

Office of the  
Legislative Fiscal Analyst

## **FY 2002 Budget Recommendations**

Joint Appropriations Subcommittee for  
Executive Offices and Criminal Justice

### **Division of Youth Corrections**

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**1.0 Division of Youth Corrections**

**Summary**

The Division of Youth Corrections is responsible for all delinquent offenders committed by the State's Juvenile Court. These youth are committed to, either long-term secure confinement, short-term observation and assessment, or to alternative community residential placement.

	<b>Analyst FY 2002 Base</b>	<b>Analyst FY 2002 Changes</b>	<b>Analyst FY 2002 Total</b>
<b>Financing</b>			
General Fund	68,247,600	(22,800)	68,224,800
Federal Funds	1,839,700		1,839,700
Dedicated Credits Revenue	2,337,300		2,337,300
Sale of Fixed Assets	60,100		60,100
Youth Crime Victims Restitution	500,000		500,000
Transfers - Child Nutrition	594,400		594,400
Transfers - Commission on Criminal	366,800		366,800
Transfers - Medicaid	1,934,900		1,934,900
Transfers - Other Funds	10,778,700		10,778,700
Beginning Nonlapsing	401,100		401,100
<b>Total</b>	<u>\$87,060,600</u>	<u>(\$22,800)</u>	<u>\$87,037,800</u>
<b>Programs</b>			
Administration/Case Management	9,165,100	(22,800)	9,142,300
Community Alternatives	26,074,000		26,074,000
Out of State Placements	2,398,700		2,398,700
Institutional Care	33,329,000		33,329,000
Youth Parole Authority	405,500		405,500
Alternatives to Institutional Care	13,319,900		13,319,900
Youth Receiving Centers	2,368,400		2,368,400
<b>Total</b>	<u>\$87,060,600</u>	<u>(\$22,800)</u>	<u>\$87,037,800</u>
<b>FTE/Other</b>			
Total FTE	961		961
Vehicles	131		131

## 2.0 Issues: Division of Youth Corrections

### 2.1 Central Utah (Richfield) Youth Facility

The new 32 bed Youth Corrections Facility in Richfield is scheduled to come on line in February 2001. Cost for the larger facility will be partially covered by shifting the budget from the existing facility. The Legislature would then need to appropriate an additional \$910,000 from the General Fund.

### 2.2 Washington County Youth Crisis Center

The addition of 26 beds to the Washington County Youth Crisis Center will add 14 FTE to the staffing and an additional cost of \$911,300 in General Funds annually.

### 2.3 Diversion Programs

For the last several years the Division has used Federal funds from the Juvenile Accountability Incentive Block Grant (JAIBG) program to provide alternatives for youth. These alternatives keep the youthful offenders out of expensive state facility beds. Growth in the delinquent youth population in the Community Alternatives programs has averaged over 13 percent for the last several years necessitating an increase in funding for these contracts. Total requirements for the alternative programs will be:

Community Alternatives Contracting (In addition to \$689,500 in Federal Funds)	\$3,693,900
Day/night reporting centers and Electronic monitoring	415,000
Out of State Placements	1,100,000
Rural home detention and Electronic monitoring	<u>400,000</u>
<b>Totals</b>	<b><u>\$5,608,900</u></b>

### 2.4 Federal (Title IV-E) Match Rate Change

The Division, along with other human services agencies and programs, has been impacted by the Federal Match Rate change in program funds. For FY 2002 there will be a 1.9 percent reduction in the amount of eligible costs that will be reimbursed. The Division will require an additional \$202,800 in General Funds to maintain the exiting programs under the new rate.

## **2.5 Federal Medicaid Loss**

To replace funds that no longer will be provided under Medicaid due to eligibility changes (while maintaining the programs at current level) will require an additional \$868,000 in General Funds. A supplemental appropriation of \$1.4 million will also be needed.

## **2.6 Privatized Facility COLA**

The Division contracts for management and operation of two large youth facilities. Those contracts call for COLA increases for employees (4 percent in Salt Lake and 3 percent for Farmington). Cost for the COLA increase for FY 2002 would be \$201,000 in General Funds.

## **2.7 Vehicles**

To provide transportation of youth in off-site programs at the seven rural centers, the Analyst recommends a one-time supplemental of \$126,000 in General Funds.

### 3.0 Programs

#### 3.1 Services

##### Purpose

The Division of Youth Corrections is responsible for all youth committed to it by the Juvenile Court for secure confinement or treatment and supervision in the community (under Section 62A-7-104(1) UCA. As such it is a key component in the state's overall juvenile crime policy. The services line item includes the bulk of Division programs. The services line item includes most of the Division programs.

