

# UTAH BOARD OF JUVENILE JUSTICE

## 2012-2014 Multi-Year Formula Grant Application

Three-Year Comprehensive Juvenile Justice  
and Delinquency Prevention Plan



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The 2012-2014 Multi-year Formula Grant Application of the State of Utah was prepared and submitted to the Office of Juvenile Justice and Delinquency Prevention, Washington, D.C., in compliance with the requirement of the Juvenile Justice and Delinquency Prevention Act of 2002, as amended, as a participating state and an application for JJDP funds. As in prior years, the Utah Board of Juvenile Justice, in cooperation with other juvenile justice/corrections agencies, initiated planning for the Multi-year Grant Application.

The Three-year Comprehensive Juvenile Justice and Delinquency Prevention Plan describes the needs and problems associated with delinquency and its impact on the state's juvenile justice/corrections system. It proposes programs and activities designed to address those problems and needs.

#### *Acknowledgments*

Much of the data and narrative included in this report is derived from the 2008 Annual Report of the Utah Division of Juvenile Justice Services prepared by John R. DeWitt, Ph.D., Director, Jeffrey P. Wells, Ph.D. and Kent Karren, B.S. Data was also included from the Risk and Protective Factors Information Tool (RAPIT) developed at the direction of the Utah Board of Juvenile Justice to better understand the needs of young people in Utah. Special thanks go to Matt Davis, Ph.D., Gaea Rindflesh, MSW, and Audrey Hickert, M.S. with the Utah Criminal Justice Center for University of Utah their assistance in gathering pertinent data. Finally, this plan would not be possible without the work of Cuong Nguyen, DMC Coordinator, and Treva Bell, Compliance Monitor.

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# UTAH'S THREE-YEAR PLAN

## Introduction

From the opening of the Territorial Reform School in 1889, Utah's juvenile justice system has attempted to protect the public and to treat and rehabilitate delinquent youth. While that mission still remains at the core of the juvenile justice system today, the system itself bears little resemblance to its century-old roots. In fact, a mini-revolution of sorts has taken place in Utah over the past 30 years.

The Territorial Reform School, later known as the State Industrial School closed its doors in 1983. In its place, the Division of Youth Corrections (created in 1981) opened regionalized facilities throughout the state. The Division also took over nine of the ten county detention centers. By 1990, Utah's secure facility population reached its capacity of seventy youth.

Throughout the nineties, Utah constructed new facilities, closed outdated facilities, and even privatized two facilities. The secure bed count capacity more that tripled during this period. Work camps, day/night reporting centers, receiving centers, and other alternatives to detention were also implemented.

At the same time this ambitious investment in the system's infrastructure was taking place, policy makers, the public and the press were examining the efficacy of the system and trying to redefine what appropriate justice for juvenile offenders is. Swifter and surer punishment was the tone.

In 1997, new Sentencing Guidelines were developed and instituted to reduce delinquency through application of earlier and more intense sanctions. The new guidelines provide a wide range of nonresidential interventions. Lawmakers then invested \$22 million to implement the guidelines by increasing the number of juvenile probation officers and by expanding non-secure alternatives.

Following these enhancements, Utah invested the majority of a one-time \$2.8 million Juvenile Accountability Incentive Block Grant (JAIBG) for Phase I on the Juvenile Information System re-engineering project. The availability of subsequent JAIBG funds allowed Utah to complete the system, which is fingerprint and photograph capable and has enhanced accessibility.

Utah's Three-Year Plan was developed to complement the strategies and programs of other state and federal grant programs such as JABG, Justice Assistance Grant, Residential Substance Abuse Treatment, Title V, and Utah's Gang Reduction Grant programs. Utah's Three-Year Plan addresses the gaps in services and other areas of need. Additionally, the plan takes into consideration the findings of the Utah Board of Juvenile Justice's Disproportionate Minority Contact (DMC) Committee.

With this plan, Utah has established a firm commitment to attain a balance between the legitimate needs of the community, the juvenile offender, and the victim.

## A. Project Abstract

Utah's Three-Year Plan was developed to complement the strategies and programs of other state and federal grant programs such as JABG, Justice Assistance Grant, Residential Substance Abuse Treatment, Title V, and Utah's Gang Reduction Grant programs. Utah's Three-Year Plan addresses the gaps in services and other areas of need. Additionally, the plan takes into consideration the findings of the Utah Board of Juvenile Justice's Disproportionate Minority Contact (DMC) Committee. Utah's SAG has set priorities for the following funding areas:

1. Delinquency prevention projects for children grades K-8.
2. Increase success of girls in the juvenile justice system through gender specific/female responsive services.
3. Reduce the disproportionate representation of minority youth at decision points within the juvenile justice system from arrest through transfer and waiver to the adult system.
4. Increase access to mentor programs serving youth involved in the child welfare or juvenile justice system and without significant adult support.
5. Expand drug and alcohol treatment and prevention services for youth.
6. Increase and improve crisis intervention and treatment needs of youth in the juvenile justice system with mental health problems or developmental disabilities.
7. Expand and improve sex offender services and resources within the juvenile justice system.

## **B. Structure and Function of Utah's Juvenile Justice**

Utah's Division of Juvenile Justice Services is primarily a function of state government. Local jurisdictional roles are mostly limited to law enforcement and prosecutorial services. The Division of Juvenile Justice Service (DJJS), the Division of Child and Family Services (DCFS) and Juvenile Court Probation provide the majority of care for Utah's delinquent youth. DCFS has daycare and residential services for dependent and neglected children. Juvenile Court Probation provides day treatment programs and supervision to youth offenders. This population largely includes youth who are still in their parent's homes or are in the custody of DCFS.

DJJS serves a variety of delinquent youths with a comprehensive array of programs, including home detention, locked detention, receiving centers, reporting centers, case management, community services, observation & assessment, secure facilities, and transition to adult living. Also, work components and service projects have been incorporated into many division programs. Collectively, these programs form a continuum of care allowing the Juvenile Court to give graded responses to delinquent youth in proportion to the severity of the youth's behavior, treatment needs and safety towards themselves and the community.

The continuum has evolved, and certainly will continue to change in response to a variety of factors including resource availability, innovations in treatment and programming, community values and changing demographics. In addition, initiatives of the Utah State Legislature and juvenile justice partners have sought to enhance the continuum of care and change the manner in which programming is applied.

In 1997, the Utah State Legislature passed two bills that extended the sentencing authority of Juvenile Court Judges. The first allows Judges to order youth found to have committed criminal 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 DJJS. On receiving an order, DJJS staff previously had the prerogative of deciding where to place the sentenced youth. With this change, the Juvenile Court assumes responsibility for placement of these youth.

A second bill passed by the 1997 Legislature extended the sanction available for youth 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. This legislation allows Juvenile Court Judges to sentence youth found in contempt to any sanction except a secure facility. This includes short-term sanctions such as orders to detention and longer-term sanctions such as community alternative placement.

During the 2002 Utah Legislative session, oversight of youth service programs was transferred to the Division of Juvenile Justice Services (DJJS) from the Division of Child and Family Services (DCFS). This change allowed DCFS to establish the Office of Early Intervention Services that focuses on the core mission of caring for abused and neglected youths, while allowing the DJJS to focus expertise on delinquent youth.

In 2003, the Division of Youth Corrections changed its name to the Division Juvenile Justice Services (DJJS) to better reflect the full spectrum of services offered. Other legislation passed by the Utah State Legislature in the past several years is enhancing parts of the continuum and changing the manner in which programming is applied.

The 2011 Legislative Session required DJJS detention centers to collect fingerprints and photographs of all 14 year-old or older youths admitted to locked detention for a felony-type offense. In addition, the Juvenile Court was directed to order 14 year-old or older youths to have their fingerprints taken at a detention center if they were adjudicated for a felony-type offense or a class A misdemeanor-type offense and their prints had not been previously been obtained. The legislation further directs that fingerprints be sent to the Utah Bureau of Criminal Identification (BCI) for inclusion in its fingerprint archives.

In these sections, the purpose, structure, and function of state and local juvenile justice/corrections agencies will be examined. These agencies serve Utah's 29 counties and more than 2 million citizens.

### **Law Enforcement Agencies**

In 2010 there were 7,033 law enforcement officers. Females account for 7.9% and males 92.1% of these officers. These agencies have as many as 579 (Salt Lake Police Department) or as few as one officer. There is an average of 2.54 officers per 1,000 Utah residents.

Law enforcement addresses youth delinquency and crime with varying strategies dependent upon available resources. Larger agencies have youth officers assigned to deal exclusively with youth-related issues, such as child abuse and juvenile delinquency. Agencies have also increasingly assigned police officers full-time and part-time in local schools. These school resource officers patrol school grounds, investigate school crime, make referrals and teach law-related education courses.

Local law enforcement has also implemented prevention and diversion programs. These programs are aimed at reducing truancy, enhancing accountability through the use of youth courts, and educating students about civic responsibility through law-related education courses.

The law enforcement community also plays a prominent role in prevention activities. The Utah Council for Crime Prevention is responsible for McGruff House, the coordinating agency for the D.A.R.E (Drug Abuse Resistance Education) program in Utah, the State Alliance Coordinator for Partnership for a Drug Free America, and the Regional Expansion Center for Youth Crime Watch in America. Several agencies have also developed their own curricula that are taught in area schools to promote drug resistance and youth gang prevention.

### **Juvenile Court**

The Juvenile Court is an integral part of the judicial system in Utah and subject to the general supervision of the Utah Judicial Council. The Juvenile Court is divided into eight districts and there are currently 28 judges and one court commissioner. One of the purposes of the Juvenile Court is to "promote public safety and individual accountability by the imposition of appropriate sanctions on persons who have committed acts in violation of law [UCA 78-3a-102(5)(a)].

The Juvenile Court has exclusive jurisdiction over youth under 18 years of age who violate any federal, state or municipal law or ordinance, and any child who is abused, neglected or dependent. The court has the power to determine child custody, support and visitations in some circumstances, to permanently terminate parental rights, and to authorize or require treatment for mentally ill or retarded children. The court may also place children in the custody or care of foster homes, group homes, special treatment centers, or secure institutions. The Court works closely with the Office of the Guardian ad Litem on cases involving abuse, neglect or dependency.

The Court may also require children to pay fines or make restitution for damage or loss resulting from their delinquent acts. It also has jurisdiction over habitual truants, runaways and ungovernable youth if efforts by other social service agencies are not successful.

In addition to the above duties, the Court has exclusive jurisdiction in traffic offenses involving minors related to automobile homicide, driving under the influence of alcohol or drugs, reckless driving, joy riding, and fleeing a police officer. It has concurrent jurisdiction with the District and Justice Courts over adults contributing to the delinquency and neglect of a minor.

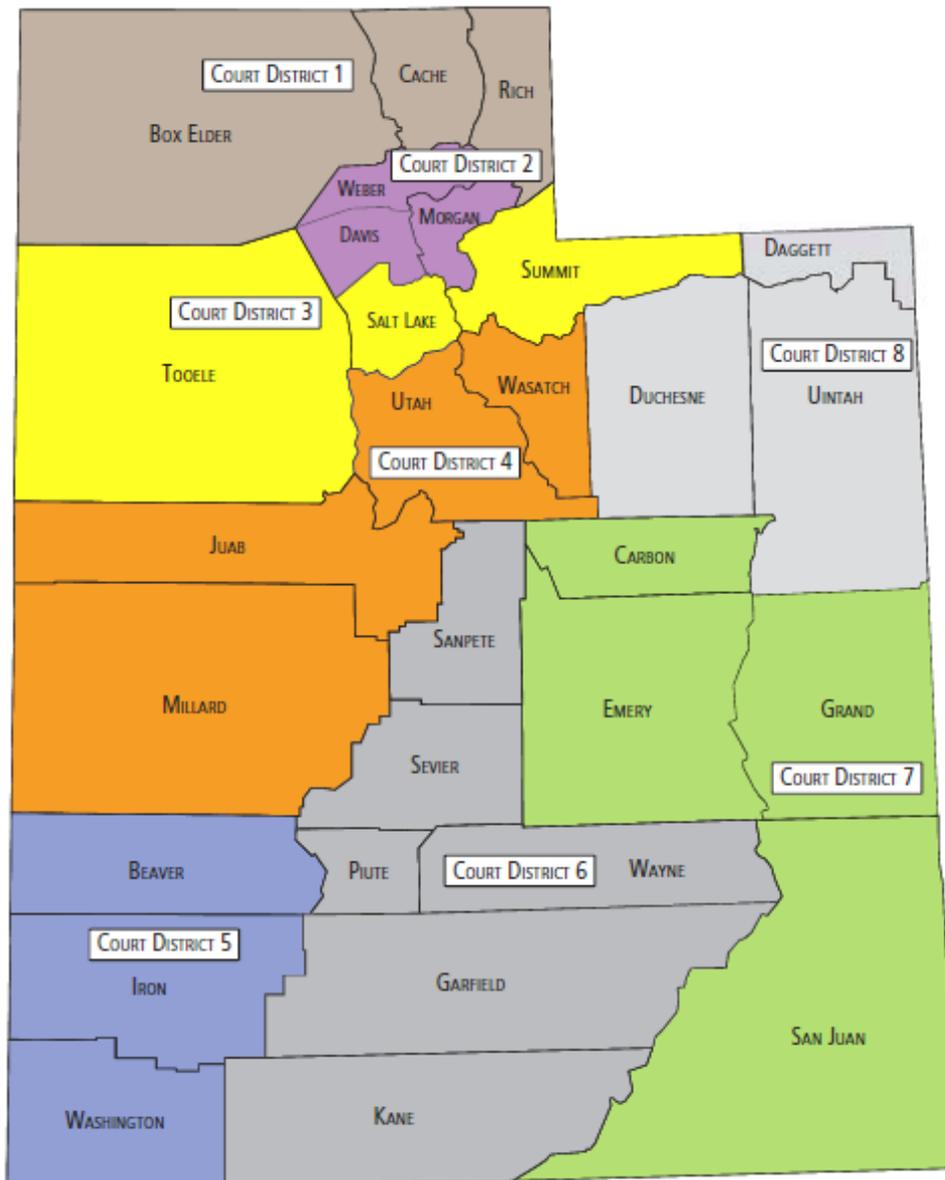
The Juvenile Court, unlike other state courts of record, administers a probation department. Probation officers prepare dispositional reports, supervise youth who have been placed on probation by the Court, conduct evaluations, and submit reports on the progress of each juvenile. In rural Utah, a probation officer may serve in two capacities: (1) in-take; and (2) supervision. In urban parts of the state, two different individuals perform these functions.

The Intake Division receives referrals that are submitted to the Juvenile Court. Upon receipt of a referral, an intake officer will conduct a preliminary inquiry to determine whether it is in the best interest of the youth or the public to require the filing of a petition before the Juvenile Court. These are cases in which the youth will not require long-term probation supervision. In addition, intake officers may conduct voluntary short-term intervention (60 days).

### **Court Districts**

When preparing a dispositional report and recommendation in a delinquency action, the probation department or other agency designated by the court must now consider the Juvenile Sentencing Guidelines that were adopted in 1997. Although the use of the guidelines by a Juvenile Court Judge are completely discretionary, the guidelines are meant to communicate the standard sentence in a particular situation by having similarly situated offenders sentenced consistently.

The guidelines take into consideration a juvenile's past criminal episode history and the severity of the presenting episode. Based on these two factors, the sentencing matrix suggests a disposition from fines and community service up to secure placement. Aggravating and mitigating circumstances may dictate departure from the guidelines. As a member of the Interstate Compact on Juveniles, the Court accepts supervision of juveniles who move to Utah from another state (who were under court supervision before moving). In turn, the court often requests another state to supervise juveniles who move while still under court supervision in Utah. All appeals from the Juvenile Court are heard in the Utah Court of Appeals.



**Figure 1: Map of Juvenile Court Districts in Utah**

DJJS 2011 annual report

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

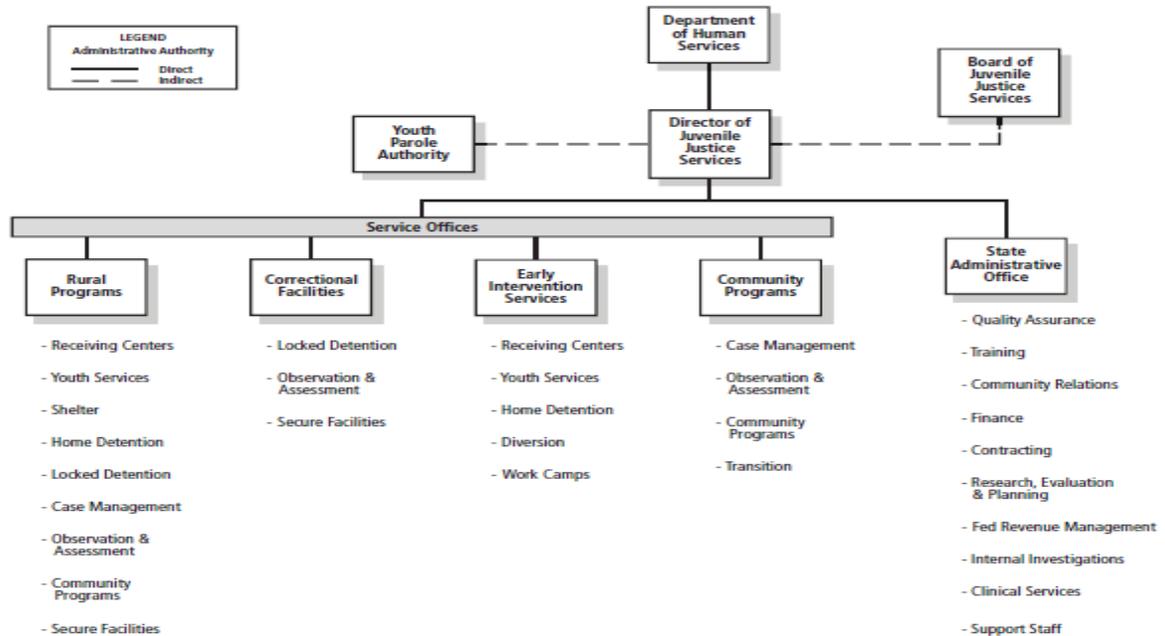
The Division of Juvenile Justice Services (DJJS) is part of the Department of Human Service and is responsible for operating Youth Services, Detention, Observation and Assessment, Community Programs, Secure Facilities, Work Camps, Receiving Centers, Diversion Programs and Case Management Services.

DJJS was reorganized during FY 2001 to increase efficiency and provide better services to delinquent youths and community. This was the agency's first major organizational change since its creation in 1981. The organizational change redefined the way in which services are administered. In the past, a full range of residential and nonresidential correctional services were delivered through three regional offices. While this organization worked well in many ways, the regional organization sometimes led to differences in programming philosophy. In addition, the original arrangement made it difficult to move resources quickly when needs arose.

Services are now distributed through the Office of Early Intervention Services, Community Programs, Correctional Facilities, and Rural Programs. The reorganization was designed to improve the consistency and effectiveness of programming by (1) standardizing the development of treatment and correctional

plans for individual youths, (2) standardizing programming strategies, (3) improving communications between related programs, and (4) facilitating transfer of resources and youths between similar programs.

In order for a youth to be committed to DJJS they must be ordered by a Juvenile Court Judge. By statute, youth between the ages of 12 and 18 may be placed in the custody of DJJS. Youth placed in custody before their 18<sup>th</sup> birthday may be placed in DJJS programs until they are 21, as determined by the Juvenile Court. Detention Programs operated by DJJS provide temporary secure custody for youth between the ages of 10 and 18.



**Figure 2: Listing of Programs and Services Provided by the Division of Juvenile Justice Service**  
 DJJS 2011 annual report

### Court & Agencies' Record Exchange (CARE)

The CARE information system is Utah's juvenile justice database. The full system, implemented on November 28, 2005, was the result of a joint effort by the Juvenile Court and the Division that began in 1999. Working objectives for the project were to (1) design and create a useful case management system, (2) enhance communication and cooperation between agencies responsible for juvenile justice and child welfare in Utah, and (3) allow for the sharing of case information in a user friendly and readily accessible digital environment.

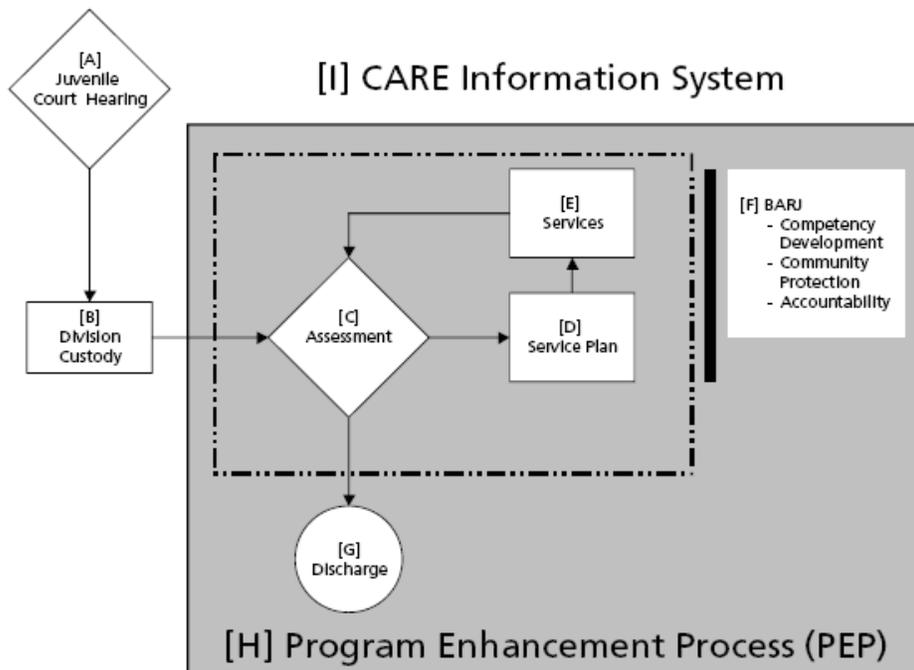
CARE Modules currently in place include the (1) demographics module which manages personal characteristics of youths and their families, (2) services module which tracks residential and nonresidential services delivered to youths in Division and Probation care, (3) incidents module which documents delinquency charges, hearings, dispositions and other interactions between individual youths and the Juvenile Court, (4) calendaring module which organizes activities of individual youths, Juvenile Court Judges, and Juvenile Court Courtrooms, and (5) e-mail notification, which alerts workers attached to an individual youth about the youth's new court hearings, dispositions, admission to detention, and application of new critical messages.

CARE includes two additional modules of particular note. The assessment module, brought on line during FY 2002, was the first component to be completed. This function is used to collect, score, manage, and report on the results of user defined questionnaires and assessments. As intended, it has proved to be an invaluable resource for the Protective and Risk Assessment. The assessment module also has become critical for the Division's Program Enhancement Process and currently includes more than 300 different

data-collection tools. Assessments built with the module are being used to collect and manage information required by individual PEP models. An almost unlimited variety of information about individual youths can be collected including daily behavioral ratings, progress notes, work hours, and school performance.

A second notable component of CARE is the Minutes Module. In production since FY 2003, this module has the capacity to collect minutes in real time during Juvenile Court and Youth Parole Authority hearings, post dispositions, and create electronic orders that become a part of a youth's electronic case file. The Juvenile Court and the Youth Parole Authority began using the module on a regular basis during FY 2004.

The new CARE system has met its original objectives and now is an invaluable resource for workers at all levels of Utah's juvenile justice system. Features such as the assessment module, the minutes module and e-mail notification add many capabilities and functions never before available to juvenile justice workers. Continued development of the system is directed by a standing committee that includes representation from all participating agencies, including the Juvenile Court, the Division of Juvenile Justice Services, the Division of Child and Family Services, and the Office of Guardian ad Litem.



**Figure 3: CARE Information System Overview**

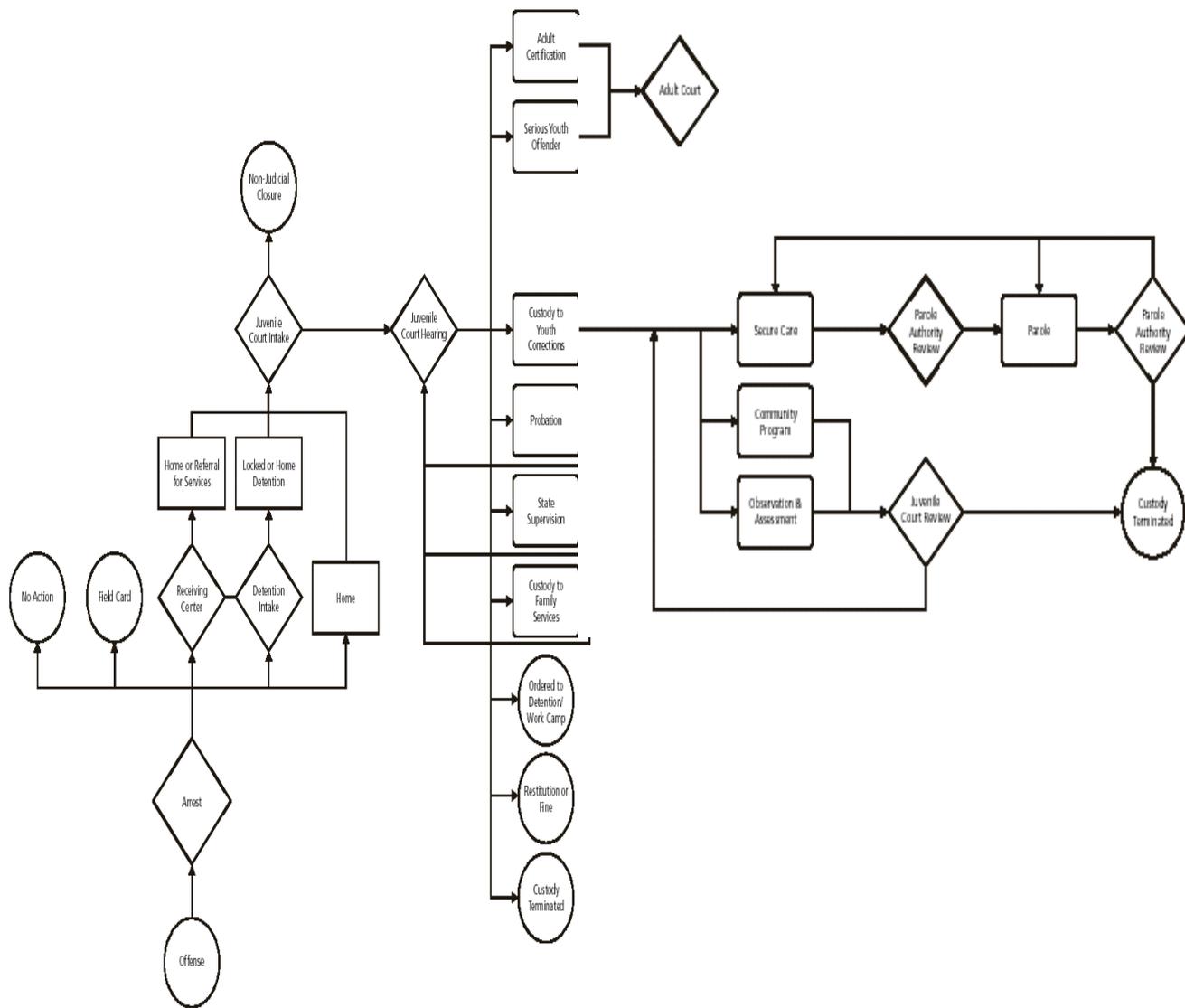
Adapted from DJJS 2011 annual report

# SYSTEM FLOW CHART

A flow chart developed by the Division of Juvenile Justice Services illustrates each point along the way. It should be noted that the data is not a complete measurement of delinquent behavior in Utah. Various diversion programs, lack of identification, and limited data collection in some areas affect the data.

**Figure 4: Division of Juvenile Justice Services System Flow**

Adapted from DJJS 2011 annual report



## **Law Enforcement Arrest, Diversion, and Referral**

Law enforcement officers have a great deal of discretion when it comes to whether a youth is arrested or referred to Juvenile Court. Factors such as community attitudes, local laws and ordinances, law enforcement practices and court intake policies can impact this decision making process. If the officer determines there is little reason or benefit to refer a youth to Juvenile Court, the juvenile is released to parents or other guardians or diverted to an alternative program. Examples of diversion programs include first-offender shoplifting programs and youth courts. Successful completion of these programs would negate a referral to Juvenile Court. Failure to complete the program could result in a referral to Juvenile Court for the original offense.

## **Receiving Centers**

Youth typically enter Utah's juvenile justice system when arrested and charged with an offense. A local police officer, county deputy sheriff, or a member of the highway patrol usually makes the arrest. Historically, these peace officers have faced a major dilemma when apprehending a youth. If accused of a serious offense that falls within the Guidelines for Admissions to locked detention, a youth may be taken to a locked detention center. However, when guidelines are not met, officers often struggle to find a responsible adult to take custody of the youth or to find a suitable placement. The officers may not have the means or the time to contact a youth's parents and may have difficulty finding appropriate services for youth requiring immediate care. All too often this results in intense frustration, wasted time, and missed opportunities for everyone concerned. The youth in question misses a chance to receive help and is exposed to an inefficient system. The arresting officer must devote inordinate amounts of time away from other duties critical to public safety.

In order to minimize such difficulties, receiving centers have been opened across the state. These centers are built on a unique partnership between DJJS, DCFS, law enforcement, the Juvenile Court and local community resources. Receiving Centers are non-secure programs youth can be taken anytime of the day or night. Once a youth enters the receiving center, workers immediately attempt to contact the youth's parents and guardians. They evaluate the youth's immediate needs for security and care and make referrals for services as appropriate. Referrals can be made to meet a variety of needs including youth services, crisis intervention, locked detention, substance abuse counseling, mental health programming, and/or school counseling. Services are offered at no charge.

During FY 2011, DJJS operated 12 receiving centers across the state. The Office of Early Intervention Services administered five centers (Farmington, Ogden, Provo and two in Salt Lake City). The Office of Rural Programs operated an additional seven centers (Blanding, Cedar City, Logan, Price, Richfield, St. George and Vernal). Statewide, during FY 2011, there were nearly 4,500 admissions to receiving centers. Boys were overrepresented, accounting for approximately 60% of admissions. The majority of admissions, 85%, were to centers administered by the Office of Early Intervention Services in urban areas. Reasons for referral ranged from truancy to delinquent offenses. Length of stay varied, but was typically under two hours. In most cases youths were released to parents or guardians, while a substantial number were released to shelters, youth services programs and locked detention. Based on findings of need, referrals were made to other agencies including DCFS, substance abuse agencies and mental health agencies.

## **Youth Services**

In 2002, Utah Legislature transferred oversight of youth services from DCFS to DJJS. The Office of early Intervention Services administers three youth services centers along the Wasatch Front. The office directly operates the Archway Youth Services Center in Weber County. The office also contracts with Salt Lake County Youth Services and Vantage Point Youth Services to provide services in Utah county.

In other parts of the Utah, the Office of Rural Programs established youth services programs at 10 different locations through its 7 multiuse facilities.

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

Youth services centers offer crisis intervention to homeless or runaway youth taken or self-referred to the center. Crisis intervention is used in attempts to reunify child and family. Youths with problems that cannot be resolved through crisis intervention can be referred for short-term residential care, usually not exceeding 72 hours. During this time counseling and assessments of the youth and family are provided. Youths and families needing more intervention are referred to the 60-day-program. The 60-day-program offers outpatient services including counseling sessions and residential care up to 14 days.

Youth services centers cooperate with other community agencies to identify appropriate service to meet the broad longer-term needs of runaway, homeless, and ungovernable youths and their families. Educational groups and presentations are offered through a variety of community partners.

### **Diversion Programs**

Diversion programs generally serve youths adjudicated for a delinquent offense and have been ordered by the Juvenile Court to participate in the program for up to 30 days, rather than serve an equivalent time in locked detention. These programs have been developed to provide cost effective and safe interventions to help relieve crowded detention centers hold offenders accountable and enhance public safety. Each program provides three major programming components: home detention, day treatment, and state supervision.

Youths are supervised daily, their progress is tracked through face-to-face or phone contact, collateral contacts, including school and parents. Youths are engaged in structured activities during after school hours and on weekends. Participants may attend educational groups focusing on a variety of subjects, and may also take part in skill building and community service activities. In some areas, in-home support is also provided and referrals are made to other agencies for additional services when needed.

