



UTAH DIVISION
OF JUVENILE JUSTICE
SERVICES

STRATEGIC
PLAN

2018-2021



State of Utah

GARY R. HERBERT
Governor

SPENCER J. COX
Lieutenant Governor

DEPARTMENT OF HUMAN SERVICES

ANN SILVERBERG WILLIAMSON
Executive Director

DIVISION OF JUVENILE JUSTICE SERVICES

SUSAN V. BURKE
Director

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Deputy Director

August 2018

I am pleased to present the Strategic Plan for the Division of Juvenile Justice Services. This plan reaffirms the division's focus to promote community safety by helping youth lead productive law-abiding lives. The goals outlined in this document will remain fluid over time to reflect progress as it is made.

This strategic plan builds on a variety of transformations made to the juvenile justice system over recent years, while keeping fiscal and operational issues at the forefront. It is our hope that this shared vision of building community partnerships, making the most of existing resources, and enhancing public safety will become shared goals. Measuring progress and outcome evaluation are in place to continue steps in the right direction, with adjustments made along the way to ensure the end goal is met.

The employees within our division share in the efforts of our administrative team as we push this effort forward together. Through attracting and maintaining a diverse and motivated workforce, our aim to build a stronger, healthier and more productive organization is possible. They are to be commended for their commitment to providing quality services to the youth sent our way, and we could not do this work without them.

This plan also provides an effective, data-driven continuum of care for those over whom we have supervision. We will ensure programs and facilities promote safety, encourage healthy personal development and support teaching practical skills. Additionally, programs will continue to be available after youth return to their communities. Successful reintegration into neighborhoods is at the forefront of our efforts, with the goal to provide support through services and positive healthy relationships.

Thank you for your interest in the Strategic Plan. We welcome input and strive to achieve common goals with the assistance of involved stakeholders such as yourself.

Sincerely,

A handwritten signature in cursive script that reads "Susan Burke".

Susan Burke
Director
Utah Division of Juvenile Justice Services

AN OVERVIEW OF THE DIVISION

The Utah Division of Juvenile Justice Services (JJS) resides within the Utah Department of Human Services, and provides a variety of residential and non-residential services for at-risk and delinquent youth. On any given day across the state, JJS supervises youth in juvenile detention centers, early intervention programs, and JJS custody programs, which include community placements, and long-term secure care facilities. Across the division, programs have been developed to help youth discover skills and behaviors that might minimize future problems. Youth also receive educational and vocational opportunities while involved with the division.

OUR MISSION

To be a leader in the field of juvenile justice by changing young lives, supporting families and keeping communities safe.

OUR PHILOSOPHY

The Balanced and Restorative Justice Model is a philosophy of correctional care that emphasizes three equally important principles:

Community Protection

The public has a right to a safe and secure community. Youth also have the right to be safe while in the custody of the Division of Juvenile Justice Services.

Accountability

When a crime occurs, a debt is incurred. Youth must be held accountable for their actions and to restore the victim's losses. JJS will be held accountable for the efficacy of the services provided to youth.

Competency Development

Youth should leave the system more capable of productive participation in conventional society than when they entered.

THE STRATEGIC GOALS

In 2017, the Juvenile Justice Amendments Bill was passed during the Utah General Legislative Session. The bill is a package of policies designed to promote public safety, hold juvenile offenders accountable, control costs, and improve outcomes by strengthening early intervention and diversion, reserving use of detention for youth who pose the highest risk to public safety.

As a result, the Division of Juvenile Justice Services (JJS) implemented broad reforms to keep low-risk youth out of the system by providing more early intervention services, with an emphasis on engaging families in the treatment process. In addition to the division's reforms, in the Utah 2018 General Legislative Session, JJS was charged with creating a comprehensive strategic plan which strives to achieve its goals through operational efficiency and effectiveness.

The goals and objectives in this three-year plan incorporate the identified target of improving the outcomes for youth and families involved with the division. Furthermore, it enhances the mission of the Department of Human Services (DHS) to strengthen lives by providing children, youth, families and adults individualized services to safely thrive in their homes, schools, workplaces and communities.

The strategic plan outlines three main goals. Below each goal are specific, measurable objectives and strategies to advance each goal by June 30, 2021.

- Goal One** Improve overall efficiency by streamlining operations, building community partnerships and maximizing existing resources.

- Goal Two** Attract, develop and maintain a diverse, motivated and highly skilled workforce.

- Goal Three** Operate programs and facilities that promote skill acquisition, healthy development and youth and staff safety.

Goal One

Improve overall efficiency by streamlining operations, building community partnerships and maximizing existing resources.

