charts above summarize the primary reasons youth were placed in *secure* and *home* detention during FY 1993.

- \* Approximately 27% of youth admitted to *secure* detention and 71% placed in *home* detention were placed for delinquent offenses; including (a) offenses against other *people*, (b) theft or damage to *property*, and (c) violations of *public order*.
- \* A substantial proportion of admissions to *secure* detention, over 60%, were for "orders to detention," "contempt," or based on "court pick up orders."
- \* Nearly 8% of admissions to *secure* detention were for youth "waiting placement" in another Division of Youth Corrections' (DYC) placement or a Division of Family Services' (DFS) placement.

# DETENTION

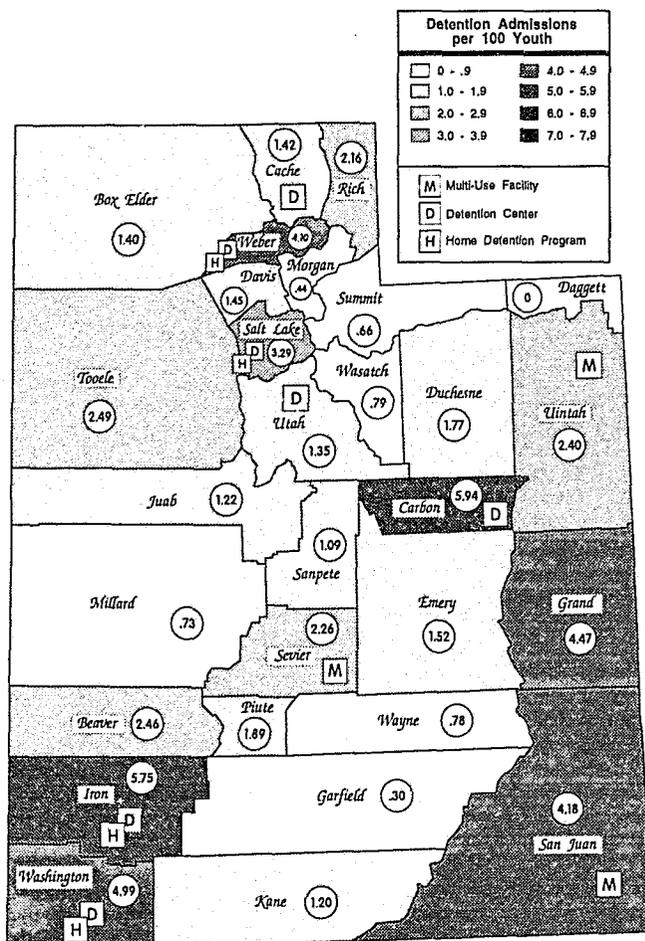


## STATEWIDE DISTRIBUTION OF ADMISSIONS

Statewide, there were a total 8,264 admissions to Utah's *secure detention* and *home detention* programs. The map at the left represents the percentages of these admissions involving youth from each of Utah's 29 counties. As an example, 1.9% of all detention admissions during FY 1993 involved youth from Cache County.

- \* Salt Lake County, the State's most populous county, had the biggest single county total, accounting for 47% of all detention admissions.
- \* At the other extreme, no youth were admitted from Daggett County.
- \* Collectively, youth from Salt Lake, Davis, Weber, and Utah Counties accounted for nearly 66% of all detention admissions. These counties account for about 62% of the state's 10-17 year old youth.
- \* Approximately 6% of all detention admissions involved youth from out of state.
- \* Overall, Region II accounted for 48.6% of all detention admissions; Region I, 21.9%; and Region III, 23.2%.

## RATES OF ADMISSIONS IN UTAH COUNTIES



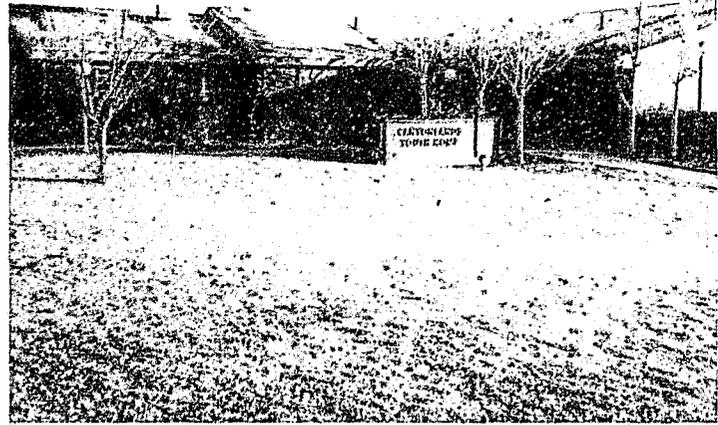
The map at the left represents the rates at which youth were admitted to *secure detention* and *home detention* programs for each of Utah's 29 counties. The numbers and shading indicate the numbers of admissions for each 100 youth between the ages of 10 and 18. For example, there were 2.49 admissions to detention for every 100 youth at risk in Tooele county.

- \* Statewide, 2.84 youth were admitted for every 100 youth at risk (2.57 for *secure detention*; .27 for *home detention*). This represents a reduction of 7.5% in the rate of detention for Utah's youth compared with FY 1992.
- \* Rates of detention admission were highest in Carbon (5.94), Iron (5.75), and Washington (4.99) counties.
- \* Salt Lake County, the State's most populous county, had an admission rate of 3.29 per 100 youth at risk, about 16% above the statewide rate of 2.84 admissions.
- \* Overall, Region II had the highest rate of admission with 3.2 admissions per 100 youth at risk; Region III was second with 2.26; and Region I was lowest with 2.24.
- \* Utah's 2.57 overall rate of admission to *secure detention* was about 13% below the national rate during 1989 (SOURCE: "National Juvenile Custody Trends 1978 - 1989." U.S. Department of Justice, OJJDP, March, 1992.)

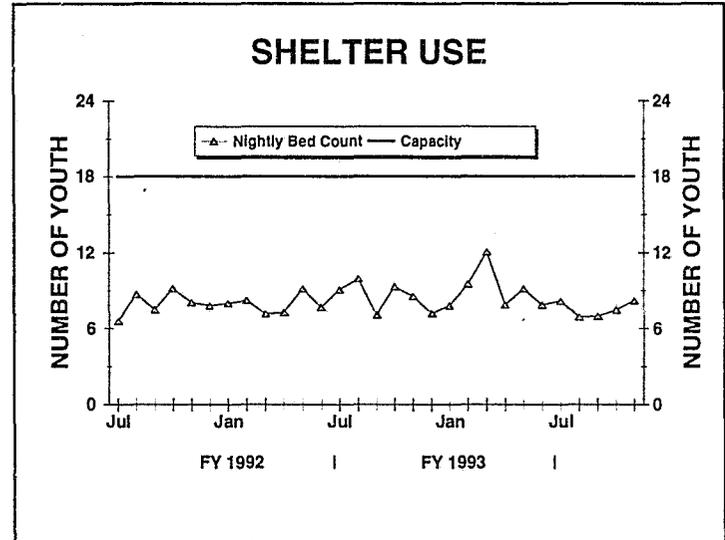
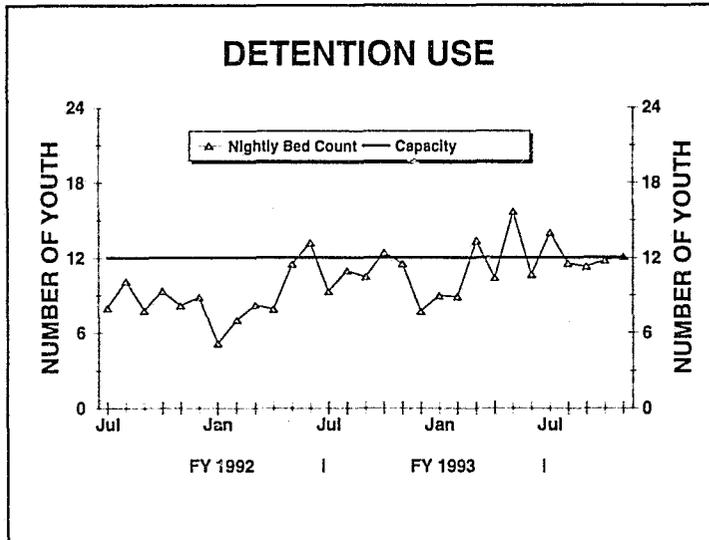
# MULTI-USE FACILITIES

Multi-use facilities were designed to combine full-service, locked, detention beds with an unlocked, shelter beds to meet the unique needs of Utah's rural areas. During FY 1993, the Division of Youth Corrections operated two of the State's three multi-use facilities: the *Uintah Basin Youth Center*, and the *Central Utah Youth Center*. The third facility, *Canyonlands Youth Center*, was operated by the Office of Social Services until July of 1993 when its operation and administration were assumed by the Division of Youth Corrections.

Multi-use *detention beds* were used heavily during FY 1993. As indicated in the table below, all three programs experienced overcrowding on some nights. The extreme was the Uintah Basin Youth Center which was over capacity on 41% of all nights. Use of *shelter beds* was more modest. The three facilities collectively averaged about 40% of capacity.



Canyonlands Youth Center located in Blanding.