The office of Early Intervention Services operates the Davis Area Youth Center which serves Morgan, Weber and Davis Counties; Salt Lake Early Intervention which serves Salt Lake, Toole and Summit Counties; and Lightning Peak which serves Wasatch, Juab, Millard and Utah Counties. Rural programs operate diversion programs through multiuse facilities located in rural counties (see Multiuse Facilities).

Statewide average daily numbers of participants for each month from July 2008 (FY 2009) through September 2011 (FY 2012) dropped over the period from a yearly average of 114 in FY 2009 to 89 in FY 2010 and were 91 in FY 2011. During the same period, the number of different youths served was 1,323 in FY 2009, 1,122 in FY 2010 and 1,138 in FY 2011. Average length of time in the program per admission was 30.4 days in FY 2009, 26.2 days in FY 2010 and 26.7 days in FY 2011.

### **Work Program**

Genesis Youth Center, located in Draper, Utah is a coeducational, residential work program for juvenile offenders. Currently, 40 beds are available for boys and 10 beds for girls. The Office of Early Intervention Services administers the program and serves youths from all parts of the state. During FY 2011 the population averaged 42. There were 247 admissions to Genesis, 36 girls and 211 boys. Average length of stay during the years was about 62 days.

## **Detention**

Locked Detention provides short-term locked confinement for delinquent youth awaiting adjudication, placement or serving a sentence as ordered by a Juvenile Court Judge. Locked Detention is designed to provide short-term control of youth who pose an immediate danger to themselves or others. Delinquent youth can only be held in Locked Detention if they meet the Statewide Detention Admission Guidelines or are ordered into detention by a Juvenile Court Judge.

Typically, youths are placed in detention under the following circumstances: (1) pending Juvenile Court adjudication, (2) waiting for transfer to another jurisdiction or agency, or (3) pending juvenile court adjudication; (3) on a short-term commitment to detention ordered by the Juvenile Court.

Detention programs function within a rehabilitative framework. While in locked detention youths have access to medical and dental care as needed, educational services are offered through the Utah Department of Education's Youth in Custody Program 5 days a week and individual and group activities aimed at helping youths take responsibility for their offenses while learning social and self-esteem building skills.

State law prescribes the use of detention facilities. "No child shall be held in detention or shelter longer than 48 hours, excluding Sundays and holidays, unless an order for continued detention or shelter care has been made by the court...." (UCA § 78-3a-30).

State statute is also explicit in that children will not be housed with adults. "Children under the age of 18 years...shall not be confined in jails, lockups, or cells used for ordinary criminals or persons charged with a crime, except as provided by statute and in conformance with approved standards...." (UCA § 55-11a-1).

An official in charge of a jail is required to immediately notify the Juvenile Court when a child who is, or appears to be, under eighteen years of age is received at the facility, and to transfer such the child to an approved detention facility unless the child is being held in jail by the Juvenile Court for criminal proceedings (UCA § 78-3a-31).

Utah law prescribes that juvenile offenders may only be held in an adult facility if the facility has been certified by DJJS. In addition, the youth may only be kept at the certified facility for a specific period of time.

Two county jails, Kane and Millard counties, have been certified to provide up to 6-hour temporary holds while arrangements are being made to release or transport youths to other facilities. The jail facilities are licensed yearly by DJJS. Requirements include sight and sound separation between adults and juveniles, as well as continued supervision of detained juveniles. Holding of status offenders or dependent juveniles is prohibited.

The Division provides funding through the OJJDP Title II Formula Grants to the local police agencies in these jurisdictions to transfer the youth to an appropriate facility. For some jurisdictions, the closest facility is several hours away.

The Office of Correctional Facilities administers four detention programs (1) Weber Valley Youth Center in Roy, (2) Farmington Bay Youth Center, (3) Salt Lake Valley Detention Center in Salt Lake City, and (4) Slate Canyon Youth Center in Provo.

It should be noted, appropriate youths awaiting adjudication (those who do not pose an immediate risk to themselves or others) may be placed in home detention rather than locked detention reducing the negative consequences of removal of a youth from home. Youth in home detention are provided with close supervision and effectively protects the community without the negative consequences of removal

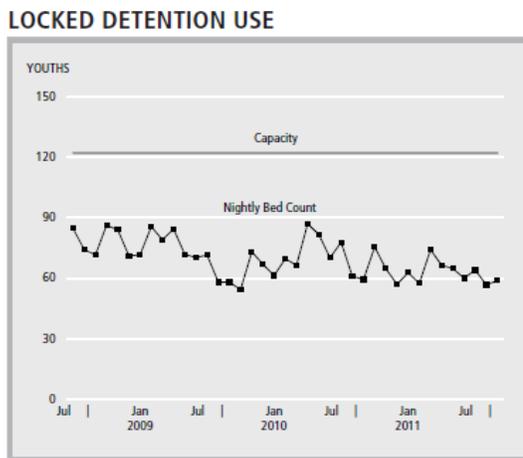
from the home. Along the Wasatch Front these services are operated by the Office of Early Intervention Services and in rural areas the Office of Rural Programs. Youths placed in home detention may leave home only to attend school and/or work and are under the supervision of DJJS.

DJJS is responsible for the operation of the 11 detention facilities statewide; 7 programs administered by the Office of Rural Programs and 4 additional programs administered by Office of Correctional Facilities along the Wasatch Front.

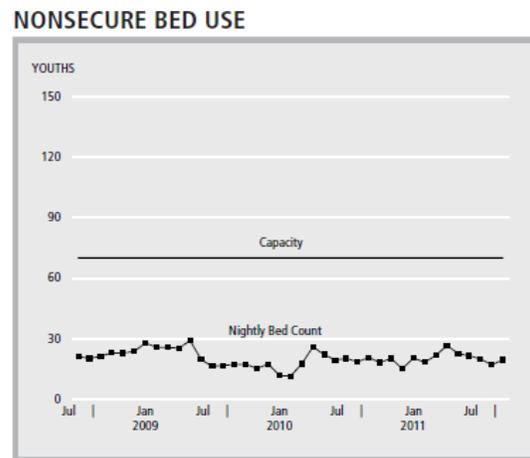
The majority of youths had been admitted to locked detention (73%), nearly 48% had been on probation, over 16% had been in the custody or under the supervision of the Division of Child and Family Services, and over 56% previously had one or both of these types of care.

The average bed count was 229 with the length of stay per admission being 8.3 days. Detention facilities served 4,742 youths during FY 2011. Girls represented 23% of all youths admitted to locked detention.

It should be noted, several detention centers were over capacity on some nights during FY 2011. Overcrowding was more pronounced for boys than girls. Continuing the trend of many years, minorities were overrepresented in locked detention. Collectively, they accounted for over 45% of all admissions, though they represent about 21% of Utah's youth population. Overrepresentation was most extreme for Black youths, who were represented over 3 times more frequently than would be expected for their proportion in the population at large; Hispanics were represented over 2 times more frequently.



**Figure 5: Locked Detention Use**  
DJJS 2011 annual report



**Figure 6: Non-Secure Bed Use**

Use of locked detention beds between July 2008 (FY 2009) through September 2011 (FY 2012) is presented in the chart above. During FY 2011, detention average nightly bed count did not exceed overall capacity. However, some programs did experience overcrowding; the extreme was the Cache Valley Youth Center which exceeded capacity on over 41% of all nights

**Multi-Use Facilities**

Multi-use facilities were designed to combine full-service, locked detention beds with unlocked shelter beds to meet the unique needs of Utah's rural areas. During FY 2011, the Division of Juvenile Justice Services operated six multiuse facilities in rural communities: 1) Split Mountain Youth Center in Vernal; 2) Central Utah Youth Center in Richfield; 3) Canyonlands Youth Center in Blanding; 4) Cache Valley Youth Center in Logan; 5) Castle Country Youth center in Price; 6) Washington County Youth Crisis Center in St. George.

Collectively, the multiuse facilities provide 122 beds of locked detention (including 32 detention beds at the Dixie Area Detention) and 70 non secure beds. Non secure beds may be used for a variety of residential programs including observation and assessment, shelter, and youth services. Centers also have programming space for education, receiving center functions, work programs, and youth services.

During FY 2011, locked detention centers had an average bed count of 20.3 youths in residence each night. This total includes an average of 3.1 youths per night in shelter programs at five facilities, and an average of 14.6 youths each night in observation and assessment programs at three different centers.

## **Case Management**

Every delinquent youth placed in the custody of DJJS is assigned a Case Manager. Case Managers monitor and supervise youth, develop and implement individual treatment plans and act as liaisons between youths, parents, the Juvenile Court, Youth Parole and Authority and DJJS programs. Case managers make recommendations to the Juvenile Court and Youth Parole Authority for treatment, placement and release, as well as post secure facility release services. Further, Case Managers supervise youth while they are on parole, and can return a youth to secure care if the conditions of parole are not met.

During FY 2011, DJJS provided services to an average of 971 youths in custody each day. This is a slight decline from the average 1,032 youths served in FY 2010. The majority of these youths (75%) were in community placements, home placements and observation and assessment programs, or on trial placement. About 21% of the youths were in locked secure facilities or locked detention. During FY 2011 case managers coordinated and provided services to an average of about 14 youths each day.

## **Observation and Assessment**

Observation and assessment (O&A) centers provide a 45-day residential program that includes comprehensive evaluation and treatment planning. Youths receive extensive psychological, behavioral, social, educational, and physical assessments to identify their needs for meeting the three objectives of the Balanced and Restorative Justice Model (BARJ); namely, competency development, community protection, and accountability. Information collected from the process forms the basis for recommendations made to the Juvenile Court. The analysis also helps case managers develop appropriate correctional plans. Youth are required to attend school each weekday while in O&A. Work finished in O&A classrooms is credited to a youth's regular academic record.

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

During FY 2011, the Office of Community Programs provided O&A services through four facilities along the Wasatch Front. An additional O&A in Farmington, was operated under contract with a private provider. Administratively, the Farmington facility operates under the office of Correctional Facilities because it is collocated with the Farmington Bay locked detention program.

The Office of Rural Programs also provided O&A services through its multi-use facilities in Logan, Vernal and Richfield. This arrangement has helped the Division provide additional O&A services while keeping youths close to their families, schools, and other community members who must play critical roles in the youths' rehabilitation and future progress.

When youth leave O&A a multi-disciplinary team makes placement recommendations. The recommendations are based on the youth's evaluation, mental health issues, family situation, specific needs, offense history, severity of offenses, community safety, restitution and other treatment considerations. Placement options include home, wilderness, work programs, proctor placements, group homes, and secure care. Based on recommendations from O&A staff, the Judge decides a youth's placement.

During FY 2011 nightly bed count of observation and assessment was 71 while length of stay averaged just over 44 days.

### **Community Programs**

In home and out-of-home placement provide youth with increasingly structured supervision and intensive treatment in proportion to individual needs and risk to self and others. Community programs are a critical part of the DJJS continuum of care. Community programs are residential and non-residential services provided in a community-based environment. They are primarily provided to two different groups of youth: (1) youths committed to DJJS custody for community placement and (2) youths who have been paroled from secure facilities and are transitioning back to the community.

Historically, DJJS coordinate with Juvenile Court Probation to provide short term (approximately 45 days) residential placement for youths in the state supervision program. A majority of community programs are delivered by Utah private providers. However, some youths are sent to private residential programs outside Utah which specialize in seriously delinquent youth.

In addition, DJJS operates three, nonresidential transition programs for youths in Division custody; Project Paramount in Ogden, ICAP in Salt Lake City and In Community Services in Springville. Transition programs provide supervision and support for youths leaving secure care or other highly structured residential programs.

The 10-year trends graph provides detailed information regarding community programs. The nightly bed count of youths receiving community services each night trended downward over the 10-year period. Overall there was a 13% reduction in the number between 2002 (750) and FY 2011 (649). Over the same time, there was a 15% increase in Utah's 10 to 17 year old population. Average age of youths admitted grew slowly but steadily from 16.6 in FY 2002 to 16.9 in FY 2011. The proportion of girls admitted varied during the period. The number began at about 15% in FY 2002, increased to a 10-year high of nearly 20% in FY 2005 the dropped to 14% in FY 2009 and ended the period at about 15% in FY 2010 and FY 2011. Overall, minority youths accounted for a growing proportion of admissions to community programs during the period starting at 29% in FY 2002 and increasing to 40% in FY 2006. Percentages reached a 10-year high of 43% in FY 2011.

### **Secure Facilities**

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

Youths are committed to secure care for an indeterminate period by order of the Juvenile Court. After commitment, oversight of these youths passes to the Youth Parole Authority. The Youth Parole Authority sets conditions of placement, determines requirements for release, including guidelines for length of stay,

conducts regular progress reviews and has authority to terminate youths from DJJS custody on completion of programming.

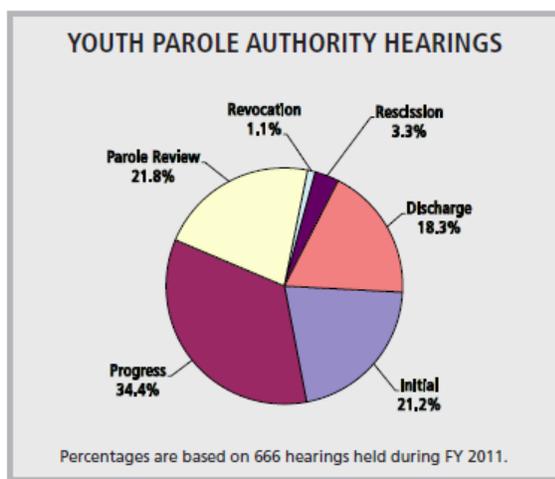
FY 2011 average night bed count was 155 and youths stayed between 6 and 24 months (as determined by Youth Parole Authority). The year ended with 202 beds available and it should be noted that secure facilities attempt to keep 5% of beds open to cover unexpected returns of youths from trial placement in the community and to provide flexibility for managing diverse populations.

The Division directly operates six secure facilities including Decker Lake Youth Center in West Valley City, Wasatch Youth Center in Salt Lake City, Mill Creek Youth Center in Ogden, Farmington Bay Youth Center in Farmington, Southwest Utah Youth Center in Cedar City, and the Slate Canyon Youth Center in Provo. The Division also obtains secure care through a contract with a private provider at the Farmington Youth Bay Center in Farmington.

### Youth Parole Authority

By law, all youth committed to secure care leave the jurisdiction of the Juvenile Court and come under the jurisdiction of the Youth Parole Authority. The Youth Parole Authority provides an objective hearing process for youthful offenders to ensure fairness to youths and provide protection for the community.

Authority members are citizens appointed by the Governor and confirmed by the Utah Senate. Members represent the diversity of Utah’s population and speak on behalf of stakeholders across the State. They provide an objective hearing process for youth committed to secure care, ensuring that the interests of the community and the needs of the juvenile are addressed. The Youth Parole Authority establishes the length of stay for each committed youth, monitors their progress within secure care, and determines when and under what expectations the youth may be paroled. The Youth Parole Authority also has statutory responsibility to review violations of the terms of parole status. The Youth Parole Authority provides hearings at each of DJJSs five secure facilities.



**Figure 7: Youth Parole Authority Hearing Decisions**

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# C-1. ANALYSIS OF JUVENILE CRIME PROBLEMS

## Juvenile Population at Risk

As of 2011 Utah's total population numbered 2,817,222. Children under 5 years old accounted for 9.5% of this population, and youths 18 years of age and younger 31.5%.

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 2011 this population numbered 362,251, a 3.0% increase above 2010 (350,343). Overall, Utah's population of 10-17 years olds has grown steadily since about 2003 (source Utah State Governor's Office of Planning and Budget; 2011). Following a trend, beginning in 2003, this age range is expected to continue increasing substantially with group projection of 456,000 by 2020 (DJJS 2011 annual report).

Boys held a slight majority (51.3%) of the youth-at-risk population, and are overrepresented at all levels of DJJS programming. Growth in population has been seen as an increasing number of 10 year olds enter the group. During 2011, 10 year olds represented 14.0% of the total, whereas, 17-year olds represented only 11.4% of the total. Though the 10 to 17 year old group has increased over several years, DJJS has not seen much impact yet as the current majority of youths at risk are in age group 15 and 17 years old.

The majority of youths at risk were Caucasian at 78.7%. Hispanics represented 14.4% of this group; Blacks 1.5%; Native Americans 1.4%; Pacific Islanders 1.6%; and Asian Americans 1.8% (source: Utah state office of Education, fall enrollment for 2009-2010 school year.) Minority youths are overrepresented at all levels of DJJS (Division of Juvenile Justice Annual Report 2011, <http://www.DJJS.utah.gov/pdf/FY2011-Annual-Report.pdf>). During FY 2011, the majority of these youths (76%) lived in four urban counties along the Wasatch Front (Weber, Davis, Salt Lake and Utah). Another 11% live in three of the state's fastest growing counties (Cache, Washington and Iron).

UTAH'S 10 to 17 YEAR OLD YOUTHS

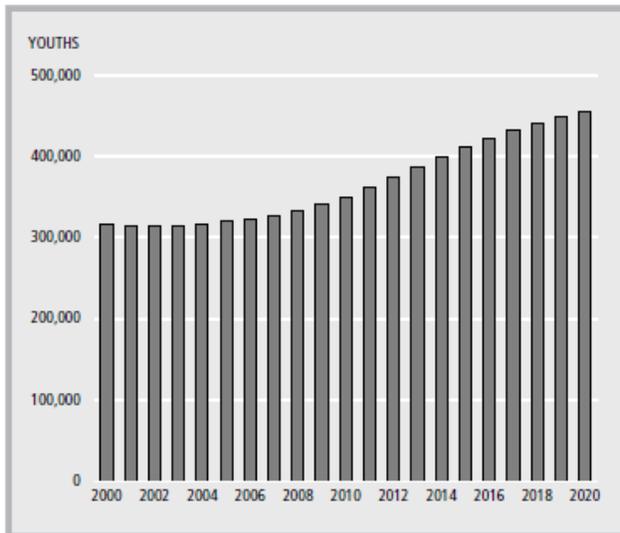


Figure 8: Growth in Population at Risk

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AGES

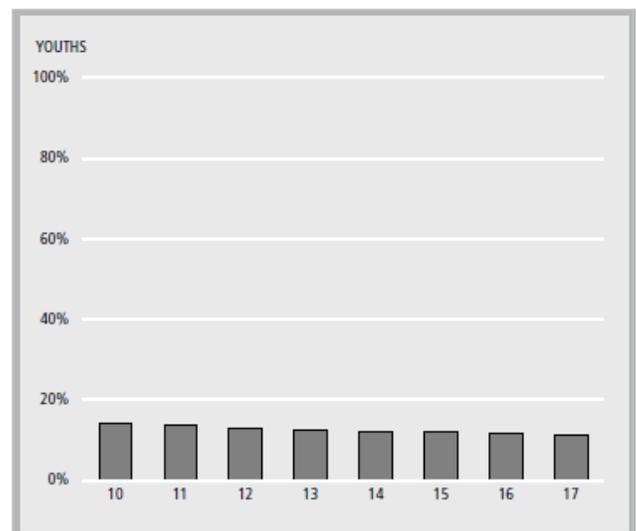


Figure 9: Population at Risk by Age

Based on an analysis of individuals who turned 18 during the 2010 calendar year, about 36% of Utah's youths will have some contact with the juvenile justice system by the age of 18. Nearly 4% will be found by the Juvenile Court to be victims of dependency, neglect, or abuse and over 27% will be

charged with at least one offense and referred to the Juvenile Court. In a substantial number of these cases, involvement with the Juvenile Court will lead to in-home supervision by Juvenile Court Probation or transfer of custody from parents to the Division of Juvenile Justice Services or the Division of Child and Family Services.

## BY AGE 18

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

1 IN 4.0 YOUTHS WILL BE FOUND TO HAVE COMMITTED AT LEAST ONE FELONY- OR MISDEMEANOR-TYPE OFFENSE:

- 1 IN 18 - OFFENSE AGAINST A PERSON (1 IN 87 A FELONY-TYPE OFFENSE AGAINST PERSON).
- 1 IN 6 - OFFENSE AGAINST PROPERTY.
- 1 IN 7 - OFFENSE AGAINST THE PUBLIC ORDER.

A RELATIVELY SMALL PROPORTION OF ALL YOUTHS (7.7%) WILL BE RESPONSIBLE FOR THE MAJORITY OF IDENTIFIED YOUTH CRIME (67%).

### CUSTODY AND SUPERVISION

1 IN 13 YOUTHS WILL SPEND TIME IN LOCKED DETENTION.

1 IN 24 YOUTHS WILL BE PLACED UNDER SUPERVISION WITH JUVENILE COURT PROBATION.

1 IN 22 YOUTHS WILL BE COMMITTED TO DIVISION OF CHILD AND FAMILY SERVICES' CUSTODY OR SUPERVISION.

1 IN 48 YOUTHS WILL BE COMMITTED TO DIVISION OF JUVENILE JUSTICE SERVICES' CUSTODY:

- 1 IN 83 - COMMUNITY PLACEMENT.
- 1 IN 71 - OBSERVATION AND ASSESSMENT.
- 1 IN 337 - SECURE FACILITY.

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

## Figure 10: Offending Characteristics of Population At-Risk

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### Self-Reported Antisocial Behavior

#### *Most common behaviors*

Based upon the 2011 statewide prevention needs assessment conducted by the Division of Substance Abuse and Mental Health (known as the SHARP survey), the most frequently reported antisocial behaviors are attacking someone with the idea of seriously hurting them (8.5%), being suspended from school within the last 12 months (7.8%), being drunk or high at school within the last 12 months (7.4%), and carrying a hand gun to school (5.5%).

#### *Developmental Course*

In general, self-reported antisocial behavior rates show little to no change since the 2007 survey. Some significant changes did occur in the rates of 12<sup>th</sup> graders who show an increase in self-reported rates of being drunk or high at school within the last 12 months, from 10.8% in 2007 to 12.8% in 2011. Slight increases can also be seen between the 2007 and 2011 survey. Youth reporting being drunk or high at school increased 0.5%, selling illegal drugs increased 0.8%, while the largest increase can be seen in the number of youths self-reporting carrying handguns to school, an increase of 1.2%

Many antisocial behaviors do not increase with age. For example, the percentage of youth reporting a school suspension within the last 12 months peaks in 8th grade at 10.2% and decreases to 6.7% in 12<sup>th</sup> grade. The reported rate of attacking someone with the idea of hurting them peaks in 10<sup>th</sup> grade 10.6% and decreases to 7.1% in 12<sup>th</sup> grade. However, antisocial behaviors related to alcohol and other drugs (including selling illegal drugs) increases with age. Rates of binge drinking 12.2%, regular cigarette use 7.0%, drinking and driving 3.9% and selling illegal drugs 5.9% is highest in the 12<sup>th</sup> grade.

*Violent antisocial behaviors*

The most common self-reported antisocial behavior is attacking someone with the intent of seriously hurting them. Within the last 12 months, 8.5% of youth reported this behavior. The highest rates of youth who report this type of antisocial behavior decreased from 8<sup>th</sup> and 10<sup>th</sup> grade in 2009 to the 6<sup>th</sup> and 8<sup>th</sup> grade in 2011. Eighth graders reported the most missed days of school because they felt unsafe either at school or on their way to school. An average of 6.8 days was missed throughout the year for students in this grade. Reports of experiencing bullying while on school property is highest among 6<sup>th</sup> graders (18.4%). Percentages remain high across grades with 7% of 8<sup>th</sup> graders, 10.6% of 10<sup>th</sup> graders, and 7.5% of 12 graders reporting being bullied more than once.

*Handguns and weapons*

In 2011, Utah students report carrying a handgun to school during the last 12 months at the same rate as those (0.3% in 6<sup>th</sup> grad, 0.4% in 8<sup>th</sup> grade, 0.6% in 10<sup>th</sup> grade, and 0.7% in 12<sup>th</sup> grade.

How many times in the past year (12 months) have you: (One or more times)	Grade 6			Grade 8			Grade 10			Grade 12			All Grades		
	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011
Been Drunk or High at School	1.5	1.6	1.5	5.0	5.3	6.0	10.5	10.2	10.3	10.8	12.2	12.8	6.9	7.2	7.4
Been Suspended from School	5.6	6.2	5.6	10.6	10.5	10.2	8.5	9.0	8.7	4.5	5.6	6.7	7.3	7.9	7.8
Sold Illegal Drugs	0.1	0.3	0.3	1.2	1.6	2.0	4.1	4.5	5.0	4.3	5.7	5.9	2.4	3.0	3.2
Stolen or Tried to Steal a Motor Vehicle	1.0	1.0	0.8	1.9	1.6	1.3	2.5	2.5	1.7	1.1	1.7	1.4	1.6	1.7	1.3
Been Arrested	1.1	1.5	1.2	3.7	3.6	3.2	5.4	5.0	4.4	4.3	5.6	4.8	3.6	3.9	3.3
Attacked Someone with the Idea of Seriously Hurting Them	7.6	7.3	8.4	10.5	9.8	10.6	9.7	9.3	7.7	7.5	8.0	7.1	8.8	8.6	8.5
Carried a Handgun	3.9	4.4	5.2	4.3	4.7	5.6	4.5	5.1	5.4	4.6	5.0	5.8	4.3	4.8	5.5
Carried a Handgun to School	0.2	0.5	0.3	0.3	0.4	0.4	0.6	0.8	0.6	0.6	0.8	0.7	0.4	0.6	0.5

**Table 1: Percentage of Youth Reporting Antisocial Behavior in 2011**

DSAMH Student Health and Risk Prevention (SHARP) Statewide Survey

The Youth Risk Behavior Survey (YRBS) is a national survey issued every two years to 9<sup>th</sup> through 12<sup>th</sup> graders in public schools. During 2009, 52 of 55 public schools were randomly selected and 2,477 students were asked to participate. 1,607 students submitted responses, a 61% response rate. The 2009 Utah YRBS report provides information pertinent to this report regarding tobacco use and alcohol and/or drug use

In 2009 Utah YRBS submissions provided the following data: 1:5 students (14.6% of girls and 21.6% of boys) had at least one drink on one or more of the past 30 days. Girls were less likely to drink five or more drinks in a row, within a few hours. Further, 1:10 youths used marijuana, twice as many boys as girls used steroids without medical prescriptions, and other drugs reported used one or more times during their life included cocaine, sniffing glue, heroin, methamphetamines and ecstasy. More boys reported tobacco use during both lifetime and during the past 30 days, 26.7% and 10.2% respectively. While 20.2% of girls reported trying tobacco and 6.5% smoked during the past 30 days.

## Referral to the Juvenile Court

The most common juvenile crimes in Utah are shoplifting, possession of alcohol, burglary, theft, possession of marijuana, destruction of property, possession of tobacco, trespassing, violation of curfew and assault. As seen in the table below, the majority of cases in the Juvenile Court are misdemeanor offenses. Utah youths entering the Juvenile Court receive a disposition based on past behavior, involvement with the juvenile justice system and the type of offense the youth is accused of committing.

Referrals to the Juvenile Court in 2011 are listed in the tables below, focusing on severity of offense, race and ethnicity and age at time of offense. The following tables were provided by the Utah State Courts Juvenile Court Delinquency Offenses FY 2011 Report.

### Offenses by Severity FY 2011

Table 1 shows the number and percentage of offenses occurring in FY 2011 by severity of offense. For example, there were 5,888 status offenses in FY 2011, which represented 12.4 percent of all offenses committed in FY 2011.

Table 1.	Number of Offenses	Percentage of Offenses
Felony	3,380	7.1%
Misdemeanor	29,017	61.1%
Status	5,888	12.4%
Contempt	6,534	13.8%
Infraction	1,664	3.5%
Traffic	974	2.1%
Total	47,457	100%

### Table 2: Number and Percentage of Offenses by Severity in FY2011

#### Offenses by Age FY 2011

Table 2 shows the number and percentage of offenses occurring in FY 2011 by the age of the offender. For example, 573 offenses in FY 2011 were committed by youth 11 years of age, which represents 1.2 percent of offenses committed in FY 2011.

Table 2.	Number of Offenses	Percentage of Offenses
Under Age 11	430	0.9%
Age 11	573	1.2%
Age 12	1,618	3.4%
Age 13	3,688	7.8%
Age 14	6,219	13.1%
Age 15	9,565	20.2%
Age 16	11,495	24.2%
Age 17	12,308	25.9%
Over Age 17	1,561	3.3%
Total	47,457	100.0%

### Table 3: Number and Percentage of Offenses by Age in FY2011

**Offenses by Race/Ethnicity FY 2011**

Table 3 shows the number and percentage of offenses occurring in FY 2011 by the race/ethnicity of offender. For example, 61.3 percent of offenses were committed by White youth in FY 2011, or 29,071 offenses.

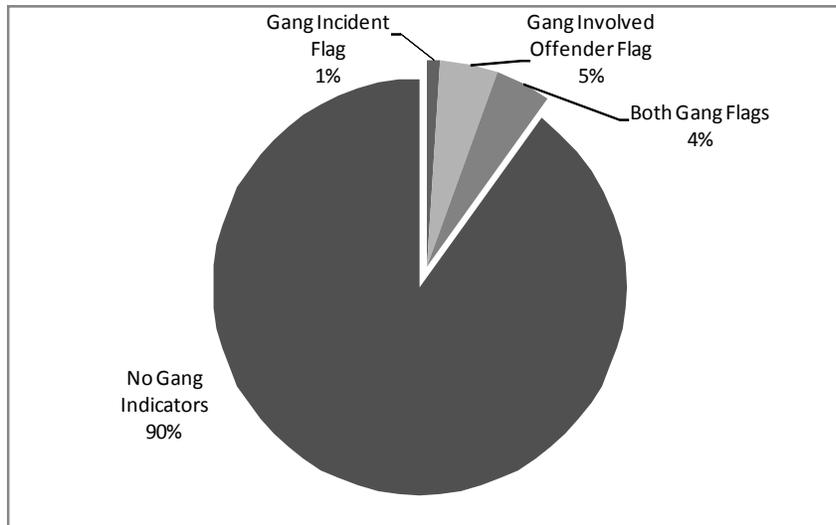
Table 3.	Number of Offenses	Percentage of Offenses
American Indian/ Alaskan Native	1,240	2.6%
Asian	494	1.0%
Black/African American	1,590	3.4%
Pacific Islander/ Native Hawaiian	993	2.1%
White	29,071	61.3%
Multiracial	690	1.5%
Latino/Hispanic (all races)	12,745	26.9%
unknown	634	1.3%
Total	47,457	100%

**Table 4: Number and Percentage of Offenses by Race/Ethnicity in FY2011**

**Gang Activity**

The Salt Lake Gang Reduction Program 2010 Assessment Report identified three key factors in regard to likelihood of gang membership: (1) risk factors for membership span all five of the risk factor domains (peers, family, school, individual characteristics and community conditions), (2) risk factors have a cumulative effect. (3) the presence of risk factors in other developmental domains increases the likelihood of gang membership.

Preliminary data collected for the DMC Arrest Assessment shows that within Salt Lake City, 10% of offenses overall were flagged as either gang incidents or committed by a gang-involved offender.



**Figure 11: Juvenile Offenses by Gang Status**

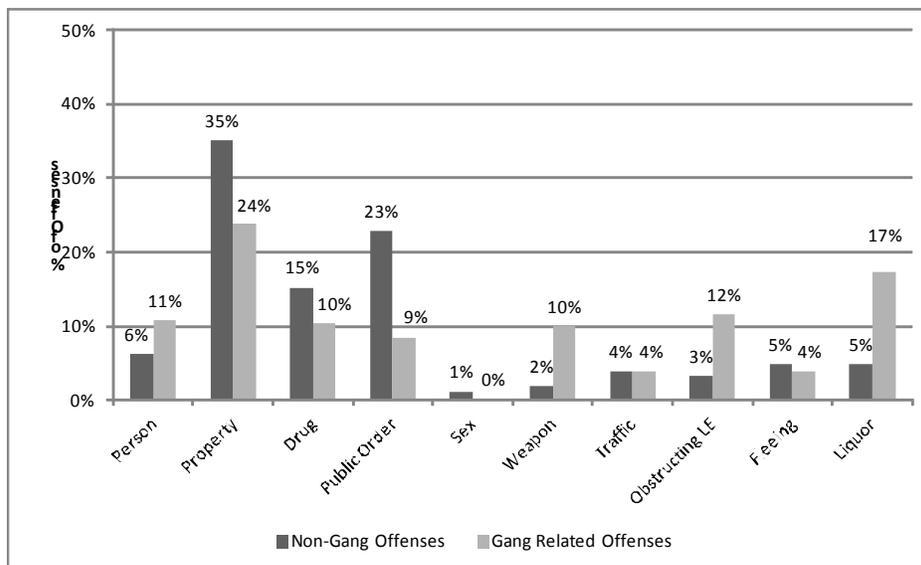
Gang offenses are disproportionately committed by males; 89% of gang related offenses are committed by males, compared to 69% of non-gang, and older youth. The average age of offenders committing gang related offenses is 15.9 years old compared to 15.4 years old for non-gang offenses. Almost two-thirds of gang offenses, 64%, were committed by a youth who lived in the same area as where the offense was committed. Just over half, 56%, of non-gang offenses were committed by someone who lived in the same area.