The rate of youth success after leaving the juvenile justice system is one measure of the division's effectiveness. Traditionally, JJS has defined "success" as youth being misdemeanor or felony free within a period of time after leaving custody. However, the division also wants youth to leave with better skills than when they entered by reducing their risk to reoffend, which will help them be successful as they transition.

A legislative audit of the division presented during the 2018 General Legislative Session identified the increasing cost to serve juveniles in the system and recommended closer monitoring and reporting of these costs, as well as other measures to control costs. Juvenile justice agencies have a responsibility to tailor responses to address the complex needs of adolescents engaged in delinquent behavior. Research indicates that the most effective approaches are delivered in the least restrictive environment, and are responsive to the needs of the youth and the family.¹ The Department of Human Services is focused on ensuring that services are provided close to a youth's home. These approaches must be responsibly balanced against fiscal pressures and the acknowledgement that fixed costs to operate an effective system cannot be avoided regardless of the number of youth served. Where opportunities exist, the division will seek out new partnerships to maximize resources and will continue to strengthen existing partnerships.

Objectives

1. Increase by 25% the success rate of youth involved in JJS custody programs by 2021.

Lead: Executive Management Team

JJS will accomplish the 25% success rate, defined by a reduction in risk to reoffend, by providing evidence based services with fidelity to youth in custody. The foundation for this approach is the Risk, Need and Responsivity (RNR) model, which was developed by social psychologists and is backed by decades of research.² The model relies on three equally important principles to guide the assessment and treatment of delinquent youth to advance their rehabilitative goals.³

Risk Principle: Treatment and supervision should align with a youth's risk to reoffend.

Need Principle: Programs should target dynamic risk factors linked to delinquent behavior.

Responsivity Principle: Services and worker's style should match a youth's characteristics and learning style.

¹ Andrews, D. A., & Bonta, J. (2017). *The Psychology of Criminal Conduct* (6th ed.). New York: Routledge

²Ibid.

³ Andrews, Bonta, & Wormith, *The Recent Past and Near Future of Risk and/or Need Assessment*. *Crime & Delinquency*, 52(1), 7-27, (2006).

JJS is focused on gaining additional capacity to serve youth and families by eliminating redundancies in service access and creating one plan for treatment and supervision. This freed up capacity will enable the division to focus on more intensive in-facility treatment services and to broaden community support services for youth transitioning home and back to the community.

2. Establish annual targets for efficiency in division operations, while still achieving quality outcomes by streamlining services and seeking partnerships and contracts from community providers.

Lead: Director, Administrative Services Bureau

As a result of juvenile justice reform, there is an expectation that JJS will continue to see a decrease of youth in detention and custody programs. Workload analysis will be conducted on all programs and facilities to examine staffing patterns, utilization rates, service delivery, and spending. These analyses will be used to identify opportunities for greater efficiency and increased partnerships with other service providers, as well as set target goals. Amended provider contracts will have incentives tied with having youth complete programs within 90 days. Any savings realized will be identified for system reinvestment in support of reform.

3. Publish on the JJS website a public-facing performance dashboard that reports on costs per juvenile, recidivism rates for programs, and other related demographic data by August 1, 2018.

Lead: Research and Evaluation Bureau

During the 2018 General Legislative Session, JJS was charged with developing a performance dashboard by August 1, 2018. The division will report on the aggregate cost per juvenile, and cost per juvenile in both urban and rural settings in Early Intervention Services, Detention, and JJS custody programs, which include Secure Care and Community Placements. In addition, the dashboard will track and report on the two-year combined felony-misdemeanor recidivism rate for youth in custody. The division will report on these measures quarterly. This will replace the current data represented on the Department of Human Services' website.

Goal Two

Attract, develop and maintain a diverse, highly skilled and motivated workforce.

Every agency should have a strategic recruitment plan to hire and maintain the most qualified workforce. In 2016, the division made recruitment more efficient and effective by streamlining the application process, which allows a quicker turnaround for qualified candidates to be hired. JJS is working with the Department of Human Resource Management (DHRM) on a recruiting and retention plan to ensure the most competent and diverse employees are hired. In addition, JJS is working with the Council of Juvenile Correctional Administrators on a national recruiting and retention toolkit that incorporates research and best practice to guide agencies in hiring employees who can best assist youth to attain their treatment goals.