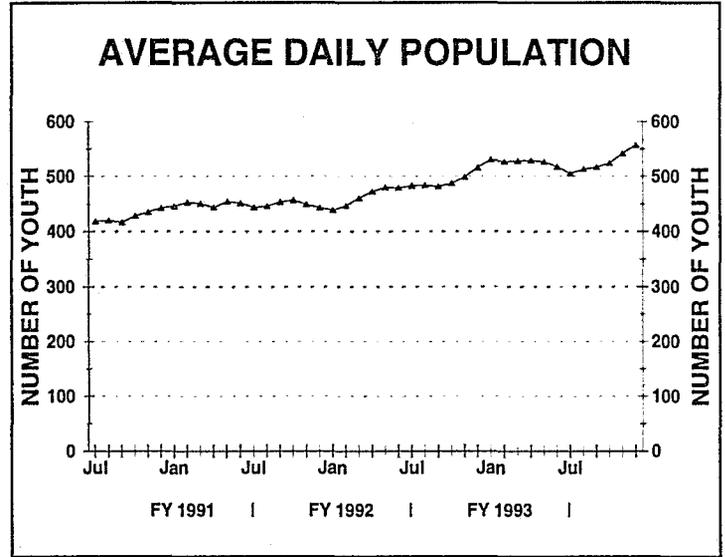
Use of multi-use secure detention and shelter during FY 1993.

MULTI-USE FACILITY	CAPACITY	DIFFERENT YOUTH SERVED	ADMISSIONS	AVERAGE NIGHTLY BED COUNT	% OF NIGHTS OVER CAPACITY
<b>SHELTER</b>					
Canyonlands Youth Center (Blanding)	6	30	40	1.4	0%
Central Utah Youth Center (Richfield)	6	95	109	2.4	0%
Uintah Basin Youth Center (Vernal)	6	192	259	3.2	7%
<b>TOTAL</b>	<b>18</b>		<b>408</b>	<b>7</b>	
<b>DETENTION</b>					
Canyonlands Youth Center (Blanding)	4	110	163	3.2	23%
Central Utah Youth Center (Richfield)	4	129	179	3.6	31%
Uintah Basin Youth Center (Vernal)	4	103	144	4	41%
<b>TOTAL</b>	<b>12</b>		<b>486</b>	<b>10.9</b>	

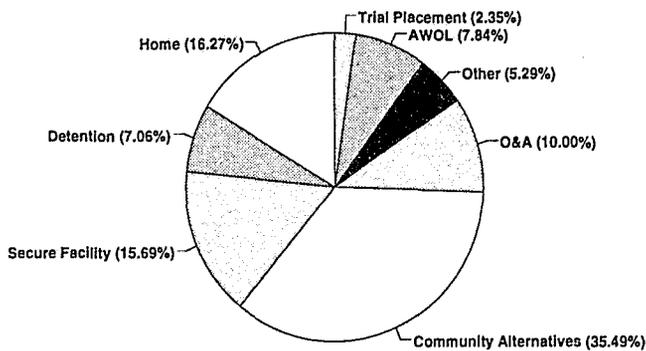
# YOUTH CORRECTIONS' POPULATION

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

- \* The average daily population of youth in Youth Corrections' custody increased for the fifth consecutive year to a value of 509, an increase of 10% over FY 1992.
- \* This growth has continued into the first 5 months of FY 1994 and an all-time high daily population of 570 youth was reached late in December.



## TYPICAL DISTRIBUTION OF YOUTH CORRECTIONS' PLACEMENTS



\*Other placements include: youth out of state, in jail, or hospitalized

- \* On a typical day in FY 1993, Youth Corrections provided services to 509 youth in its custody.
- \* The majority of these youth (62%) were cared for in *non-secure* community alternative programs, home placements, or observation and assessment (O&A) programs.
- \* Fewer than 23% of the youth in Youth Corrections' custody were in locked secure facilities or secure detention.

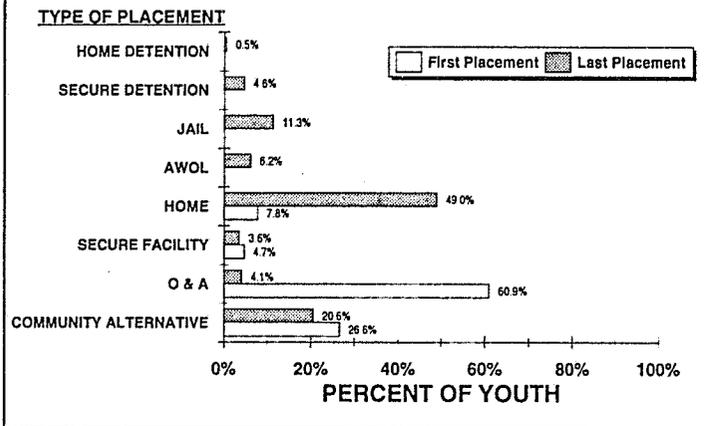
# CASE MANAGEMENT

Youth placed in the the custody of Youth Corrections are assigned to an individual case manager. Case managers are responsible for much of the individualized treatment youth receive while under Youth Corrections' care. Their responsibilities include: (a) direct treatment of individual youth and their families, (b) close supervision of each youth's activities, (c) monitoring of restitution, and (d) coordination of other services provided to youth. These duties often require case managers to be on call 24 hours a day.

During FY 1993, the Division's 22 case managers oversaw services for 845 different youth and maintained an average caseload of 23.



## FIRST & LAST PLACEMENTS OF NYC YOUTH WHO TURNED 18 IN FY 1993



\* A recent study traced the histories of 193 youth who had turned 18 years of age while they were in the custody of the Division of Youth Corrections (DYC).

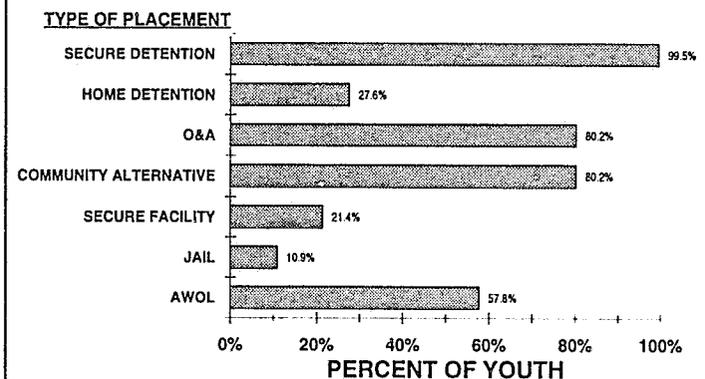
\* For FY 1993, the study included 193 different youth.

\* As indicated in the figure to the left, observation and assessment (O&A) was the most likely first placement for these youth; a return to home the most likely final placement.

\* The study also traced the placement histories of group members. From the graph at the right, the typical member in the group clearly had received considerable attention by the time of their 18<sup>th</sup> birthday.

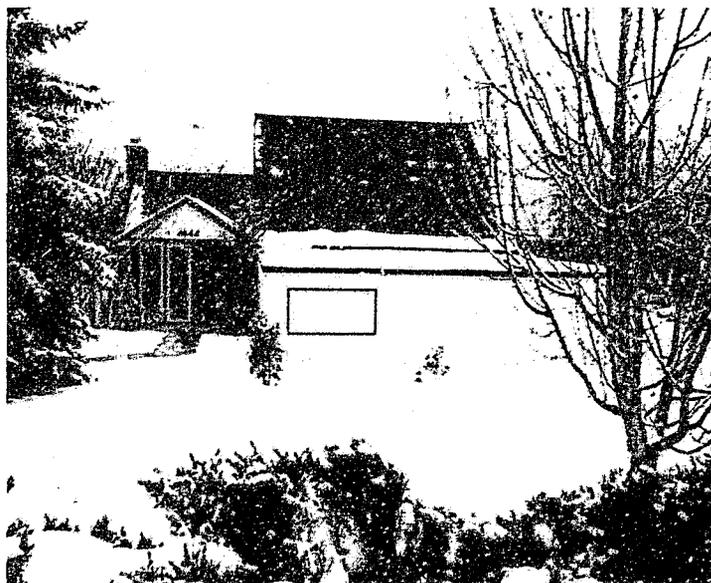
\* These youth received an average of 139 days of secure care, 262 days of community placement care, and 57 days of observation and assessment care. Their median number of days in secure detention was 85.

## PLACEMENT HISTORY OF NYC YOUTH WHO TURNED 18 DURING FY 1993



# COMMUNITY BASED ALTERNATIVES TO INCARCERATION

Community based alternatives to incarceration are Youth Corrections' least restrictive placements. They provide the opportunity for delinquent youth to work on problems in structured surroundings but maintain daily contact with their communities and, in many cases, their families. Most of these services are provided by private providers who contract with the Division to provide both residential and nonresidential programs that compliment the activities of the Division's case managers. The Division directly operates two residential programs *Project Paramount* and *Region II Transition*. These two programs specialize in the problems of youth in transition from secure facility custody back to the community.



Intermountain Youth Care Residence.

**Residential Programs** are located throughout the State (see map in resource directory). They provide 24-hour a day supervision and treatment options to youth in close proximity to their families and community. These programs fall on a continuum of supervision and treatment. They stress strong community linkages with family, school, and employment and help youth to learn and generalize appropriate behavior into a non-secure community environment.