Minorities are overrepresented in gang related incidents – even more so than they are already overrepresented in juvenile offending in general. For example, within the 10% of offenses that were gang related (236), 72% were committed by Minorities. Within the 90% of offenses that were not gang related, 50% were committed by Minorities. Combined, 52% of juvenile offenses in Salt Lake City were committed by Minorities.

Gang offenses, if examined as a proportion of offenses committed by each racial/ethnic group, disproportionately affect Minority youth. American Indian/Alaskan Native youth have the highest proportion of gang offenses at 30% (9 of 30 offenses committed by this group; very small numbers), followed by Hispanic (18%), Native Hawaiian/Pacific Islander (6%; very small numbers), and White (6%). Only eight gang related offenses (3%) were committed by African American youth. When all Minority groups were combined, 14% of their offenses were gang related (compared to 6% for White). As previously stated, it is important to note the small number of gang offenses (10% of overall youth offending in SLC).

There were some significant difference in the type of offenses that were gang related and non-gang offenses. A higher proportion of gang related offenses were person, weapon and obstructing law enforcement. A much larger proportion of gang related offenses were liquor as well (e.g. minor in possession). Property, drug and public order offenses comprises a larger proportion of non-gang offenses.

Gang related offenses were over twice as likely as non-gang offenses to be felonies. Surprisingly, a larger percentage of gang related offenses were status offenses. This was due to liquor/alcohol offenses comprising a larger proportion of gang related offenses.



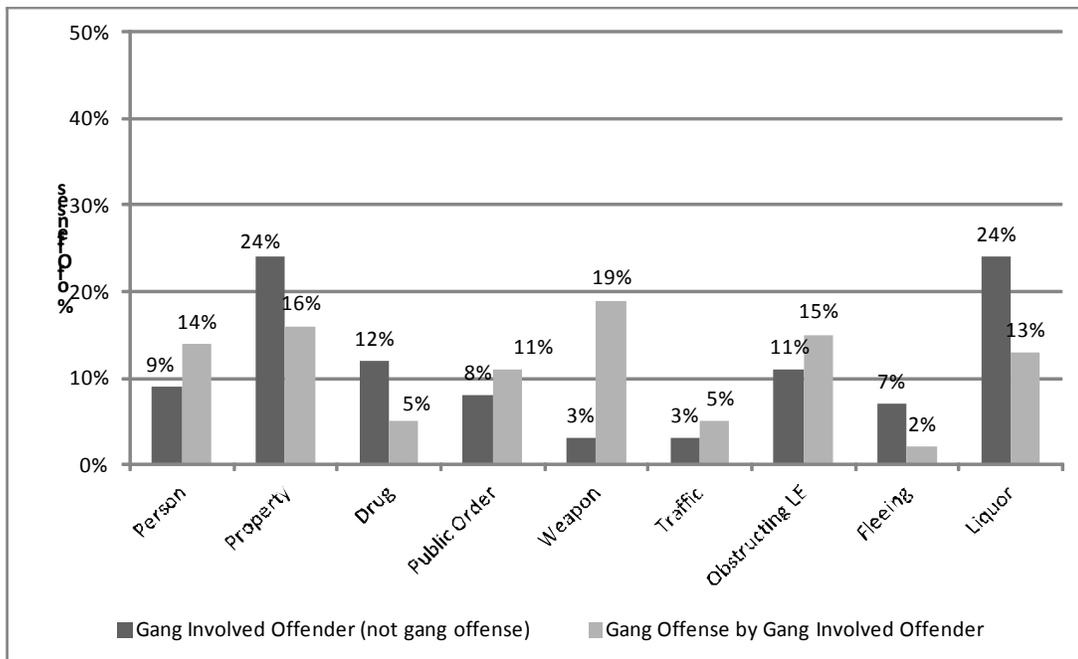
**Figure 12: Offense Type by Gang Status**

	Non-Gang Offenses n = 2379	Gang Related Offenses n = 263
<b>Offense Severity (%)</b>		
Infraction	1	0
Misdemeanor	88	81
Felony	5	13
Warrant of Arrest <sup>1</sup>	5	4
Other/Missing	1	1
<b>Status Offenses – Total (%)</b>		
	10	19
Of those, Liquor	47	94

	Non-Gang Offenses n = 2379	Gang Related Offenses n = 263
Of those, Tobacco	37	6
Of those, Curfew	9	0
Of those, Truancy	4	0
Of those, Runaway	4	0
<sup>1</sup> Juvenile pick-up orders and similar		

**Table 5: Offense Characteristics by Gang Status**

The DMC Arrest Assessment also compared the most common types of offenses for gang-involved offenders and gang members. As shown below, 5% of juvenile offenses were committed by a gang-involved offender (although the offense itself was not flagged as a gang offense), while 4% of juvenile offenses were flagged as both a gang offense *and* committed by a gang-involved offender. The following figure (Figure 4) shows that there were some differences between these two designations in the types of offenses that occurred. Gang-involved offenders most often had property (24%) and liquor/alcohol (24%) offenses. Gang offenses included a higher percentage of weapon (19%), obstructing law enforcement (15%), and person (14%) offenses.



**Figure 13: Gang Offenses vs. Non-Gang Offenses Committed by Gang-Involved Youth**

## Alcohol and Substance Abuse

### *Lifetime Use*

Youth in Utah report trying alcohol, tobacco and other drugs at a significantly lower rate than in the national sample represented by the Monitoring the Future (MTF) comparison group. For example, the number of youths reporting ever having tried alcohol held a national average of 72.5% nationally, while Utah students reported a rate of 22.8%, a difference of 49.7% less students. The SHARP report provides information specific to Utah, which can be compared to the national YRBS study. Utah students report the most frequently used substances are alcohol, 22.8%; cigarettes, 13.8% and marijuana 12.2%. These percentages represent students who have tried the substance at least once or more during their lifetime.

Specifically, across all grades surveyed in 2011 (compared to 2009 survey) the 2011 SHARP report provided data regarding significant increased self-report of use for alcohol (increased 1.0%), cigarettes (increased 1.0%) and marijuana (increased 1.6%). Further, between the 2009 and 2011 survey prescription stimulant use increased 1.5%. Decreases are seen among chewing tobacco (decreased 0.6%), inhalants (decreased 0.4%) and narcotic prescription drug use (decreased 0.7%).

In your lifetime, on how many occasions (if any) have you... (One or more occasions)	Grade 6			Grade 8			Grade 10			Grade 12			All Grades		
	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011
Alcohol had alcoholic beverages (beer, wine or hard liquor) to drink - more than just a few sips?	11.3	8.9	8.3	23.2	18.7	19.3	35.0	28.9	28.9	38.2	38.9	37.3	26.9	22.8	22.8
Cigarettes smoked cigarettes?	3.9	3.7	4.8	11.2	10.2	11.4	18.2	17.0	17.3	20.7	21.3	23.2	13.6	12.8	13.8
Chewing Tobacco used smokeless tobacco (chew, snuff, plug, dipping tobacco, chewing tobacco)?	1.0	1.4	0.9	3.1	2.8	2.3	6.1	5.8	4.7	7.7	8.3	8.3	4.5	4.5	3.9
Marijuana used marijuana (grass, pot) or hashish (hash, hash oil)?	1.0	1.0	1.4	6.0	6.8	7.9	15.3	15.5	17.2	19.8	20.4	24.0	10.5	10.7	12.2
Hallucinogens used LSD (acid) or other hallucinogens (like PCP, mescaline, peyote, "shrooms" or psilocybin)?	0.3	0.3	0.4	1.1	1.5	2.1	3.5	4.5	4.8	4.6	5.0	7.0	2.4	2.8	3.4
Cocaine used cocaine (like cocaine powder) or "rock" (cocaine in chunk or rock form)?	0.3	0.4	0.4	1.1	1.2	1.1	2.4	2.4	1.8	3.6	3.2	3.4	1.8	1.8	1.6
Inhalants sniffed glue, breathed the contents of an aerosol spray can, or inhaled other gases or sprays, in order to get high?	6.3	5.5	5.5	10.8	8.9	8.9	10.1	8.2	7.2	9.5	7.4	7.0	9.2	7.5	7.1
Methamphetamines used methamphetamines (meth, speed, crank, crystal meth)?	0.2	0.3	0.4	0.9	0.9	0.8	1.6	1.5	1.6	2.0	1.9	1.9	1.2	1.1	1.1
Prescription Stimulants used prescription stimulants or amphetamines (such as Adderall, Ritalin, or Dexedrine) without a doctor telling you to take them?	0.5	0.4	0.9	1.5	1.5	2.9	4.3	3.7	5.6	5.3	4.7	7.5	2.9	2.6	4.1
Prescription Sedatives* used prescription sedatives including barbiturates or sleeping pills (such as phenobarbital, Tuinal, Seconal, Ambien, Lunesta, or Sonata) without a doctor telling you to take them?	3.2	1.9	2.4	6.3	5.0	5.6	10.1	8.4	7.7	11.0	9.6	8.1	7.7	6.1	5.8
Prescription Tranquilizers used prescription tranquilizers (such as Librium, Valium, Xanax, Ativan, Soma, or Klonopin) without a doctor telling you to take them?			0.1			0.4			0.8			1.4			0.7
Narcotic Prescription Drugs used narcotic prescription drugs (such as OxyContin, methadone, morphine, codeine, Demerol, Vicodin, Percocet) without a doctor telling you to take them?	0.4	0.4	0.5	2.2	2.4	1.9	6.7	6.3	5.4	9.5	9.3	8.1	4.7	4.5	3.8
Heroin used heroin?	0.2	0.2	0.2	0.5	0.7	0.7	1.2	1.3	0.8	1.5	2.0	1.4	0.9	1.0	0.7

The Sedatives question from previous surveys has been split into Prescription Tranquilizers and Prescription Sedatives for the 2011 SHARP PNA. (Consult the appendix for further explanation.)

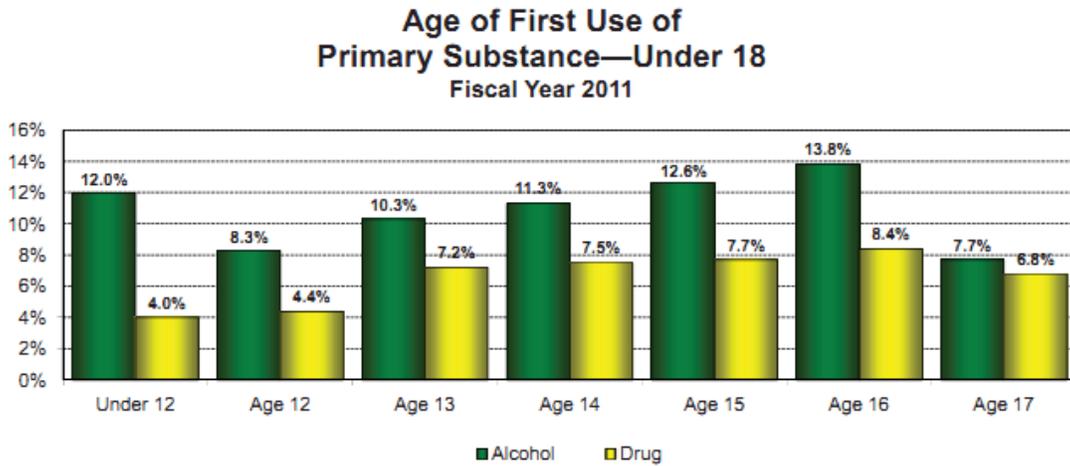
**Table 6: Percentage of Youth Reporting ATOD Use During Their Lifetime in 2011**  
DSAMH Student Health and Risk Prevention (SHARP) Statewide Survey

### Past 30-day Usage

Similar to the number of Utah youth reporting ever having used alcohol, tobacco or other drugs, the number of youths reporting using substances in the 30 days prior to when the survey was administered is significantly lower than the national average, MTF sample. The number of students reporting ever having used and having used within the last 30 days increases with age. The SHARP 2009 and 2011 survey provide the following information for past 30-day self-report usage increase and decrease. Rates for all substances between years were roughly unchanged.

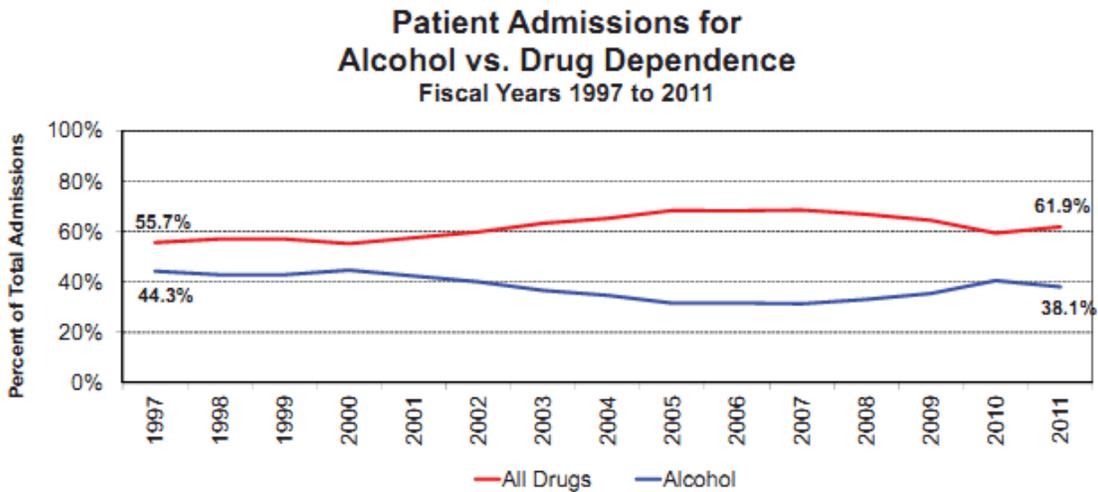
*Age of First Use of Primary Substance*

The Division of Substance Abuse and Mental Health (DSAMH) Annual Report 2011 shows age plays a significant role in drug preference. For adolescents (ages 10 to 17) marijuana is the primary drug of abuse at admission. In 2011, 76% of individuals surveyed reported their primary drug use prior to age 18 as alcohol. Thirty-two percent reported first using substance between ages 18 and 25 years old. These numbers have remained constant for several years. The chart below provides a breakdown of age at first use or individuals who report using their primary substance prior to age 18. For alcohol and other drugs the age of first use peaks at age 16. As mentioned above, more than 75% of individuals who report alcohol as their primary substance of abuse, and more than 45% of individuals admitted for drug use started under the age of 18.



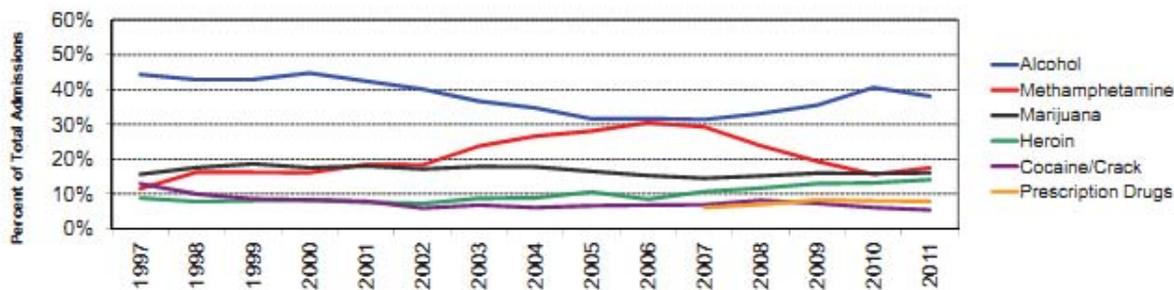
**Figure 14: Age of First Use Reported by Youth Receiving Treatment**  
DSAMH Annual Report 2011

When an individual is admitted to substance abuse treatment, clients report their primary, secondary and tertiary (if any) drug use. Figure 16 shows the drugs of choice for substance abuse treatment clients from 1997 to 2011. Although the table is *not* youth specific it provides an important view of alcohol versus other drug use.



**Figure 15: Age of First Use Reported by Youth Receiving Treatment**  
DSAMH Annual Report 2011

### Top Drugs of Choice by Year Fiscal Year 1997 to Fiscal Year 2011



**Figure 16: Drugs of Choice by Year Reported by Youth Receiving Treatment**  
DSAMH Annual Report 2011

#### Heavy Use and Dependence

From 2007 to 2011 the self-reported rate of binge drinking within the two weeks previous to the SHARP survey showed very little change (0.03% decrease). The number of youth reporting smoking one half pack of cigarettes or more a day in the 30 days prior to the survey remained relatively stable during the same time period across all age groups. Peak rates were: 0.1% in 6<sup>th</sup> grade, 0.2% in 8<sup>th</sup> grade, 0.5% in 10<sup>th</sup> grade and 1.1% in 12<sup>th</sup> grade).

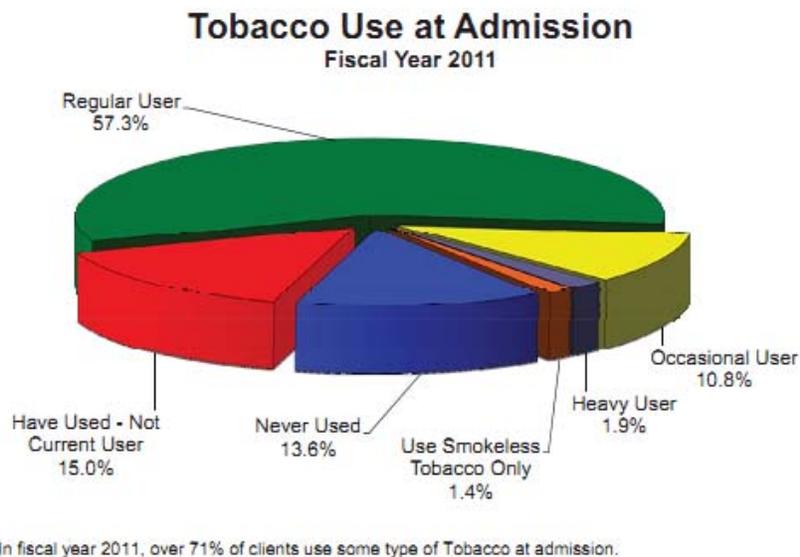
In 2011, the SHARP survey included data regarding self-reported need for treatment. As seen in the table below, Co-occurring alcohol and substance abuse accounts for the highest percentage of students, 12<sup>th</sup> grade, who self-report need for alcohol or drug treatment at 9.2%, an increase of 2.6% from the 10<sup>th</sup> graders surveyed. Since the 2007 survey youths in need of treatment has decreased by 0.2% for all grades combined.

		Grade 6			Grade 8			Grade 10			Grade 12			All Grades		
		State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011
Needs Alcohol Treatment	Answered "Yes" to at least 3 alcohol treatment questions and has used alcohol on 10 or more occasions	0.2	0.2	0.2	2.0	1.5	1.6	5.4	4.6	3.9	7.0	6.4	6.0	3.7	3.2	2.9
Needs Drug Treatment	Answered "Yes" to at least 3 drug treatment questions and has used any drug on 10 or more occasions	0.2	0.2	0.1	1.3	1.3	2.2	4.2	4.2	4.5	5.3	5.2	5.8	2.8	2.8	3.2
Alcohol or Drug Treatment	Needs alcohol, drug or alcohol AND drug treatment as per criteria above	0.4	0.3	0.3	2.7	2.4	3.0	7.4	7.2	6.6	9.4	9.0	9.2	5.1	4.8	4.8

**Table 7: Percentage of Youth Needing ATOD Treatment in 2011**  
DSAMH Student Health and Risk Prevention (SHARP) Statewide Survey

#### Tobacco Use

Individuals, of all ages, with substance use disorders are more likely to use tobacco. In Utah, 71% of all individuals entering substance abuse treatment use tobacco, compared to 9% of the general population. New programs are being implemented to reward individuals living tobacco free during and after substance abuse treatment. The goal of this program, Recovery Works, is for all publicly funded treatment centers to be tobacco-free by 2012.



**Figure 17: Tobacco Use Reported by Youth Receiving Treatment**  
DSAMH Annual Report 2011

## Mental Health

The Division of Substance Abuse and Mental Health (DSAMH) is the local mental health authority in Utah, providing mental health to its citizens. DSAMH receives partial funding from the federal government and is required by the government to collect demographic and treatment data on all clients admitted into any publicly funded mental health treatment facility.

The Utah Youth Suicide Study (UYSS) indicates that at least one in five juveniles under the age of 18 who has been arrested has serious mental health problems.

Mental health disorders and substance use disorders that occur at the same time, for the same individual, are termed co-occurring disorders (sometimes co-morbid). According to the Substance Abuse and Mental Health Administration in 2010, nationally across all ages, 50% of individuals with severe mental illness are affected by substance use disorders. This data provides information regarding the importance of mental health promotion to decrease substance abuse disorders from beginning.

DSAMH reported in FY 2011 41,373 youths were in need of mental health and/or substance abuse treatment and 15,596 (4.8%) actual received treatment, a difference of 25,777 youths not receiving services.

### *Depression*

Self-reported rates of depressive symptoms on the 2011 SHARP survey show that close to 1/3 of youths are depressed (34.6% average across ages surveyed). Depressive symptoms are one of the highest risk factors for youth statewide in the 6<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup> and 12<sup>th</sup> grades and are reported at 31.5%, 35.4%, 37.4% and 34.0% respectively, slightly higher than the national average. Importantly, the number of depressed youth reporting ever having used alcohol or other drugs is higher than those who do not report depression symptoms.

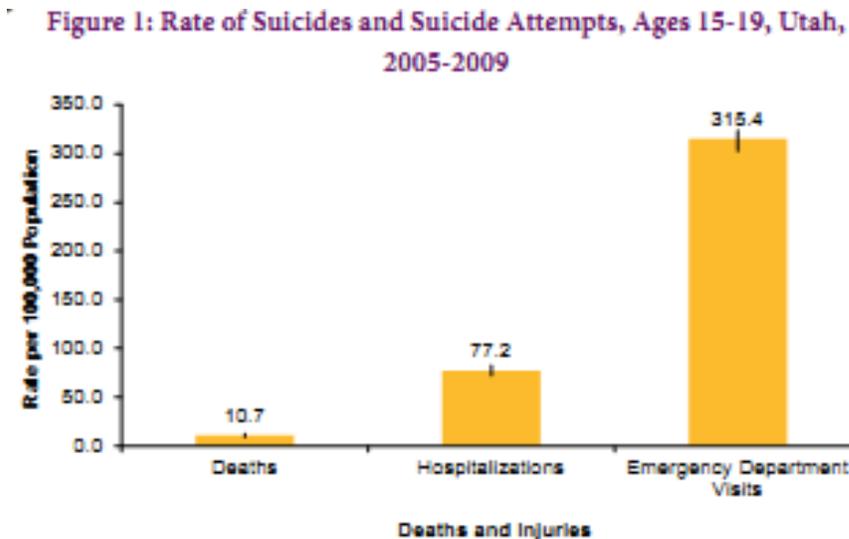
## Bullying

Over the last decade, bullying has come to the forefront as a major risk factor for teens in relation to substance use, depression and suicide. Bullying can reach any youth and both the bullied and those who bully are affected negatively by these interactions (as are witnesses of bullying). Depending on the environment any youth can become a target for bullying.

National studies show youths who are bullied experience an increase in negative feelings regarding physical, school, family and peer interactions and mental health issues. These youths report higher levels of anxiety, sadness, loneliness, changes in sleep and eating, lack of focus and loss of interest in activities they used to enjoy. Further, decreased academic achievement (lower GPA and standardized test scores) and more school missed days are noted.

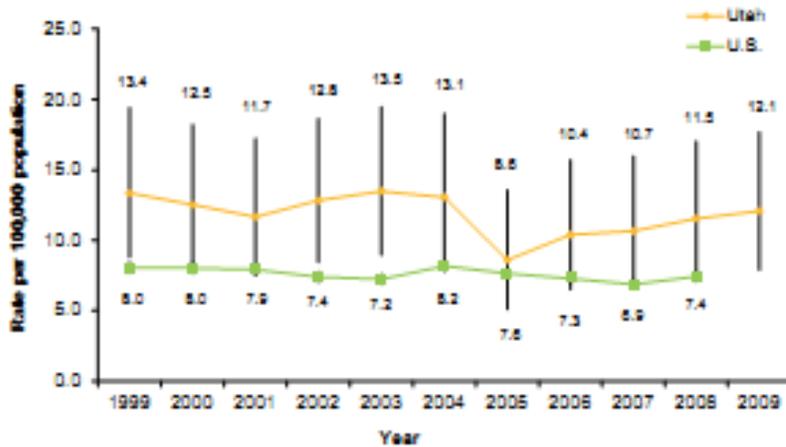
## Suicide

Rates of teen suicide are high, and it should be noted suicide rates did not change considerably prior to 2003. However, over the last decade numbers continue to increase. Although in the past, Utah youth were as likely to think about attempting suicide as youth in other states but *more* likely to actually attempt suicide, over the last decade Utah rates are becoming consistently higher than the national average. Suicide is a major public health problem in Utah. Suicide was the leading cause of injury-related death and the third leading cause of hospitalizations for all ages in Utah from 2008-2010. Utah's suicide rate has been consistently higher than the U.S. rate for the last decade. A recent CDC study found that Utah holds the 12th highest teen suicide rate in the U.S.



**Figure 18: Rate of Suicide and Suicide Attempts**

**Figure 2: Rate of Suicides by Year, Ages 15-19, Utah and U.S., 1999-2009**



**Figure 19: Rate of Suicide by Year**

According to the Utah Department of Health Violence and Prevention Program Teen Suicide in Utah 2005-2010 report, an average of 22 youths age 15-19 die from suicide each year. An average of 2 teens are treated in hospitals for suicide attempts daily. The 2009 suicide rate was 12.1 per 100,000 population ages 15 to 19 and suicide is the 2<sup>nd</sup> leading cause of death for this age group (compared to the 3<sup>rd</sup> leading cause of death nationally). Girls are more likely to attempt suicide than boys. Utah girls had a higher percentage of visits to the emergency room for suicide attempts 40.9%, while 22.0% were boys. Also, suicide rates increase after age 14.

The 2011 prevention needs assessment survey (SHARP survey) added a new question regarding suicide, namely “During the last 12 months, did you ever seriously consider attempting suicide?” Of those youths surveyed, 5.3% in 6<sup>th</sup> graders, 10.6% in 8<sup>th</sup> grade, 11.4% in 10<sup>th</sup> grade and 10.3% in 12<sup>th</sup> grade answered “Yes” to this question. The state average across grades for 2011 was 9.4%.

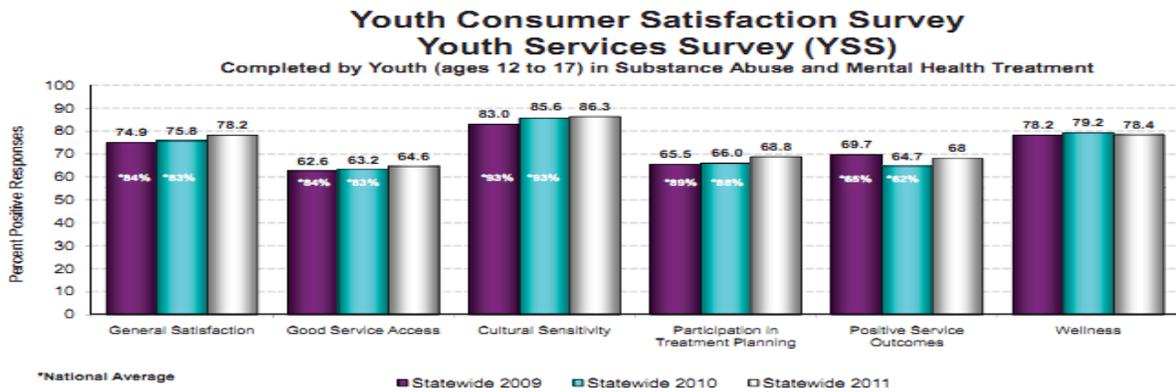
### *Treatment Services*

Youths seeking mental health services are generally doing so because of increasing problems in family, school, community, peer relationships and self-esteem. Youths are generally referred by a parent/guardian or a school social worker. Some requests are self-motivated, but this is not as common for youths as adults. The Juvenile Court can place a youth in mandatory mental health services. Utah mental health services are available to youth with Medicaid and non-Medicaid insurance, also sliding fee scales are available at many agencies throughout the state.

A continuum of services are offered in mental health services for youth including inpatient care, outpatient care, 24-hour crisis care, psychotropic rehabilitation (including vocational training and skills development), case management, community supports (including in home support services and respite care, consultation and education services, services to youths incarcerated, community based wrap around services (coordinate mental health needs, school, medical and other social services to support community living), transitional housing and living support, family resource facilities and drop-in centers. Many of these programs available to you are described in the Juvenile Justice System section above.

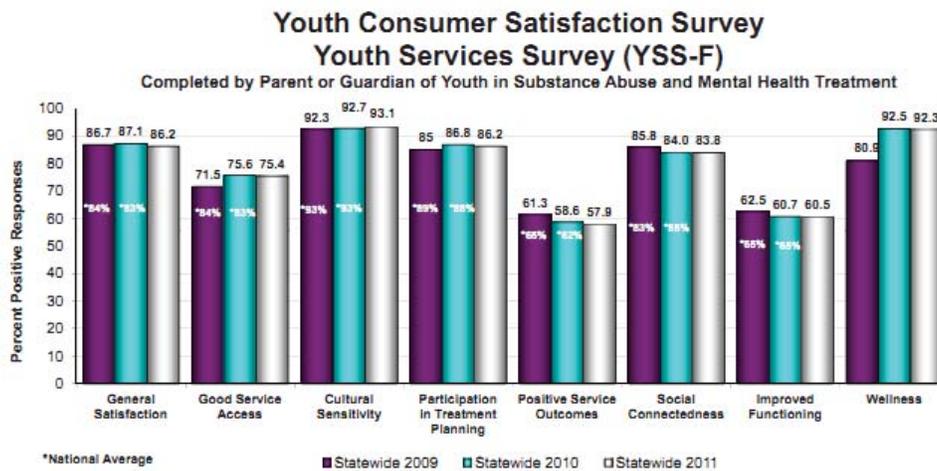
Long term treatment outcomes are yet unknown for youth who receive public substance abuse and mental health services. Efforts are currently underway to gather this information using symptom-based measures. Since 2006, the Division of Substance Abuse and Mental Health (DSAMH) has gathered data on consumer satisfaction. Most youth report general satisfaction with the services they receive. DSAMH youth consumer satisfaction surveys (YSS) provided to teens upon completion of program provide important data regarding youth perception of satisfaction in comparison with parent surveys. Youths reported significant increases from FY 2009 to FY 2011 in five of six outcome questions. General

satisfaction increased 3.3%, good service access increased 2.0%, cultural sensitivity increased 3.3%, participation in treatment planning increased 3.3% and wellness increased 0.2%. The decrease was noted in positive service outcomes of 1.7%.



**Figure 20: Youth Satisfaction with DSAMH Services**  
DSAMH Annual Report 2011

Parents showed an overall pattern of satisfaction when they completed the YSS-F completed by parent or guardian of youth in substance abuse and mental health treatment. Although the overall percentages changed, the report of *wellness* (in or after treatment) increased most significantly with an increase of 11.4% between FY 2009 and FY 2011. During FY 2011, decreases were reported in cultural sensitivity .02%, social connectedness 2.0%, improved functioning 2.0%, with the highest decrease in positive service outcomes 3.4%. Increased satisfaction were reported in general satisfaction 0.5%, participation in treatment planning 1.2% and good service access 3.9%.