	<b>Analyst FY 2002 Base</b>	<b>Analyst FY 2002 Changes</b>	<b>Analyst FY 2002 Total</b>
<b>Financing</b>			
General Fund	68,247,600	(22,800)	68,224,800
Federal Funds	1,839,700		1,839,700
Dedicated Credits Revenue	2,337,300		2,337,300
Sale of Fixed Assets	60,100		60,100
Youth Crime Victims Restitution	500,000		500,000
Transfers - Child Nutrition	594,400		594,400
Transfers - Commission on Criminal	366,800		366,800
Transfers - Medicaid	1,934,900		1,934,900
Transfers - Other Funds	10,778,700		10,778,700
Beginning Nonlapsing	401,100		401,100
<b>Total</b>	<u>\$87,060,600</u>	<u>(\$22,800)</u>	<u>\$87,037,800</u>
<b>Programs</b>			
Administration/Case Management	9,165,100	(22,800)	9,142,300
Community Alternatives	26,074,000		26,074,000
Out of State Placements	2,398,700		2,398,700
Institutional Care	33,329,000		33,329,000
Youth Parole Authority	405,500		405,500
Alternatives to Institutional Care	13,319,900		13,319,900
Youth Receiving Centers	2,368,400		2,368,400
<b>Total</b>	<u>\$87,060,600</u>	<u>(\$22,800)</u>	<u>\$87,037,800</u>
<b>FTE/Other</b>			
Total FTE	961		961
Vehicles	131		131

**Compensation**

A shortfall in funding compensation for FY 2001 was discovered very late in the 2000 General Session. To provide a correction mechanism for the under-funded compensation the following language was added to the Supplemental Appropriations Act II (Item#137, page 21):

*“It is the intent of the Legislature that the under-funded compensation for Adult Corrections, the Division of Youth Corrections, the courts, and the Board of Pardons, receive high priority for supplemental funding for fiscal year 2001. In addition, the Governor’s Office of Planning and Budget shall include the amount in the fiscal year beginning base budgets.”*

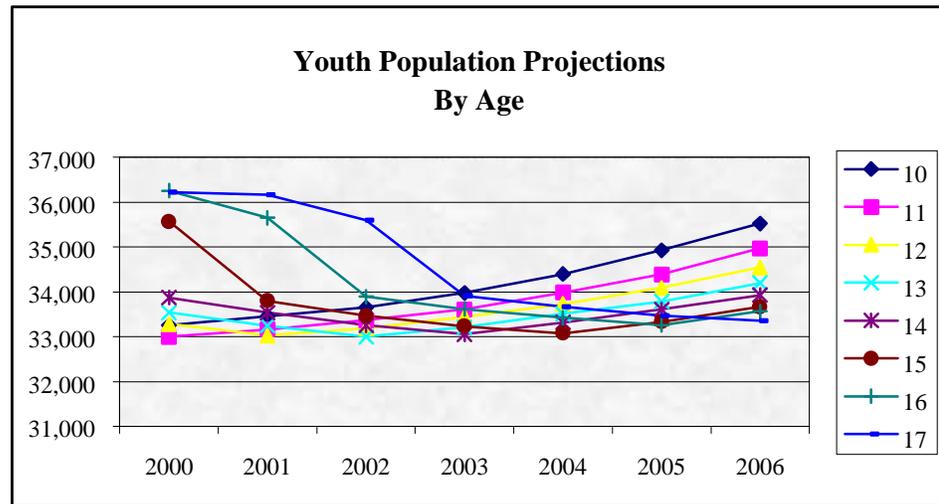
**Reorganization**

The Division acquired a new Director late in 2000 who is in the process of a refocus and reorganization of the Division and It’s programs. The Analyst has shown the budget based on the previous organization but recognizes that the reorganization will make significant changes in FY 00.

The Analyst recommends that the subcommittee have the Director review his plans for the future of the Division and it’s programs.

**Projected demand**

The demographic profile of the 10 to 17 age group shows a general pattern of growth through 2006 (5 years). This population will increase and the mix of ages will shift as shown on the following chart:



As the chart indicates, there will be a continuation of the drop-off of the number of youth in the more senior ages (15-17) until 2003/4, when the general growth of the overall at-risk cohort will begin another major growth cycle. This should equate to a slightly reduced level in overall violence (usually attributed to the older age groups) for the next two years. The subcommittee may wish to discuss the implications of the demographic data, as it impacts the Division’s overall program, with the Division.