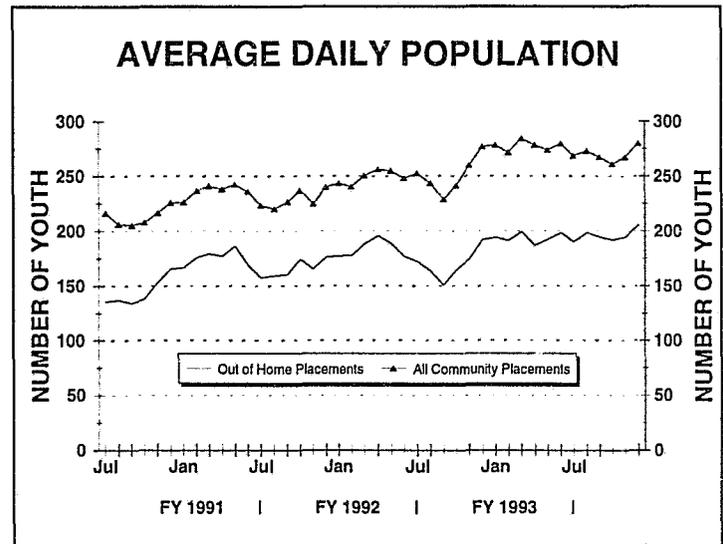
**Non-Residential Services** generally are oriented to supervision, treatment, or education. Tracker services provide intensive supervision of youth through daily contact and counseling focused on employment, education, courts, family, and life skills. Various types of therapy are provided by clinicians trained to deal with dysfunctional family dynamics and antisocial behaviors.

Types and costs of residential and non-residential programs.

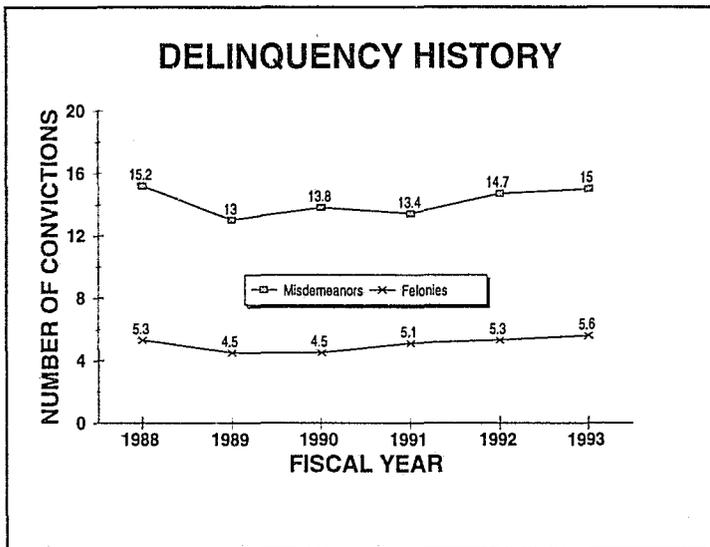
RESIDENTIAL TREATMENT	NON-RESIDENTIAL TREATMENT
Proctor Placement ..... \$44.70/day	Tracking Services ..... \$12.40/day
Group Home ..... \$57.69/day	Individual & Family Counseling ..... \$50.00/hour
Intensive Group Home ..... \$83.72/day	Group Therapy ..... \$20.00/Session
Sex Offender Treatment..... \$120.00/day	Psychological Evaluation..... \$50.00/hour
	Psychiatric Evaluation ..... \$120.00/hour

## In FY 1993:

- \* 704 different youth were treated in residential programs.
- \* An average of 181 youth were in out-of-home community programs per day.
- \* An estimated 285 different youth received non-residential services.
- \* 92 youth received non-residential services on a typical day.

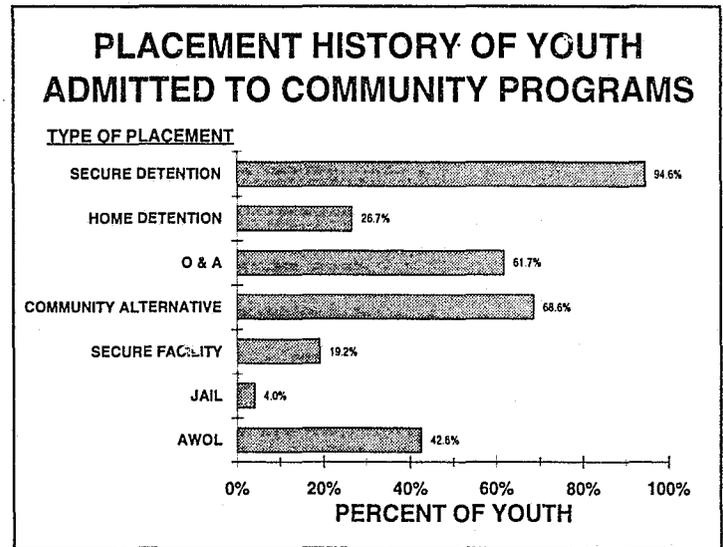


\* The Division of Youth Corrections utilizes both home based and out-of-home community placements as alternatives to secure confinement. The number of youth in out-of-home placements averaged 181 per day during FY 1993 compared with 174 in FY 1992. This is an increase of 4% over FY 1992 and represents an all time high number of youth.



\* Youth admitted to community alternative programs in FY 1993 had an average of 20.6 felony and misdemeanor convictions. This is an increase of .6 convictions over FY 1992.

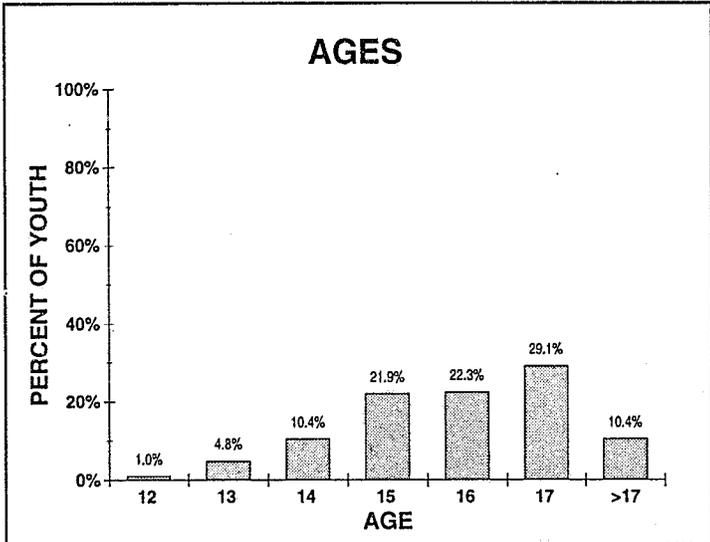
\* Nearly 40% of youth admitted to Community Placement during FY 1993 had one or more convictions for life endangering felonies. This is a 12% increase over FY 1992.



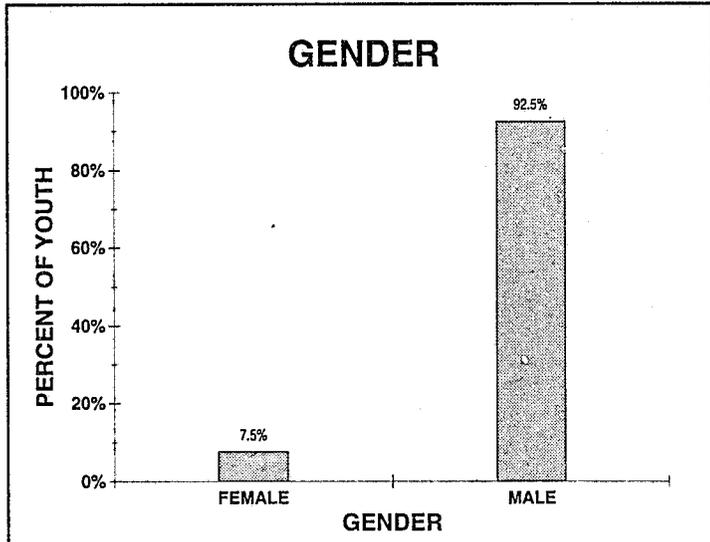
\* Youth placed in community alternative programs in FY 1993 had previously received a wide range of services. 94.6% had a history of placement in secure detention; 61.7% had been placed in observation and assessment (O&A); 19.2% had been in a secure facility; and, 42.6% had been absent without leave (AWOL) from another Youth Corrections' placement.

**COMMUNITY BASED ALTERNATIVES**

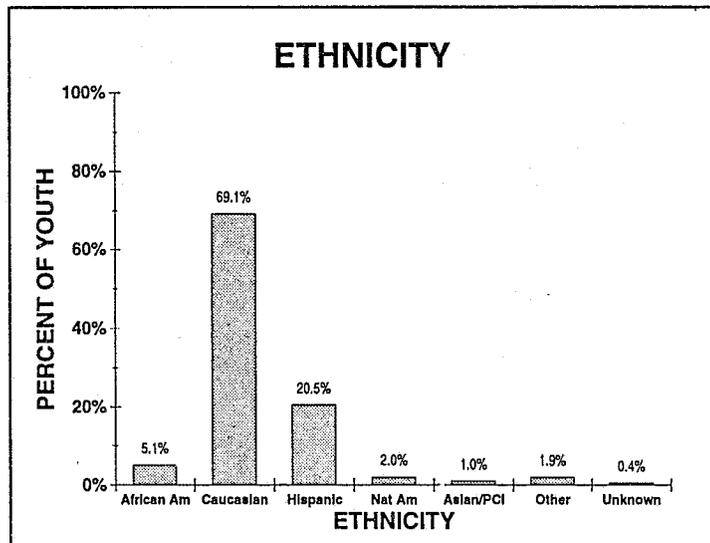
\* Youth admitted to community alternative programs ranged in age from 12 to 20 years old and averaged 16.4 years. 73% were between 15 and 17 years old. This is similar to the distribution of ages during FY 1992.



\* 7.5% of youth placed in community alternative programs were girls. This is a decrease of about 3% from FY 1992.



\* Minorities were over represented in community placements. African Americans were placed over 10 times as often as would be expected from their proportion in the population at risk; Hispanics were represented 5 times as often as would be expected.



\* While disproportionately low, the percent of Caucasians in alternative programs has remained fairly constant over the last 4 years.