**Figure 21: Parent or Guardian Satisfaction with DSAMH Services**  
DSAMH Annual Report 2011

## Risk and Protective Factors

A majority of Utah youth are not at-risk across the community, family, school, and peer/individual domains measured by the SHARP survey. Additionally, the percentage of youth at-risk on individual risk factors is lower than the national comparison group on all scales with the exception of family conflict in 10th graders.

As found with the percentage of youth at-risk, a majority of Utah youth have higher levels of protection in comparison to their peers in other states. An exception to this trend is the perceived rewards

for prosocial involvement at their school for Utah youth in the eighth grade. The level of protection for this scale is similar to the national comparison sample.

### Community Factors

Across all grades, a majority of Utah youth are not at-risk from factors originating in their community. The 2011 SHARP survey reported among youth at-risk, there has been a steady decline in feeling protected by community rewards for prosocial environment since 2009. Of youth at-risk, the highest number report low neighborhood attachment in 8<sup>th</sup> grade, a shift from 12<sup>th</sup> grade in 2009. The percentage of youth who perceived availability of drugs has remained the same. Perceived availability of handguns has also remained the same.

Rates of protection based upon community factors are higher than the eight-state comparison group. The highest protection as reported by youth in the 8<sup>th</sup> grade for the opportunities that they perceived in their community for prosocial involvement 57.9%, however these rates have been dropping consistently since 2007 (65.8% of both 8<sup>th</sup> and 12<sup>th</sup> graders). The lowest rate is reported by youth in the 6<sup>th</sup> grade for the rewards they perceive for prosocial involvement in their communities 51.3%, a 10% decrease since 2007 and a 9% drop from 2009.

### Family Factors

Based upon the 2011 SHARP survey, most youth are not at-risk in the family domain. When compared to the eight-state norm, levels of risk across all scales focusing on the family are significantly lower for youth in Utah, with the exception of family conflict for 8<sup>th</sup> graders 33.5%. Of those who are at-risk, the highest percentage of youth were 10<sup>th</sup> graders at-risk due to parent attitudes favorable to antisocial behavior 51.3%, an increase from 2009 survey of 43.5%. Since the 2009 survey levels of risk due to parental attitudes favorable to anti-social behavior has increased across all grades 6<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup> and 12<sup>th</sup> (31.4%, 46.2%, 51.0% and 49.5% respectively).

Risk Factor	Grade 6			Grade 8			Grade 10			Grade 12			All Grades		
	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011
<b>Community Domain</b>															
Low Neighborhood Attachment	34.0	37.3	35.8	28.6	29.5	27.6	34.5	32.2	33.7	37.4	37.7	39.9	33.7	34.2	34.1
Laws & Norms Favor Drug Use	25.3	26.5	23.9	21.6	24.0	19.9	17.3	17.9	15.5	19.6	23.3	19.8	20.9	22.9	19.7
Perceived Availability of Drugs	36.0	30.4	30.0	24.7	26.2	27.1	32.6	30.0	29.9	35.0	32.6	32.5	32.2	29.8	29.8
Perceived Availability of Handguns	24.3	22.4	21.3	36.4	34.5	32.6	27.9	22.6	23.0	33.2	27.8	30.3	30.3	26.7	26.7
<b>Family Domain</b>															
Poor Family Management	38.6	37.5	38.6	30.1	31.7	34.0	29.1	28.4	29.8	30.4	31.3	29.7	32.0	32.2	33.0
Family Conflict	40.7	38.0	33.5	35.3	31.0	27.6	40.6	35.0	31.8	33.7	30.8	30.6	37.7	33.8	30.9
Family History of Antisocial Behavior	31.9	29.8	28.5	24.5	24.1	23.2	30.0	28.5	26.8	30.4	29.6	28.0	29.3	27.5	26.6
Parental Attitudes Favorable to ASB	27.8	25.8	31.4	38.5	38.9	48.2	43.5	42.8	51.0	39.5	42.6	49.5	37.4	36.8	44.2
Parental Attitudes Favorable to Drug Use	7.6	7.1	7.4	15.1	14.1	16.5	21.2	20.8	23.7	17.4	18.9	21.0	15.4	15.0	16.9
<b>School Domain</b>															
Academic Failure	31.2	31.9	29.2	35.2	34.4	31.3	35.2	33.5	31.7	33.6	35.1	36.2	33.6	33.7	32.0
Low Commitment to School	38.4	38.7	34.3	40.9	41.0	39.0	36.3	37.0	32.7	37.3	36.6	35.1	38.2	38.4	35.3
<b>Peer-Individual Domain</b>															
Rebelliousness	30.4	21.3	21.2	30.6	27.1	29.2	37.7	35.1	31.9	35.1	34.2	33.1	33.5	29.2	28.0
Early Initiation of ASB	17.2	17.6	18.1	24.7	24.6	25.4	29.4	28.6	27.2	28.2	28.8	30.7	24.9	24.7	25.1
Early Initiation of Drug Use	14.4	13.4	12.3	19.2	18.7	17.9	19.6	18.1	17.2	20.8	19.5	20.0	18.5	17.4	16.7
Attitudes Favorable to ASB	28.9	28.8	24.1	27.6	26.6	24.7	37.1	36.5	31.1	35.2	39.6	31.3	32.2	32.7	27.6
Attitudes Favorable to Drug Use	9.5	9.4	6.7	17.8	18.3	16.4	23.2	23.9	21.3	20.8	24.4	21.2	17.8	18.8	16.1
Perceived Risk of Drug Use	31.1	33.1	34.1	22.6	24.2	23.4	29.1	30.4	28.9	22.6	27.5	27.9	26.4	28.9	28.7
Interaction with Antisocial Peers	26.9	26.9	27.8	26.3	25.7	25.8	27.1	25.6	24.2	25.3	26.2	24.9	26.4	26.6	25.7
Friend's Use of Drugs	11.1	11.8	11.0	24.1	23.5	23.5	22.5	21.5	21.6	18.7	20.4	20.7	19.1	19.2	19.0
Rewards for ASB	18.4	19.8	20.0	20.3	25.2	24.5	24.5	30.1	28.1	24.1	31.6	30.0	21.8	26.5	25.6
Depressive Symptoms	31.4	32.0	31.5	34.3	35.5	35.4	38.2	38.0	37.4	34.6	34.3	34.0	34.7	34.9	34.6
Gang Involvement	4.3	3.7	2.7	5.9	5.5	4.6	5.3	5.2	4.2	3.8	4.6	4.6	4.9	4.7	4.0
Intentions to Use Drugs	20.3	21.8	19.7	13.4	13.8	16.2	18.7	19.0	21.6	19.2	21.8	24.4	17.9	19.0	20.4

**Table 8: Risk Factors in Community, Family, School, and Peer-Individual Domains in 2011**  
 DSAMH Student Health and Risk Prevention (SHARP) Statewide Survey

Rates of protection across all scales focusing on the family are significantly higher for youth in Utah in comparison to the eight-state norm. Levels of protection of remained fairly constant across most categories since the 2007 SHARP survey. Opportunities for prosocial involvement in school have increased across all grades 6<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup> and 12<sup>th</sup> (59.4%, 68.3%, 74.9% and 74.7% respectively). This accounts for the second highest rated category for all protective factors, with the highest percentage reported interaction with prosocial peers and third rewards for prosocial involvement (both in the peer-individual domain). In 2011, 77.1% of 12<sup>th</sup> graders interviewed believed rewards for prosocial involvement with peers is the most protective factor. This represents the highest percentage reported across all grades and categories for 2011.

Protective Factor	Grade 6			Grade 8			Grade 10			Grade 12			All Grades		
	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011	State 2007	State 2009	State 2011
<b>Community Domain</b>															
Rewards for Prosocial Involvement	63.7	60.3	51.3	65.8	64.4	57.9	63.5	65.1	56.9	65.8	64.6	57.5	64.7	63.5	55.8
<b>Family Domain</b>															
Family Attachment	67.9	67.7	66.2	65.2	66.7	65.2	66.5	66.1	68.4	68.4	72.1	68.1	67.0	68.9	67.0
Opportunities for Prosocial Involvement	71.9	69.0	62.7	71.7	69.5	66.3	64.8	66.0	62.8	67.2	70.1	62.8	68.8	68.6	63.7
Rewards for Prosocial Involvement	65.4	63.0	59.5	58.3	55.5	53.5	63.3	61.2	61.0	64.1	62.8	59.3	62.9	60.6	58.4
<b>School Domain</b>															
Opportunities for Prosocial Involvement	57.5	52.7	59.4	64.6	66.7	68.3	69.7	72.7	74.9	71.2	73.3	74.7	65.7	66.0	69.0
Rewards for Prosocial Involvement	65.7	64.3	66.8	54.3	56.2	57.8	67.4	68.4	69.6	54.0	56.2	56.7	60.5	61.3	63.0
<b>Peer-Individual Domain</b>															
Religiosity	61.9	58.1	57.1	71.6	71.3	67.9	69.3	68.8	66.4	70.6	68.7	65.8	68.3	67.0	64.3
Belief in the Moral Order	75.9	70.2	69.4	74.8	73.1	69.1	65.9	63.0	59.9	66.7	62.0	58.7	70.8	67.3	64.3
Interaction with Prosocial Peers	65.9	61.6	67.1	68.3	67.4	68.5	70.5	71.4	73.2	70.7	70.0	70.3	68.9	67.5	69.7
Prosocial Involvement	65.7	56.8	63.0	63.2	59.3	61.6	62.4	61.3	62.8	63.7	61.7	64.2	63.8	59.7	62.9
Rewards for Prosocial Involvement	65.4	51.4	58.4	63.4	58.1	59.0	73.5	70.8	73.7	78.1	75.2	77.1	70.1	63.5	66.9

**Table 9: Protective Factors for Community, Family, School, and Peer-Individual Domains in 2011**  
 DSAMH Student Health and Risk Prevention (SHARP) Statewide Survey

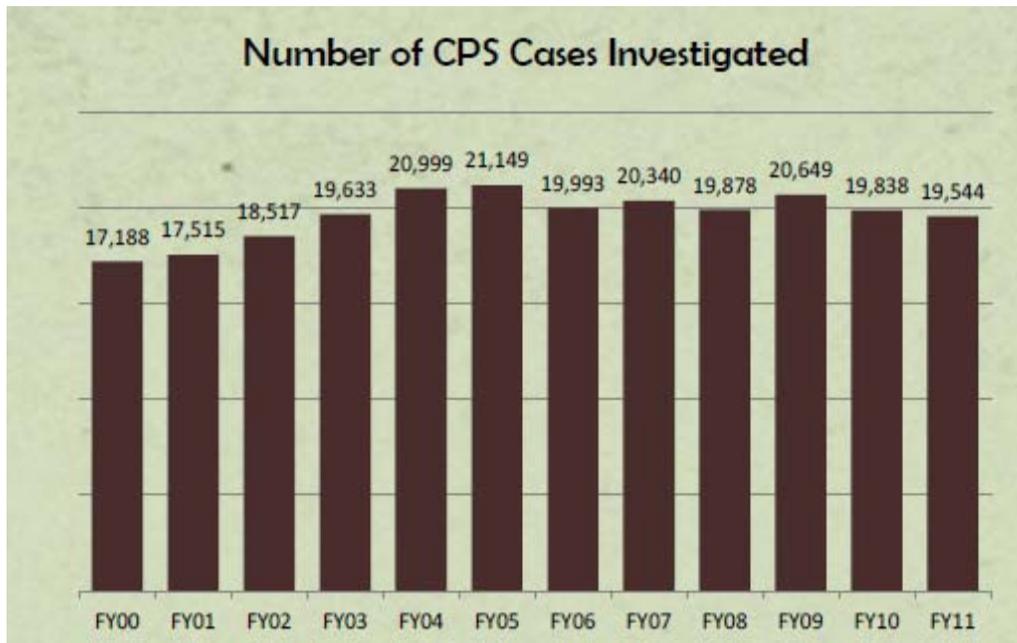
*Homelessness*

Homelessness is a concerning risk factor for youth for many reasons. Youths are particularly vulnerable as a group and are more likely to be sexually or physically abused while living on the streets. Homelessness at a young age is believed to be a precursor for homelessness in adulthood. Homeless youth spend less time in emergency shelters than other homeless individuals.

There are many reasons youth find themselves homeless. Physical, emotional and sexual abuse is reported as the primary cause for homelessness in Utah, as well as nationally. Further, nationally, youth who identify as members of minority sexual orientation have a higher rate of homelessness than heterosexual youth. Other factors include pregnancy, substance abuse, lack of support from family and/or inability for care (neglect) at home. Utah’s homeless youth have access to services through the Homeless Youth Resource Center (VOA) including access to advocacy, legal information, crisis intervention, community outreach, education, vocational skills, reunification and in extreme cases short term housing.

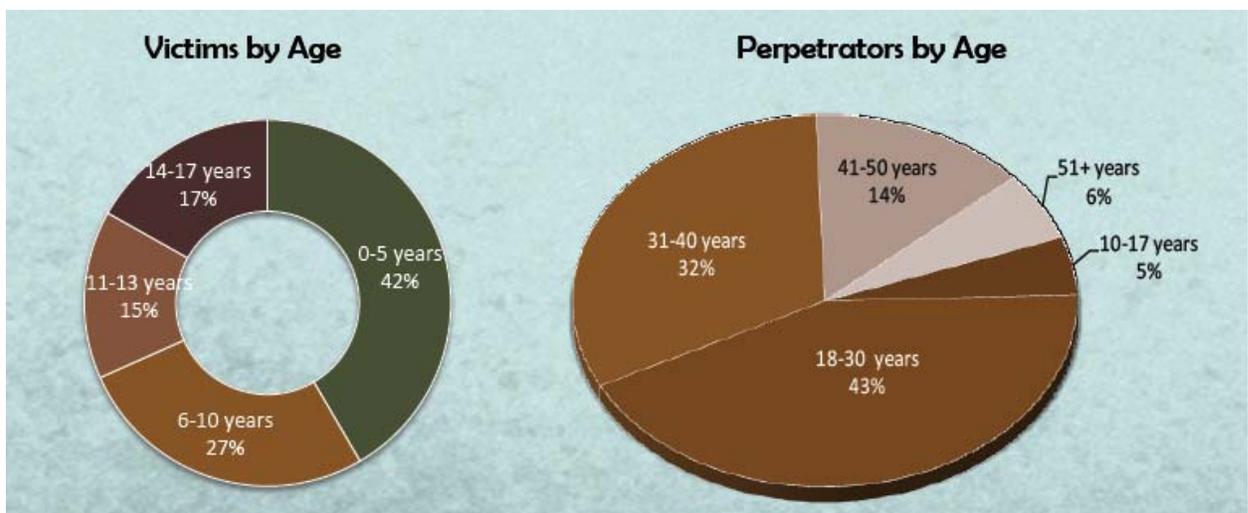
*Child Abuse*

Reports to potential abuse, neglect or dependency of children in Utah’s communities are referred to and/or responded by Child Protective Services (CPS). The Division of Child and Family Services (DCFS) Annual Report 2011 reported 4% of Utah’s children were referred to CPS FY 2011 (approximately 36,500 children). Abuse and neglect investigations were conducted for 3% (26,767) of CPS investigation cases. 1% of children were found to be victims of abuse and neglect (11,543). Of this 1% females accounted for 53% and 47% were male. Of supported abuse or neglect cases 31% had alcohol or drug abuse as a contributing factor as reported by caseworkers, 2% more than FY 2010. Approximately 75% of perpetrators are reported as family members, primarily the victim’s parents, and 17% are other relatives.



**Figure 22: Number of CPS Cases Investigated**  
DCFS Annual Report 2011

Most child victims were referred for Domestic Violence Related Child Abuse (DVRCA) 34%, sexual abuse accounted for 20%, physical abuse 20%, child endangerment 19%, psychological abuse 20%, neglect or deprivation of necessities 11%, non-supervision 6%, “other” (refers to allegations of safe relinquishment of a newborn child, dependency and failure to protect) and medical neglect 0%.



**Figure 23: Child Abuse Victims and Perpetrators by Age**

DCFS Annual Report 2011

Once children are placed in custody for safety, the goal of DCFS is to find a permanent home for the child. Child and Family services first attempt is to reunify the child/youth with their primary caregiver. Workers strive to balance quickly finding a placement while reducing the chances of return to foster care.

Reason for Exiting	Percent	Median Months in Custody
Reunification with Parent(s)/ Primary Caregiver(s)	44%	11.0
Adoption Final	25%	14.0
Custody and Guardianship to Relative	15%	5.0
Age of Majority/ Emancipation	10%	34.5
Child Ran Away	2%	20.5
Custody to Juvenile Justice Services	2%	16.0
Custody/Guardianship to Foster Parent/Other Nonrelative	1%	12.5
Referred Outside Organization	1%	33.0
Death of Child	0.1%	6.0
Total	100%	

**Table 10: Reasons for Exiting CPS Protection in 2011**

DCFS Annual Report 2011

In FY 2011, the final permanency outcomes resulted in 44% reunification with parent(s)/ primary care giver, 25% adoption finalized, 15% custody or guardianship to relative, 10% age of majority/ emancipation, 2% child ran away, 1% custody/guardianship to foster parent or non-relative, 1% referred outside organization and death of the child 0.1%.

*School Factors*

Utah youth may receive their education through home-schooling, private schools or the state’s public education system. In this section, only the public school system will be examined. The data contained here is from the Utah State Office of Education and from the Utah State School Board Annual Report.

Based upon the 2011 SHARP survey, most Utah youth are less at-risk for factors related to academic achievement and commitment to school than youth from the eight-state comparison group. The highest percentage of youth reporting risk was 8<sup>th</sup> graders reporting low commitment to school 39%. Since 2007 low commitment to school has decreased across all grades 6<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup> and 12<sup>th</sup> (reported change in percent FY 2007 to FY 2011: 4.4%, 2%, 4.3 and 1.5% respectively). In addition, academic failure has decreased 3.1% in 8<sup>th</sup> grade and 1.8% for youth in 10<sup>th</sup> grade.

Most Utah youth have significantly more protection than youth in the eight-state comparison group on the factors related to the school domain (opportunities and rewards for prosocial involvement especially peer prosocial involvement). The percentage of youth perceiving opportunities for prosocial involvement increased 6.7% in 6<sup>th</sup> grade, 1.6% in 8<sup>th</sup> grade, 2.2% in 10<sup>th</sup> grade and 1.4% in 12<sup>th</sup> grade. Rewards for prosocial involvement increased across all grades 6<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup> and 12<sup>th</sup> (2.5%, 1.6%, 1.2% and 0.5% respectively).

## *Enrollment*

There are 40 public school districts in the state, and 808 public schools and 80 charter schools. Utah's 2011-2012 enrollment as reported by The Utah State Office of Education was 587,745, an increase of 11,410 from fall enrollment 2010. Enrollment is projected to increase at this continued pace during the next years and due to the over-representation among 10 year olds, currently 14% of the entire youth population in Utah high school class size is expected to grow.

In October 2011 student enrollment comprised of 263,985 girls and 278,868 boys. Ethnic Minorities comprised 122,351 students; 12,299 Asian, 10,353 African American/ Black, American Indian 19,419, Pacific Islander 10,535, 83,163 Hispanic/ Latino and 475,382 White. Total enrollment was reported 542,853.

During 2011, 31,411 students graduated from Utah schools. Utah's graduation rate is above the national average. Between 2008 and 2011 graduation rates have increased 7%, while dropout rates have decreased 7%.

## **C-2. STATE PRIORITY JUVENILE JUSTICE NEEDS/PROBLEMS STATEMENT**

### **1. Program Area 9: Delinquency Prevention**

Intervention and prevention programs designed to intervene early with high-risk families and children have the potential to stop the development of youth and adult crime. Studies indicate that the earlier the signs of antisocial behavior appear, the more serious the antisocial behavior or delinquency will be in later years (Tolan, P.H., & Thomas, P. 1995. The implications of age of onset for delinquency II: Longitudinal data. *Journal of Abnormal Child Psychology*, 23, 157-169). Children living in economically deprived, urban neighborhoods are more apt to begin antisocial behaviors at an earlier age, regardless of gender (Guerra, N.G. et al., 1995. Promoting emotional competence in school aged children: The effects of the PATHS curriculum. *Development and Psychopathology*, 7, 117-136). Another study suggests that antisocial behaviors appear to “crystallize” in the first and second grades (Eron, Huesmann, and Zelli, 1991. The role of parental variables in the learning of aggression. In D.J. Pepler & K.H. Rubin (Eds.), *The development and treatment of childhood aggression*. Hillsdale, NJ: Erlbaum). The number of Child Protective Services (CPS) referrals in Utah with domestic violence allegations rose from 3,240 in FY 2002 to 4,645 in FY 2004, a 43.3% increase. These studies, and many like them, suggest that providing early delinquency intervention services prevents delinquent and criminal behavior later in life. Based on an analysis of individuals who turned 18 during the 2010 calendar year, about 36% of Utah’s youths will have some contact with the juvenile justice system by the age of 18. Nearly 4% will be found by the Juvenile Court to be victims of dependency, neglect, or abuse and over 27% will be charged with at least one offense and referred to the Juvenile Court.

Utah seeks to provide prevention services to youth in kindergarten through eighth grade with projects that:

- a. Identify at-risk youth, including those affected by violence, and provide them with prevention and early intervention services.
- b. Identify at-risk families and provide them in-home support services designed to increase parent and family involvement and accountability for juvenile delinquency.
- c. Develop new after school programs using evidence based practices in needy communities.
- d. Develop new, evidence-based, job and life skills training programs using best practices.

### **2. Program Area 13: Gender Specific Services**

In Utah:

- Girls represented about 23% of all youths admitted to locked detention during FY 2011, nearly one in every four admissions. This is similar to FY 2009 and FY2010
- Just over 15% of youth placed in DJJS community programs were girls.
- 9% of all youth placed in secure facilities were girls. This compares to 7% in FY 2009 and 10% in FY 2010.

Projects in this area aim to increase success of girls in the juvenile justice system through gender specific/female-responsive services. The goal of providing effective gender-specific/female responsive services to girls involved in the juvenile justice system is to improve the rate of successful completion of diversion contrasts, conditions of probation and dispositions set by court, Juvenile Justice Services or parole supervision. Priority will be given to projects providing services to minority girls.

### **3. Program Area 10: Disproportionate Minority Contact**

Following a trend of many years, minorities were overrepresented in nearly all secure care placements. Data continue to indicate that minority youth are overrepresented at nearly all points of contact within Utah's juvenile justice system. The application of diversion programming has been of particular concern.

Utah seeks to reduce the disproportionate representation of minority youth at decision points within the juvenile justice system, from arrest through transfer & waiver to the adult system.

- a) Develop plans/programs to increase utilization of diversion for Hispanic youth in Salt Lake, Utah, and Weber County.
- b) Work with law enforcement agencies to determine factors contributing to higher arrest/referral rates for minority youth and develop plans to address identified factors.
- c) Encourage juvenile justice and law enforcement agencies to use the community relations curriculum offered by POST as in-service training for all employees.
- d) Increase awareness of DMC issues among professional communities: share and discuss ways to reduce the disproportionality of minority youth in the juvenile justice system.

Additional, detailed information on DMC in Utah is available in the DMC plan and Relative Rate Indices found later in this plan.

### **4. Program Area 21: Mentoring**

A significant number of youth in the state lack positive adult role models. Low attachment to the community and opportunity for prosocial involvement are risk factors prevalent throughout the State (2011 SHAR Survey). The availability of positive adult role models has been shown to remedy many of the issues related to early youth offending. In October 2011, the Stat Juvenile Court Administrator, Utah's Director of Juvenile Justice Services and Director of Utah's Division of Child and Family Services all recommended that Utah's SAG focus efforts, with what little Formula Grant money is available, to support expansion of mentoring programs.

In response, Utah's SAG supports increased access to mentor programs serving youth involved in the child welfare or juvenile justice system and without significant adult support. Priority will be given to programs serving youth transitioning to adulthood.

### **5. Program Area 32: Substance Abuse**

The Division of Substance Abuse and Mental Health (DSAMH) Annual Report 2011 shows age plays a significant role in drug preference. For adolescents (ages 10 to 17) marijuana is the primary drug of abuse at admission. In 2011, 76% of individuals surveyed reported their primary drug use prior to age 18 as alcohol. Thirty-two percent reported first using substance between ages 18 and 25 years old. These numbers have remained constant for several years. For alcohol and other drugs the age of first use peaks at age 16. As mentioned above, more than 75% of individuals who report alcohol as their primary substance of abuse, and more than 45% of individuals admitted for drug use started under the age of 18.

Co-occurring alcohol and substance abuse account for the highest percentage of students, 12<sup>th</sup> grade, who self-report need for alcohol or drug treatment at 9.2%. An increase of 2.6% from the 10<sup>th</sup> graders surveyed. Since the 2007 survey youths in need of treatment has decreased by 0.2% for all grades combined.

Youth substance abuse treatment programs are in short supply. Waiting lists are long. Expanded drug and alcohol treatment and prevention services for youth are desperately needed.

## **6. Program Area 20: Mental Health**

Juvenile mental health issues persist within the juvenile justice system. The Utah Youth Suicide Study (UYSS) indicates that at least one in five juveniles under the age of 18 who has been arrested has serious mental health problems.

Self-reported rates of depressive symptoms on the 2007 SHARP survey show that close to 1 in 3 youth are depressed. Depressive symptoms are the highest risk factor for youth statewide in the 6th, 8th, and 10th grades (31.4%, 34.3%, and 38.2% at-risk in each grade respectively).

Utah youth are as likely to think about attempting suicide as youth in other states but *more* likely to actually attempt suicide. The number of Utah youth reporting a suicide attempt within 12 months prior to the 2007 YRBS survey was 9.6% versus 6.9% of all US students. Suicide rates increase among youth with juvenile court records. For example, risk for suicide increased in youth with seven or more referrals, with an odds ratio of 4.9:1.

Utah seeks to Increase and improve crisis intervention and treatment needs of youth in the juvenile justice system with mental health problems or developmental disabilities.

- a. Divert youth with mental illness or developmental disabilities from the juvenile justice system by more effectively utilizing appropriate identification and assessment tools.
- b. Increase success of youth involved in the juvenile justice system by creating appropriate crisis interventions and services.

## **6. Program Area 30: Sex Offender Programs**

Utah has seen an increase in the number of juvenile sex offenses committed by younger offenders. The system is in need of additional services for these young offenders. We seek to expand and improve sex offender services and resources within the juvenile justice system by funding projects that:

- a) Increase accessibility to already-established assessment and treatment services and resources.
- b) Increase awareness and education of staff working with youth offenders.
- c) Expand services to early intervention.

## **D. JJDP ACT COMPLIANCE PLANS**

### **D1. Plan for Deinstitutionalization of Status Offenders and Non-offenders from Secure Detention and Correctional Facilities**

Utah continues to be in full compliance with the DSO requirements of the JJDP Act (full compliance with de minimis exceptions). The State provides an assurance that a plan to maintain compliance is on file and available for review, (b) that resources to maintain compliance are identified on file, and available to review, and (c) the State will notify OJJDP if circumstances arise or if resources are lost which would jeopardize the State's capability of maintaining compliance with the requirements of Section 223(a)(11) of the JJDP Act.

In 2010 there were 12 DSO violations in Utah, all occurred in juvenile detention centers. This represents a 64% decrease in DSO violations in Utah since calendar year 2000. This is a substantial decrease and a noteworthy accomplishment as this is only the thirteenth time and twelfth consecutive year Utah continues to be in full compliance with the established de minimis exceptions rate for DSO without having to submit a corrective action plan that could be expected to significantly impact/reduce Utah's future DSO violation rate. Utah's success in significantly reducing noncompliant DSO incidents and Utah's continued compliance with the DSO requirement of the JJDP Act (full compliance with de minimis exceptions) can be attributed to the intensive efforts of the Utah Division of Juvenile Justice Services (JJS) to increase awareness and understanding of the requirements of the JJDP Act and the commitment and outstanding efforts of juvenile court officials, juvenile detention center staff, and law enforcement to ensure youth are handled in accordance with the DSO requirements of the Act, by obtaining as much juvenile information as possible and utilizing juvenile detention alternatives. In calendar year 2000, 28 of the 33 DSO violations in Utah occurred in juvenile detention facilities and a significant percentage of those violations were accused status offender violations/accused out-of-state runaway youth held in violation of Section 223(a)(11) of the JJDP Act. Over the past ten years, JJS staff, juvenile court officials, juvenile detention center staff, and law enforcement have made a tremendous effort to obtain as much information as possible on out-of-state runaway youth. As a result of these tremendous efforts, which will continue, DSO violations decreased significantly in Utah in 2010. Often information initially received on out-of-state runaway youth is minimal and unclear. Although Utah is aware a formal request to detain an out-of-state runaway youth pending return to another state jurisdiction exists, the specific reasons for detainment and court involvement of the youth is often unclear. It is frequently not initially known whether the youth has violated a condition of parole or whether they have evaded pending criminal-type/delinquency charges from another state. Knowledge of court status (e.g., no prior court involvement or juvenile parolee status) or other possible pending charges are essential information to obtain from other states, to assess if detention alternatives are appropriate or whether the youth may be held in violation of the DSO requirements of the Act, depending upon whether the youth is assessed a status offender/noncriminal-type youth or a criminal-type/delinquent youth. Utah will continue through compliance monitoring efforts to maintain compliance with Section 223(a)(11) of the JJDP Act, with the support of Utah law and the State Advisory Group (SAG/Utah Board of Juvenile Justice), as described in this section and also reference attached "State Monitoring Manual for JJDP Act Compliance", Utah's compliance monitoring plan/policy and procedures manual (reference pages 7, 8, and 22).

Utah Code [UC § 78A-6-113] specifies that a minor may not be placed in a secure juvenile detention facility unless it is otherwise unsafe for the public AND the minor must be detainable based on guidelines promulgated by the Division of Juvenile Justice Services (JJS). Accordingly, Utah's "Guidelines for Admission to Secure Youth Detention Facilities", originally enacted July 16, 1992 [Utah Administrative Code/Administrative Rule R547-13, authorized promulgation by UC § 62A-7-202] include statewide juvenile detention facility admission restrictions that prevent DSO violations. Also, Utah Code [UC § 62A-7-401.5] specifies, secure juvenile correctional facilities/secure facilities are for the custody and rehabilitation of youth offenders who pose a danger of serious bodily harm to others, who cannot be

controlled in a less secure setting, or who have engaged in a pattern of conduct characterized by persistent and serious criminal offenses which, as demonstrated through use of other alternatives, cannot be controlled in a less secure setting. As “Youth Offender” is defined in Utah Code [UC § 62A-7-101] as a “person 12 years of age or older, and who has not reached 21 years of age, committed or admitted by the juvenile court to the custody, care, and jurisdiction of the division (JJS), for confinement in a secure facility or supervision in the community, following adjudication for a delinquent act which would constitute a felony or misdemeanor if committed by an adult”, secure juvenile correctional facility commitment restrictions prevent DSO violations.

There is no pending or new Utah legislation, or staffing changes, that will impact Utah’s compliance with the DSO requirements of Section 223(a)(11) of the JJDP Act.

## **D2. Plan for Separation of Juveniles and Incarcerated Adults**

Utah continues to be assessed in compliance with the separation requirements of the JJDP Act, in accordance with the compliance requirements established by OJJDP. The State provides an assurance that a plan to maintain compliance is on file and available for review, (b) that resources to maintain compliance are identified on file, and available to review, and (c) the State will notify OJJDP if circumstances arise or if resources are lost which would jeopardize the State’s capability of maintaining compliance with the requirements of Section 223(a)(12) of the JJDP Act.

In 2010 there were two separation violations in Utah. The two sight and sound separation violations occurred in an adult jail, after two juveniles provided false age information to arresting law enforcement officials. As a result of the false age information provided to arresting officers these two accused criminal-type juvenile offenders/accused delinquent offenders were believed to be adult offenders and, therefore, were not sight and sound separated from adult inmates in the jail. Utah Code [UC § 62A-7-201 (1-4)], described below, prohibits the willful/intentional incarceration of juvenile offenders in circumstances that would violate Section 223(a)(12) of the JJDP Act. These two separation violations were not the result of willful/intentional incarceration of juvenile offenders in circumstances that would knowingly violate the separation requirements of the JJDP Act, the two separation violations occurred due to false age information provided to law enforcement officials. Moreover, the two separation violations do not reflect a violation pattern or practice and an adequate enforcement mechanism exists in Utah Code [UC § 62A-7-201 (1-4)] to enforce Utah’s statutory sight and sound separation requirements. Utah achieved full compliance with the JJDP Act separation requirements by September 1986, after successfully pursuing a statutory change that expanded State authority to regulate the secure detention of youth in law enforcement facilities to include municipal lockups, in addition to adult jails, to facilitate Utah’s compliance with the JJDP Act. Utah will continue through compliance monitoring efforts to maintain Utah’s compliance with Section 223(a)(12) of the JJDP Act, with the support of Utah law and the State Advisory Group (SAG/Utah Board of Juvenile Justice), as described in this section and also reference attached “State Monitoring Manual For JJDP Act Compliance”, Utah’s compliance monitoring plan/policy and procedures manual (reference pages 7, 9, and 22).