Objectives

1. Decrease the job turnover rate for direct care staff to 16% by July 2021.

Lead: Department of Human Resource Management (DHRM) and Public Information Officer

It is not only necessary to recruit qualified employees, but essential to retain staff and keep them motivated while they are with JJS, which will improve morale and safety in facilities. The division has experienced an average 32 percent turnover rate for direct care staff in the last three years. The division's goal is to reduce this to 16 percent by 2021. Staff departures from detention and secure care facilities can increase the risk of serious incidents. Furthermore, staff turnover is costly. Not only is more training required, but when systems are stressed, more employees require overtime to fill uncovered shifts. This situation can lead to staff burnout and can increase the chance that employees will leave their positions or encounter decreased morale. JJS will develop a new recruitment and retention strategy to identify individuals who are most likely to succeed in a dynamic and demanding environment. Staff will be provided structured training to prepare them to work effectively with youth. Staff ratios will be lowered so staff can focus their work on youth development in a safer environment. The division will also develop a career ladder plan for direct care staff. Combined, these efforts should result in decreased staff turnover.

2. Ensure that equity, diversity and inclusion are valued and promoted across JJS in meaningful ways to become an employer of choice.

Lead: Program Directors and Training Director

Employees need to understand the importance of diversity and inclusion, and know they are valued, respected and have opportunities to thrive in the workplace. The JJS leadership team will ensure that equity, diversity and inclusion are promoted throughout the division. Each employee will receive the

necessary training to help create an equitable place of employment. Training will include the importance of recognizing youth identities and will encompass inclusive practices with youth, families and employees. Additionally, the division will create youth councils in each facility to ensure voices of youth are sought out and heard at all levels of program planning including, development, implementation and evaluations.

3. Assess the organizational health of the division by partnering with the Department of Human Resources Management (DHRM) to implement survey tools and to develop structured responses for improvement.

Lead: DHRM and Public Information Officer

An organizational health index helps agencies assess the underlying mindsets and behaviors that impact employee performance. With the assistance of DHRM, JJS will establish a baseline index and work to improve upon that index annually. The index consists of surveys and assessments that will allow the division to assess the culture of the workplace and make needed changes. These tools include new-hire surveys and exit surveys to measure what motivates employees to come to the Division and reasons behind their departure. There are also surveys to measure employee engagement and satisfaction.

Goal Three

Operate programs and facilities that promote safety, healthy development and skill acquisition for youth involved with JJS.

To meet the demands of juvenile justice reform, it is necessary to have facilities that foster enhanced family connections, are trauma responsive and provide access to a broad array of supportive services. JJS believes that having facilities with natural light, interactive spaces, and homelike settings will result in better outcomes for youth, will strengthen family relationships, and will support safer communities. In addition, the division has a responsibility to provide safe, secure and therapeutic environments for youth in its care and custody. A recent evaluation of the division's secure care facilities by the Council of Juvenile Correctional Administrators found areas for improvement.

Objectives

1. Reduce the number of youth in custody assaults 15% by July 2021.

Lead: Program Directors, Training Director

As a result of recent juvenile justice reform, which aimed to keep low-risk youth out of the system, detention and secure care facilities have largely stopped receiving youth with a low risk to reoffend. Facilities are seeing a greater concentration of youth who have high criminogenic needs and more youth with behavioral health issues. This population requires more intensive supervision and a concentrated focus on treatment. In FY 2017, assaults averaged 22 per quarter and use of force averaged 39 per quarter. In the first quarter of FY 2018, there were 27 assaults and 48 incidents of use of force. In 2018, the division implemented a data dashboard system that allows the division and public to view these types of incidents. JJS will continue to monitor and train all facility staff in Integrated Crisis Response, and will implement the recommendations by the Council of Juvenile Correctional Administrators to improve facility operations and strengthen safety and security. The division will also implement a behavioral modification system in detention and secure care facilities by December 2018. This system will guide staff in developing a structured response to a youth's behavior, through both incentives and sanctions. Research demonstrates that when responses are applied appropriately, there is increased motivation for a youth to change behavior which should decrease incidents.⁴ Finally, the division will re-evaluate current

⁴ Andrews, D. A., & Bonta, J. (2017). *The Psychology of Criminal Conduct* (6th ed.). New York: Routledge.

Gendreau, P. (1996). Principles of Effective Intervention With Offenders. In A. Harland, *Choosing Correctional Options That Work: Defining the Demand and Evaluating the Supply* (pp. 117-130). Thousand Oaks: Sage Publications.

Mathys, C. (2017). Effective components of interventions in juvenile justice facilities: How to take care of delinquent youth? *Children and Youth Services Review*, 319-327.

staff-to-youth ratios in residential facilities to identify a ratio that will support increased staff and youth engagement

2. By July 2019, train 100% of direct care staff, clinicians and case managers in cognitive behavioral treatments, working with youth with mental health disorders and suicidal behaviors, and responding to youth behaviors in a trauma-informed manner.