# PRIVATE PROVIDER CONTRACTS

## A BRIEF HISTORY

The mission of the Division of Youth Corrections mandates providing a continuum of supervision and rehabilitation programs to meet the needs of juvenile offenders in a manner consistent with the public safety. The goal is to individualize treatment in a way that will give maximum benefit to the youth, but will not compromise public safety.

In the past 13 years, the Division has put a wide variety of community programs into place by contracting with private providers. Programs were originally established through a process of competitive bidding. Contracts were awarded for innovative and creative approaches to treatment of delinquents, as well as for more traditional group home and counseling services.

While the resulting mix of services served the needs of the youth in Youth Corrections' custody relatively well, the traditional contracts awarded fixed dollar amounts for a set number of youth. Costs to the Division were the same whether a program cared for one child or the maximum number specified in the contract. Further, not all youth needed the full range of services provided by a particular program, though the rate remained the same.

By 1986, Division administrators, faced with diminishing financial resources, decided to implement a new approach to contracting. The resulting system is now known as the "open ended" contract system.

## OPEN ENDED CONTRACTING

In an effort to remedy the problems with the previous system, the Division established maximum rates for specific services. The new levels were based on both a review of the rates being paid under existing contracts and a survey of the market rates for services of community professionals. Next, the Division issued Re-

quests for Proposals for multiple-award, open-ended contracts for the various services. Contracts were written with every provider who submitted a proposal, could provide the services, and could meet Division standards and State licensing requirements. Each contract was "open-ended" with no guarantee for any minimum number of referrals. Conversely, there was no top limit and a program which was not restricted by bed space could conceivably serve as many youth as the Youth Corrections' staff referred.

## BENEFITS OF OPEN ENDED CONTRACTS

As was hoped, the new system has allowed Youth Corrections to purchase only the specific services each youth needs. Thus, if alcohol and drug counseling or family therapy is indicated, it can be provided and payment made. Auxiliary services are not provided just because a youth is in a particular program but only when required for treatment.

The Division now contracts with 45 providers for a wide range of services including: (1) group homes (some with intensive mental health services); (2) proctor homes (a youth lives with a single adult or couple); (3) tracking programs (trackers typically have caseloads of 4 or 5 and are available to monitor and assist youth at any hour of the day or night); (4) vocational testing and training; (5) individual and family therapy or counseling; and, (6) psychological and psychiatric testing and psychotherapy. Programs for sex offenders and alcohol and drug abusers are also offered. Often youth can be maintained at home while receiving individually selected treatment and nonresidential services.

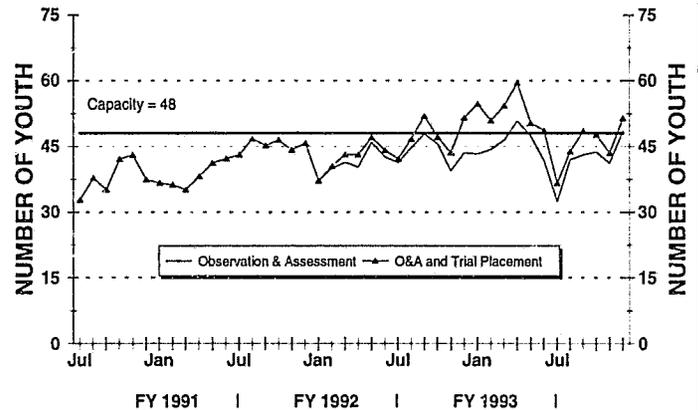
State dollars are being utilized for maximum return and youth are benefiting from an optimum mix of individualized clinical supervision services. Youth are treated close to their home and community in the least restrictive setting while maintaining public safety.

# OBSERVATION AND ASSESSMENT

The Division operates three regional observation and assessment (O&A) centers. Each provides a 90-day program that includes assessment and treatment planning in a residential setting. Youth receive psychological, behavioral, social, educational, and physical evaluation. Based on the information that is gathered, recommendations are made to the Juvenile Court for future rehabilitative treatment. Centers also provide standardized programs to meet the educational, and recreational needs of the youth. Following O&A, youth typically are placed on a "trial placement" in a community program to transition back into the community.

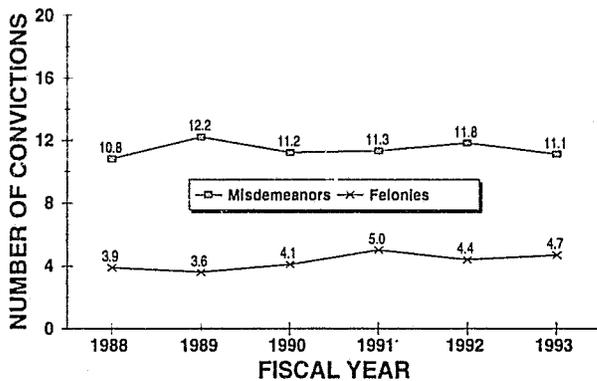


## AVERAGE DAILY POPULATION



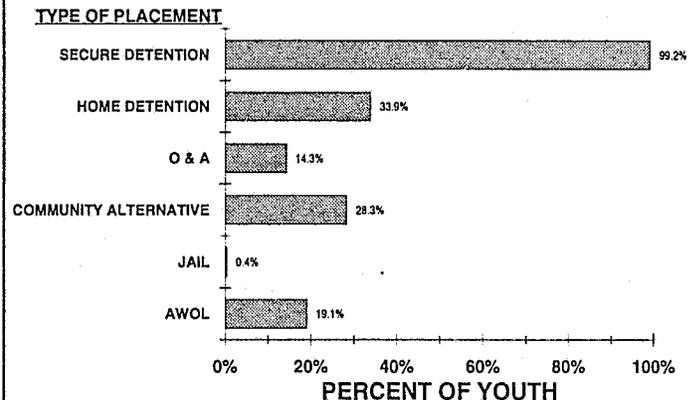
- \* Use of O&A programming reached historical highs during FY 1993. The overall average daily population grew from about 44 in FY 1992 to 51 in FY 1993, an increase of nearly 16%.
- \* The numbers of youth in trial placement from O&A have been recorded since January, 1992. As indicated in the figure above, the total youth in O&A centers and on trial placement averages as high as 60 during one month in FY 1993.

## DELINQUENCY HISTORY



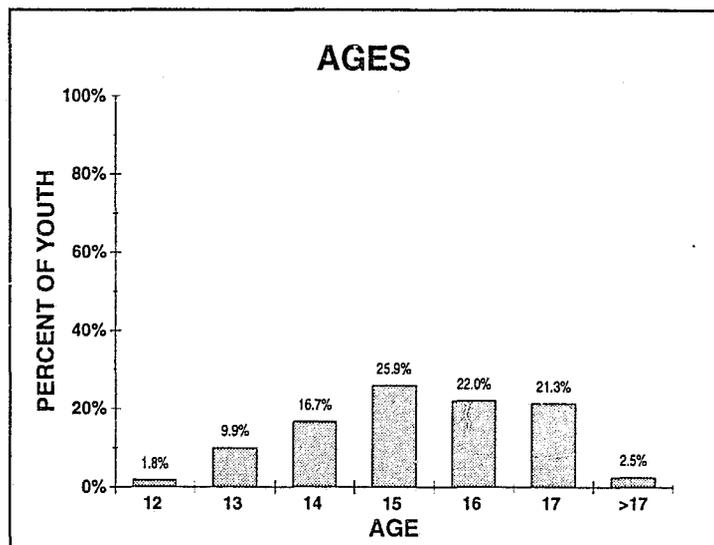
- \* Youth admitted to O&A in FY 1993 had an average of 15.8 felony and misdemeanor convictions. This is a slight decrease from the 16.2 convictions in FY 1992.
- \* 41% of the youth admitted had committed one or more life endangering felonies, 24% over FY 1992.

## PLACEMENT HISTORY OF YOUTH ADMITTED TO O & A

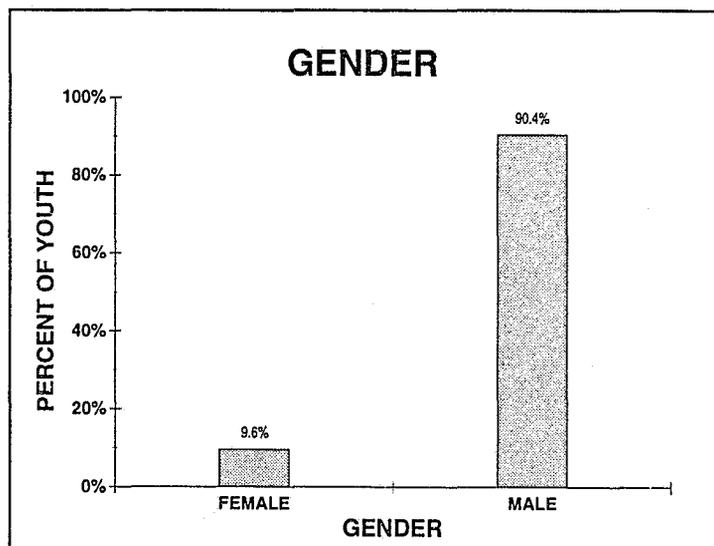


- \* Nearly all youth admitted to O&A during FY 1993 had previously been admitted to secure detention; 28.3% had previously been placed in a community alternative program; and 33.9% had been in a home detention placement.

\* Youth admitted to O&A in FY 1993 ranged in age from 12 to 18 years old and averaged 15.8 years, the same as the FY 1992 average. 69% were between the ages of 15 and 17.