**3.1 Administration: Case Management**

**Recommendation**      The Analyst recommends a continuation budget.

	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>Est/Analyst</b>
	<b>Actual</b>	<b>Estimated</b>	<b>Analyst</b>	<b>Difference</b>
<b>Financing</b>				
General Fund	3,240,000	6,111,100	6,222,500	111,400
Federal Funds	772,100	750,900	746,400	(4,500)
Dedicated Credits Revenue	36,400			
Transfers - Interagency	144,800			
Transfers - Commission on Criminal	4,704,500	278,500	278,500	
Transfers - Medicaid	1,964,600	1,950,000	1,894,900	(55,100)
Beginning Nonlapsing	513,000			
<b>Total</b>	<u>\$11,375,400</u>	<u>\$9,090,500</u>	<u>\$9,142,300</u>	<u>\$51,800</u>
<b>Expenditures</b>				
Personal Services	6,446,000	6,568,000	6,618,100	50,100
In-State Travel	124,700	127,600	118,900	(8,700)
Out of State Travel	28,800	28,800	28,700	(100)
Current Expense	3,959,900	1,625,300	1,649,500	24,200
DP Current Expense	325,300	299,900	299,900	
DP Capital Outlay	22,900			
Capital Outlay	17,500			
Other Charges/Pass Thru	450,300	440,900	427,200	(13,700)
<b>Total</b>	<u>\$11,375,400</u>	<u>\$9,090,500</u>	<u>\$9,142,300</u>	<u>\$51,800</u>
<b>FTE/Other</b>				
Total FTE	133	133	133	
Vehicles		24	24	

**State Office**      The Administration of the Division of Youth Correction includes the State office and staff, The Board of Youth Corrections, the Regional managers and staffs, and the case managers.

**Purpose**      The Division Director and his staff supervise all aspects of Youth Corrections operations, provide training, set standards, certify programs, and conduct research. The Board of Youth Corrections, composed of appointed citizen volunteers, meets regularly throughout the State and provides oversight for the Division of Youth Corrections System.

In addition to his administrative responsibilities, the Director represents the Division in a variety of settings including: As a Division Director within the Department of Human Services, as a member of the Utah Council on Criminal and Juvenile Justice, etc.

## **Regional Offices/Case Management**

### **Purpose**

The Division has chosen to provide every youth, in the Division of Youth Corrections custody, an assigned case manager (62A-7-104 (12) UCA). These case managers have 24-hour on-call responsibility for Division of Youth Corrections youth and provide supervision and coordination of treatment plans. Case Managers also provide direct counseling services to youth and families and serve as liaison to the Juvenile Court.

### **Federal (Title IV-E) Match Rate Change**

The Division, along with other human services agencies and programs, has been impacted by the Federal Match Rate change in program funds. For FY 2002 there will be a 1.9 percent reduction in the amount of eligible costs that will be reimbursed. The Division will require an additional \$202,800 in General Funds to maintain the existing programs under the new rate.

### **Federal Medicaid Loss**

To replace funds that no longer will be provided under Medicaid due to eligibility changes (while maintaining the programs at current level) will require an additional \$868,000 in General Funds.

### 3.2 Alternatives to Institutionalization

**Recommendation** The State has been very effective at using alternatives to placing youth in institutional settings. The Analyst recommends a continuation budget for these programs.

	2000	2001	2002	Est/Analyst
<b>Financing</b>	<b>Actual</b>	<b>Estimated</b>	<b>Analyst</b>	<b>Difference</b>
General Fund	13,631,900	14,203,500	12,935,800	(1,267,700)
Federal Funds	203,600	162,200	162,200	
Dedicated Credits Revenue	(800)			
Youth Crime Victims Restitution	170,900			
Transfers - Commission on Criminal		88,300	88,300	
Transfers - Child Nutrition	119,800	133,600	133,600	
Beginning Nonlapsing	3,600			
<b>Total</b>	<u>\$14,129,000</u>	<u>\$14,587,600</u>	<u>\$13,319,900</u>	<u>(\$1,267,700)</u>
<b>Expenditures</b>				
Personal Services	8,610,900	8,621,300	8,263,400	(357,900)
In-State Travel	18,800	17,300	17,300	
Out of State Travel	3,200	3,000	3,000	
Current Expense	2,380,600	1,998,900	2,125,500	126,600
DP Current Expense	123,300	124,900	124,900	
Capital Outlay	7,500			
Other Charges/Pass Thru	2,984,700	3,822,200	2,785,800	(1,036,400)
<b>Total</b>	<u>\$14,129,000</u>	<u>\$14,587,600</u>	<u>\$13,319,900</u>	<u>(\$1,267,700)</u>
<b>FTE/Other</b>				
Total FTE			216	216
Vehicles		58	58	

**State Supervision** A component of the Juvenile Sentencing Matrix is a series of programs called State Supervision (in both the Courts and Youth Corrections). These programs are a part of the philosophy of earlier intervention to reduce deeper penetration of the system by youth.

In the past there has been question as to the duplication or overlap of such programs. The Analyst looked at those areas where the programs were most parallel and found little if any actual duplication. Antelope Island State Park, for example, has State Supervision youth from both the Juvenile Courts And the Division of Youth Corrections providing labor. The Total benefit to the Park, for a year, was the over 18,000 hours of labor. This would be the equivalent of 9.0 additional FTE (5.8 from Youth Corrections and 3.2 from Juvenile Court Restitution). In no case were the Youth from the two different programs on the same project.