Lead: Deputy Director and Clinician Supervisors and/or Medical Director

Research has shown that cognitive based strategies have been used successfully to divert long-term consequences of problem behaviors in delinquent youth. Furthermore, studies have shown that programs implemented with juvenile offenders were associated with a reduction in recidivism. The division will contract with curricula and training experts in the implementation of cognitive behavioral treatments. A program specialist will be designated to support implementation fidelity and evaluation. In addition, all staff will complete mandatory training on effective strategies for working with youth with mental health disorders in a correctional setting. In 2016, the division partnered with the National Center for Mental Health and Juvenile Justice as a learning site for a newly designed mental health curriculum for juveniles. This training will be paired with suicide prevention training and be required of all staff. Finally, the division is committed to integrating trauma-informed concepts in all training curricula, broadening staff's understand of how a trauma history can influence a youth's behavior.

3. By July 2019, expand vocational services to youth in JJS custody and by July 2020 fully implement post-secondary programming at each secure care facility.

Lead: Program Directors, Education Liaison

Every youth in state custody should have the same vocational and educational opportunities as local high schools offer to each student. Education and employment can help youth succeed upon release from custody. Research has shown that youth who were incarcerated and attended school regularly following release were arrested for significantly less serious offenses compared to youth who did not attend school regularly.⁵ JJS will partner with the State Board of Education, with local colleges and employment offices, and with the Department of Workforce Services, to ensure that each youth in custody has the best opportunity for success. JJS will continue to implement the Second Chance Act Grant provided by the Office of Juvenile Justice and Delinquency and Prevention (OJJDP) to strengthen transition services for youth leaving custody. Each youth released from secure care will be provided with a robust and realistic transition plan that properly prepares them for adulthood. Every youth will also earn a minimum of two work-based certifications.

⁵ Blomberg, T. G., Bales, W., Mann, K., Piquero A. R., & Berk, R. A. (2011). Incarceration, education and transition from delinquency. *Journal of Criminal Justice*, 39,(4).

4. Establish collection methods to measure youth and family engagement by July 2019.

Lead: Program Directors

JJS currently has very few methods to measure youth and family engagement during and after care. The division will establish quantitative and qualitative collection methods to determine a baseline for improvement. Family engagement is an important part of a child's recovery.⁶ Increased family engagement can result in better outcomes for the youth being served and can improve the dynamic between the family and the youth. The division will work to strengthen family engagement by ensuring they are informed of the court process at the time they enter the system. For families involved with early intervention services, that includes ensuring there are appropriate evidence-informed interventions in place to achieve desired outcomes and working with families to achieve meaningful skills through the life of the case. For families involved with JJS custody programs, that includes more involvement with Child & Family Team Meetings, implementing evidence-based practices to fidelity, and having an easily understood "roadmap" for youth and families about their plan.

5. Ensure that all materials involving youth and families are written in plain language and adhere to Graphic Standards by July 2020.

Lead: Public Information Officer

Public documents and any other documents involving a youth should be easy to understand. Throughout the division, some policies, forms, brochures, legal documents and transition plans have at times been found to be difficult to understand. When documents are too complicated, it can be overwhelming to understand how the "system works" and how to help the youth being served. The division's Public Information Officer will work to make changes to all JJS documents and brochures, rewording them so that families can better understand division operations. The Public Information Officer will also work with facility staff to create videos and/or slide shows to be shown in JJS's facilities and on the JJS website.

6. By June 30, 2019, identify and prioritize needed infrastructure improvements in each facility to reduce risk of harm and support positive youth development as budgets allow.

Lead: Director of Administrative Services

The division will create a JJS Capital Improvement Plan and Facilities Master Plan to address critical facility needs so that youth and staff can live and work in safe, secure and trauma-sensitive environments. Before each capital improvement project, JJS will conduct research and analysis to ensure that the project aligns with the goals of DHS. JJS will follow State Building Board practices, and when a total cost of investment methodology exists,⁷ JJS will apply that methodology.

⁶ Development Services Group, Inc. 2018. "Family Engagement in Juvenile Justice." Literature review. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention.

<https://www.ojjdp.gov/mpg/litreviews/FamilyEngagement-in-Juvenile-Justice.pdf>.

National Research Council, (. U.S.). (2014). Implementing Juvenile Justice Reform: The Federal Role. Washington, D.C.: National Academies Press.

⁷ Osterstock, T., Kidd, W., & Boone, M. (2016). A Survey of State Building Management Practices and Cost of Investment Methodologies. Salt Lake City: State of Utah Office of the Legislative Auditor General. Retrieved June 12, 2018, from https://le.utah.gov/audit/16_dilr.pdf