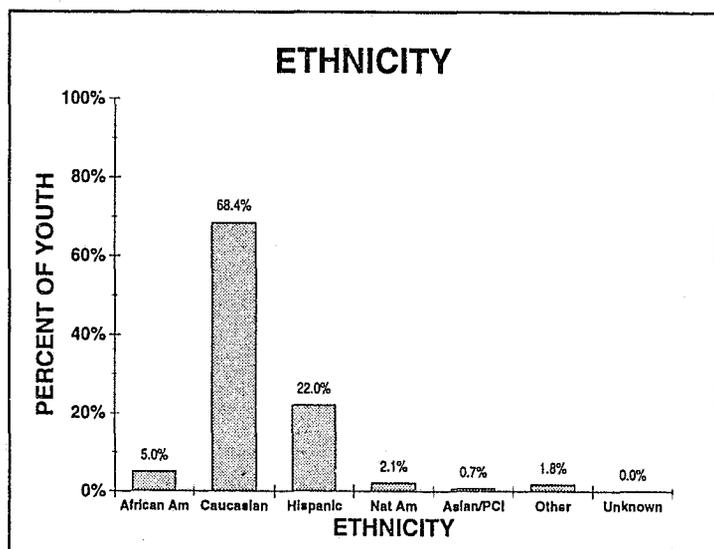


\* The proportion of girls placed in O&A dropped from 10.5% in FY 1992 to 9.6% in FY 1993.



\* As was true for community placement and detention admissions, minorities are disproportionately represented in O&A. African Americans were placed 10 times as often as would be expected based on their proportion in the population at large and Hispanics were 4.3 times as likely to be admitted.

\* In contrast, Caucasian youth were substantially under represented in their admissions. Only about 68% of youth admitted to the facilities were white, whereas, they represent about 92% of the population at large.



# SECURE FACILITIES

Secure confinement of the most seriously delinquent youth is provided by Utah's three secure facilities: *Decker Lake Youth Center* in West Valley City, *Mill Creek Youth Center* in Ogden, and *Southwest Utah Youth Center* in Cedar City. These facilities emphasize security while maintaining humane, progressive, and high quality treatment programs.

Confined youth are held accountable for their delinquent behavior by confronting criminal thinking and antisocial behavior, and by emphasizing victim reparation through restitution programming. Special treatment groups focus on many areas including the impact of delinquent behavior on victims, drug and alcohol treatment, social skills development, and community re-entry. Intensive individualized education programs are also provided while youth are in a secure care facility.



Mill Creek Youth Center in Ogden, Utah.

## Characteristics of youth admitted to secure facilities in FY 1993.

	FY 90	FY 91	FY 92	FY 93
Total Youth Committed	112	106	121	121
Average Convictions	28.2	29.3	26.8	28.2
Felony	7.4	8.3	7	6.8
Misdemeanor	17.9	18	17.3	18.6
Other	3	3.1	2.5	2.8
Youth with Life-Endangering Felony	44%	45%	42%	50%
Average Confinement Guideline (mo)	6.7	7.1	6.9	7.2
Average Length of Stay	10.2	10.5	9.6 <sup>1</sup>	7.1 <sup>1</sup>

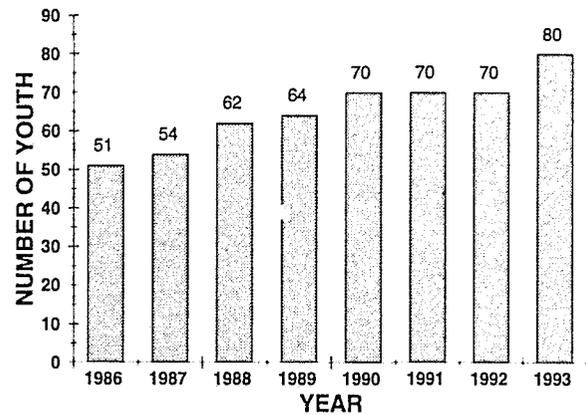
<sup>1</sup> These numbers are low and over represent youth with short guidelines because they only include completed commitments.

### In FY 1993:

- \* 222 different youth were confined and treated in secure facilities during FY 1993. This represents an increase of 20% from the number in FY 1992.
- \* 121 youth were committed to secure care by the Juvenile Court or had their parole revoked by the Youth Parole Authority during FY 1993, the same as in FY 1992.
- \* Youth admitted in FY 1993 had an average of 28.2 convictions, an increase from 1992. 50% of the youth in secure facilities during FY 1993 had one or more life-endangering felony convictions, an 8% increase from FY 1992.
- \* The average confinement guideline recommended by the Youth Parole Authority was 7.2 months for youth committed to secure facilities by the Juvenile Court.

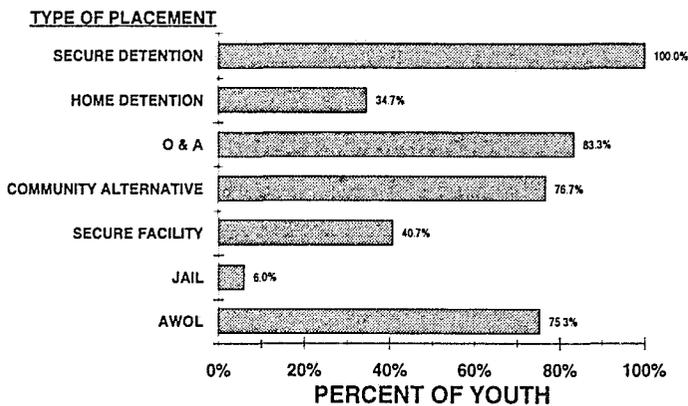


AVERAGE DAILY POPULATION



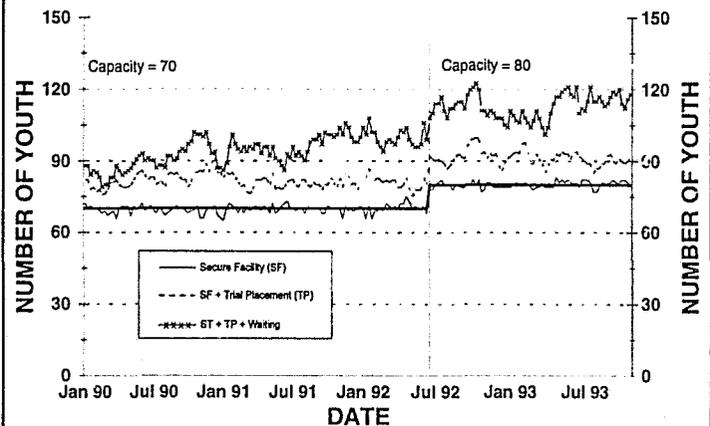
\* The average daily population of the Division's secure facilities increased steadily between 1986 and 1990. From FY 1990 through FY 1992, the secure facility population was consistently at the capacity of 70 youth. In FY 1993, ten beds were added at Decker Lake; these new beds were filled immediately and average population for the year equalled the new capacity of 80.

PLACEMENT HISTORY OF YOUTH ADMITTED TO SECURE CARE



\* Youth placed in secure care have the most extensive history of previous interventions and placements in the juvenile justice system. All youth placed in secure care during FY 1993 had been placed in secure detention; 83.3% had been placed in observation and assessment (O&A); and 76.7% had been placed in a community alternative. In addition, 75.3% had been absent without leave (AWOL) from another Youth Corrections' placement.

YOUTH IN SECURE CUSTODY



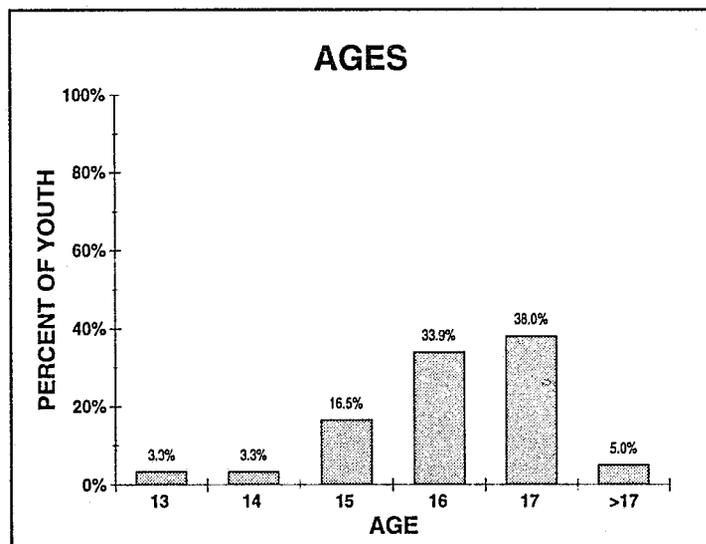
\*Data points represent actual population on a single day during each week of the period

\* The figure above represents the total pressure on secure care facilities beginning in January of 1990. The curves represent the cumulative pressure based on (1) youth currently in secure facilities, (2) those on trial placement from secure care, and (3) those waiting for an opening in a secure facility. The statewide capacity is also represented. The jump in the capacity line in June of 1992 shows the ten bed expansion at Decker Lake Youth Center. This expansion resulted in a short lived reduction of the number of youth waiting for placement. Quickly following the expansion, total pressure on secure facility resources actually increased and reached a record high of over 120 youth.