**Juvenile Court/DYC Leadership Conference**

Last year extensive meetings between Juvenile Court and Youth Corrections officials and staff were held throughout the interim. They jointly have discussed the various issues related to State Supervision. Their discussion also included a review of the observations and recommendations made by the Legislative Auditor General.

**New Juvenile Records System**

One of the positive outcomes of those meetings was an agreement to upgrade the Juvenile Records System that they both use. Analysis of the current practice and forms was begun in January 1999 and new system design commenced in early 2000. A phased release is scheduled to be released beginning in July 2001.

**Recommendation for Joint Report**

In that most of the subcommittee members were not here to hear their earlier joint report on cooperation, records systems, etc., and since the last year has included major changes in how the joint records system will look in the future, the Analyst suggests that the Subcommittee may wish to hear their recommendations for system improvement in the future.

**Work Camps**

**Genesis**

House Bill 3, 1993 Second Special Session authorized the Division to set up Work Camps. House Bill 13, Supplemental Appropriations for Juvenile Reform (2nd Special Session, 1993) appropriated \$1,729,600 to establish such a program at the Lone Peak Facility of the Utah State Prison. The facility chosen was one converted from the Lone Peak Facility at Draper (formerly a part of the state prison complex). This facility houses 72 youths in a variety of program settings.

**Camp Strawberry**

Camp Strawberry began in June 1997. Youth are referred to the Camp Strawberry program by the Division of Youth Corrections or the Fourth District Juvenile Court Probation Department. Those youth placed in Camp Strawberry have to meet one of three conditions: 1) a youth who was on probation and had at least three weeks of work hours or restitution to complete, 2) a youth on probation with at least three weeks of post adjudicated work hours or restitution who was being placed in detention, or 3) a youth with a least three weeks of work hours or restitution who was in the custody of the Division of Youth Corrections.

Youth placed at Camp Strawberry, work with the US Forest Service in the Uinta National Forest removing and building fences, constructing trails, cleaning campgrounds, and rehabilitating streams. Currently this program is for girls 14 to 17 who are bused to Strawberry from Utah County.

**Elbow Ranch**

Heritage Youth Services established a year-round work program in central Utah called the Elbow Ranch, which is an alternative to detention and function to meet the needs of youth similar to those who benefit from Camp Strawberry.

## Observation and Assessment

### Purpose

The Division of Youth Corrections currently operates three regional Observation and Assessment Centers, located in Salt Lake City, Ogden and Springville. The new Farmington and Provo youth facilities also include O&A beds. These programs provide short-term (60-day) assessment and treatment planning in a residential setting. Observation and assessment youth receive complete psychological, educational and physical assessments to help recommend appropriate future placement to Juvenile Court Judges.

The 1999 Legislature included the following Intent language in the Appropriations Act regarding O & A programming:

*"It is the intent of the Legislature that the Observation and Assessment process be completed, insofar as possible, within 60 days of a youth offender's commitment to the Division of Youth Corrections for such a placement pursuant to UCA 78-3a-118(e)"*

The Division should report on implementation of this language. The Analyst notes that in interviews with juvenile judges, the O&A program is the one mentioned as a very meaningful input to judicial decisions.

Currently the program includes approximately 75 youth (as of 11/28/00).

### Sexual Offender Treatment

The Analyst is convinced that the early intervention in juvenile sex offenders careers is a cost effective public policy. Early intervention with treatment for youthful sex offenders can save lives, reduce victimization, and reduce long term costs to the State.

Utah, and particularly the Utah Juvenile Justice agencies, have been particularly active in setting protocols and standards for the treatment of Juvenile sex offenders.

The sub-committee should hear a report by the division on the current programs to treat juveniles who have been involved as perpetrators in sexual offenses.

## 3.3 Alternatives to Detention

### Purpose

The Division has developed a package of alternatives to detention. These Alternatives use General funds and matching pass through funds from Federal grants in the Criminal Justice Commission.

Some of the elements of this effort are:

- ▶ Day/night Reporting Centers
- ▶ Home Detention

- ▶ Detention Diversion
- ▶ Electronic Monitoring

**Home Detention**

"Home Detention" is a pre-dispositional alternative to "Secure Detention" that involves the short-term control and supervision of juveniles in their own homes or those of surrogates. Youth, who otherwise would be held in secure detention, are supervised in the community pending disposition of their charges by the Juvenile Court. They receive daily supervision by counselors who make unannounced contacts and who provide support not only to the youth but also to parents, school personnel, and probation officers or caseworkers.

Home detention is operated from eight detention centers statewide.

The increasing use of home detention has a beneficial impact on the demand for the more expensive secure detention facilities built and operated entirely at State expense.