Utah Code [UC § 62A-7-201 (1-4)] specifies that the Utah Division of Juvenile Justice Services (JJS) may, by rule, approve detention accommodations within adult facilities, as described in the following section, “3b. Plan for Removal of Juveniles from Adult Jails and Lockups”. These Utah statutes specify those rules shall include standards for acceptable sight and sound separation of juveniles from adult inmates. Accordingly, acceptable sight and sound separation is defined in “Utah’s Juvenile Jail Standards” and “Utah’s Juvenile Holding Room Standards” as follows, “Juvenile detainees must be so located and/or arranged as to be completely separated from incarcerated adults by sight and sound barriers such that adults cannot see juvenile detainees and vice-versa. Also, conversation cannot be possible between juvenile detainees and adult inmates.” Moreover, Utah Code [UC § 62A-7-201 (5)] specifies that willful failure to comply with any of the provisions of Utah Code [UC § 62A-7-201 (1-4)] is a class B misdemeanor. Also, the State assures that adjudicated juvenile offenders are not reclassified administratively and transferred to an adult correctional authority to avoid the intent of segregating adults

and juveniles in correctional facilities. Utah Code [UC § 64-13-7] prohibits such administrative reclassification and states, “All offenders committed for incarceration in a state correctional (Department of Corrections/DOC) facility, for supervision on probation or parole, or for evaluation, shall be placed in the custody of the department.” As described at the end of the following section, DOC custody can only occur if a youth has been officially adjudicated in District (adult) Court. Accordingly, youth are not incarcerated for any length of time in state correctional (Department of Corrections/DOC) facilities, unless they have been transferred, certified, or waived to District (adult) Court.

There is no pending or new Utah legislation, or staffing changes, that will impact Utah’s compliance with the Separation of Juveniles from Adult Offenders requirements of Section 223(a)(12) of the JJDP Act.

### **D3. Plan for Removal of Juveniles from Adult Jails and Lockups**

Utah continues to be in full compliance with the jail removal requirements of the JJDP Act (full compliance with de minimis exceptions). The State provides an assurance that a plan to maintain compliance is on file and available for review, (b) that resources to maintain compliance are identified on file, and available to review, and (c) the State will notify OJJDP if circumstances arise or if resources are lost which would jeopardize the State’s capability of maintaining compliance with the requirements of Section 223(a)(13) of the JJDP Act.

In 2010 there were two jail removal violations in Utah, which represents a 60% decrease in jail removal violations/juvenile confinement violations in Utah’s adult jails and Utah’s adult lockups (municipal lockups/police departments) since calendar year 2000. The two jail removal violations/juvenile confinement violations in a Utah law enforcement facility in 2010 occurred in an adult jail, subsequent to two juveniles providing false age information to arresting law enforcement officials (Note: These are the same two youth described in the previous section regarding separation of juveniles from adult offenders). As a result of the false age information provided to arresting law enforcement officers by these two accused criminal-type juvenile offenders/accused delinquent offenders, these two youth (believed to be adult offenders) were held in violation of Section 223(a)(13) of the JJDP Act. Utah Code [UC § 62A-7-201 (1-4)], described below, prohibits the willful/intentional incarceration of juvenile offenders in circumstances that would knowingly violate the jail removal requirements of the JJDP Act. These two jail removal violations were not the result of willful/intentional incarceration of juvenile offenders in circumstances that would knowingly violate the jail removal requirements of the JJDP Act. Moreover, in both noncompliance incidents, where the accused delinquents claimed to be adults, when their juvenile status was verified the jail arranged for the juveniles to be transported as soon as possible to a juvenile care facility. The two jail removal violations were isolated noncompliance incidents, they do not reflect a violation pattern or practice, and an adequate enforcement mechanism exists in Utah Code [UC § 62A-7-201 (1-4)] to enforce Utah’s statutory requirement to remove juveniles from adult jails and lockups. Utah’s continued compliance with the jail removal requirements of the JJDP Act (full compliance with de minimis exceptions) in Utah’s law enforcement facilities can be attributed to the intensive efforts of the Utah Division of Juvenile Justice Services (JJS) to increase law enforcement’s awareness and understanding of the JJDP Act requirements, the commitment and outstanding efforts of law enforcement to ensure juveniles are handled in accordance with the requirements of the Act, and the support and willingness of the State Advisory Group (SAG/Utah Board of Juvenile Justice) to fund the Juvenile Jail Removal Program (Title II funded grant) that is administered by JJS. The Juvenile Jail Removal Program prevents juvenile confinement in law enforcement facilities by providing minimal financial assistance to rural law enforcement agencies for nonsecure supervision of youth and transportation of youth to appropriate juvenile care facilities. Utah will continue through compliance monitoring efforts to maintain compliance with Section 223(a)(13) of the JJDP Act, with the support of Utah law and the SAG, as described in this section and also reference attached “State Monitoring Manual for JJDP Act Compliance”, Utah’s compliance monitoring plan/policy and procedures manual (reference pages 7, 10, and 22).

Utah Code [UC § 62A-7-201 (1-4)] specifies that the Division of Juvenile Justice Services may, by rule, approve detention accommodations within adult facilities in areas of low density population (rural jails) and in local law enforcement agency facilities (municipal lockups/police departments) for the temporary detention of youth who are alleged to have committed an act which would be a criminal offense if committed by an adult. Detention is restricted to six hours in rural jails and two hours in local law enforcement holding rooms. Furthermore, such detention is only permitted to facilitate identification, processing, interrogation, release or transfer to an appropriate juvenile care facility. Moreover, Utah Code [UC § 62A-7-201 (5)] specifies that willful failure to comply with any of the provisions of Utah Code [UC § 62A-7-201 (1-4)] is a class B misdemeanor. These statutory restrictions do not apply to youth officially charged or adjudicated in District (adult) Court on serious criminal felony charges, which are the only juvenile offender circumstances in Utah that can result in District Court jurisdiction over juveniles, in accordance with Utah Code [UC § 78A-6-701 (Exclusive Original Jurisdiction of District Court/Direct File Statute), UC § 78A-6-702 (Serious Youth Offender Procedure), and UC § 78A-6-602(3) (Certification Hearings/Waiver of Juvenile Court Jurisdiction to District Court)]. .

There is no pending or new Utah legislation, or staffing changes, that will impact Utah's compliance with the Removal of Juveniles from Adult Jails and Lockups requirements of Section 223(a)(13) of the JJDP Act.

#### **D4. Plan for Compliance Monitoring for the First Three Core Requirements of the JJDP Act**

The Utah Commission on Criminal and Juvenile Justice (CCJJ), in cooperation with the State Advisory Group (SAG), is the agency responsible for monitoring and reporting Utah's compliance with Section 223(a)(11), (12), (13), and (22) of the JJDP Act (originally enacted 1974). To perform the actual monitoring of facilities and fieldwork, CCJJ contracts (through subgrant award) with the Utah Division of Juvenile Justice Services (JJS).

##### **Policy and Procedures**

Utah's compliance monitoring plan/policy and procedures manual is attached (reference "State Monitoring Manual for JJDP Act Compliance").

##### **Monitoring Authority**

CCJJ contracts with JJS (has since 1981) due to JJS's unique statutory responsibilities for secure juvenile detention facilities, secure juvenile correctional facilities, and adult jails and lockups (municipal lockups/police departments) as it pertains to juvenile confinement. Utah Code [UC § 62A-7-104] specifies that JJS has statutory responsibility for establishing and maintaining all secure juvenile detention facilities and all secure juvenile correctional facilities. Also, JJS accepted statutory responsibility for certifying adult jails and lockups (municipal lockups/police departments), in accordance with Utah Code [UC § 62A-7-201], to assist Utah in achieving compliance with the sight and sound separation requirements and jail and lockup removal requirements of the JJDP Act. Utah Code [UC § 62A-7-104] and Utah Code [UC § 62A-7-201] information is attached, reference attached "State Monitoring Manual for JJDP Act Compliance", Utah's compliance monitoring plan/policy and procedures manual (reference pages 5, 10, 11, and Appendix B "Utah Statutes Relevant to JJDP Act Compliance").

JJS's statutory responsibilities and unique juvenile confinement regulatory authority for both juvenile and adult facilities also enables direct access to juvenile confinement records. This access is essential to assess Utah's compliance with the JJDP Act. JJS assesses relevant juvenile confinement data and prepares and submits to CCJJ written quarterly "JJDP Act Compliance Program" grant progress reports

and Utah's (JJDP Act required) annual "State Monitoring Report". Utah's "State Monitoring Report" is for a full calendar year, from January 1<sup>st</sup> through December 31<sup>st</sup>.

*Regarding monitoring and reporting on Utah's compliance with Section 223(a)(22) of the JJDP Act, reference "Program Area: 10" of Utah's 3-year plan, for disproportionate minority contact (DMC) information.*

### **Monitoring Timeline**

Utah's monitoring timeline information is attached, reference attached "State Monitoring Manual for JJDP Act Compliance", Utah's compliance monitoring plan/policy and procedures manual (reference pages 20 and 21).

### **Violation Procedures**

Utah's JJDP Act violation assessment procedures are attached, reference attached "State Monitoring Manual for JJDP Act Compliance", Utah's compliance monitoring plan/policy and procedures manual (reference pages 13-19).

### **Barriers and Strategies**

Utah's JJDP Act compliance barriers and strategies are attached, reference attached "State Monitoring Manual for JJDP Act Compliance", Utah's compliance monitoring plan/policy and procedures manual (reference page 22).

### **Definition of Terms**

Key juvenile and criminal justice terms in Utah do not differ in meaning from those provided in the JJDP Act, ensuring Utah's JJDP Act monitoring process and compliance assessment is in accordance with the requirements of the JJDP Act. Utah's key juvenile and criminal justice terms are identified in the Definitions sections of Utah's statutes that are relevant to JJDP Act Compliance. Reference attached "State Monitoring Manual for JJDP Act Compliance", Utah's compliance monitoring plan/policy and procedures manual (reference Definitions sections of Appendix B "Utah Statutes Relevant to JJDP Act Compliance").

### **Identification of the Monitoring Universe**

JJS has statutory authority to monitor secure juvenile and adult facilities that are known to detain or might detain juveniles pursuant to public authority, to assess whether facilities in the State are in compliance with the following JJDP Act core requirements: Section 223(a)(11) deinstitutionalization of status offenders and nonoffenders (DSO); Section 223(a)(12) separation of juvenile offenders from adult offenders (Separation); and Section 223(a)(13) removal of juveniles from adult jails and lockups (Jail Removal). Utah's Monitoring Universe, which includes the identification of all facilities in Utah that might hold juveniles pursuant to public authority where a violation of a core requirement is possible, is identified in the attached "State Monitoring Manual for JJDP Act Compliance", Utah's compliance monitoring plan/policy and procedures manual (reference page 12-19 and Appendix D "Utah's JJDP Act Compliance Monitoring Universe").

### **Classification of Monitoring Universe**

The classification of all facilities in Utah to determine which ones should be considered a secure detention or correctional facility, adult correctional institution, jail, lockup, or other type of secure or nonsecure facility, is in accordance with Federal classification definitions and regulations. Utah's classification process is described in the attached "State Monitoring Manual for JJDP Act Compliance", Utah's compliance monitoring plan/policy and procedures manual (reference pages 12 and 13).

## **Inspection of Facilities**

Staff members from JJS conduct on-site inspections of juvenile and adult facilities, as discussed in the “Identification of the Monitoring Universe” section above, to ensure an accurate assessment of each facility’s classification and record keeping. Inspections includes: (1) a review of the physical accommodations to determine whether it is a secure or non-secure facility or whether adequate sight and sound separation between juvenile and adult offenders exists and (2) a review of the record keeping system to determine compliance with Sections 223(a)(11), (12), and (13) of the JJDP Act and relevant Utah juvenile confinement statutes.

Evaluation of juvenile admissions records for Utah’s secure juvenile detention facilities and secure juvenile correctional facilities is greatly enhanced through the Court and Agencies’ Record Exchange (CARE) system (statewide database system). The on-line CARE information system follows juveniles who fall under the jurisdiction of Juvenile Court from the point of their first contact with Juvenile Court, to include first admission to detention, to the point at which they leave the Juvenile Court’s and/or JJS’s jurisdiction. Juveniles are identified by name, offense, and dispositions so that staff of JJS can quickly obtain current information on individual youth and generate admissions/population snapshot data for any secure juvenile detention facilities and secure juvenile correctional facilities in the State.

Additional facility inspection information and monitoring timeline information is attached, reference attached “State Monitoring Manual for JJDP Act Compliance”, Utah’s compliance monitoring plan/policy and procedures manual (reference pages 13-21 and Appendix D “Utah’s JJDP Act Compliance Monitoring Universe”).

## **Data Collection and Verification**

Utah’s JJDP Act compliance data collection and verification procedures are attached, reference attached “State Monitoring Manual for JJDP Act Compliance”, Utah’s compliance monitoring plan/policy and procedures manual (reference pages 13-19).

## **Compliance Monitoring Contractual Funding and Contact Persons**

As indicated, CCJJ contracts with the Division of Juvenile Justice Services (JJS) to conduct compliance monitoring as per the JJDP Act requirements. Title II funds are awarded annually to JJS specifically for compliance monitoring. The Federal FY 2011 allocation was \$92,900. Title II funds are also awarded to JJS to support their Juvenile Jail Removal Program. The Federal FY 2011 allocation was \$20,000.

The contractor is required to submit quarterly financial and program reports and an annual to CCJJ. The contractor also is required to complete and submit to CCJJ the annual “State Monitoring Report”.

### **Contact Information**

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## **E. PLAN FOR COMPLIANCE WITH THE DISPROPORTIONATE MINORITY CONTACT CORE REQUIREMENT**

### **2012-2014 Three-Year DMC Strategic Compliance Plan**

The Utah Three-Year DMC Strategic Compliance Plan follows OJJDP's DMC Reduction Model. The model consists five phases that include identification, assessment/diagnoses, intervention, evaluation, and monitoring. The plan will first discuss 3-year data trends and DMC focus areas. In addition, the plan will discuss: diversion assessment results and the current status of the DMC assessment. The assessment focuses on arrest and referral points of contact in specific jurisdictions rather than statewide. Utah has received a waiver to conduct a statewide assessment in this way due to low numbers of minority youth outside the Wasatch Front. Utah also received a twelve month extension on completing the assessment. The plan will also discuss intervention plan development including application of Community Strategic and Planning, work to evaluate and monitor those efforts, and 2012-2014 plan outlines.

#### **Phase I: Identification Process**

##### **A. Updated DMC Identification Spreadsheets**

- 1) Attachment #2:
  - a) Appendix A – FY10 RRI Analysis Tracking Sheets,
  - b) Appendix B – FY10 RRI Data spreadsheets,
  - c) Appendix C – Adjusted Asian and Pacific Islander Arrest RRI
  - d) Appendix D – Adjusted Referral RRI Rate
  - e) Appendix E – FY10 RRI Appendices.
  - f) FY11 Data spreadsheets and Appendices (without analysis)
- 2) Attachment #3: OJJDP Approved for Waiver to Conduct Statewide DMC Assessment
- 3) Attachment #4: OJJDP Approved DMC Assessment Extension

##### **B. Data Discussion**

- 1) Background of Data Collection Process and Timeline

Utah's DMC Subcommittee of the Utah Board of Juvenile Justice (UBJJ), Utah's SAG, has been actively identifying and addressing DMC issues. Various working groups of the Subcommittee have been formed and assigned specific tasks. Currently active is the Data Working Group. The Data Working Group meets about quarterly to analyze and interpret RRI data and advises the Subcommittee on data/research issues. The Data Working Group consists of DMC subcommittee members, University of Utah Criminal Justice Centers (UCJC) staff members, Utah Commission on Criminal and Juvenile Justice (CCJJ) research staff, as well as representatives from the Administrative Office of the Court (AOC), who provide the raw data.

The most current data for RRI analysis is available roughly six months after the end of State fiscal year (June 30). The UCJC request the data from the OAC, usually at the beginning of the calendar year. Data are then validated and tabulated for the RRI. This process takes approximately 3 months to complete. By the time the RRI is ready, it is also the due date for the Title II application. Thus, the most current data are being submitted with the Title II application to OJJDP without analysis or interpretation. The plan, however, is based on careful analysis and interpretation of the previous year's data.

The 2012 DMC Strategic Compliance Plan Update is based on the FY10 data analysis, which was submitted to OJJDP along with the 2011 Update. FY10 data has been studied by the Data Working Group during the course of the summer. The data suggested that there is significant disparity at the arrest and referral to juvenile court points of contact. The FY2008-FY2010 trend showed consistent

overrepresentation of minorities at these two points of contact. The DMC Assessment on these two points of contact is underway and will be discussed in detail at Assessment Phase section of this plan.

FY10 RRI data were collected from the CARE database (Court & Agencies' Record Exchange) for the period between July 1, 2009 and June 30, 2010. The CARE database collects data for eight points of contact in the juvenile justice system, from Referral to Juvenile Court to Transferred to Adult Court. Arrest data is collected from the Utah Bureau of Criminal Identification (BCI) using the Uniform Crime Report (UCR). This system combines Pacific Islanders and Asians in the arrest category. As a result, Native Hawaiian or Pacific Islander (NH/PI) does not have an arrest RRI or referral RRI due to the formulated spreadsheet. Both arrest and CARE data are duplicate counts. Incidents are aggregated to episode on the date of occurrence. The volume of activity presented in the RRI is episode based.

Current data, FY11, will be submitted with this update; however, it is not discussed, analyzed or interpreted until later in the year. It will be carefully studied, verified, and used as a baseline for the DMC Annual Meeting, which is scheduled for November 2012. The results of the DMC Annual Meeting, as well as the trends will be reported in 2013 DMC Compliance Plan Update.

## 2) RRI at Points of Contact

### 1. Population at Risk

The Utah Population Estimate Committee, which is a function of the Utah Governor's Office of Planning and Budget, issues an annual estimate of state population. The latest available data are as of July 1, 2009, the state population was estimated at 2,800,089, an increase of 1.5% in total population from the 2008 estimate. The trends show that Utah's population has increased 1.5% to 3.2% annually since 2000. However, these estimates failed to yield data for the 10-17 year old population. There was no published report for 2010 from the Committee.

The 2010 Census data showed that Utah population was estimated at 2,763,885. In 2000, it was estimated the Utah population at 2,246,553. In 10 years, the state population increased 23.0%. This data has the same problem as the Utah Population Estimate Committee data; it yields no data for youth ages 10-17.

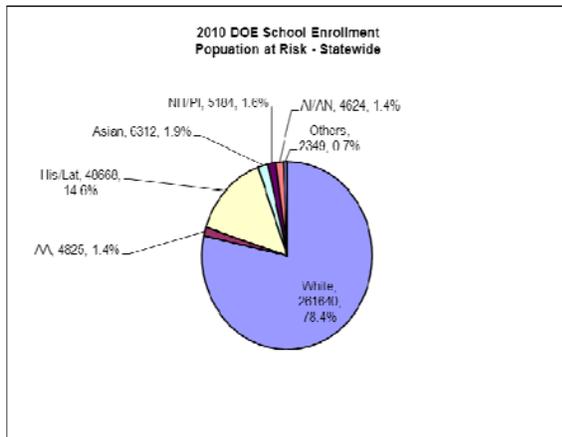
It was realized early on that using the Census data for the population at risk was outdated. Using the Utah Population Estimate Committee was not suitable as well because it did not provide the necessary data. The Subcommittee looked at the various sources for updated information and has used data from the Utah State Office of Education (USOE)<sup>1</sup>, School Enrollment since FY07. USOE data accounted for 96% of the total population at risk. The remaining 4% attended private school (3%) or home school (1%) and were not included in the count. It is also important to note that undocumented youth who do not attend school are not accounted for in this total. However, they are counted in the CARE database if they have an encounter with the juvenile justice system. The data sources for population at risk mentioned above have different estimates. Thus, it should conclude that each data source has its benefits and limits. The DMC Subcommittee uses the best data available for DMC purposes.

A comparison of the 2009 USOE and 2010 USOE School Enrollment (population at risk) shows an increase in the minority population. At a statewide level, minorities increased 3.8%, from 67,059 in 2009 to 69,613 in 2010. The data shows an increase of 7.9% for Asian, 4.0% for Hispanic or Latino, 3.5% for Black or African American, and 2.9% for Native Hawaiian or Pacific Islander. Total numbers have increased by 463 for Asian, 1,889 youth for Hispanic, 162 for Black, and 144 for Pacific Islander. The American Indian or Alaska Native population decreased 2.2% or 104 youth. White youth, however, experienced a minimal decrease of .02% or a decrease of 523 white youth, from 262,163 in FY09 to 261,640 in FY10. White youth make up a dominant 78.4% of the total population at risk. Hispanic or

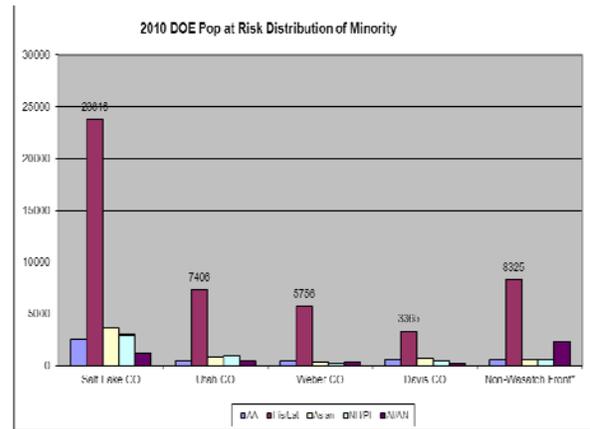
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<sup>1</sup> Previous reporting used incorrect source name as Utah Department of Education (DOE). The correct version is the Utah State Office of Education (USOE).

Latino youth remains the largest minority youth population in the state at 14.6% of the total population. Figure 1 below shows the population at risk as well as the breakup of minority youth for 2010 USOE data.



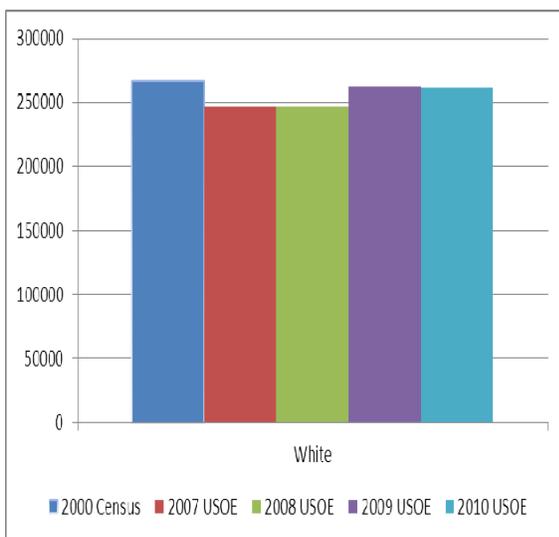
**Figure 1: 2010 USOE School Enrollment - Statewide Population at Risk**



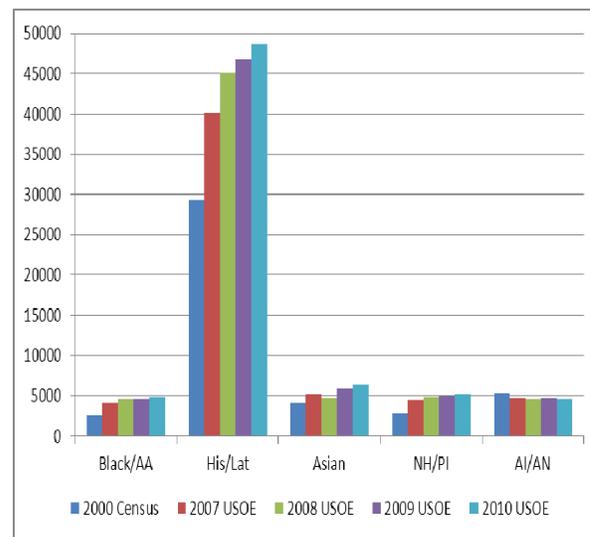
**Figure 2: 2010 USOE School Enrollment - Minority Population at Risk; \* Non-Wasatch Front are 25 counties other than Salt Lake, Utah, Weber, and Davis Counties**

Figure 2 shows the minority make-up in the four counties along the Wasatch-Front. It is estimated that 75% of the total population at risk and 82% of all minority youth live along the Wasatch Front (Salt Lake, Weber, Utah, and Davis Counties). The remaining 25% youth live outside of the Wasatch Front and are distributed between 25 other counties throughout the State. These percentages have not changed much in the last three years.

Trends show that since the change of data sources from 2000 Census data to 2007 USOE estimates, the number of minority youth has consistently increased. Black or African American has the largest increase at 88.6%, followed by Native Hawaii or Pacific Islander at 82.1%, Hispanic or Latino increase 66.2%, and Asian at 55.7%. The average population change for minority youth has increased 21.5%. White youth and American Indian or Alaska Native, however, experienced a decrease at 2.0% and 13.3%, respectively. Figures 3 and 4 showed these changes over time. The Subcommittee is confident in their decision to change the data source as the data has showed consistency in the population at risk.



**Figure 3: Statewide White Youth Population at Risk Trends**

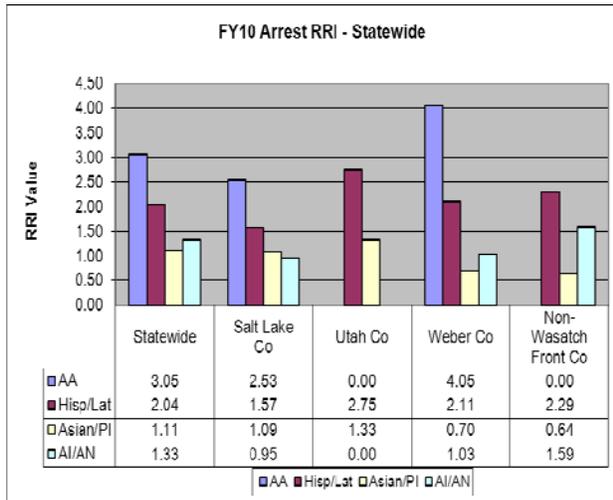


**Figure 4: Statewide Minority Population at Risk Trends**

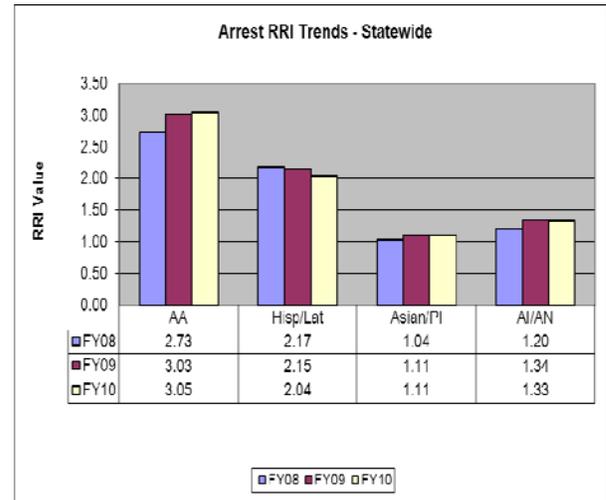
## 2. Arrest Data

Arrest data is collected from the Utah Bureau of Criminal Identification (BCI). The Bureau functions under the Utah Department of Public Safety. The Bureau collects data from state and local law enforcement agencies. These agencies use the Uniform Crime Reports (UCR) program. Reporting to the Bureau is voluntary; a few small agencies choose not to submit data. The FY10 data for juvenile arrest rates was based on the 2009 calendar year. Asian and Pacific Islander rates are combined in this dataset. Hispanic rates are subtracted from the White racial category. This assumes all those of Hispanic origin noted their race as White. No “Other/Mixed” Race category was tracked. There was no arrest data submitted from 16 law enforcement agencies out of 143 totals. The total population of these 16 agencies was 45,960 or 1.7% of the state’s total population. All law enforcement agencies in jurisdictions that are DMC focus submitted arrest data. The total youth arrested includes 0-9 year olds, which consists of 0.92% or 236 of the total youth population age 0-17.

FY10 Arrest RRI shows statistically significant and high magnitude for both Hispanic/Latino and Black or African American youth Statewide and in Salt Lake and Weber Counties. The Asian arrest RRI was not statistically significant. In some jurisdictions the Asian RRI value was below 1. As noted above, Asian and Pacific Islander arrest data are combined, therefore Pacific Islanders does not have an arrest RRI. (See Appendix C titled FY10 Adjusted Asian Arrest RRI for calculation method). The American Indian or Alaska Native arrest RRI was not statistically significant except in Non-Wasatch Counties, where the magnitude was more than 1.5 times that of white youth. Figure 5 below shows the FY10 arrest RRI. Figure 6 shows statewide RRI trends for FY08, FY09, and FY10. Similar graphs with local information have been used for presentations to local leaders about DMC.



**Figure 5: FY10 Arrest RRI; 0.00 showed insufficient numbers of cases for analysis.**



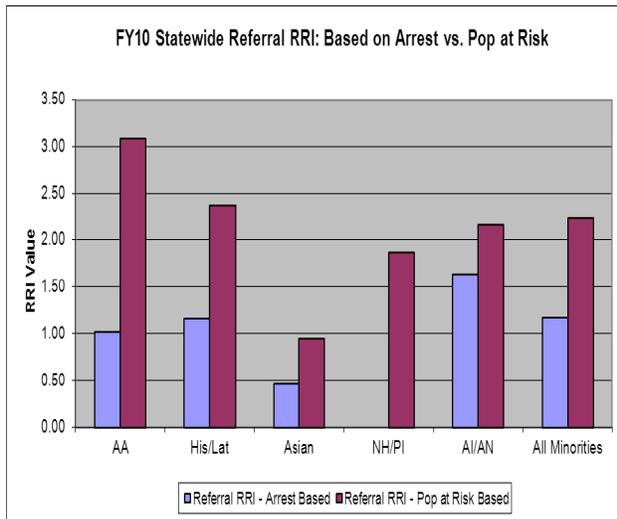
**Figure 6: Arrest RRI Trends - Statewide**

## 3. Referral to Juvenile Court

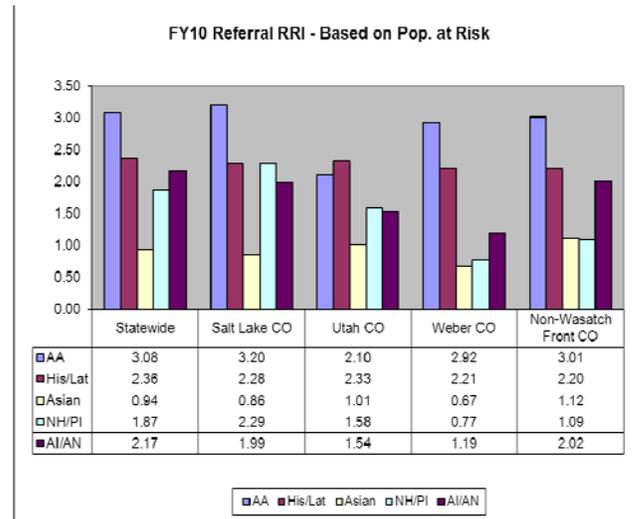
The Subcommittee revised the OJJDP definition of referral to juvenile court to accurately describe the Utah Juvenile Justice System since FY07. The revised definition reads, “Referral is when a potentially delinquent youth is sent forward for legal processing and received by a juvenile court either as a result of law enforcement action or upon a complaint by a citizen, school, or government entity.”