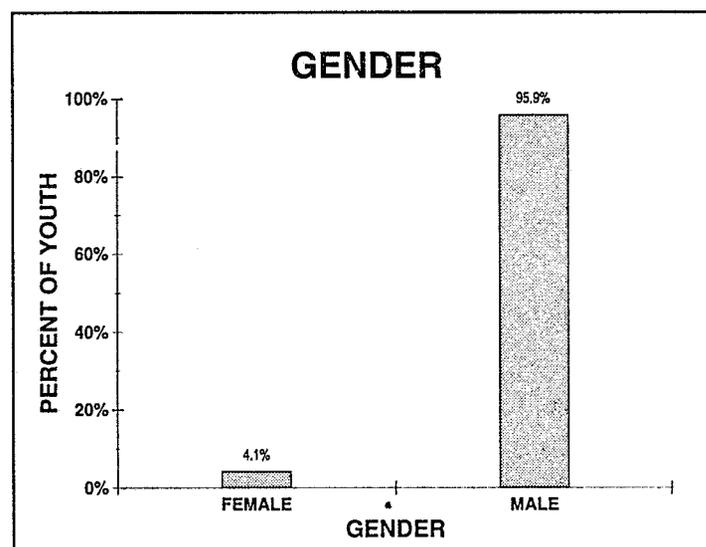
# SECURE FACILITIES

\* Youth placed in secure facilities during FY 1993 ranged in age from 13 to 18 years old and averaged 16.6 years. This is a slight decrease from the average age in FY 1992.

\* After three years of steady increase, the percentage of youth aged 16 or 17 dropped slightly to 72% in FY 1993.

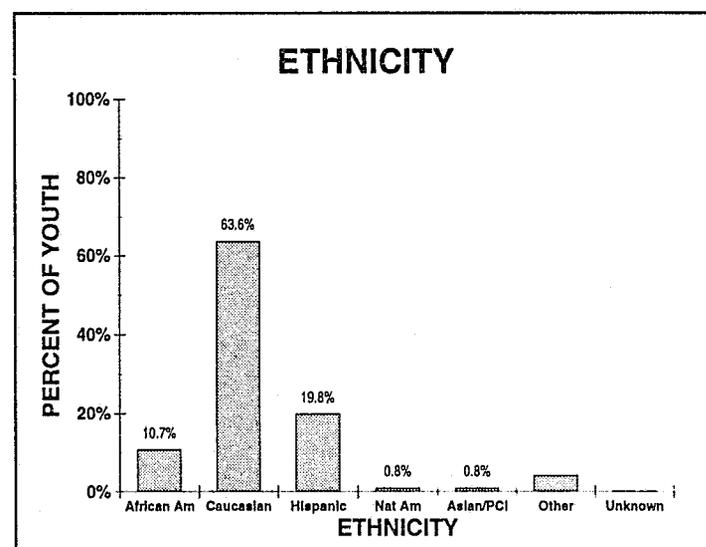


\* Only 4.1% of all youth placed in secure facilities were girls. This is similar to the percentages over the past four years.



\* Minorities, again, were over represented in placement. African Americans were placed over 21 times more often than would be expected from their proportion in the population; Hispanics were placed almost 5 times as often.

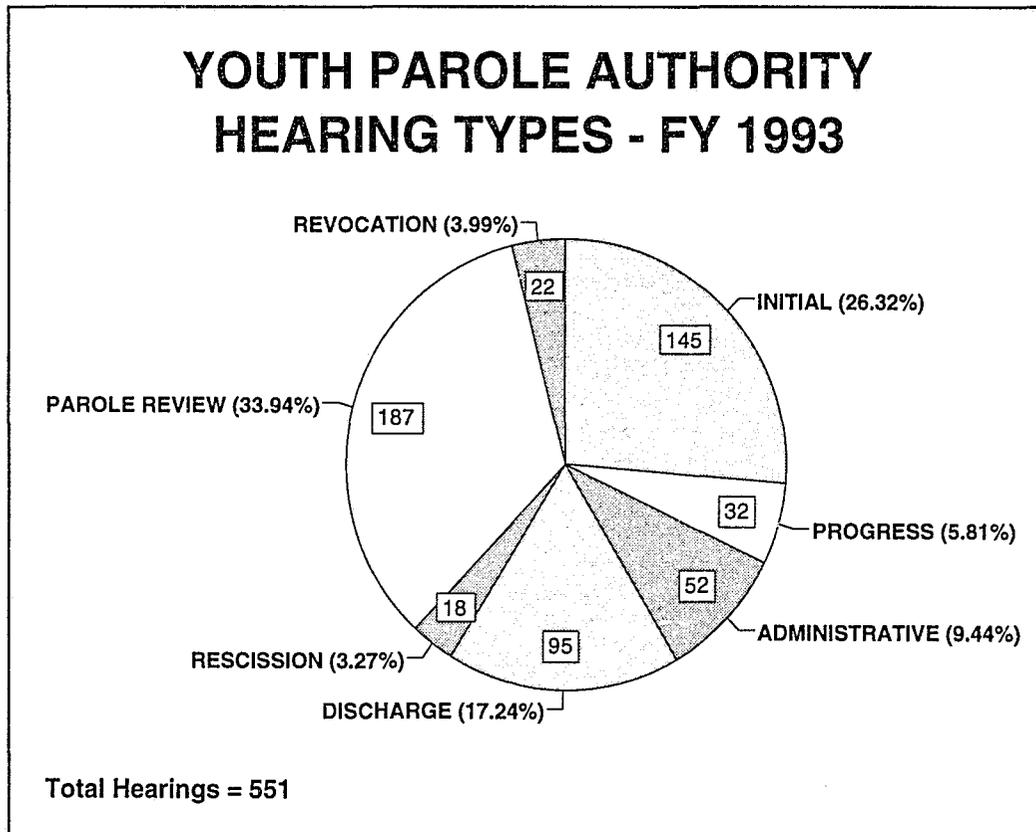
\* After three consecutive years of decline, the percentage of Caucasians increased by 5.7% from 57.9% in FY 1992 to 63.6% in FY 1993.



# YOUTH PAROLE AUTHORITY

Youth committed to a secure facility come under the jurisdiction of the Youth Parole Authority. The Authority was created by the 1986 Legislature to ensure a fair hearing process for youth in secure facilities (U.C.A. 62A-7-109). The part-time board is comprised of five citizens, each appointed for a three-year term by the Board of Youth Corrections. These citizen representatives provide an objective hearing process for youth committed to secure care and ensure that the interests and protection of soci-

ety are respected. The Parole Authority initially establishes a length of stay guideline for each youth who is committed to a Secure Facility. Periodically, thereafter, the Authority reviews the youth's progress and determines when parole back to the community is appropriate. The Authority also reviews evidence when a youth reoffends. In the event that a youth reoffends while on parole, the Authority conducts a *revocation hearing*. In the case of youth who have a future parole date, a *rescission hearing* is held.



## In FY 1993:

- \* Youth Parole Authority Hearings increased from 501 in FY 1992 to 551 in FY 1993. This is an increase of almost 10%. The major areas of increase were in Discharge, Parole Review, and Initial Hearings.
- \* The Youth Parole Authority placed 115 youth on parole and terminated 93 youth from Youth Correction's custody.
- \* For youth terminated from custody in FY 1993, the average length of parole supervision prior to termination was 6.8 months. This is a decrease of 1.7 months from the length of supervision in FY 1992.

# MEMBERS OF THE YOUTH PAROLE AUTHORITY



**KATHY G. PETERSON,**  
**VICE CHAIR**  
Volunteer Court Appointed  
Special Advocate



**SANTIAGO C. SANDOVAL,**  
**M.Ed. CHAIR**  
Coordinator of  
Extracurricular Activities,  
Ogden City School District



**CHARLES (BO) BEHRENS,**  
**J.D.**  
Deputy Salt Lake County  
Attorney



**JOEL L. MILLARD, D.S.W.**  
Executive Director, Project  
Reality



**CATHERINE A. ORTEGA,**  
**M.Ed.**  
Curriculum Specialist of  
Minority Programming,  
Ogden City School District



**DAPHNE C. DALLEY, M.S.**  
Director, Single Parent  
Program Southern Utah  
University

Not pictured: **CARLIE CHRISTENSEN, J.D.** Assistant United States Attorney

# YOUTH CORRECTIONS' SPECIAL SERVICES

## VOLUNTEER PROGRAMS

The Division of Youth Corrections recognizes the great value of volunteers to delinquent youth and is committed to using them wherever possible. Volunteers have a wide variety of skills to offer, and they provide leadership for arts and crafts, recreation, homemaking, money management, and personal development. They have brought treats and birthday cakes, made quilts for the beds in detention, served as foster grandparents, and provided many other intangible services. Several years ago, a non-denominational chapel was constructed at the Salt

Lake Detention Center with funds, goods, and services raised and provided by volunteers.

An annual recognition banquet at the Salt Lake Detention Center recognizes the hundreds of volunteer hours and the many donations. The volunteer program at Salt Lake Detention had its origins in 1958 and has had a Volunteer Director since that year. The results of this program have been an inspiration to the rest of the Division, and helped expand the volunteer programs in other facilities.



The enormous contribution of volunteers was recognized at the 'THANK YOU' banquet in 1993.

Volunteer services and donations received by the Division of Youth Corrections.

TYPE OF CONTRIBUTION	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993
Number of Volunteers	257	499	501	687	2,294
Hours of Volunteer Service	10,542	15,197	14,507	17,205	17,347
Value of Volunteer Services	\$56,928	\$83,737	\$92,555	\$109,767	\$111,020
Number of Court Referred Volunteers	157	29	8	35	29
Court Referred Volunteer Hours	3,398	701	408	290	2,272
Value of Services of Court Referrals	\$18,350	\$3,865	\$2,600	\$1,850	\$14,540
Donations In-kind and Cash	\$34,258	\$41,690	\$32,760	\$46,342	\$42,677
<b>TOTAL CONTRIBUTIONS</b>	<b>\$109,525</b>	<b>\$129,292</b>	<b>\$127,915</b>	<b>\$157,959</b>	<b>\$168,239</b>

## SPECIAL SERVICES

### YOUTH CORRECTIONS' STAFF TRAINING

The three Division training staff have been very busy this past year. Their task of keeping 585 full and part-time staff current on mandatory training has been both challenging and rewarding. Staff development that emphasizes professionalism and dedication to the proper care of youth in Youth Corrections' charge has kept the training team on the move.