**Diversion Programs**

For the last several years the Division has used Federal funds from the Juvenile Accountability Incentive Block Grant (JAIBG) program to provide alternatives for youth. These alternatives keep the youthful offenders out of expensive state facility beds. Growth in the delinquent youth population in the Community Alternatives programs has averaged over 13 percent necessitating an increase in funding for these contracts. Total requirements for continuing the alternative programs will be:

Community Alternatives Contracting (In addition to \$689,500 in Federal Title XIX Funds)	\$ 3,693,900
Day/night reporting centers and Electronic monitoring	415,000
Out of State Placements	1,100,000
Rural home detention and Electronic monitoring	<u>400,000</u>
<b>TOTALS</b>	<b>\$5,608,900</b>

### 3.4 Institutional Care

**Recommendation** The Analyst recommends a continuation budget for institutional programs.

	2000	2001	2002	Est/Analyst
<b>Financing</b>	<b>Actual</b>	<b>Estimated</b>	<b>Analyst</b>	<b>Difference</b>
General Fund	28,130,300	31,740,000	32,740,400	1,000,400
Federal Funds	32,900	32,900	27,700	(5,200)
Sale of Fixed Assets	700		60,100	60,100
Dedicated Credits - Land Grant	33,400	34,000		(34,000)
Transfers - Other Funds	40,000	40,000		(40,000)
Transfers - Commission on Criminal		152,600		(152,600)
Transfers - Medicaid			40,000	40,000
Transfers - Child Nutrition	386,900	477,300	460,800	(16,500)
Other Financing Sources	25,400	25,000		(25,000)
<b>Total</b>	<b>\$28,649,600</b>	<b>\$32,501,800</b>	<b>\$33,329,000</b>	<b>\$827,200</b>
<b>Expenditures</b>				
Personal Services	16,181,900	19,809,400	20,594,100	784,700
In-State Travel	79,500	73,800	71,700	(2,100)
Out of State Travel	8,000	7,300	7,300	
Current Expense	11,959,000	12,191,900	11,956,600	(235,300)
DP Current Expense	417,100	419,400	411,100	(8,300)
DP Capital Outlay	4,100			
Capital Outlay			288,200	288,200
<b>Total</b>	<b>\$28,649,600</b>	<b>\$32,501,800</b>	<b>\$33,329,000</b>	<b>\$827,200</b>
<b>FTE/Other</b>				
Total FTE	440	554	554	(0)
Vehicles		43	43	

**Purpose** Institutional care represents the variety of facilities and programs that include some level of institutional or restricted living. These include:

- ▶ Youth Detention
- ▶ Secure Facilities
- ▶ Multi-use Facilities

**Delinquency** Youth in the secure facilities of the State tend to be those with the most advanced criminal histories.

**Summary** In 1989, legislative changes broadened the Division of Youth Corrections responsibilities to include the administration and operation of all Juvenile Detention centers (as well as retaining the services to post-adjudicated youth). These facilities provide short-term detention for pre-adjudicated youth. Secure Detention is the classical secure facility for youths, which the public usually equates to the adult jail.

Typically growth in demand for beds, as in the last decade, has included double bunking and additions to existing facilities. Often, and certainly in the case of Youth Corrections Facilities, the support facilities, such as kitchens and common use spaces) may not be enlarged or significantly modified to accommodate the extra population being absorbed by these additions. This under design of the support facilities can and does add to the problems of staff in addition to the raw increase in numbers under supervision.

Institutional programs are designed to provide security and term treatment for those youths awaiting adjudication or that the Juvenile Court believes cannot be safely maintained in the community. These facilities offer security and a diversity of therapeutic and educational programming designed to impact criminal thinking and antisocial behavior.

The Analyst notes that new facilities tend to be multi-purpose (detention/O & A/Secure) mixes rather than single purpose as in the past.

**New Facilities:**

**Washington County Youth Crisis Center**

The addition of 26 beds to the Washington County Youth Crisis Center will add 14 FTE to the staffing and an additional cost of \$303,800 in General Funds for the initial 4 months of operations. These costs include new staff and related operational costs. No new administrative costs are needed or included.

**Central Utah (Richfield) Youth Facility**

Costs for the new 32 bed Youth Corrections Facility in Richfield will be covered by shifting the budget from the existing facility and adding \$910,000 in General Funds (due to an increase in capacity) for full year operations.

**Existing Facilities**

Name	Beds	Type	Operations	Comments
Millcreek	102	Secure	State	New addition opened FY 2001, 30 currently being refurbished.
Decker Lake	56	Secure	State	
Wasatch	56	Secure	State	Females, Sex offenders, Transition
Southwest	10	Detention	State	
	10	Secure		
Slate Canyon	38	Detention	State	
	32	Secure		
Farmington Bay	18	O&A	Private	
	18	Secure		
	24	Detention		
Weber Valley	34	Detention	State	
Salt Lake	160	Detention	Private Contractor	Largest in our system
6 Rural Multiuse	66	Detention	State	Share facility with Shelter care Cache,Canyonlands,St.George,Richfield,Uintah Basin

**Vehicles** To provide transportation of youth in off-site programs at the seven rural centers, the Analyst recommends a one-time supplemental of \$126,000 in General Funds.