Referral data was collected from the CARE database. As referral data was collected from a different source than arrest data, there was no way to identify how many arrests were being referred to the juvenile

court. This is troublesome when calculating the referral RRI because the DMC Reduction model assumes that the volume of referrals is a subset of arrest. The volume of referrals to juvenile court for minorities has consistently been considerably higher than that of arrest, except for White and Asian youth. For example, Salt Lake County showed 6,242 White youth were arrested in FY10 with 6,678 being referred to court. In the same period, 2,961 Hispanic or Latino youth were arrested with 4,595 referred to juvenile court. Trends are similar both statewide and in the three largest counties: Salt Lake, Utah, and Weber. For this reason, Dr. William Feyerherm, OJJDP Trainer, and the Data Working Group have recommended using a different method to calculate the RRI at the referral. The RRI for referrals is now based on population at risk instead of the volume of arrests. As a result, the RRI showed a significant increase at the point of referral. Figure 7 below shows the difference in the referral RRI calculated to arrest vs. population at risk as an example Statewide.



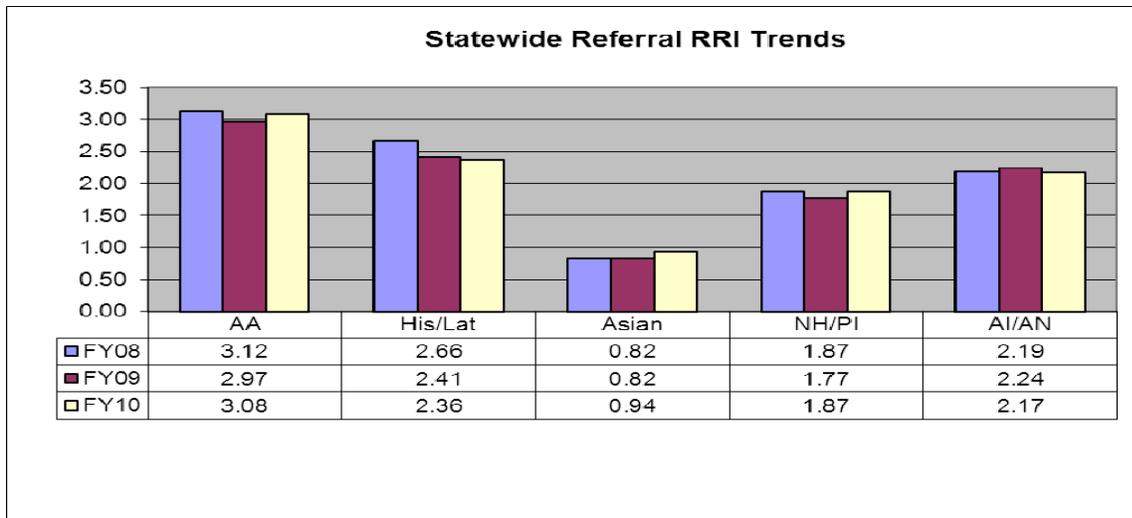
**Figure 7: FY10 Referral RRI - Comparison Arrest vs. Pop at Risk**



**Figure 8: FY10 Referral RRI Based on Pop. at Risk**

Figure 8 shows that the referral RRI is statistically significant and has high magnitude for Black, Hispanic, and American Indian in Salt Lake, Utah, Weber County, as well as Non-Wasatch Front Counties. The Pacific Islander referral RRI is high in Salt Lake and Utah counties, but was either close or below 1 in Weber County and Non-Wasatch Front. Asian youth seem to be an exception and tends to be under-represented across the counties being analyzed, except Non-Wasatch where arrest RRI was at 1.12. (See Appendix D titled FY10 Adjusted Referral RRI for calculation method.)

Based on the statistical significance, magnitude, and volume of activity analysis, the DMC Subcommittee has determined that an assessment is warranted at the arrest and referral points of contact. Furthermore, the consistent trends shown in Figure 6 above for arrest and figure 9 below for referral are evidenced that DMC Reduction activities should focus in these two areas. The assessment will point to possible contributing factors. The intervention plan will be based on the results of the assessment. These activities will be the major focus points for the three year plan. Further details of the assessment and timeline will be discussed in the Assessment Section of this report.



**Figure 9: Statewide Referral RRI Trends**

4. Diversion

As stated in the 2009-2011 DMC Three Year Plan, diversion was the focus point of contact of the first assessment. This was due to the underutilization of diversion for Hispanic/Latino in Utah County and for both Hispanic/Latino and white youth in Weber County. A Diversion Assessment was completed the spring 2011. The Subcommittee is currently reviewing the findings and discussing next steps. More details will be provided later in the Intervention Section.

The volume of diversion has significantly increased since discussions began three years ago. The most significant changes of RRI are in Utah County. The change is from an RRI of .53 in FY08 to .63 in F09, and .79 in FY10. Statewide, the trends seem to be heading in in the right direction from .82 in FY08 to .85 in FY10 for Hispanic/Latino youth. The volume of activity for diversion has almost doubled in the last five years. Statewide diversion totals increased from 5,802 in FY06 to its peaks in FY08 at 11,364. Since then it has fluctuated minimally. Table 1 below shows volume of diversion trends statewide. The increase is for all race/ethnicity. Figure 10 show the FY10 Statewide Diversion RRI.

Table 1: Diversion Trends

Diversion Trends FY06-FY2010										
Reporting Area	Year	Volume of Activity							RRI	
		Total	White	Black	Hisp	Asian	PI	AI/AN	Hisp	All Minority
Statewide	FY06	5,802	4,025	165	1,264	96	136	116	0.92	0.92
	FY07	8,268	5,734	199	1,908	111	185	131	0.88	0.86
	FY08	11,364	7,694	319	2,766	198	235	152	0.82	0.82
	FY09	10,934	7,359	305	2,676	194	252	148	0.84	0.84
	FY10	11,074	7,351	313	2,754	201	282	173	0.85	0.85
Salt Lake County	FY06	2,764	1,721	117	708	69	111	38	0.90	0.89
	FY07	3,880	2,434	137	1,051	75	137	46	0.84	0.81
	FY08	4,790	2,869	175	1,395	117	184	50	0.80	0.78
	FY09	4,655	2,701	187	1,420	116	190	41	0.82	0.81
	FY10	4,366	2,398	177	1,411	121	214	45	0.86	0.86
Utah County	FY06	1,072	852	11	186	7	12	4	0.85	0.84
	FY07	1,448	1,135	20	253	11	20	9	0.71	0.71
	FY08	1,468	1,183	9	243	15	11	7	0.53	0.53
	FY09	1,233	976	19	206	17	11	4	0.63	0.65
	FY10	1,436	1,113	11	263	14	22	13	0.79	0.78
Weber County	FY06	358	198	14	138	4	3	1	0.98	0.95
	FY07	623	399	14	202	2	3	3	0.85	0.79
	FY08	1,532	909	59	535	7	8	14	0.85	0.84
	FY09	1,367	844	32	460	15	7	9	0.85	0.81
	FY10	1,137	698	31	391	10	3	4	0.87	0.83

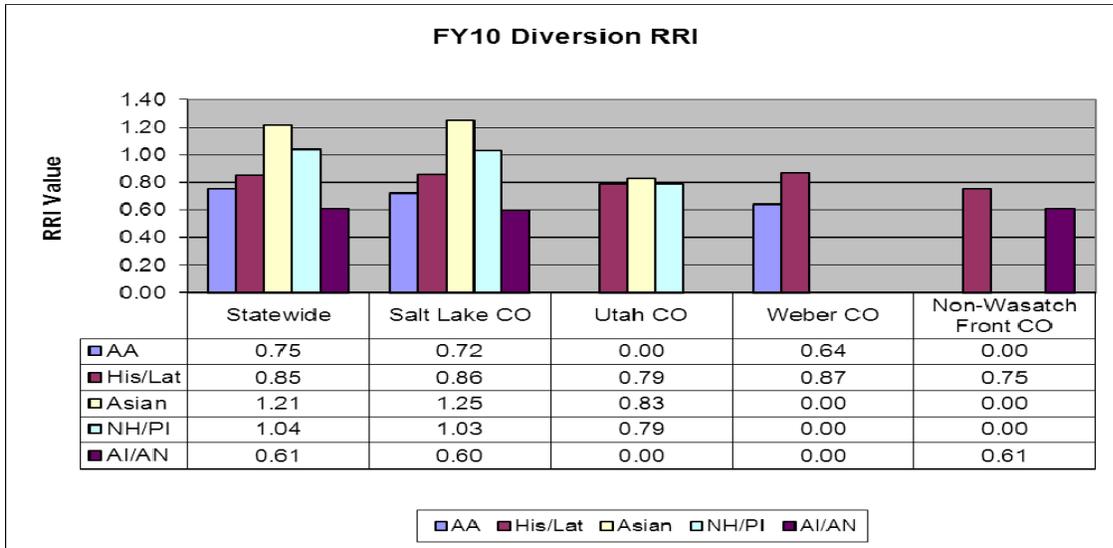


Figure 10: FY10 Diversion RRI

5. Detention to Transfer to Adult Court points of contact

The FY10 RRI for Detention, Petition, Delinquent Findings, and Probation Placement is close to proportionate to white youth. The RRI for all minorities in these four points of contacts are at or very close to 1. However, disproportionality begins again at the Confinement in Secure Facilities and Transfer to Adult Court points of contact for Black, Hispanic, and American Indian or Alaska Native. The Subcommittee came to a consensus agreement that addressing arrest, referral, and diversion will have a direct impact on those subsequent RRI. Thus, it seems reasonable to focus on the first three points of contact not only to pilot the strategy, but to also build political capital for future and ongoing DMC efforts. Figure 11 shows the FY10 statewide RRI for minorities.

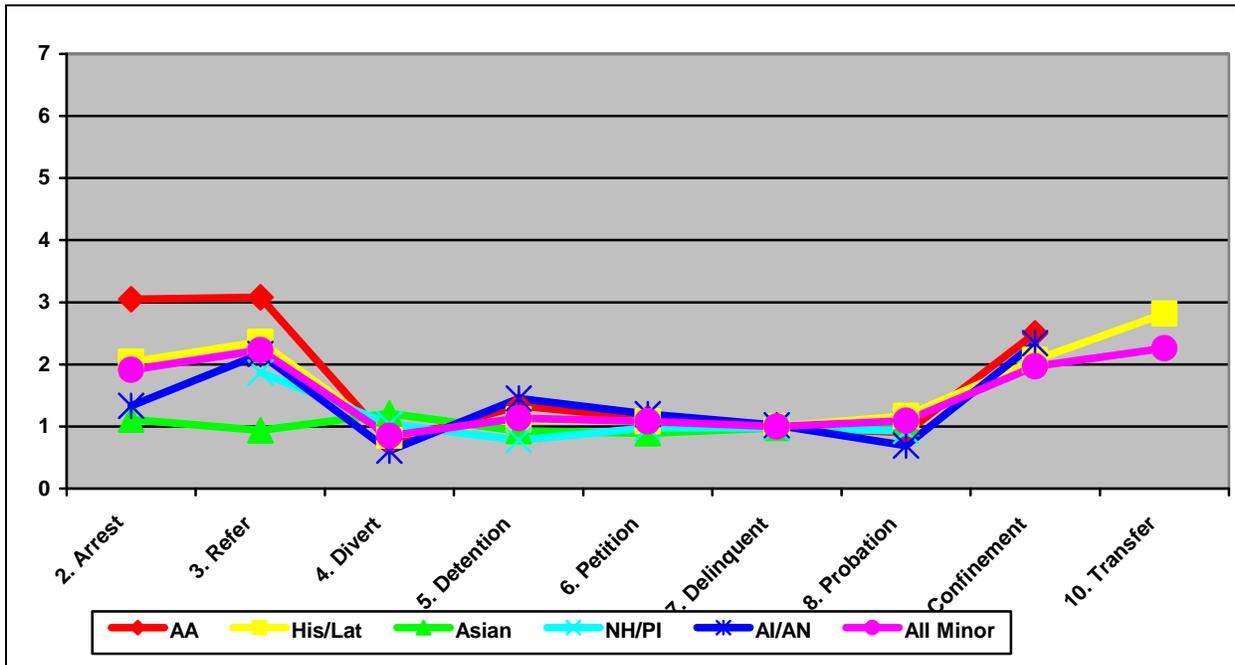


Figure 11: FY10 Statewide RRI

f) Data Trends

Trends have been discussed in various contexts as described at the section above. Below are statewide trends from FY08-FY10 for each minority group as an example of how RRI is used to present and start a conversation with local stakeholders. Depending on jurisdictions and audiences, the local RRI is used in a combination of bar and line graphs as well as tables to demonstrate the point. The idea is not to cast fault or who is responsible for the DMC phenomena, but rather asks how we can collaborate to address DMC. Trends clearly demonstrate that attention is warranted at arrest, referral, and diversion points of contact as its RRI magnitude and volume of activity are considerably higher or lower (in the case of diversion).

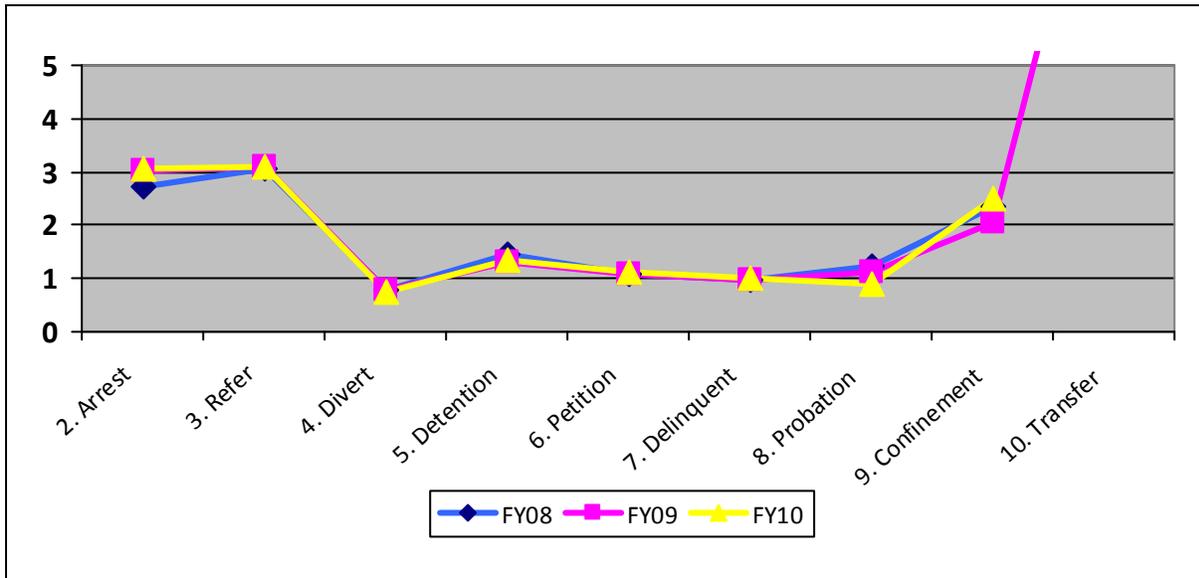


Figure 12: Statewide RRI for Black or Africa American

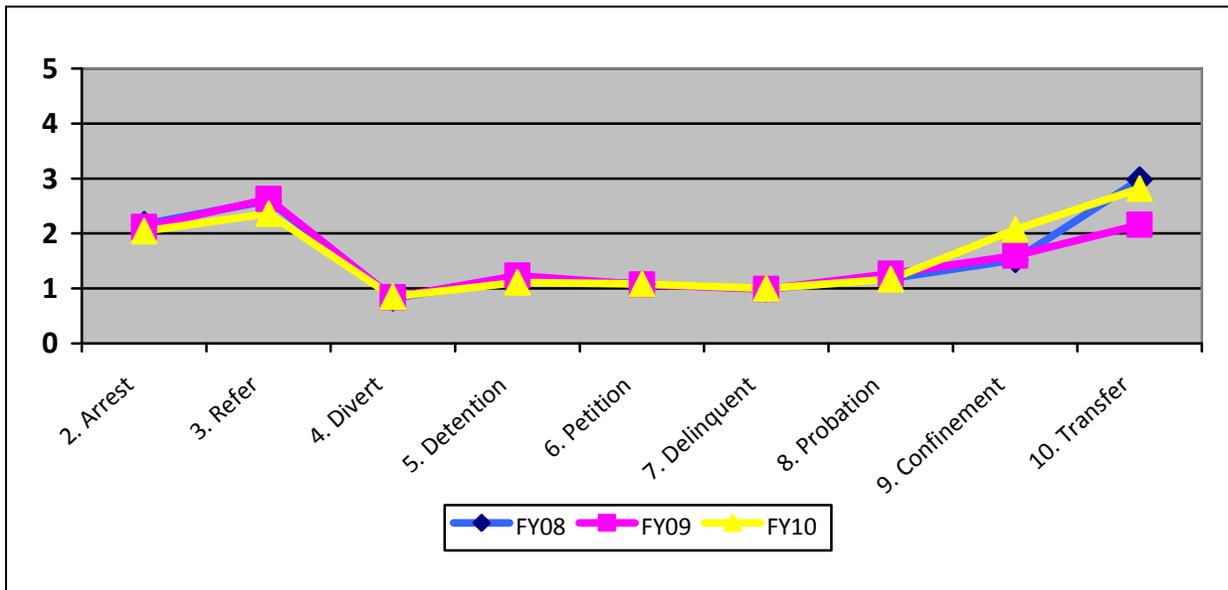
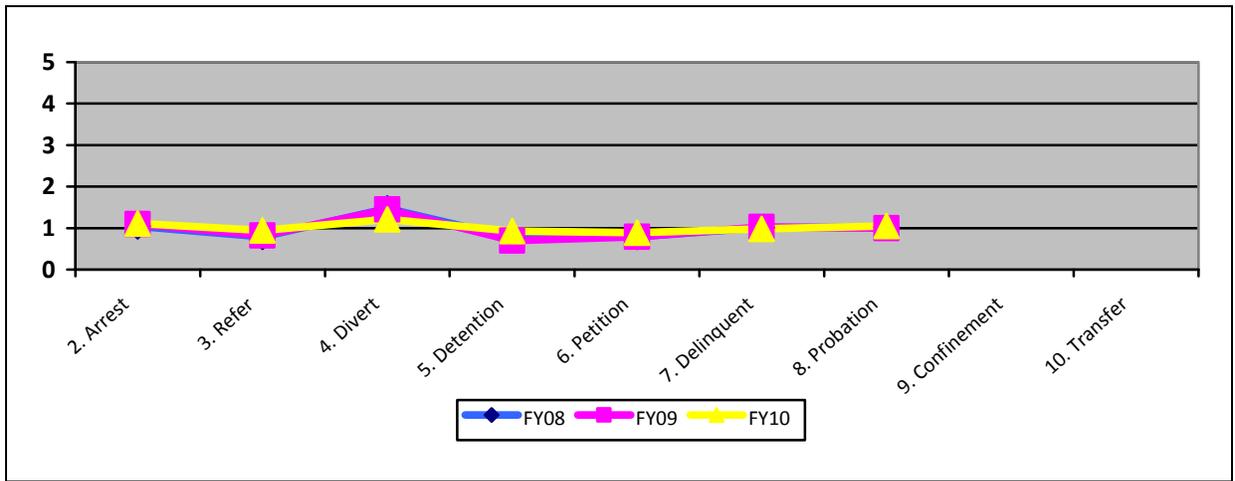
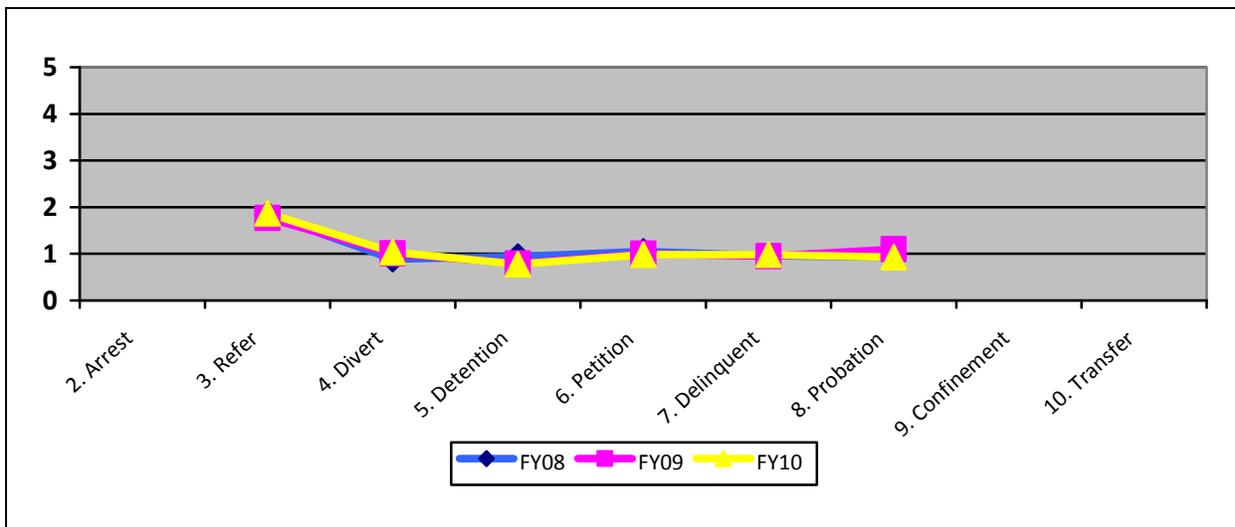


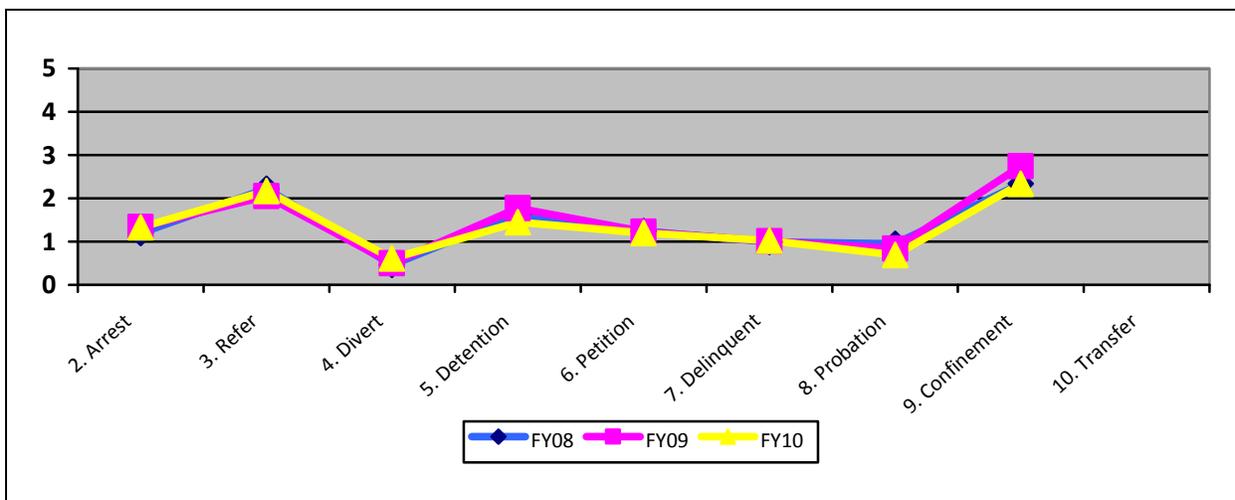
Figure 13: Statewide RRI for Hispanic or Latino



**Figure 14: Statewide RRI for Asian**



**Figure 15: Statewide RRI for Native Hawaii or Pacific Islander**



**Figure 16: Statewide RRI for American Indian or Alaskan Native**

### 3) RRI Tracking Sheet

Attached to this report are five tracking sheets (Appendix A) that follow the steps described in the DMC Manual to analyze and interpret data at each contact point. The five tracking sheets cover Statewide, Salt Lake, Utah, Weber County and non-Wasatch Front Counties analysis. The tracking sheets include each of the following steps and ground rules to identify:

- a) S = Statistically Significant; identified by **red bold font** in the RRI Summary Sheet
- b) M = Magnitude; defined by 1.5 RRI or higher for all points of contact except diversion (4) or probation placement (8) where M is given when RRI is at or below .80
- c) V = Volume of Activity; use discretionary measure of population at risk as well as total volume of activity in each point of contact
- d) C = Comparing RRI to national data  
Comparing Utah's RRI to national data is not applicable. The Data Working Group suggested that making comparisons between Utah's current data (FY10) and national data that is two years older (2008) creates confusion and misdirection. In addition, there are concerns regarding alignment of the data definition for Utah and the national definitions.
- e) RRI in the local context: as suggested earlier, data drives decision-making regarding which jurisdiction the Subcommittee should invest their efforts. Population at risk is the first determiner. In FY10, 82% of minority and 73% of white youth live in Wasatch-Front Counties: Salt Lake, Utah, Weber, and Davis County. Of the minority population, nearly 50.0% live in Salt Lake County, 14.5% in Utah County, 10.0% in Weber County, and 8.0% in Davis County. In this context, local leaders were receptive when the Subcommittee came to their jurisdiction to discuss DMC. It was simply stated that because their jurisdiction has more minorities. Collaboration thus far has made many of the local DMC reduction activities possible.

## Phase II: Assessment/Diagnosis

### A. Statewide DMC Assessment from 2005 – 2011

The University of Utah Criminal Justice Center completed the Diversion Assessment in the spring of 2011. The assessment focused on the consistent underutilization of diversion with Hispanic/Latino in Utah County and for both Hispanic/Latino and white youth in Weber County. In addition, the assessment also showed Salt Lake County low in diversion for minority youth. The assessment attempted to understand the possible contributing factors that may have influenced the disproportionately lower rate of diversion for minority youth. The empirical analysis of agencies' practice, policies, and procedures answer the following questions:

- 1) What are diversion criteria?
- 2) How many episodes meet diversion criteria?
- 3) How many of diversion-qualified episodes are diverted by RRI categories? How many of diversion-qualified episodes are not diverted by RRI categories?
- 4) How do those that are not diverted differ from those that are?
  - a. By delinquency history
  - b. By presenting offense severity & type
  - c. By risk (pending availability of PSRA & PRA on this group)
  - d. Stratified by age
- 5) What is the failure rate of diverted/not-diverted (but qualified) episodes by RRI categories?
  - a. Failure rate = diverted cases turned to petitioned (pending availability of data)
  - b. Failure rate = any new referral within 12 months of diversion.

The Diversion Assessment concludes with five keys findings:

- 1) The use of detention with minorities for new offenses is significantly higher than for Non-Hispanic Whites
- 2) The cumulative impact of a more severe court history, not meeting diversion criteria, lower likelihood of receiving diversion, and greater likelihood of recidivism, disproportionately affects minority youth
- 3) Lower rate of diversion for minority youth with prior diversion
- 4) There is a negative relationship between open dispositions and the likelihood of diversion with more minorities having open dispositions
- 5) Variance in diversion and recidivism by race/ethnicity

## B. Current Statewide DMC Assessment Activity

- Arrest and Referral to Juvenile Court Assessment

Dr. Thomas Harig facilitated a two-days training in September 15 and 16, 2010 analyzing data trends. The training laid a foundation for the DMC Assessment. As a result, the Subcommittee identified arrest and referral to juvenile court as two points of contact to conduct the assessment. The arrest and referral to juvenile court RRI showed as statistically significant and high in magnitude over the last five years. (Please refer to Identification section of this report for details of the arrest and referral to juvenile court RRI discussion.) Elements of what constitute a successful DMC assessment have been presented to UCJC and a grant has been awarded to conduct the assessment.

Utah has a unique geographical and demographic make-up. As discussed in the identification phase, more than 75% percent of total population and 82% of minority youth live along the Wasatch Front, which include four counties: Salt Lake, Utah, Weber, and Davis County. The remaining 25% live in the other 25 counties in the State. For this reason, the majority of the counties outside of the Wasatch Front do not have a minority population that meets the 1% threshold required to conduct DMC activities. In fact, more than 50% of the counties do not have the 1% threshold for minority youth. This presents a significant challenge for the State to conduct a Comprehensive Statewide DMC Assessment with limited financial resources. Utah has requested and received approval from OJJDP to be a waiver state to conduct Statewide DMC Assessment (See Attachment #3 Waiver Approval). The focus of the assessment is in the three jurisdictions with the largest population of minority youth: Salt Lake, Utah, and Weber County.

In addition, the assessment also includes the city of Logan in Cache County. The decision to include Logan City Police Department was easy. First, the Subcommittee was already considering including a city outside of the targeted area to add diverse view. Logan City and St. George were the two considered. When we first brought the DMC issue to the attention of State Chief of Police Association Board of Directors about the assessment for their “buy-in,” the Logan City Police Department Chief approached and expressed interest in participating.

The DMC Assessment summary is as follows:

- a. **Background:** The arrest assessment will include two phases. Phase 1 will involve interviewing law enforcement agencies (LEAs) to gather ideas about issues that are potentially related to DMC at arrest/referral and to determine the availability of quantitative data to study those issues and prioritize the findings. Phase 2 will consist of data collection and analysis from each of the LEAs to confirm or refute the hypothesis developed in Phase 1. The following 8 LEAs have been identified to participate:
  - Cache County: Logan Police Department (LPD)

- Weber County: Ogden Police Department (OPD)
  - Salt Lake County: Unified Police Department (UPD), Salt Lake City Police Department (SLCPD), West Jordan Police Department (WJPD), West Valley City Police Department (WVCPD)
  - Utah County: Provo Police Department (PPD) , Orem Department of Public Safety (ODPS)
- b. **Project Descriptions:** The project is both qualitative and quantitative and will consist of interviews and quantitative data collection from the LEAs. See “Programmatic Activities” for further detail.
- c. **Objectives:** The objective of the study is to conduct an assessment of local jurisdictions to identify potential explanations for why disproportionate minority contact (DMC) occurs among juveniles at the point of arrest and referral by law enforcement for follow-up data analyses and to explore possible solutions to address the disparity.
- d. **Programmatic Activities**
- Prior to conducting LEA interviews, State DMC Coordinator will meet with 8 LEAs (Police Chief, commanding staffs, police officers, and crime/data analyst) to explain DMC/RRI, OJJDP requirements, and Utah’s DMC plan and to get “buy-in.”

### Phase 1

- Contact Police Chiefs/Sheriffs at the 8 LEAs about conducting interviews and data collection.
- Conduct semi-structured interviews with Police Chief/Sheriff, Data Specialist, and two police officers at each location to determine suggested areas of focus, possible explanations, suggestions for addressing the issue, and availability of data. Concurrently, gather policy/procedure materials from agencies regarding potential explanations of DMC.
- Work with Data Specialists from each of the LEAs to determine the availability and feasibility of extracting data for quantitative analysis.
- Receive data queries from Data Specialists to further inform general understanding of DMC related issues at each jurisdiction and develop ideas/proposals for Phase 2
- Write up Preliminary Report of findings (including proposals for Phase 2 analyses) and present to the DMC Subcommittee for input on Phase 2.
- Work with the DMC Subcommittee to identify targeted areas/issues to study in Phase 2.

### Phase 2

- Collect and analyze data in specific targeted areas/issues for 8 LEAs.
  - Write up Final Report
  - Present findings and recommendations
- e. **Deliverables**
- Preliminary Report – November 2011, to include:
    - 1) Qualitative analysis of LEA interviews on suggested areas of focus, possible explanations, and suggestions for addressing DMC issues (5 LEAs: SLCPD, WVC PD, UPD, ODPS, OPD)
    - 2) Proposals of targeted areas/issues to study in Phase 2 (5 LEAs)
  - Presentation of preliminary findings to DMC Subcommittee – November 2011
  - Draft Final Report – March 15, 2012
    - 1) Results of targeted areas/issues studies (3 LEAs: SLCPD, UPD, OPD)
  - Presentation of Draft Final Report findings
  - Preliminary Report – April 2012, will include:
    - 1) Qualitative analysis of LEA interviews on suggested areas of focus, possible explanations, and suggestions for addressing DMC issues (3 LEAs: PPD, LPD, WJ PD)
    - 2) Proposals of targeted areas/issues to study in Phase 2 (3 LEAs)
  - Presentation of preliminary findings to DMC Subcommittee – May 2012

- Final Report – September 30, 2012
  - 1) Results of targeted areas/issues studies (All 8 LEAs)
- Two Presentations of Final Report findings

DMC Assessment planning started in early 2010. With limited resources, the original proposal included 5 law enforcement agencies. Utah was ready to implement the DMC Assessment when an opportunity arrived in May 2011 with the announcement from OJJDP of the availability of the Community and Strategic Project Grant (CASP Grant). Utah submitted a proposal to use the CASP Grant to conduct DMC Assessment in local jurisdictions. The CASP Grant emphasized conducting DMC work locally and hiring local DMC coordinators. Utah proposed allowing the State DMC Coordinator to work locally and use the grant money for the DMC assessment and programming. Utah was awarded a CASP Grant and the assessment was enhanced to include 8 law enforcement agencies. Utah also requested and received approval from OJJDP to extend the Assessment deadline to March 31, 2013 (See Attachment #4). It is anticipated that the assessment will be complete by September, 2012.