An Education Assistance program is available to all staff who are interested in completing their college degrees in areas of study which will assist them in their current job assignments. Education Assistance was granted to 42 staff, with \$44,493.00 in payments.

New full-time staff are required to complete 40 hours of basic training and 40' hours of in-service training during their first year of employment. This is accomplished when staff attend the Basic/Orientation Academy. Each year after their first, staff are required to complete a total of 40 additional hours of mandatory and nonmandatory training. Part-time staff are re-

quired to complete all life safety and crisis intervention training along with other training commensurate with their assigned duties.

Non-Violent Crisis Intervention Training covers 16 hours of Verbal Crisis Intervention and 24 hours of Physical Crisis Intervention. These courses are an asset to staff when they are faced with intervening in verbal and physical altercations.

The Division supports the policy of staff receiving basic and in-service training required to assist them in their continued professional growth and development. During FY 1993, the Division supported 437 training events with 26,655 individual staff training hours completed.

Currently an assessment team is reviewing job assignments and assisting trainers in making recommendations for staff training and development. As a result, staff will be better prepared to supervise the ever changing juvenile population served.

Youth Corrections' staff receiving mandatory training from FY 1989 through 1993.

TYPE OF TRAINING	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993
AIDS Policy Training	355	0	145	145	92
Code of Ethics	52	62	144	104	173
CPR	160	317	286	401	429
Defensive Driving	30	33	65	89	133
First Aid	114	168	148	167	179
Security/Control I	155	74	88	104	442
Security/Control II	140	78	89	82	132
Security/Control Review	120	83	113	185	8
Sexual Harassment Prevention	28	475	96	140	98
Suicide Prevention	122	201	401	166	357

### LICENSING AND CERTIFICATION OF YOUTH PROGRAMS

The Division of Youth Corrections continues to take an active role in monitoring, evaluating, and licensing programs which provide services or hold delinquent youth. By statute, all programs which provide services to delinquent youth must meet standards and be licensed. The Division issues a license through the Office

of Licensing, Department of Human Services. Standards are specifically designed to govern services to delinquent youth and have been amended to better regulate programs. In addition, jails and other adult holding facilities that hold youth are monitored, must meet standards, and be certified by the Division. Currently, 21

contracts providing 53 programs statewide are licensed through the Division. These include residential and day treatment programs plus specialized programs such as wilderness and survival courses. All 10 of the State's juvenile detention centers are certified. Two of these facilities (in Price and St. George) are unable to meet many standards and have been relegated to short-term holdover programs. The remaining eight detention centers all are routinely out of compliance with State standards due to overcrowding. Four jails in rural areas have approval to hold (for up to 6 hours) youth charged with delinquent acts while efforts are being made to release or transfer these youth to juvenile detention centers. In addition, 11 hold-

ing rooms located in local law enforcement agencies are certified to hold charged youth (for up to 2 hours) while arrangements are being made for release or transfer. The Division continues to monitor all adult and secure juvenile facilities for compliance with the Federal Juvenile Justice Act of 1974. These activities have helped the State to come into compliance with federal regulations and provide protection to both youth and the community. To meet compliance requirements, the Division has continued to receive grants to prevent placement of youth in adult facilities and to provide consultation, education, and assistance in appropriate detention practices.

### **VICTIM SERVICES**

The Division of Youth Corrections recognizes the need to hold juvenile offenders accountable for their delinquent behavior and to respond to the needs of their victims. Toward these goals, restitution programs have been developed at all levels of the Division's continuum of care, including detention and observation and assessment. Further, intensive treatment programs have been developed to heighten the youth's empathy for their victims.

Substantial amounts have been paid out for restitution in each of the last four years: \$93,400 in 1988; \$84,100 in 1989; \$107,959 in 1990;

\$134,356 in 1991; \$168,758.98 in 1992, and \$150,205.73 in 1993.

A principal source of funds for restitution projects are the support payments that parents of youth in custody make to the Division. The Division received permission from the 1983 Legislature to use a portion of this money for restitution to victims of juvenile crime. To gain access to these funds, youth participate in community service projects in exchange for wages that are paid directly to victims of crime. Such projects are operated by the Division and other government agencies and by nonprofit organizations.

# RECENT AND ON GOING PROJECTS

## TRANSITION PROGRAMS

Transition programming is a relatively new option in the continuum of services offered by the Division of Youth Corrections. It evolved as a consequence of a system evaluation that identified four critical areas of need in the Division's programming. These included: (1) intensive transition and parole services for youth exiting secure care and youth "between" programs; (2) residential placement for extremely high risk youth; (3) crisis placement; and, (4) day treatment. Meeting these four needs has become the primary objective of the Division's transition programs.

There are currently two transition programs in the Division: Project Paramount in Region I which began operation in 1985 and the Region II Transition which opened in 1990.

Several strategies have been employed to meet the needs of youth in transition situations. The

operation of case management has been divided into two separate functions - Case Management and Parole. Further, continuity between services has been increased by staffing the Transition Program with both transition staff and staff on loan from other Youth Corrections programs. This has facilitated the reintegration of youth back into the community by allowing staff to work with the youth in both the community in which they must live and the more structured settings of a facility.

Transition programming has become a central point in the network of services available in the community. When reintegrating a youth back into society, the Division of Youth Corrections attempts to normalize the youth in his/her community. The networking of community services is intended to decrease the youth's dependence on the Division of Youth Corrections and to maximize utilization of the available resources.

## JUVENILE SEX OFFENDERS

In October, 1989 Governor Norman H. Bangerter appointed a Governor's Council on Juvenile Sex Offenders. The Governor's Council, in November 1990, published "A Comprehensive Plan for Juvenile Sex Offenders Preliminary Report."

In response to this plan, the Juvenile Justice System and various divisions within the Department of Human Services implemented many of the suggested changes without additional resources.

The 1992 Legislature appropriated funds for initial interagency efforts in this area and the

Governor included additional funding for juvenile sex offender treatment in his fiscal 1993 budget statement.

A further development was that Legislation was passed which mandated that several agencies of state government form a Sex Offender Supervision and Treatment Unit. Protocol, standards, and policy were written to coordinate public and private agencies in pursuing the Governor's plan to develop a continuum of services for juvenile sexual offenders. These materials were used to organize and train multiagency sex offender specific teams in ten geographical areas throughout Utah.

## PROJECT FIRST STEP

Region II will be opening a new, short-term, program in January 1994 that will be called First Step. The six bed program will be operated by observation and assessment staff, and will serve to orient youth and their families as they enter the Youth Corrections system. The program will provide 24-hour, highly structured supervision, orientation, and stabilization for youth entering a Youth Corrections' community placement for the first time. The goal of the program is to prepare these youth and their families for placement back into their community with a

better understanding of their situation, good knowledge of their treatment plan, and a clear understanding of expectations from Youth Corrections. First Step staff will also prepare a brief assessment of the youth to aid the casemanager in linking appropriate services to the family. The assessment may include psychological information, social history, educational assessment, and a substance abuse profile. Expected length of stay will be two to three weeks.

### GANGS

Growth in gang and violence related criminal activity continued in Utah during 1993. The alarming increase in the level of violence seen in urban communities prompted Governor Leavitt to call a Special Session of the Utah Legislature this year. One result of the session was that the Division of Youth Corrections was given increased funding and a facility to aid in dealing with these pressing problems. During 1994, changing laws and relationships in the justice community are expected. The Division will continue to work with legislative and local task forces, and with entities and groups in the community to develop collaborative strategies to deal with this problem.

The Division recognizes that prevention is the best long term strategy for dealing with the

problems of gangs and violence. Two major prevention efforts will be developed in the coming year. (1) The first project, Dominos against Delinquency (DADS), represents a public/private venture to curb delinquency. The program will provide adult role models/mentors for first time offenders, with a goal of preventing further delinquency. Beehive Pizza of Utah Incorporated, which does business as Dominos Pizza® in Utah has agreed to make a substantial commitment to this effort. (2) HEROES, a second project will link high school students with fifth and sixth grade youth. The Division hopes to reduce the likelihood of delinquency and gang involvement by providing high risk youth with older mentors who can help them negotiate the educational and social problems they may face.

### LAW RELATED EDUCATION

Since 1990, the Southwest Utah Youth Center (SWUYC) has been an active participant in the Law Related Education (LRE) Juvenile Justice Initiative conducted by the National Training and Dissemination Program sponsored by the United States Justice Department's Office of Juvenile Justice and Delinquency Prevention. The Initiative has provided the SWUYC with start up funds, training, and technical assistance.

The SWUYC LRE program teaches young people about law and the legal system. It focuses on civil, criminal, and constitutional themes and provides participants with informa-

tion they can use daily in their lives. Case studies, simulations, role playing, critical thinking, decision making, and problem solving are emphasized. Outside resource persons such as judges, police officers, and probation officers assist in the lesson presentations to illustrate concepts and help participants gain what the literature refers to as "beliefs, involvement, commitment, and attachment to the prevailing norms of society." LRE is taught once weekly in the secure facility wing of the SWUYC and daily in the detention wing. A minimum of three outside resource persons per week have participated in the program since its inception.

# FUTURES

## CRITICAL ISSUES FOR 1994

Key and immediate challenges the Division of Youth Corrections must face in planning for the coming year are listed below as "Scuds". Initiatives that will facilitate a positive response are listed as "Patriots".