**Privatized Facility COLA (Cost of Living Adjustment)** The Division contracts for management and operation of two large youth facilities. Those contracts call for COLA increases for employees (4 percent in Salt Lake and 3 percent for Farmington). Cost for the COLA increase for FY 2002 would be \$201,000 in General Funds. Similar COLA requests are being presented in the Health and Human Services Subcommittee. It should be noted that the Legislature is not mandated to fund these COLAs.

**Utilization** The Division facilities show the following utilization (sample day of 11/28/00):

Community programs	632
Home detention	177
Detention	70
Out of State	46
Secure Youth Facilities	202

### 3.5 Receiving Centers

**Recommendation**

The Analyst recommends a continuation budget for these centers.

	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>Est/Analyst</b>
	<b>Actual</b>	<b>Estimated</b>	<b>Analyst</b>	<b>Difference</b>
<b>Financing</b>				
General Fund	1,702,900	1,982,600	1,798,600	(184,000)
Federal Funds	70,500	182,500	169,800	(12,700)
Transfers - Other Funds	4,700			
Transfers - Youth Corrections	772,800	400,000		(400,000)
Beginning Nonlapsing			400,000	400,000
<b>Total</b>	<u>\$2,550,900</u>	<u>\$2,565,100</u>	<u>\$2,368,400</u>	<u>(\$196,700)</u>
<b>Expenditures</b>				
Personal Services	1,735,800	1,756,300	1,715,300	(41,000)
In-State Travel	5,500	5,300	5,300	
Out of State Travel			2,000	2,000
Current Expense	674,900	675,100	595,800	(79,300)
DP Current Expense	56,300	50,000	50,000	
Other Charges/Pass Thru	78,400	78,400		(78,400)
<b>Total</b>	<u>\$2,550,900</u>	<u>\$2,565,100</u>	<u>\$2,368,400</u>	<u>(\$196,700)</u>
<b>FTE/Other</b>				
Total FTE	47	47	47	
Vehicles		6	6	

**Purpose**

The concept of the receiving center is to reduce the hours law enforcement use in holding youth while they find placements for youth who have been picked up. The officers bring in the youth, drop them off, and are back on the road in a relatively short time. Typically a receiving center will include staff from a variety of agencies, which may have services and facilities for the youth brought in and make the determination as to who will “get” the youth for what services. The existing centers have broad support from local law enforcement officials.

### 3.6 Out of State Placements

**Recommendation**

In the 1999 General Session, the Legislature chose to make this budget category a separate line item in the Youth Corrections Budget. To facilitate the budget process during a year of extreme fiscal stress, the 2000 Legislature combined the various programs into a single line item.

The Analyst recommends a continuation budget for this program.

	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>Est/Analyst</b>
	<b>Actual</b>	<b>Estimated</b>	<b>Analyst</b>	<b>Difference</b>
<b>Financing</b>				
General Fund	3,823,000	2,359,400	2,359,400	
Federal Funds	77,500	39,300	39,300	
Transfers - Commission on Criminal		1,000,000		(1,000,000)
<b>Total</b>	<u>\$3,900,500</u>	<u>\$3,398,700</u>	<u>\$2,398,700</u>	<u>(\$1,000,000)</u>
<b>Expenditures</b>				
Other Charges/Pass Thru	<u>3,900,500</u>	<u>3,398,700</u>	<u>2,398,700</u>	<u>(1,000,000)</u>
<b>Total</b>	<u>\$3,900,500</u>	<u>\$3,398,700</u>	<u>\$2,398,700</u>	<u>(\$1,000,000)</u>
<b>FTE/Other</b>				
Total FTE	6	6		(6)

**Purpose**

The Division has used out-of-state placements to send youth to specialized facilities in other states. Decisions relating to such assignments have focused on unique program offerings and youth needs matches, management considerations (such as isolating gang members), and the relative costs of such assignments compared to bed availability and construction schedules for in state facilities.

**Need for Review of Criteria**

With the number of new beds now coming on line for the Division, the Analyst suggests that the sub-committee and the Division review the need for, and criteria used in out of state placements of youth.

### 3.7 Community Alternatives

**Recommendation** The Analyst recognizes the increased pressure on all of the programs of the Division. This program was also a separate line item until last year. The Analyst recommends a continuation budget for this program.