**Phase III: Intervention**

A) Report on FY11 DMC-Reduction Plan and Progress:

FY11 Activity	Progress
1. Collect RRI Data and convert RRI data into narrative form	FY10 data was collected, analyzed, and converted to narrative form. The data was used for the 2011 DMC Annual meeting. FY10 data and trends since FY06 helped guide the 2012 – 2014 DMC Three Years Strategic Plan. This effort will continue on a yearly basis as the new RRI become available. FY11 data was just made available in time for submission with this report. However, the data has not yet been analyzed and converted to narrative form. This will occur later in the spring of 2012. It will be used for the 2012 DMC Annual Retreat and will guide 2013 DMC Reduction plan. The RRI is also utilized as a tool to monitor DMC reduction activities.
2. Conduct further research to identify causes of disproportionate minority representation in Utah’s juvenile justice system.	The Data Analysis Working Group was formed and has completed revision of data definitions, calculated RRI with new definitions and continued to monitor and study data sources for quality assurance. This is an on-going effort.  In 2011, the Working Group looked at data and noticed several trends and issues. First, the volume of diversion has doubled since FY06. Second, RRI trends for the last five years have been used as talking points when presented to the communities. Third, it seemed apparent that population at risk was needed at the city level. When working with local law enforcement agencies, there was great interest about local RRI. In addition, the preliminary report of the DMC assessment suggested that some LEAs did not keep good record of race/ethnicity in their database. The two identified issues will be the focus of the Data Working group during the course of 2012 and beyond.

<p>3. Monitor the entry of racial data in the CARE (Court Agencies' Records Exchange) system. The goal is to reach 90% reporting of racial data in the CARE system, reducing the number of "Cannot Determine" entries to less than 10%.</p>	<p>The goal has been met and the Subcommittee will continue to monitor to ensure continued high standard. FY10 reported showed that Race/Ethnicity information was missing for 1.8% of statewide CARE data.</p>
<p>4. Gather data to determine the number of minority youth participating in Formula Grant projects.</p>	<p>All sub-grantees are required to report the ethnicity of participants in their program quarterly report. This report consists of information regarding participant's race and ethnicity, age, etc. In addition, UBJJ also funds an on-going project with UCJC to conduct an outcome evaluation on each program. The survey captures participants who complete the program. The report generated by this survey offers a more in-depth look at the content of the program as opposed to the generalized outputs.</p>
<p>5. Continue to sponsor projects designed to reduce Utah's disproportionate representation of minority youth in the juvenile justice system.</p>	<p>As reported in the 2011 Utah Board of Juvenile Justice Annual Report to the Governor and Legislature, the Title II Formula Grant supported three programs aimed at improving outcomes of minority offenders. One program provided parenting classes and after school program to teach life skills to Hispanic youth. A second project made efforts to provide early intervention services to Native American youth. These two programs served 373 minority youth with a completion and satisfaction rate of 86%. The programs provided 40,858 service hours. Only 1.8% of youth in these programs had a new offense while participating. It is important to note that these two programs are not within the DMC focus jurisdictions but serve specifically to minority youth.</p> <p>The third program involves the continued funding for a DMC Coordinator to ensure Utah's compliance with the DMC Core Requirement of the JJDP.</p>
<p>6. Identify key players to address the low diversion rate for minority youth.</p>	<p>UCJC has completed the Diversion Assessment in Spring 2011. Summary of the assessment was provided in the Assessment section of this report. The DMC Subcommittee presented the findings to new Juvenile Court Administrators, Trial Court Executives, Juvenile Probation Chiefs, and Board of Juvenile Judges meetings. These are key stakeholders who have the greatest influence on their policy, regulations, and procedures. The Juvenile Court has determined to examine the key finding #3 of the Diversion Assessment where it found that a "Lower rate of diversion for minority youth with prior diversion." More details will be discussed in the next section.</p>

<p>7. Raise awareness of DMC issues among “professional communities”</p>	<p>Established DMC Message Working Group to identify groups, organizations, and stakeholders who are decision makers impacting DMC. The Working Group created a handout and updated with current data in PowerPoint format. The handout included JJDP Act, Organizational Chart, FY10 Data, Three Year Trends, Arrest Trends, as well as the Subcommittee’s strategy to address DMC in identified counties. The PowerPoint presentation complements the handout. In 2011, 10 organizations were presented with DMC information, reaching over 140 community members and professionals.</p> <p>For the first time, Utah has received two inquiries from two juvenile judges for DMC data. DMC materials were also presented to two classes at two different Universities.</p>
<p>8. Create Community Relations Training Curriculum for Utah’s Peace Officers and Standards Training (POST)</p>	<p>The Community Relations training has trained and presented to 287 individuals. Of those, 133 were new cadets, 40 corrections officers, and 114 youth service employees.</p>
<p>9. Integrate community relations training into other training modules.</p>	<p>As awareness of DMC issues are raised across “professional communities,” agencies are asked to collaborate in implementing the Community Relations Training. There are two goals in this strategy: 1) Agencies should take the lead in encouraging their staff to attend the training, by making the Community Relations training a priority or a mandate rather than optional. 2) Challenge the agency’s culture on diversity issues, rather than seeing it as a deficit, it should motivate and encourage staff to celebrate the diverse communities they serve. The Community Relations training offer this positive attitude toward diversity training. This is on-going effort.</p>
<p>10. Ensure that cultural competency training continues to be offered throughout the state.</p>	<p>In collaboration with Juvenile Justice Services and Juvenile Court Administration, efforts are in place to continue cultural competency training for new employees as well as continuing education for current employees.</p> <p>The Community Relations Training was made available and the SAG is willing to invest additional funding to revise the curriculum so it would apply to appropriate audience.</p>
<p>11. Ensure that all subgrantees provide culturally competent services to youth.</p>	<p>A portion of the Request for Proposal (RFP) requires subgrantees to include a plan to address cultural competency. Points are given to those proposals with a specific, in-depth plan to address and increase awareness of cultural competency for their personnel.</p>
<p>12. Encourage all agencies providing services within the juvenile justice system provide services in a culturally competent manner.</p>	<p>As part of the grant agreement, all employees of Juvenile Justice Services, Juvenile Court, and their services providers are required to include cultural competency training as part of their contract.</p>

<p>13. Encourage efforts to further diversify the juvenile justice workforce.</p>	<p>The Subcommittee has collaborated with the Salt Lake County Council on Diversity Affair (CODA) – an advisory board to the Salt Lake County Mayor on diversity and service delivery issues to the diverse community. The DMC Coordinator participates as a member and currently serves as CODA Chair, and Chair of the Law-Enforcement Subcommittee. The Law-Enforcement Subcommittee set three goals. One was to diversify the workforce in the Salt Lake County Sheriff’s Office to reflect the population served. Since the inception of this goal, the work has expanded to other LEAs in the County as they expressed interests to be involved. Activities include orientation on requirements and process, workshops to help potential candidates pass the NPOST examination, and train candidates on job interview skills. No recruitment was held in 2011 due to a hiring freeze. However, it is anticipated that 2012 will be active. An orientation has already been conducted in February 2012. One is planned for May and more will follow.</p> <p>The second goal is to develop a community forum discussing law enforcement topics with the diverse community. The objective is for diverse community members to better understand such topics as:</p> <ul style="list-style-type: none"> <li>• Family violence</li> <li>• What to do when police stop you for a traffic violation</li> <li>• How to report a crime</li> <li>• Drugs and DUI</li> <li>• Disciplining children in the home</li> <li>• What to do when Police are at the door</li> <li>• Learn the difference between: City Police, Sheriff, Unified Police Department, Utah Highway Patrol, etc.</li> <li>• Utah Criminal and Juvenile Justice System – How do they work?</li> <li>• What to do when a family member is in jail?</li> </ul> <p>Activities in 2011 were not as active due to lack of follow-thru on some of the community. However, it is anticipated that 2012 will be an active year. A plan is in place to discuss “Information about US Law” to the Bhutanese Refugee Community in May 2012. Addition plans are in place for Pacific Islander and other refugee communities later in the year.</p> <p>The third goal was to reduce the disproportionate minority youth representation in the juvenile justice system for Salt Lake County. This will be a continuing process as the DMC Arrest and Referral Assessment is complete, the Subcommittee will play a major role in helping to coordinate and bring the right person to the table to discuss intervention plan.</p>
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14. The DMC Subcommittee will meet on a regular basis throughout the year.	The Subcommittee has been meeting on a monthly basis with the exception to July and December, and has scheduled meetings for the remainder of the year. The Working Groups meet as needed to work on the subcommittee's objectives and goals. In addition, the DMC Coordinator has made efforts to meet individually with DMC members to discuss their concerns, vision and objectives for DMC.
15. Update Utah's DMC Strategic Compliance Plan.	The Subcommittee and Coordinator have completed Utah's 2011 DMC Compliance Plan Update. The plan was completed and submitted to OJDJDP March 31, 2011. The Plan is revised based on new data. Working with the Subcommittee chair, the Coordinator will monitor, evaluate, and revise the plan in an on-going basis.
16. Participate in the 2012 Legislative Review meetings	The Subcommittee formally participated in the 2012 Legislative Review for the first time. The mission is to analyze and share concerns on the legislation that may impact minority youth. Two DMC members attended meetings every Monday during the annual 45-day legislative session. Attendees reviewed juvenile legislations with SAG members. The Subcommittee plans to participate annually and will continue to focus on issues impacting minority youth.

B) DMC Reduction Plan for 2012

**Mission:** Reduce the disproportionate representation of minority youth at decision points within the juvenile justice system, from arrest through transfer & waiver to the adult system

**Goal:** Implement Phase I and II (Identification and Assessment) of OJJDP's DMC Reduction Plan

**Objective 1:** Obtain and evaluate data on disproportionate minority contact in the juvenile justice system.

Steps:

1. Obtain data on nine points of contact in juvenile justice system by March 2012
2. Complete Relative Rate Index (RRI) analysis by June, 2012; determine trends and where disproportionate contact occurred in FY11.
3. Prepare report on RRI analysis for the November 2012 annual meeting

Measures/Benchmarks:

1. Obtain RRI Data by March 2012.
2. Complete RRI Analysis in written form by June 2012
3. RRI analysis report prepared by November 2012.

Responsible Member: Disproportionate Minority Contact Coordinator & DMC Data Analysis Working Group

**Objective 2:** Evaluate Diversion Assessment Report and develop an intervention plan based on recommendations

Steps:

1. Present Diversion Assessment Report to Juvenile Court Administrators, Trial Court Executives, Juvenile Probation Chiefs, and Board of Juvenile Judges
2. Seek “buy-in” from stakeholders mentions
3. Work with juvenile court, monitor, and evaluate progress made on the intervention plan
4. Continue to pursue additional stakeholders to utilize the report and develop intervention plans

Measures/Benchmarks:

1. Complete presentations to stakeholders by April 2012
2. Achieve “buy-in” from the Juvenile Court by April 2012
3. Develop intervention plan by September 30, 2012

Responsible member: Disproportionate Minority Contact Coordinator and Respective DMC Diversion Working Group

**Objective 3:** Complete DMC assessment plan to determine possible mechanisms contributing to overrepresentation of minority youth in the juvenile justice system at arrest and referral points of contact.

Steps:

1. Continue to monitor progress made by Utah Criminal Justice Center on the project
2. Review and select priority areas at each law enforcement agency (LEA)
3. Review final report on each LEA prior to publication

Measures/Benchmarks:

1. Review priority area as it becomes available
2. Review final report as it becomes available

Responsible member: Disproportionate Minority Contact Coordinator and DMC Subcommittee

**Objective 4:** Market Community Relations training to law enforcement agency leaders and expand its use to current, veteran, and field training officers

Steps:

1. Continue to identify groups, organizations, and stakeholders who would benefit from the Community Relations training
2. Make presentations to identified audiences and promote the Community Relations curriculum.
3. Collect and analyze evaluation forms after the training
4. Develop and complete long-term evaluation tool to measure the effectiveness of the Curriculum.

Measures/Benchmarks:

1. Identify groups, organizations, and stakeholders - ongoing
2. Number of presentations made quarterly
3. Number of evaluations collected and analyzed on a bi-annual basis.
4. Long-term evaluation tool - ongoing

Responsible member: Disproportionate Minority Contact Coordinator and Data Working Group

**Objective 5:** Increase awareness of DMC issues among professional communities.

Steps:

1. Continue to identify groups, organizations, and stakeholders who have an stake in reducing DMC numbers
2. Update DMC information for handout by June 2012
3. Make presentations to targeted audiences throughout the year

Measures/Benchmarks:

1. Update document for presentation June 2012
2. Number of presentation presented quarterly

Responsible member: Disproportionate Minority Contact Coordinator & DMC Message Working Group

**Objective 6:** Form local DMC Working Group in three Salt Lake, Utah, and Weber County to address DMC and be compliance with CASP Grant.

Steps:

1. Identify individual of groups, organizations, and
2. Invite them to meet and get trained on DMC 101
3. Invite to attend CASP training
4. Develop intervention plans in respective jurisdictions

Measures/Benchmarks:

1. Identify individuals in each jurisdiction by June 2012
2. Present DMC 101 to three identified group by September 2012
3. Complete TA request by June 2012
4. Conduct one day TA on November 1, 2012

Responsible member: Disproportionate Minority Contact Coordinator and partners

**Objective 7:** Participate in the 2013 Legislative Review meetings

Steps:

1. Identify two DMC members to attend Utah's SAG meeting
2. Review criminal and juvenile justice legislations every Monday with State SAG
3. Provide feedback on behalf of DMC Subcommittee

Measures/Benchmarks:

1. Identify two individuals December 2012
2. Attend weekly meeting starting for eight weeks starting January 2013
3. Number of positions taken on reviewed legislations

Responsible member: Disproportionate Minority Contact Coordinator and DMC Members

## Phase IV: Evaluation

UBJJ has set aside funding for an on-going effort with UCJC to perform Outcome Evaluations of funded projects. The UCJC conducts evaluations on all programs providing direct services that receive Title II and Title V money, including DMC supported programs. UCJC staff members participate in all levels of UBJJ and DMC meetings. They also collect and calculate the RRI. They act as an assurance for quality of data as discussed in the identification phase. They provide advice on grant applications. The DMC Coordinator will work closely with UCJC staff, as well as maintain constant contact with OJJDP State Representatives to ensure Utah maintains compliance with the DMC Core Requirement.

## Phase V: Monitoring

Utah has statewide data collection system and tabulates the RRI on an annual basis. Any changes will be closely monitored in the targeted jurisdictions. In addition, the Subcommittee will work with UCJC staff to monitor progress, via RRI changes, as well as site visits to sub-grantees. Additional evaluations are in place to measure effectiveness of specific programming. This will be an on-going effort to study trends and effectiveness of the activities that sub-grantees have outlined and performed. Recommendations will follow on discovered areas for improvement. The SAG committed to funding a full-time DMC Coordinator to carry out the DMC Strategic Compliance Plan.

## DMC Reduction for FY2012 – 2014

### A. Timeline

1. FY12 – Complete DMC Assessment at Arrest and Referral to Juvenile Court and implement CASP Project.
2. FY13 – Development and implement intervention plan based on assessment result
3. FY14 – Evaluate and Monitor DMC Intervention Plan; continue DMC reduction efforts

### B. Funding and sources

1. FY2012 Budget Allocation:

Activity	Funding Sources	Amount
1.DMC Arrest and Referral Assessment	a. OJJDP CASP Grant	\$34,175.00
	b. Title II Funding	\$16,000.00
2.Revise Community Relations Training	OJJDP CASP Grant	\$10,043.00
3.Refugee Family & Academic Support Program	Title II Funding	\$40,500.00
4.South Salt Lake K-6 Parenting and After School Program	Title II Funding	\$30,000.00
5.DMC Coordinator	Title II funding	\$75,400.00
<b>Total</b>		<b>\$206,118.00</b>

## 2. FY2013 and On-Going Budget

The Utah SAG has committed to on-going funding of the DMC Coordinator position. The general guideline for the Utah is to fund non-profit projects for up to four years. Such program as the Strengthening Refugee Family Program and the South Salt Lake After School Program fall under this general guideline and they are in their first year of the program.

In addition, the Utah SAG has set DMC as one of their top three funding priorities. As the Arrest and Referral Assessment comes to its completion by the end of September 2012, Utah's SAG will allocate funding to support those intervention plans as appropriate and taking into consideration availability of Title II funding.

## **F. Coordination of Child Abuse /Neglect and Delinquency Programs**

### **A. Reducing the Caseload of Probation Officers**

Utah is a Waiver State (see Section 9, Exceptions to the Certified Assurances) meaning that the State has the major statutory responsibility for funding and fiscal support of juvenile justice/corrections and human service programs. Units of local government have no statutory responsibility to fund or operate specific juvenile justice/corrections or child welfare programs.

However, Utah is funding several diversion projects, which have the effect of reducing the caseload of probation officers. Field probation officers manage between 15 and 20 cases per officer.

### **B. Sharing Public Child Welfare Records With the courts in the Juvenile Justice System**

Utah's juvenile courts have access to public child welfare records. Utah's statewide juvenile justice system is organized in such a way that judges are assigned permanently to hear both delinquency and child welfare matters. As a result of this dual function, the Courts Access Records Exchange (CARE) information system incorporates both child welfare and delinquency records. Judges and caseworkers have the most current juvenile justice and child welfare information available at any given time.

### **B. Establishing Policies and Systems to Incorporate Relevant Child Protective Services Records into Juvenile Justice Records**

The CARE information system is Utah's juvenile justice database. The full system, implemented on November 28, 2005, was the result of a joint effort by the Juvenile Court and the Division that began in 1999. Working objectives for the project were to (1) design and create a useful case management system, (2) enhance communication and cooperation between agencies responsible for juvenile justice and child welfare in Utah, and (3) Allow for the sharing of case information in a user friendly and readily accessible digital environment.

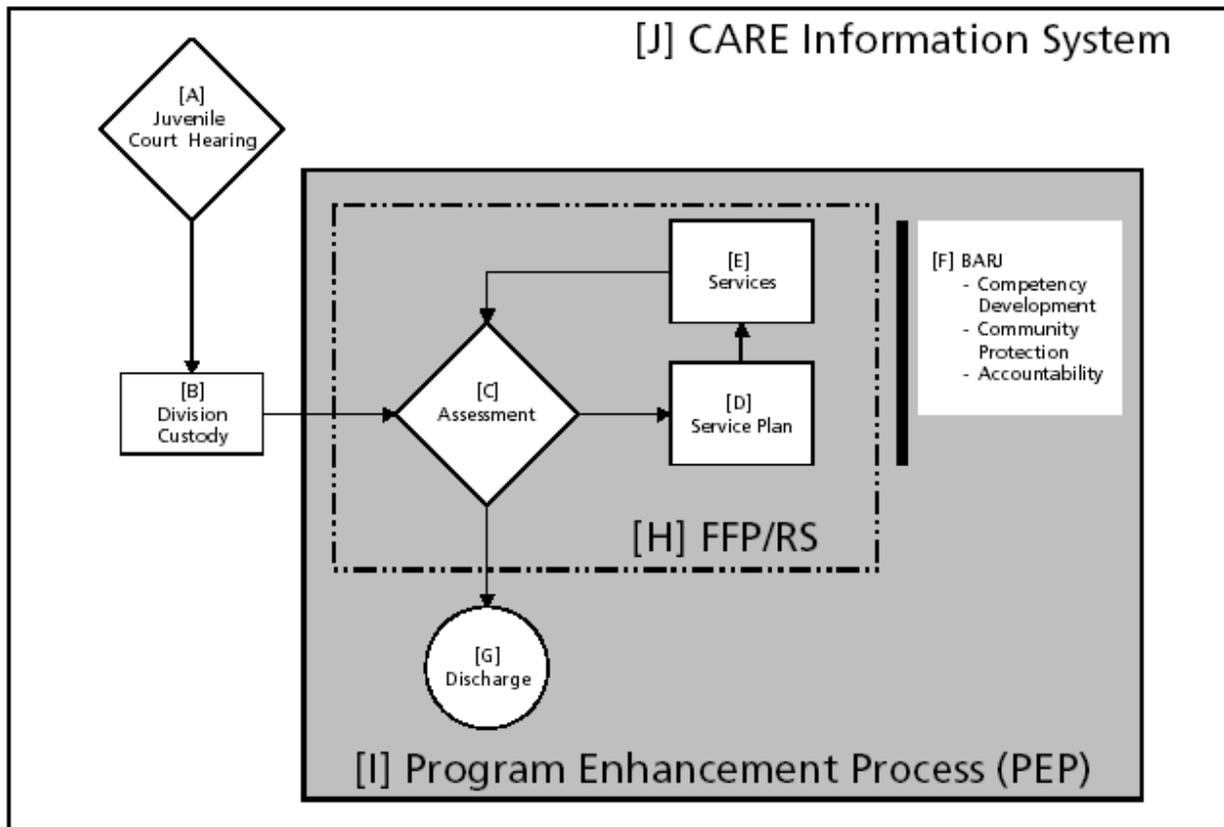
The assessment module collects, scores, manages, and reports on the results of user defined questionnaires and assessments. As intended, it has proved to be an invaluable resource for the Protective and Risk Assessment. Data collection tools built with the module are used to collect and manage information. A diverse array of information on individual youths is collected including daily behavioral ratings, progress notes, work hours, and school performance. In addition, CARE reports continue to be built to help summarize and interpret the information. Development of a second CARE component, the minutes module, was put into production during FY 2003. The module collects minutes from Juvenile Court and Youth Parole Authority hearings and creates electronic orders.

Pursuant to Section 223(a)(28) of the JJDP Act of 2002, Utah certifies that juvenile offenders whose placement is funded through section 472 of the Social Security Act (42 U.S.C. 672) receive the protections specified in Section 471 of such Act (42 U.S.C. 671).

The chart below represents the initiatives as they might apply to an individual youth entering Division custody. Initiatives are shown in the context of a Juvenile Court Hearing [A] that brings the youth into Division custody [B]. On receiving a youth in custody, a Division case manager assesses the case [C] to identify the youth's strengths and weaknesses and service needs. This evaluation includes administration of a protective and Risk Assessment (PRA), but also considers information collected from family, previous workers associated with the case, other sources in the community, and results of other assessments. Evaluation results are interpreted within the framework of the BARJ Model [F] to develop the youth's Needs Assessment Service Plan [D]. The Service Plan (1) documents the youth's strengths and weaknesses, (2)

identifies needed residential and nonresidential services, and (3) sets goals for successful completion. Services [E] are provided through a levels based system known as the Graduated Sanctions Model of Service Delivery and Supervision. At regular intervals (every 90 or 180 days), the case manager reassesses the case and reviews the youth's progress with the Juvenile Court. Depending on the youth's current needs, the case manager may either recommend that the service plan be revised [D] and additional services be provided [E] or recommend that the youth be discharged [G].

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



## **G. DISASTER PREPAREDNESS PLAN**

Utah's disaster preparedness plan was recently submitted and received by OJJDP.

## **H. COLLECTING & SHARING JUVENILE JUSTICE INFORMATION**

Utah continues to improve and increase the data collected as part of its planning process. Utah's SAG collaborates with the University of Utah Criminal Justice Center to collect and interpret data from numerous sources. Research Assistants do much of the research, thus allowing ample personnel hours to search out new data and information. Relationships between state organizations and Utah's SAG are cooperative and most data requests from the SAG are honored.

Data is readily available from most pertinent state agencies in the form of annual reports, most of which are available on the internet. The Division of Juvenile Justice Services report tracks much of the activities of youth in their care throughout the state. Utah's Juvenile Court, although in a different branch of government, updates the Court Access Records Exchange (CARE) system (noted previously in this document) regularly to ensure the most pertinent data is recorded and accessible. The Courts are committed to improving the data collection/extraction process, employing a research analyst to move the process forward. Utah's Juvenile Court released its first ever Report Card to the Community in 2008 and has done so annually ever since. The Juvenile Court provides statistics and research to the community on a regular basis. Utah's Department of Education produces risk and protective factors research every two years. This report, along with other student data, is available to the public on the Department's web page. Utah's police departments report data to the Utah Bureau of Information (BCI) on a regular basis. BCI produces reports on an annual basis that are also available on the internet. In short, there are very few problems collecting data in Utah.

There are two areas that could be improved. Currently, there is no central repository for detailed gang data. BCI reports some basic information, but local gang experts believe the numbers are not accurate. Also, juvenile gang statistics are not disaggregated from the overall reported rates.

Utah's SAG has collaborated with the University of Utah Criminal Justice Center to develop a consolidated database. Many data sources are distilled into a single, searchable database that is available on the SAG's web site ([www.juvenile.utah.gov](http://www.juvenile.utah.gov)). The database is searchable by geography or by demographics and kept up-to-date by the University. Currently, four years' worth of data is in the system. The tool is improving with additional data sources being added. This year an existing program tool will be added to the system. This will help communities conduct program gap analysis, service providers find additional resources and parents/guardians locate programs. This is a valuable tool for anybody with access to the internet.

# I. STATEMENT OF THE PROBLEM/PROGRAM NARRATIVE

## Program Area 06

## Compliance Monitoring

### Program Goal

To maintain compliance with the JJDP Act core requirements, Section 223 (a)(11), (12), (13), and (22) of the JJDP Act.

### Objective 1

Prevent the inappropriate detention of status offenders and nonoffenders in secure detention and correctional facilities, pursuant to Section 223(a)(11) of the JJDP Act.

### Objective 2

Ensure that sight and sound separation is maintained in adult jails and lockups where juvenile offenders may be held, pursuant to Section 223(a)(12) of the JJDP Act.

### Objective 3

Ensure that juveniles are not housed in adult jails or lockups, pursuant to Section 223(a)(13) of the JJDP Act.

### Objective 4

Ensure Utah’s compliance with Section 223(a)(22) of the JJDP Act, disproportionate minority confinement.

### Activities and Services

1. Contract with the Utah Division of Juvenile Justice Services to perform compliance monitoring activities.
2. Maintain standards for six-hour jail and two-hour police hold rooms.
3. Identify, visit, evaluate, certify and monitor all two-hour and six-hour hold rooms.
4. Identify and monitor non-state contracted private youth programs according to statute.
5. Continue to provide ongoing technical assistance as needed and increase monitoring of programs and facilities for OJJDP compliance with deinstitutionalization, jail removal and DMC mandates and regulations.
6. Submit the annual monitoring report to CCJJ and the Utah Board of Juvenile Justice for review and submission to OJJDP.

### Output Performance Measure - Required

2. Number and percent of program staff trained
3. Number of hours of program staff training provided
4. Funds allocated to adhere to Section 223(a) (14) of the JJDP of 2002
6. Number of activities that address compliance with Section 223(a) (14) of the JJDP of 2002
7. Number of facilities receiving TA

### Outcome Performance Measure - Required

1. Submission of complete annual monitoring report to OJJDP.

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$96,600	\$0.00	\$96,600
2013	\$96,600	\$0.00	\$96,600
2014	\$96,600	\$0.00	\$96,600

## Program Area 09

## Delinquency Prevention

### Program Goal

Provide prevention services to youth in kindergarten through eighth grade with projects that:

#### Objective 1

Identify at-risk families and provide them in-home support services designed to increase parent and family involvement. Priority will be given to indicated programs serving grades 6-8.

#### Objective 2

Develop new after-school programs designed to prevent delinquency, using evidence based practices.

### Activities and Services

1. Teach children non-violence and conflict resolution skills.
2. Require completion of risk/needs assessments at schools of youth exhibiting behavioral problems and sharing those assessments with appropriate agencies.
3. Encourage the development of more youth mentoring programs.
4. Implement and expand gang prevention programs.
5. Encourage the development of community centers providing comprehensive services.

### Output Performance Measures - Required

9. Number of program youth served

### Outcome Performance Measures - Required

13. Number and percent of program youth who **OFFEND** during the reporting period (short term)
14. Number and percent of program youth who **OFFEND** during the reporting period (long term)
15. Number and percent of program youth who **RE-OFFEND** (short term)
16. Number and percent of program youth who **RE-OFFEND** (long term)
18. Number and percent of youth completing program requirements.

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$75,000	\$0.00	\$75,000
2013	\$91,250		\$91,250
2014	\$100,000		\$100,000

## Program Area 10

## Disproportionate Minority Contact

### Program Goal

Reduce the disproportionate representation of minority youth at decision points within the juvenile justice system, from arrest through transfer and waiver to the adult system.

### Objective 1

Develop plans/programs to increase utilization of diversion for Hispanic youth in Salt Lake, Utah, and Weber County.

### Objective 2

Work with law enforcement agencies to determine factors contributing to higher arrest/referral rates for minority youth and develop plans to address identified factors.

### Objective 3

Encourage juvenile justice and law enforcement agencies to use the community relations curriculum offered by POST as in-service training for all employees.

### Objective 4

Increase awareness of DMC issues among professional communities: share and discuss ways to reduce the disproportionality of minority youth in the juvenile justice system.

### Activities and Services

UBJJ and its DMC Subcommittee will cooperatively participate in the following activities:

1. Cultural competency training curricula will be kept current and training will continue to be offered throughout the state.
2. All sub-grantee applicants will be required to address cultural competency as a required element in each grant application.
3. All sub-grantees will be required to report ethnicity and race of youth served by project activities.
4. Additional working groups will be formed in various localities across the state to address DMC issues as they are identified
5. A consistent message will be developed and delivered by the DMC Subcommittee and UBJJ to various public and private organizations throughout the State.

### Output Performance Measures - Required

3. Number and percent of program staff trained
4. Number of hours of program staff training provided
8. Number of program youth served
11. Number of planning activities conducted.
12. Number of assessment studies conducted
13. Number of data improvement projects implemented
14. Number of objective decision-making tools developed

### Outcome Performance Measures - Required

16. Number and percent of program youth who **OFFEND** during the reporting period (short term)
17. Number and percent of program youth who **OFFEND** during the reporting period (long term)
18. Number and percent of program youth who **RE-OFFEND** (short term)
19. Number and percent of program youth who **RE-OFFEND** (long term)
22. Number of local agencies reporting improved data collection systems (short term)
23. Number of local agencies reporting improved data collection systems (long term)
- 25A. Substance use (short term & long term)
- 25B. School attendance (short term & long term)
- 25C. Family relationships (short term & long term)
- 25D. Antisocial behavior (short term & long term)

- 31. Number of contributing factors determined from assessment studies (short term)
- 34. Number and percent of recommendations from assessment studies implemented (long term)

**Budget**

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$53,430	\$0.00	\$53,430
2013	\$127,000	\$0.00	\$127,000
2014	\$130,000	\$0.00	\$130,000

**Program Area 13**

**Gender Specific Services**

**Program Goal**

Increase the success of girls at all levels of the juvenile justice system through gender specific/female-responsive services.

**Objective 1**

To improve the rate of successful completion of diversion contrasts, conditions of probation and dispositions set by court, Juvenile Justice Services or parole supervision.

**Activities and Services Planned**

Due to reductions in the federal allocation, no activities are planned for Federal Fiscal Year 2012. Future efforts may include the following:

- 1. Support the development of female specific programming with an emphasis on serving minority girls at all levels of the juvenile justice system.

**Output Performance Measures - Required**

- 9. Number of youth served.

**Required Outcome Performance Measures**

- 12. Number and percent of program youth who **OFFEND** during the reporting period (short term)
- 13. Number and percent of program youth who **OFFEND** during the reporting period (long term)
- 14. Number and percent of program youth who **RE-OFFEND** (short term)
- 15. Number and percent of program youth who **RE-OFFEND** (long term)
- 20A. Substance use (short term & long term)
- 20B. Self-esteem (short term & long term)
- 20C. Body image (short term & long term)
- 20D. Family relationships (short term & long term)
- 20E. Perception of social support (short & long term)
- 21. Number and percent of youth completing program service, or activity requirements (short term)

**Budget**

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$0.00	\$0.00	\$0.00
2013	\$52,000	\$0.00	\$52,000
2014	\$52,000	\$0.00	\$52,000

## Program Area 17

## Jail Removal

### Program Problem Statement

In some areas of the state, there is a lack of adequate detention facilities to hold juvenile offenders. These youths may be inappropriately held in adult jails while waiting transportation to an appropriate youth facility. To comply with the JJDP Act, Utah must continue to meet the jail removal core requirement.