SCUDS	PATRIOTS
<ul style="list-style-type: none"><li>* Continued detention overcrowding</li><li>* Scarcity of programs for serious offenders</li><li>* Continued population increases</li><li>* Gang and violent youth crime</li><li>* Underserved sex offender population</li><li>* Continued ethnic minority over representation</li><li>* Community safety versus the principle of treatment in the least restrictive setting</li></ul>	<ul style="list-style-type: none"><li>* Juvenile Justice Study Committee</li><li>* Detention Study Committee</li><li>* Gang Task Force</li><li>* In House Steering Committees:<ul style="list-style-type: none"><li>- Detention</li><li>- Observation and Assessment</li><li>- Secure Facilities</li><li>- Case Management</li><li>- Skip Level Advisory Committee</li></ul></li><li>* Staff training and professionalism</li></ul>

## TASK FORCES

Teams of Division staff and stakeholders make up the following process improvement teams:

- \* Five Year Plan including budget, growth, building, operation and maintenance, continuum of service, and best practice models.
- \* Public Education and Public Relations
- \* Minority Over-Representation Issues
- \* Juvenile Justice System Review
- \* High Tech Applications
- \* Realistic Budgets
- \* Full-Time versus Part-Time Staff Issues
- \* Standard Investigation Format
- \* Standard Incident Report Process
- \* Training Needs Assessment

## TOTAL QUALITY MANAGEMENT

In an effort to provide better service, the staff of the Division is actively working toward total quality management. In order to arrive at best practice, the staff have begun, or will initiate the following activities:

- \* **Staff and Customer Surveys**  
The Division will evaluate satisfaction with opinion surveys of the staff and various stakeholder groups including youth, parents, judges, legislators, private community services providers, and law enforcement.
- \* **Quality Improvement Process (QIP) Training**  
All Division staff will complete a QIP Training Program by July, 1994.
- \* **Annual Midwinter Board/Provider Institute**  
The Division of Youth Corrections' Policy Board, management staff, and private community services providers will meet annually to discuss the philosophy and directions of the agency.
- \* **Interagency Activities and Local Interagency Councils**  
Through participation with other agencies and entities, both public and private, the Division will deliver better service through enhanced collaboration.
- \* **Outcome-Based Measurement**  
In support of the Governor's strategic planning initiative, the Division will examine and improve programs in its continuum of care based on the effectiveness of these programs in carrying out the Division's Mission.

## PROFILE OF DYC STAFF

The Division of Youth Corrections has a staff of 585 full and part time staff (excluding time limited staff). The majority of the Division's employees are in grades 05 to 19. Staff whose functions are primarily administrative make up only 7% of the employee pool. The table below represents the proportion of staff of different grades, gender, and ethnicity. The table reveals two important issues in the Division's staffing patterns. First, there are far fewer women than men in medium and high grade positions, and, in particular, there are no ethnic women in high grades. The second notable feature is that while the Division employs ethnic people, their proportion is well below the proportion of ethnic youth in the client population. The Division will address these issues in 1994.

Percentages of Youth Corrections' employees of different grades, gender, and ethnicity.

ETHNICITY	LOW GRADE		MEDIUM GRADE		HIGH GRADE	
	Male	Female	Male	Female	Male	Female
Caucasian	25.50%	23.80%	16.60%	8.90%	5.60%	0.50%
African American	2.70%	0.30%	2.10%	0.30%	0.20%	0.00%
Asian American	0.90%	0.30%	0.50%	0.00%	0.30%	0.00%
American Indian	0.00%	0.50%	0.30%	0.00%	0.00%	0.00%
Hispanic	2.90%	1.20%	1.20%	0.30%	0.20%	0.00%
Pacific Islander	1.70%	1.20%	1.20%	0.00%	0.20%	0.00%

*Low grades include S, J, and 05 through 19*

*Medium grades include 21 through 26*

*High grades include 27 through 34*

## ADMINISTRATIVE OFFICES

State Administrative Office ..... Gary K. Dalton ..... (801) 538-4330  
120 North 200 West, Rm 422  
Salt Lake City, Utah 84103

Region I ..... Jeff McBride ..... (801) 627-0322  
145 North Monroe Blvd.  
Ogden, Utah 84404

Region II ..... William C. Nelsen ..... (801) 265-1192  
61 West 3900 South  
Salt Lake City, Utah 84107

Region III ..... Kit Enniss ..... (801) 489-5641  
205 West 900 North  
Springville, Utah 84663

Youth Parole Authority ..... Stephanie Carter ..... (801) 538-4330  
120 North 200 West, Rm. 422  
Salt Lake City, Utah 84103

## SECURE FACILITIES

Mill Creek Youth Center ..... Tony Hassell ..... (801) 399-3441  
790 West 12th Street  
Ogden, Utah 84404

Decker Lake Youth Center ..... Sal Mendez ..... (801) 972-8414  
2310 West 2770 South  
West Valley City, Utah 84119

S.W. Utah Youth Center ..... Jay Maughn ..... (801) 586-4880  
270 East 1600 North  
Cedar City, Utah 84720

## OBSERVATION AND ASSESSMENT

Region I O & A ..... Bob Heffernan ..... (801) 627-0326  
145 North Monroe Blvd.  
Ogden, Utah 84404

Region II O & A ..... Vanessa Jarrell ..... (801) 265-1001  
61 West 3900 South  
Salt Lake City, Utah 84107

Region III O & A ..... Ron Mervis ..... (801) 489-5641  
205 West 900 North  
Springville, Utah 84663

## DETENTION CENTERS

Cache Attention/Detention ..... Clint Farmer ..... (801) 752-5271  
129 North First West  
Logan, Utah 84321

Moweda Youth Home ..... Patrick Lambert ..... (801) 825-2794  
5470 South 2700 West  
Roy, Utah 84067

Salt Lake Detention ..... Anne Nelsen ..... (801) 265-5830  
3534 South 700 West  
Salt Lake City, Utah 84119

Provo Youth Detention Ctr ..... Darrel Piepgrass ..... (801) 373-5660  
1955 South Dakota Lane  
Provo, Utah 84601

S.W. Utah Youth Center ..... Jay Maughn ..... (801) 586-4880  
270 East 1600 North  
Cedar City, Utah 84720

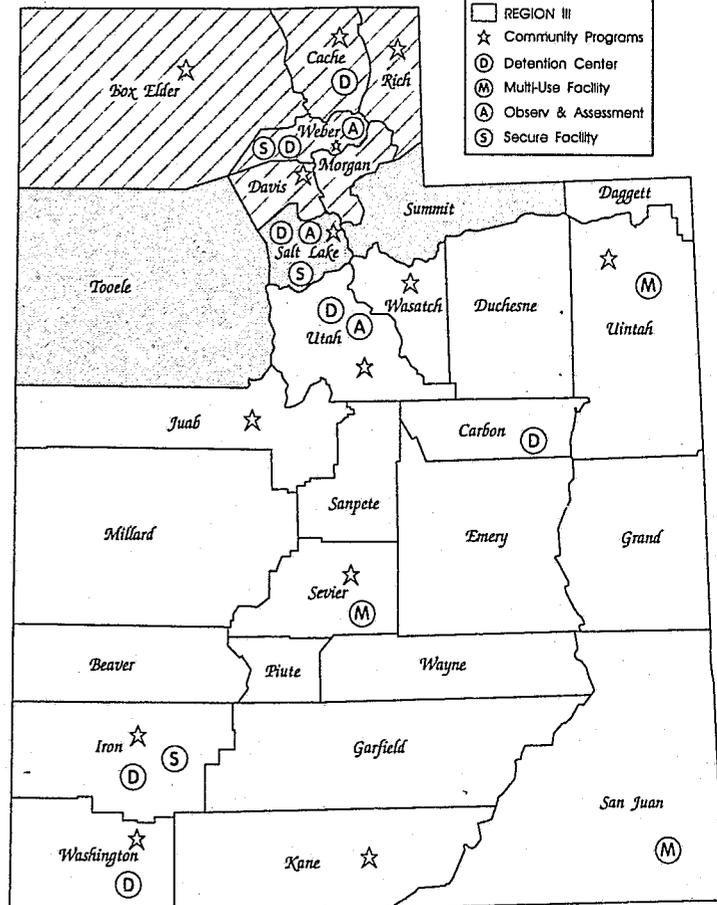
Castle Country Youth Ctr ..... Randy Railsback ..... (801) 637-9608  
940 South Carbon Avenue  
Route 3 Box 75C5  
Price, Utah 84501-0903

St. George Youth Center ..... Rymal Hinton ..... (801) 628-2825  
205 East 1600 North  
St. George, Utah 84770

# YOUTH CORRECTIONS' RESOURCE DIRECTORY

### LEGEND

-  REGION I
-  REGION II
-  REGION III
-  Community Programs
-  Detention Center
-  Multi-Use Facility
-  Observ & Assessment
-  Secure Facility



## MULTI-USE FACILITIES

Canyonlands Youth Center ..... Melvin Laws ..... (801) 678-2966  
167 East 500 North  
Blanding, Utah 84511

Uintah Basin Youth Center ..... Jeanne Gross ..... (801) 789-8472  
980 West Market Drive  
Vernal, Utah 84078

Central Utah Youth Center ..... Glen Ames ..... (801) 896-8402  
250 North Main, Box 122  
Richfield, Utah 84701

## TRANSITION PROGRAMS

Project Paramount ..... Bryan Povey ..... (801) 621-3558  
2421 Keisel Avenue  
Ogden, Utah 84404

Region II Transition ..... Ronald J. Harrell ..... (801) 265-1298  
51 West 3900 South, Suite B  
Salt Lake City, Utah 84107

**NOTE:** A list of providers who contract with the Division for community alternative services is available from the State Administrative Office:

contact Dan Maldonado (801) 538-4330.