	2000	2001	2002	Est/Analyst
	Actual	Estimated	Analyst	Difference
<b>Financing</b>				
General Fund	11,099,600	12,158,100	11,781,600	(376,500)
Federal Funds	1,127,800	676,400	676,400	
Dedicated Credits Revenue	2,798,700	2,337,300	2,337,300	
Youth Crime Victims Restitution	329,100	500,000	500,000	
Transfers - Within Agency	216,600			
Transfers - Human Services	10,207,500	11,483,400		(11,483,400)
Transfers - Other Funds			10,778,700	10,778,700
Beginning Nonlapsing	851,200			
Closing Nonlapsing	(800)			
<b>Total</b>	<u>\$26,629,700</u>	<u>\$27,155,200</u>	<u>\$26,074,000</u>	<u>(\$1,081,200)</u>
<b>Expenditures</b>				
Personal Services	500			
In-State Travel	100	100	100	
Out of State Travel	11,700	11,600	11,600	
Current Expense	362,600	362,700	304,800	(57,900)
Other Charges/Pass Thru	26,254,800	26,780,800	25,757,500	(1,023,300)
<b>Total</b>	<u>\$26,629,700</u>	<u>\$27,155,200</u>	<u>\$26,074,000</u>	<u>(\$1,081,200)</u>
<b>FTE/Other</b>				

**Purpose** Community-based residential and nonresidential programs and services include: group homes, proctor advocates, foster care, alternative education, clinical treatment, tracking, vocational training and career development.

**Legislative Intent** The Legislature has, for the last several years, indicated that community based alternatives are the preferred method of dealing with youthful offenders. The Legislature approved the following language which was included in the Appropriations Act of the 1999 General Session:

*“It is the intent of the Legislature that the Division of Youth Corrections continue too and wherever possible increase the utilization of community based alternatives to secure incarceration of youth in the custody of the Division.”*

*"Utah's approach to rehabilitation using the Community Based Alternative System has been demonstrated, through independent research, to provide effective treatment to youth as well as cost benefits and protection to the citizens of the State through reduced recidivism and reduction of severity of crimes for those youth who do recidivate."*

*"The Legislature recognizes the national prominence of the Division's approach and expressly directs the Division to actively pursue additional Community Alternatives and strengthen those which are currently in effect."*

The Division has attempted to give program priority to alternatives in spite of pressures to shift to more incarceration of youth.

The Analyst recommends that this language be continued for the FY 2002 Appropriation Act.

**Rate increase for private providers**

The State Budgetary Procedures Act (Section 63-38-2, UCA) makes special provisions for certain Divisions within Human Services and Health to have the Governor include a separate recommendation for funds for contracting agencies. The Division of Youth Corrections is not included in this statutory requirement. In the 1999 Legislative session, however, the following intent language was included:

*"It is the intent of the Legislature that the Division of Youth Corrections pursue the goal of applying as much budgetary flexibility as is fiscally prudent within its existing General Fund appropriation to grant a rate increase for private community-based providers."*

The subcommittee may wish to include this language again for FY 2002.

### 3.8 Youth Parole Authority

**Recommendation** The Analyst is recommending a continuation budget for this program.

	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>Est/Analyst</b>
	<b>Actual</b>	<b>Estimated</b>	<b>Analyst</b>	<b>Difference</b>
<b>Financing</b>				
General Fund	204,800	231,500	386,500	155,000
Federal Funds	16,700	18,300	17,900	(400)
Beginning Nonlapsing			1,100	1,100
<b>Total</b>	<u>\$221,500</u>	<u>\$249,800</u>	<u>\$405,500</u>	<u>\$155,700</u>
<b>Expenditures</b>				
Personal Services	194,300	213,300	369,000	155,700
In-State Travel	14,900	17,200	17,200	
Out of State Travel	1,800	1,800	1,800	
Current Expense	10,300	17,300	17,300	
DP Current Expense	200	200	200	
<b>Total</b>	<u>\$221,500</u>	<u>\$249,800</u>	<u>\$405,500</u>	<u>\$155,700</u>
<b>FTE/Other</b>				
Total FTE	4	4	5	1

**Purpose** Youth committed to the secure facilities of the Division of Youth Correction come under the jurisdiction of the Youth Parole Authority. The Parole Authority is a citizen board and acts independently of the Division administration. The Youth Parole Authority is a separate line item in the budget.

**Recommendation** The Analyst recognizes the close and continuing relationship the board necessarily must have with the Division. Because of the unique and quasi-judicial nature of the Authority’s function and authority, the Analyst recommends returning the Authority to a separate line item. Anticipating such a move the Analyst has shown an additional FTE in this budget and reduced the Division by one FTE.