### Program Goal

To maintain compliance with the JJDP Act jail Removal core requirement to prevent the inappropriate detention of youth offenders in Utah adult jails.

### Objective 1

Ensure compliance with Section 223(a)(12), (13) and (14) of the JJDP Act.

### Summary of Activities Planned

1. Continue to provide information, statistics, reports and training to inform key agencies and the public about jail removal needs and strategies.
2. Continue to monitor all appropriate facilities and programs to assess and ensure compliance with the JJDP Act and state statute requirements.
3. Provide funds to develop needed jail/hold-room alternatives.
4. Provide transportation expense reimbursement to law enforcement agencies to assist with jail removal efforts.
5. Complete and submit the annual monitoring report.

### Output Performance Measures - Required

1. Formula grants funds awarded for jail removal.
5. Number of hours of program staff training provided
14. Number of programs implemented.
15. Number of facilities receiving TA
16. Number of program youth served.

### Outcome Performance Measure - Required

17. Number and percent of program youth who **OFFEND** during the reporting period (short term)
18. Number and percent of program youth who **OFFEND** during the reporting period (long term)
19. Number and percent of program youth who **RE-OFFEND** (short term)
20. Number and percent of program youth who **RE-OFFEND** (long term)
21. Change in the number of violations of the Jail Removal Requirement

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$25,000	\$0.00	\$25,000
2013	\$25,000	\$0.00	\$25,000
2014	\$25,000	\$0.00	\$25,000

## Program Area 19

## Juvenile Justice System Improvement

### Program Goal

To enhance the ability to determine juvenile justice program impact/effectiveness.

### Objective 1

Conduct outcome-based research on juvenile justice program models and types.

### Objective 2

Provide risk & protective factors information to the public

### Objective 3

Provide information on existing youth service programs throughout the State

### Summary of Activities Planned

1. One research project will be funded annually to examine juvenile justice program models and types to determine project effectiveness and ease of replication.
2. Online tool, open to the public, providing risk & protective factors information will be made available on the SAG web page
3. Online tool, open to the public, providing information on existing youth serving programs will be made available on the SAG web page

### Output Performance Measures - Required

1. Formula Grant funds awarded for juvenile justice system improvement.
8. Number of programs implemented

### Outcome Performance Measures - Required

13. Number of program youth served
16. Number and percent of program youth who **OFFEND** during the reporting period (short term)
17. Number and percent of program youth who **OFFEND** during the reporting period (long term)
18. Number and percent of program youth who **RE-OFFEND** (short term)
19. Number and percent of program youth who **RE-OFFEND** (long term)
30. Average length of time between initial court appearance and disposition (long term)

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$52,000	\$0.00	\$52,000
2013	\$52,000	\$0.00	\$52,000
2014	\$52,000	\$0.00	\$52,000

## Program Area 20

## Mental Health Services

### Program Goal

Increase and improve crisis intervention and treatment needs of youth in the juvenile justice system with mental health problems or developmental disabilities.

### Objective 1

Divert youth with mental illness or developmental disabilities from the juvenile justice system by more effectively utilizing appropriate identification and assessment tools.

### Objective 2

Increase success of youth involved in the juvenile justice system by creating appropriate crisis interventions and services.

### Activities & Services Planned

Due to reductions in the federal allocation, no activities are planned for Federal Fiscal Year 2012. Future efforts may include the following:

1. Conduct additional research into the numbers and types of mentally ill and developmentally disabled youth in Utah's juvenile justice system.
2. Develop assessment tools to identify youth in need of special services.
3. In conjunction with the community, Juvenile Justice Services and the juvenile courts, develop appropriate resources to effectively assist mentally ill and developmentally disabled youth to exit the juvenile justice system.

### Output Performance Measures - Required

9. Number of program youth served.

### Outcome Performance Measures - Required

4. Number and percent of program youth completing program requirements.

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$0.00	\$0.00	\$0.00
2013	\$50,000	\$0.00	\$50,000
2014	\$75,000	\$0.00	\$75,000

## Program Area 21

## Mentoring

### Program Goal

Increase access to mentor programs serving youth involved in the child welfare or juvenile justice system and without significant adult support.

### Objective 1

Priority will be given to programs serving youth transitioning to adulthood.

### Activities and Services Planned

1. Work with local organizations to create additional slots for mentees

### Output Performance Measures - Required

10. Number of program youth served

### Outcome Performance Measures - Required

16. Number and percent of program youth who **OFFEND** during the reporting period (short term)
17. Number and percent of program youth who **OFFEND** during the reporting period (long term)
18. Number and percent of program youth who **RE-OFFEND** (short term)
19. Number and percent of program youth who **RE-OFFEND** (long term)
- 22A. Substance use (short term & long term)
- 22B. Antisocial behavior (short term & long term)
- 22C. Family relationships (short term & long term)
- 22 D. Gang-related activities (short term & long term)
- 22E. School attendance (short term & long term)
24. Number and percent of youth completing program service, or activity requirements (short & long term)

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$0.00	0.00	\$0.00
2013	\$49,977	\$0.00	\$49,977
2014	\$33,318	\$0.00	\$33,318

## Program Area 22

## Native America Programs

### Program Goal

Reduce the number of offences committed by tribal youth. Youth who have substance abuse issues are more likely to violate the law and harm the community.

### Objective 1

Decrease drug and alcohol referrals to Juvenile Court.

### Objective 2

Establish sustainable after-school programs for tribal youth.

### Activities and Services Planned

2. Work with Utah's tribes to establish credible, sustainable programs for tribal youth.
3. Establish credible relationships with tribal organizations.
4. Create additional drug and alcohol treatment services for tribal youth.
5. Create trusting relationships with the tribes to encourage volunteerism within the community.
6. Ensure that regular, consistent activities are available to tribal youth.

### Output Performance Measures - Required

9. Number of program youth served

### Outcome Performance Measures - Required

12. Number and percent of program youth who **OFFEND** during the reporting period (short term)
13. Number and percent of program youth who **OFFEND** during the reporting period (long term)
14. Number and percent of program youth who **RE-OFFEND** (short term)
15. Number and percent of program youth who **RE-OFFEND** (long term)
- 18A. Substance use (short term & long term)
- 18B. Antisocial behavior (short term & long term)
- 18C. Family relationships (short term & long term)
- 18 D. Social competencies (short term & long term)
19. Number and percent of youth completing program service, or activity requirements (short term)

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$170	0.00	\$170
2013	\$49,977	\$0.00	\$49,977
2014	\$33,318	\$0.00	\$33,318

**Program Goal**

To enhance juvenile justice planning statewide so that duplication is minimized, policies and legislation balance the needs of the youth with the safety requirements of the public, and resources are directed to support programs that are evidence based.

**Objective 1**

Maintain 100% compliance with all JJDP Act mandates and all federal administrative requirements.

**Objective 2**

Make available JJDP funds through requests for proposals (RFPs) to state and local governmental agencies and to private non-profit agencies in order to support juvenile justice research and planning, program development and monitoring activities.

**Objective 3**

Provide staff support services to the Governor, Executive Director of CCJJ, State Advisory Group, and Utah Legislature in their efforts to improve the juvenile justice system in Utah.

**Objective 4**

Maintain a comprehensive juvenile justice system planning, technical assistance, program development and training capability.

**Activities and Services Planned**

1. Contract with the Utah Division of Juvenile Justice Services to perform compliance monitoring functions and to report to CCJJ on a quarterly basis monitoring activities.
2. Submit all required reports to OJJDP including the annual monitoring report, the annual performance report and the three-year plan amendments.
3. Maintain a system for dispersing and monitoring JJDP funds to state and local governmental agencies and private non-profit agencies to ensure quality programming.
4. Maintain a sound financial accounting system to ensure accurate and timely records of financial transactions involving federal and state funds.
5. Maintain a capability of reviewing and commenting on proposed legislation and in developing potential impact statements to assist the executive and legislative branches of state government in the formulation of legislation affecting services to juveniles and the juvenile justice system.
6. Provide staff support services to the State Advisory Group in the areas of policy and procedure review, funding recommendations and system monitoring activities by maintaining a Juvenile Justice Specialist and secretarial support.
7. Serve as a clearinghouse for information concerning funding opportunities, project models, statistical information, project reviews and available training opportunities for local, state and private non-profit agencies.

**Output Performance Measures - Required**

1. Formula Grant funds awarded for P & A
3. Number of FTEs funded with FG \$
7. Number of subgrants awarded
11. Number and percent of programs using evidence-based models

**Outcome Performance Measure - Required**

1. Average time from receipt of subgrant application to date of award.

**Budget**

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$40,000	\$40,000	\$80,000
2013	\$60,000	\$60,000	\$120,000
2014	\$60,000	\$60,000	\$120,000

**Program Area 30****Sex Offender Programming****Program Goals**

Expand and improve sex offender services and resources within the juvenile justice system

**Objective 1**

Increase accessibility to assessment and treatment services and resources.

**Objective 2**

Increase awareness and educate staff working with youth sex offenders.

**Activities and Services Planned**

Due to reductions in the federal allocation, no activities are planned for Federal Fiscal Year 2012. Future efforts may include the following:

1. Partner with Juvenile Court and DJJS to provide treatment services for youth on under supervision.
2. Partner with Juvenile Court and DJJS to educate staff working with juvenile sex offenders.

**Output Performance Measures - Required**

9. Number of program youth served.

**Outcome Performance Measures – Required**

12. Number and percent of program youth who **OFFEND** during the reporting period (short term)
13. Number and percent of program youth who **OFFEND** during the reporting period (long term)
14. Number and percent of program youth who **RE-OFFEND** (short term)
15. Number and percent of program youth who **RE-OFFEND** (long term)
- 22A. Anxiety (short term)
- 22B. Depression (short term)
- 22C. Self-esteem (short term)
- 22 D. Coping Skills (short term)
19. Number and percent of youth completing program service, or activity requirements (short term)

**Budget**

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$0.00	\$0.00	\$0.00
2013	\$50,000	\$0.00	\$50,000
2014	\$50,000	\$0.00	\$50,000

## Program Area 31

## State Advisory Group (SAG) Allocation

### Program Goal

To maintain compliance with the State Advisory Group requirements of the JJDP Act and to achieve an effective delivery of juvenile justice services through the implementation of the Three-Year Plan.

### Objective 1

Maintain a state supervisory board known as the Utah Board of Juvenile Justice as a subcommittee of CCJJ for the purposes of grant review and to provide input on juvenile justice policy and budgets.

### Objective 2

Ensure that programs requesting Title II Formula Grant funding support the priorities identified by Utah's Three-Year Plan and that programs are evidence-based.

### Activities and Services Planned

1. Fill all expired terms on the board with members meeting the necessary qualifications in order to maintain compliance with the SAG membership requirements.
2. Submit to the Governor and Legislature an annual report on programs funded, populations impacted and served, supervisory board functions, and juvenile justice system concerns.
3. Conduct site visits of programs funded to monitor program effectiveness.
4. Assist CCJJ staff in refining multi-year goals and objectives contained in the state plan.
5. Review all submitted grant applications and make recommendations for funding levels to CCJJ based on the program's relevance to meeting the objectives of Utah's Three-Year Plan.
6. Support state, regional and national efforts to improve the justice system through participation in state, regional and national meetings, conferences, and workshops.

### Output Performance Measures - Required

1. Number of SAG committee meetings held
2. Number of SAG subcommittees meetings held
3. Annual report submitted to Governor
4. Number of grants funded with Formula Grants funds.
5. Number and percent of programs using evidence-based models

### Outcome Performance Measure - Required

1. Number and percent of plan recommendations implemented

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$20,000	\$0.00	\$20,000
2013	\$30,000	\$0.00	\$30,000
2014	\$30,000	\$0.00	\$30,000

## Program Area 32

## Substance Abuse

### Program Goal

Expand drug and alcohol treatment and prevention services for youth.

### Objective 1

Provide evidence-based treatment to youth identified as at-risk for drug and alcohol abuse.

### Objective 2

Address problems associated with substance abuse, with an emphasis on marijuana, alcohol and other drugs. Summit County has been identified as an additional priority area for this goal.

### Objective 3

Develop or expand effective substance abuse prevention programs for grades 5-8.

### Summary of Planned Activities

1. Make available JJDP funds for programs that address substance abuse intervention and treatment.
2. Coordinate program planning and policy development with the Utah Substance Abuse and Anti-Violence Coordinating Council.

### Output Performance Measures - Required

9. Number of program youth served.

### Outcome Performance Measures – Required

15. Number and percent of program youth who **OFFEND** during the reporting period (short term)
16. Number and percent of program youth who **OFFEND** during the reporting period (long term)
17. Number and percent of program youth who **RE-OFFEND** (short term)
18. Number and percent of program youth who **RE-OFFEND** (long term)
21. Number and percent of program youth exhibiting desired change in substance use (short term)
22. Number and percent of program youth exhibiting desired change in substance use (short term)
23. Number and percent of program youth completing program requirements.

### Budget

FISCAL YEAR	FORMULA GRANT FUNDS	STATE/LOCALPRIVATE FUNDS	TOTAL
2012	\$37,500	\$0.00	\$37,500
2013	\$50,000	\$0.00	\$50,000
2014	\$60,000	\$0.00	\$60,000

## **J. Subgrant Award Assurances**

### **Subaward Selection**

Utah will, to the extent practicable, give priority in funding to evidence-based programs and activities. Further, it shall not continue to fund a program if the subgrant recipient, who carried out that program during the preceding 2-year period, fails to demonstrate that the program achieved substantial success in meeting the goals specified in the original subgrant.

Additionally, Utah requires subgrant applicants to use Utah's own RAPIT system to access data applicable to their communities. This is done in effort to ensure that grant applications meet the needs of individual communities. Finally, applicants are encouraged to access the OJJDP Model Programs Guide and Database, as well as other model program guides, to search for evidence based programs that will fit their needs and enhance their likelihood for success.

## K. STATE ADVISORY GROUP MEMBERSHIP

### Utah Board of Juvenile Justice (Utah's SAG)

	NAME	REPRESENTS	Full-Time Govt.	YOUTH MEMBER	DATE OF APPOINTMENT	RESIDENCE
1	Pat Berckman	C7-Youth Services	X		Sept. 1999	Salt Lake City
2	Donovan Bergstrom	B4-JJS	X		Feb. 2012	Salt Lake City
3	Chari Brummer	C2-Social Service (DCFS)	X		July. 2009	Salt Lake City
4	Adam Cohen	D4-Treatment Provider		X	Nov. 2003	Salt Lake City
5	Karen Crompton	D3-Youth Development			July 2008	Salt Lake City
6	Patrick Garcia	C4-Education	X		July 2009	Salt Lake City
7	Gini Highfield	B4-Juvenile Probation	X		Feb. 2005	Farmington
8	Scott Jackson	B-Law Enforcement	X		Feb. 2012	Pleasant View
9	Kaisa Kinikini	D4-Delinquency Prevention & Treatment			April 2010	Salt Lake City
10	Spencer T. Larsen	D4-Treatment Provider		X	Feb. 2008	Pleasant Grove
11	Nindy Le	E - Volunteer		X	Feb. 2012	West Jordan
12	Jim Marchel	C3-Mental Health			April 2010	Holladay
13	Judge Jim Michie	B1-Juvenile Judge	X		July 2008	Salt Lake City
14	Van Nguyen	E - Volunteer		X	June 2011	Salt Lake City
15	Troy Rawlings	B2-Prosecutor	X		July 2008	Farmington
16	Shirlee Silversmith	Tribal Representative	X		May 2011	Orem
17	Rachael Skidmore	D4-Delinquency Prevention & Treatment		X	Dec. 2009	Bountiful
18	Pam Vickery	B3-Defense Attorney			Feb. 2008	Salt Lake City
19	<i>Anthony Johnson</i>	<i>E - Volunteer</i>				<i>Ogden</i>
20						

\*Required by JJDP A

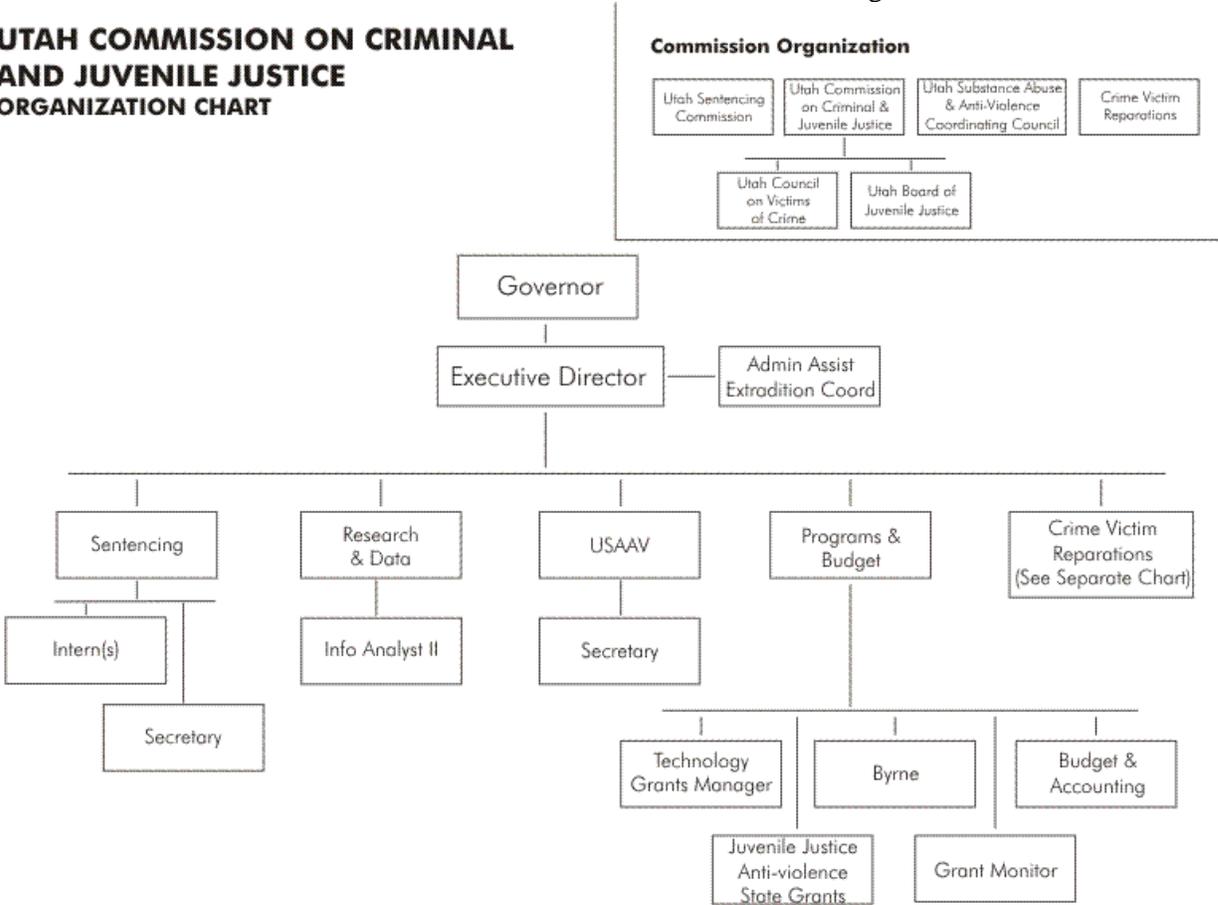
+Pending Appointment

# L. STAFF FOR JJDP FORMULA GRANTS PROGRAM

The Utah Commission on Criminal and Juvenile Justice (CCJJ) was created within the Governor’s Office to promote broad philosophical agreement about the objectives of the criminal and juvenile justice system in Utah and provides a mechanism for coordinating the functions of the various branches and levels of government concerned with criminal justice. (Utah Code Ann. § 63-25a-101.) To accomplish this goal, the Commission includes wide and diverse membership of organizations involved with justice issues in Utah. Much of this coordination is done by the disbursement of federal grant money, which CCJJ administers. As an active party in coordinating criminal and juvenile justice issues in Utah, CCJJ also plays a strong role in developing policy recommendations. CCJJ also performs the following functions:

1. Provide analysis and recommendations on state agency budgets, legislation and budget requests.
2. Provide public information on the criminal and juvenile justice systems.
3. Promote criminal justice research and program evaluation.
4. Promote development of criminal and juvenile justice information systems.
5. Provide annual reports addressing status of crime and identifying effective programs in Utah and other states to reduce crime and victimization.
6. Manage state and federal criminal and juvenile justice grant programs and provide analysis, accountability recommendations, and supervision of criminal justice grant monies. These programs include: JABG; NCHIP; Title V; Title II; Byrne/JAG; JITII; Criminal History; VOI-TIS; LLEBG; NIBRS; RSAT; Justice Statistics; VOCA; VOWA; and the State Gang Reduction Grant.

**UTAH COMMISSION ON CRIMINAL AND JUVENILE JUSTICE ORGANIZATION CHART**



Administrative and support staff for the JJDP Program and SAG is provided by the Utah Commission on Criminal and Juvenile Justice (CCJJ). This agency also serves as the state’s pass-through agency for subgrantees to receive JJDP funds. CCJJ plans to ensure that Title II funds are managed appropriately by completing the following:

1. Contract with the Utah Division of Juvenile Justice Services to perform compliance monitoring functions and to report to CCJJ on a quarterly basis monitoring activities.
2. Submit all required reports to OJJDP including the annual monitoring report, the annual performance report and the three-year plan amendments.
3. Maintain a system for dispersing and monitoring JJDP funds to state and local governmental agencies and private non-profit agencies to ensure quality programming.
4. Maintain a sound financial accounting system to ensure accurate and timely records of financial transactions involving federal and state funds.
5. Maintain a capability of reviewing and commenting on proposed legislation and in developing potential impact statements to assist the executive and legislative branches of state government in the formulation of legislation, which affects services to juveniles and the juvenile justice system.
6. Provide staff support services to the State Advisory Group in the areas of policy and procedure review, funding recommendations and system monitoring activities by maintaining a Juvenile Justice Specialist as well as other administrative support.
7. Serve as a clearinghouse for information concerning funding opportunities, project models, statistical information, project reviews and available training opportunities for local, state and private non-profit agencies.

The following staff members of CCJJ work in support of Utah’s Three-Year Plan:

<b>Staff Name</b>	<b>Administrative Support Title</b>	<b>Time Contribution</b>
Reg Garff	Juvenile Justice Specialist	85%
Monica Taylor	Administrative Assistant	3%
Jo Lynn Kruse	Administrative Assistant	20%
Briant Smith	Budget and Accounting Officer	3%
Doreen Weyland	Grants Monitor	20%
Dave Walsh	Deputy Director	5%
<b>TOTAL FTE</b>		<b>1.36</b>

**Juvenile Justice Specialist**

Utah’s Juvenile Justice Specialist is a full-time position. Duties include but are not limited to the following:

1. Serve as staff to the Utah Board of Juvenile Justice (UBJJ) and the UBJJ Executive Committee, including: planning, scheduling and preparations for regular meetings; data gathering, research and technical assistance; and identification of issues and recommendations for changes to meet needs.
2. Prepare and submit to the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) Utah’s three year Grant Plan and Annual Plan Supplement as required.
3. Prepare grant materials including Requests for Proposals (RFP), facilitate sub-grant reviews and award process, and maintain files and records of OJJDP sub-grant programs.
4. Prepare and submit to OJJDP and the appropriate federal office the required federal agency all progress reports, annual reports, performance reports, and other requests for information as required.
5. Facilitate juvenile justice policy and program development within state government to ensure

availability of these programs statewide and to prevent duplication of efforts.

6. Assist communities throughout the state to ensure that they have sufficient information and access to resource materials in order to help them productively mobilize their communities to prevent and reduce violence.
7. Review existing programs and proposed legislation and make recommendations to CCJJ, USAAV, the Sentencing Commission, and UBJJ for effective resource utilization on violence issues.
8. Serve as a consultant/trainer to community groups, law enforcement agencies, governmental agencies, and public and private entities to assist them in strategic planning and community program development for the suppression and prevention of violence, crime and juvenile delinquency.
9. Serve as a liaison with juvenile justice agencies, local governments and private non-profit agencies with respect to CCJJ and UBJJ planning and policy issues. Prepare correspondence and conduct interviews with allied agencies and media, as appropriate, concerning JJDP programs and issues.
10. Facilitate the development of Utah's involvement in the nation Do the Write Thing anti-violence writing initiative for 7<sup>th</sup> and 8<sup>th</sup> grade students.
11. Supervise Utah's Disproportionate Minority Contact Coordinator.

# M. EXCEPTIONS TO PASS-THROUGH REQUIREMENT



Gary R. Herbert  
Governor  
Ronald B. Gordon, Jr.  
Executive Director

## State of Utah

### COMMISSION ON CRIMINAL AND JUVENILE JUSTICE

Utah State Capitol Complex, Senate Building, Suite 330 • Salt Lake City, Utah 84114  
801-538-1031 • Fax: 801-538-1024 • [www.justice.utah.gov](http://www.justice.utah.gov)

May 7, 2012

Melodee Hanes  
Acting Administrator  
Office of Juvenile Justice and Delinquency Prevention  
U.S. Department of Justice  
810 Seventh Street, NW  
Washington, DC 20531

Dear Ms. Hanes,

The State of Utah is formally requesting an OJJDP 100% waiver of pass-through requirements of the FY 2012 Title II Formula Grant. The conditions that existed to establish a 100% waiver have not changed since the submission of Utah's FY 1998 request.

- State and Local Implementation of Juvenile Justice Programs and Services. State government in Utah is responsible for the planning development and implementation of child welfare and juvenile justice programs. This includes Court provided services such as probation. By State statute local units of government are not required to provide specific juvenile justice or child welfare services. They may contract with the state to provide human services, which one county out of 29 has done.
- State and Local Financial Responsibility for Juvenile Programs. The State has the major statutory responsibility for funding and fiscal support of juvenile justice/corrections and human service programs. These programs include receiving centers, detention, and correctional facilities. Local units of government have no statutory responsibility to fund or operate specific juvenile justice/corrections or child welfare programs. If they wish they may contract with the state to provide the services. However, they do fund and support local law enforcement/prosecution activities. Utah's Governor and State Legislature has appropriated the following total amounts from all sources of funding for key agencies for fiscal year 2013, which will began July 1, 2012.

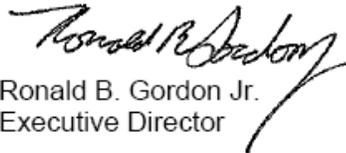
<u>State Agency</u>	<u>FY 2013 State Budgets</u>
Juvenile Court	\$ 34,828,400
Division of Juvenile Justice Services	\$ 90,794,800
Division of Child and Family Services	\$ 157,559,100
<b>Total</b>	<b>\$ 283,182,300</b>

- State Outlays to Local Government. Since the State has the statutory responsibility for juvenile justice/corrections and child welfare programs and services, there is no State formula or specific plan to provide direct outlays to units of local government.

- Comments by Local Units of Government Regarding Waiver Requirement. At the time of the submission of the Title II Formula Grant application to OJJDP, a request was made to the state clearinghouse to obtain comments from local units of government expressing their position regarding the State's waiver request. In meetings with organizations representing units of local government, there was support for the waiver.

In conclusion, we respectfully request waiver of the pass-through requirement for the above state reasons. If you have concerns or questions regarding this request, please contact Reg Garff, Juvenile Justice Specialist, Utah State Capitol Complex, Senate Building, Suite 330, PO Box 142330, Salt Lake City, Utah, 84114, phone number (801) 538-1372.

Sincerely,



Ronald B. Gordon Jr.  
Executive Director



Gary R. Herbert  
Governor  
Gregory S. Bell  
Lieutenant Governor

# State of Utah

## Utah Board of Juvenile Justice

Reg Garff  
*Juvenile Justice Specialist*

Utah State Capitol Complex, Senate Building, Suite 330 • Salt Lake City, Utah 84114  
801-538-1031 • Fax: 801-538-1024 • [www.juvenile.utah.gov](http://www.juvenile.utah.gov)

May 7, 2012

Melodee Hanes  
Acting Administrator  
Office of Juvenile Justice and Delinquency Prevention  
U.S. Department of Justice  
810 Seventh Street, NW  
Washington, DC 20531

Dear Ms. Hanes,

The Utah Board of Juvenile Justice (UBJJ), Utah's State Advisory Group under the JJDP Act, approves and supports for the State's request for waiver of the Juvenile Justice and Delinquency Prevention Act pass-through requirement to units of local government. Please be advised that the Board reviews and approves all sub-grant project requests for allocated formula grant funds. This procedure is outlined in the State's Multi-Year and Annual Action Plan. The 2012-2014 State Multi-Year Plan outlines and projects how the State will use, award, and distribute JJDP funds to achieve the objectives of the State Plan and the mandates of the JJDP Act.

Since the State began participation in the JJDP Act in 1978, similar waivers have been requested and approved. The waiver request, in part, is because Utah, by statute, has a State dominated/oriented child welfare and juvenile justice/corrections service delivery system. As such, the State is responsible to fund and operate related agencies and services. Additional reasons for the requested waiver may be found in the State's waiver request.

Respectfully submitted,

Adam Cohen  
Chair, Utah Board of Juvenile Justice



## Sources

### *Annual Reports from:*

Utah Bureau of Criminal Identification <http://publicsafety.utah.gov/bci/crimestatistics.html>

Utah Department of Child and Family Services [http://www.hsddfs.utah.gov/reports\\_forms.htm](http://www.hsddfs.utah.gov/reports_forms.htm)

Utah Division of Juvenile Justice Services <http://www.hsdyc.utah.gov/annual-reports.htm>

Utah Division of Substance Abuse and Mental Health <http://www.dsamh.utah.gov/annualreports.htm>

Utah State Courts <http://www.utcourts.gov/courts/juv/>

### *OJJDP Statistical Briefing Book.*

Online. Available: <http://ojjdp.ncjrs.gov/ojstatbb/crime/qa05103.asp?qaDate=2007>. Released on October 24, 2008.

### *The Socioeconomic Mapping and Resource Typography (SMART) System*

<http://smart.gismapping.info/smart/UserLogin.aspx?ReturnUrl=%2fsmart%2fdefault.aspx>

The SMART System is a Geographic Information System (GIS)-based issues management system, developed to support the early identification of emerging local issues and provide resources to assist decision makers with implementing both rapid response and long-term plans.

### *State Epidemiological Outcomes Workgroup (SEOW)*

<http://www.dsamh.utah.gov/spf/seow.html>

The State of Utah received funding in October 2005 from the Federal Center for Substance Abuse Prevention (CSAP) to organize and convene a State Epidemiological Outcomes Workgroup (SEOW). The primary task of the SEOW is to collect and interpret data related to consumption and consequences of substance use and abuse in an effort to make recommendations about the substance abuse priorities for the State of Utah. From this work, data was added to the State Epidemiological Data System (SEDS) of indicators of risk factors for substance abuse and delinquency.

### *The Utah Student Health and Risk Prevention Survey Project (SHARP)*

<http://www.hsdsa.utah.gov/sharp.htm>

The SHARP survey is administered every two years throughout Utah to assess Rates of substance abuse, delinquency, antisocial behavior, and violence. The survey also provides information on the risk and protective factors that predict the foregoing behaviors. Data for the most recent survey, conducted in the spring of 2007, is included in this plan. The survey was completed by 62,964 students in grades six through twelve across 38 of the 40 school districts in Utah. The gender of respondents is roughly equal (female = 51.7% and males = 48.3%). The ethnicity of respondents is as follows: white, 70.0%; Hispanic, 10.1%; other ethnicities, 9.8%; multiracial, 3.2%; and unknown, 6.9%. Results for youth in middle school (grades six through eight) are used to assess Utah youth in the YTS national survey. Results for students in the high school (grades nine through 12) are used for assessing Utah youth in the YRBS national survey. PNA results are compared to other states using the most recent results from the University of Michigan Monitoring the Future (MTF) survey conducted in 2006

### *The Youth Risk Behavior Survey (YRBS)*

<http://www.cdc.gov/HealthyYouth/yrebs/index.htm>

YRBS monitors priority health risk behaviors that contribute to the leading causes of death, disability, and social problems among youth and adults in the United States. The national YRBS is conducted every two years during the spring semester and provides data representative of 9th through 12th grade students in public and private schools throughout the United States. The Utah YRBS also is conducted every 2 years and provides data representative of 9th through 12th grade students in public schools throughout Utah.