## 4.0 Tables-Division of Youth Corrections

### 4.1 Funding History

	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
<b>Financing</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Estimated</b>	<b>Analyst</b>
General Fund	42,938,500	45,475,000	61,832,500	68,786,200	68,224,800
Federal Funds	56,500	918,700	2,301,100	1,862,500	1,839,700
Dedicated Credits Revenue	(500)	448,300	2,834,300	2,337,300	2,337,300
Sale of Fixed Assets	42,700	69,700	700		60,100
Dedicated Credits - Land Grant			33,400	34,000	
Youth Crime Victims Restitution			500,000	500,000	500,000
Transfers - Child Nutrition	454,100	507,800	506,700	610,900	594,400
Transfers - Commission on Criminal	431,700	1,046,200	4,704,500	1,519,400	366,800
Transfers - Human Services			10,207,500	11,483,400	
Transfers - Interagency	17,700		144,800		
Transfers - Medicaid	1,244,700	1,391,200	1,964,600	1,950,000	1,934,900
Transfers - Other Funds	117,800	81,100	44,700	40,000	10,778,700
Transfers - Within Agency			216,600		
Transfers - Youth Corrections			772,800	400,000	
Other Financing Sources			25,400	25,000	
Beginning Nonlapsing	400,000	2,526,800	1,367,800		401,100
Closing Nonlapsing	(2,800,500)	(1,366,700)	(800)		
<b>Total</b>	<b>\$42,902,700</b>	<b>\$51,098,100</b>	<b>\$87,456,600</b>	<b>\$89,548,700</b>	<b>\$87,037,800</b>
<b>Programs</b>					
Administration/Case Management	7,500,400	9,532,200	11,375,400	9,090,500	9,142,300
Community Alternatives			26,629,700	27,155,200	26,074,000
Out of State Placements			3,900,500	3,398,700	2,398,700
Institutional Care	24,433,300	26,696,800	28,649,600	32,501,800	33,329,000
Youth Parole Authority			221,500	249,800	405,500
Alternatives to Institutional Care	9,581,600	12,737,800	14,129,000	14,587,600	13,319,900
Youth Receiving Centers	1,387,400	2,131,300	2,550,900	2,565,100	2,368,400
<b>Total</b>	<b>\$42,902,700</b>	<b>\$51,098,100</b>	<b>\$87,456,600</b>	<b>\$89,548,700</b>	<b>\$87,037,800</b>
<b>Expenditures</b>					
Personal Services	25,587,100	28,989,900	33,169,400	36,968,300	37,559,900
In-State Travel	190,300	205,000	243,500	241,300	230,500
Out of State Travel	26,100	47,000	53,500	52,500	54,400
Current Expense	14,391,900	16,383,500	19,347,300	16,871,200	16,649,500
DP Current Expense	1,007,300	1,264,100	922,200	894,400	886,100
DP Capital Outlay	20,900	5,100	27,000		
Capital Outlay	69,300	92,800	25,000		288,200
Other Charges/Pass Thru	1,609,800	4,110,700	33,668,700	34,521,000	31,369,200
<b>Total</b>	<b>\$42,902,700</b>	<b>\$51,098,100</b>	<b>\$87,456,600</b>	<b>\$89,548,700</b>	<b>\$87,037,800</b>
<b>FTE/Other</b>					
Total FTE	705	799	630	744	955
Vehicles				131	131

**4.2 Federal Funds**

		<b>FY 2000 Actual</b>	<b>FY 2002 Estimated</b>	<b>FY 2003 Request</b>
<b>Administration</b>	Federal	772,100	750,900	750,900
	State	306,100	299,700	317,500
	<b>Total</b>	<b>1,078,200</b>	<b>1,050,600</b>	<b>1,068,400</b>
<b>Alternatives to Institutional Care</b>	Federal	203,600	162,200	162,200
	State	264,000	264,800	280,500
	<b>Total</b>	<b>467,600</b>	<b>427,000</b>	<b>442,700</b>
<b>Institutional Care</b>	Federal	1,644,300	2,390,600	2,335,200
	State	0	0	0
	<b>Total</b>	<b>1,644,300</b>	<b>2,390,600</b>	<b>2,335,200</b>
<b>Youth Receiving Centers</b>	Federal	70,500	182,500	182,500
	State	27,900	72,900	77,200
	<b>Total</b>	<b>98,400</b>	<b>255,400</b>	<b>259,700</b>
<b>Out of State Placements</b>	Federal	77,500	39,300	39,300
	State	30,700	15,700	16,600
	<b>Total</b>	<b>108,200</b>	<b>55,000</b>	<b>55,900</b>
<b>Youth Parole Authority</b>	Federal	16,700	18,300	18,300
	State	6,600	7,300	7,700
	<b>Total</b>	<b>23,300</b>	<b>25,600</b>	<b>26,000</b>
<b>Totals</b>	Federal	2,784,700	3,543,800	3,488,400
	State	635,300	660,400	699,500
	<b>Total</b>	<b>3,420,000</b>	<b>4,204,200</b>	<b>4,187,900</b>

Note: The Federal total shown reflects both direct funding and federal funds passed to Division of Youth Corrections from other agencies.