

## Part 1 – Agency Profile

### Agency Overview

#### IDJC Mission Statement

*“Reduce juvenile crime in partnership with communities, through prevention, rehabilitation and reintegration.”*

The Idaho Department of Juvenile Corrections (IDJC) has been charged with the care and treatment of delinquent youth committed by one of Idaho’s judges, to work with county partners to develop programs that keep communities safe, and to hold juveniles accountable and increase their competencies. In order for a juvenile to become a productive citizen, services must be responsive to his personal challenges, behavioral and physical needs. IDJC understands the fiscal responsibility to Idaho’s citizens and maximizes the use of tax dollars.

Idaho’s juvenile justice system is balanced between county and state. Ninety-four percent (94%) of juveniles are served within the community through county probation/detention departments, while six percent (6%) of juveniles in the justice system are committed to state custody. County juvenile correction departments provide a range of effective approaches for managing juvenile offenders safely and economically in the community, including probation supervision, local detention, and programming. Each county has its own probation department or contracts with another county to supervise its probation caseload. Probation departments emphasize programs that hold juveniles accountable to their victims and their communities. Judicial Rule 19 was changed in January 2009 creating a formalized process for a team to include parents, IDHW, IDJC, county probation and other significant parties to act as consultants to the court to determine whether there are any other community based options for the juvenile offender based on risks and needs. In addition, through a collaborative project, clinical services are available in all thirteen county or tribal operated detention facilities. This project screens for and identifies any mental health concerns for juveniles entering the facilities and links mental health services within the community. Finally, during the 2011 Legislative Session, IDJC was appropriated \$4,032,000 to provide services to justice-involved juveniles on county probation with substance use disorders. IDJC has partnered with counties, the judiciary, agency partners and private providers to create a locally managed system. Treatment services are authorized and monitored at the local level with fiscal accountability provided at the state level.

In cases where the juvenile offender cannot be managed in the community, the court may order commitment to the legal custody of the state of Idaho. If a juvenile is committed to the Idaho Department of Juvenile Corrections, he is assessed and placed into a residential facility (contract or state) to address the criminogenic needs. Once the juvenile has completed treatment and it is determined that his risk to the community has been reduced, the juvenile is most likely to return to county probation for aftercare.

Together, the county probation offices and the Idaho Department of Juvenile Corrections implement the “Balanced Approach” philosophy emphasizing three priorities: public safety, accountability, and competency development. Through this approach, the counties and the state work together to ensure that juvenile justice in Idaho is a system that guarantees the best possible chance for juveniles to lead productive lives in the future. By consistently applying accountability-based sanctions that take into account the developmental stage of the offender and the severity of the offense, Idaho’s juvenile justice system fosters individual responsibility, protects the community, and enhances our quality of life.

#### A Brief History

The 1903 Idaho Legislature passed a bill that founded the Idaho Industrial Reform School for the Commitment of Wayward Youth. Over 90 years later, the Idaho Department of Juvenile Corrections was created at the recommendation of a special legislative committee. The recommendation to create a new department was based on a series of meetings held across the state to gather input from the public and juvenile justice practitioners. In response to the input, the 1995 Idaho Legislature passed the Juvenile Corrections Act. This act removed juvenile corrections responsibilities from the Department of Health and Welfare and vested them in the newly created Idaho Department of Juvenile Corrections. When the Department was created, the actual number of juveniles in state custody was almost 600. With the transfer of some juveniles to county probation and release of other juveniles to their home communities, the average daily population of juveniles in state custody was 490 by the end of 1995. During state fiscal year 2012 the number of juveniles in the juvenile justice system in Idaho (on an average day) was approximately 5,400, with roughly 94% of these juveniles managed at the local level (county probation, county diversion, and detention departments) and 6%, or an average of 331, in custody of IDJC.

**Today**

The Idaho Department of Juvenile Corrections provides services to youth adjudicated delinquent and sentenced to the custody of the state, through residential placement in contract and/or state operated facilities and programs. While serving the citizens of Idaho, the Department is committed to the balanced and restorative justice model as a foundation.

To meet this obligation, the Department has three Divisions (*Institutional Services, Community Operations and Program Services, and Administrative Services*), and one bureau (*Human Resources*). The Department distributes Juvenile Corrections Act funds, tobacco tax revenue, substance use disorder (SUD) funds, and other state and federal funds to counties to fund local programming that has the effect of reducing juvenile crime. Thirty-six percent (36%) of the Department's yearly budget goes directly to counties and local communities for juvenile justice services to better serve juveniles in their home communities and help reduce the need for commitments to IDJC. This continues to be strengthened with the Community Incentive Program and the funding for services to juvenile offenders with a diagnosed mental illness.

To assist the Department in its mission, there are nine boards/commissions that ensure the community and other juvenile justice professionals are involved in the decision making process. These groups that are valuable to the Department's mission and success include: Board of Juvenile Corrections, Juvenile Justice Commission, Idaho Juvenile Offender System (IJOS) Board, Juvenile Training Council, Custody Review Board, Juvenile Justice Advisory Team of Magistrate Judges, Idaho State Council for Interstate Juvenile Supervision, Criminal Justice Commission, Behavioral Health Interagency Cooperative, and Idaho Association of Counties (Youth & Justice Advisory Council, and Juvenile Justice Administrators).

**The Future**

The Department will continue its effort to reduce juvenile crime in partnership with communities, through prevention, rehabilitation and reintegration. The Department works closely with communities to hold juveniles accountable and provide services that are aimed at reducing the risk level of juveniles and increasing their capability and productivity through engagement in educational, rehabilitation and treatment services. The Department will continue to promote fiscal responsibility. Finally, the Department recognizes that the power of combined efforts exceeds what can be accomplished individually and will, therefore, continue to work directly with key partners.

**Facts**

*Number of Employees:* 392.50 budgeted.

*Number and Location of Offices:* Headquarters is located in Boise; three district offices – Coeur d'Alene, Pocatello, Twin Falls; and three juvenile correction centers – Lewiston, Nampa, St. Anthony.

*Factors that may give rise to an increase in demand for services:* The primary factor that causes an increase in demand for IDJC services is that special populations are being committed at higher rates than in the past. These special populations include:

- ✓ Over 72% of current commitments have a mental health diagnosis,
- ✓ Over 60% have a substance abuse disorder, and
- ✓ Approximately 43% of the juvenile offenders in custody have issues with both substance abuse and mental health (considered a co-occurring disorder).

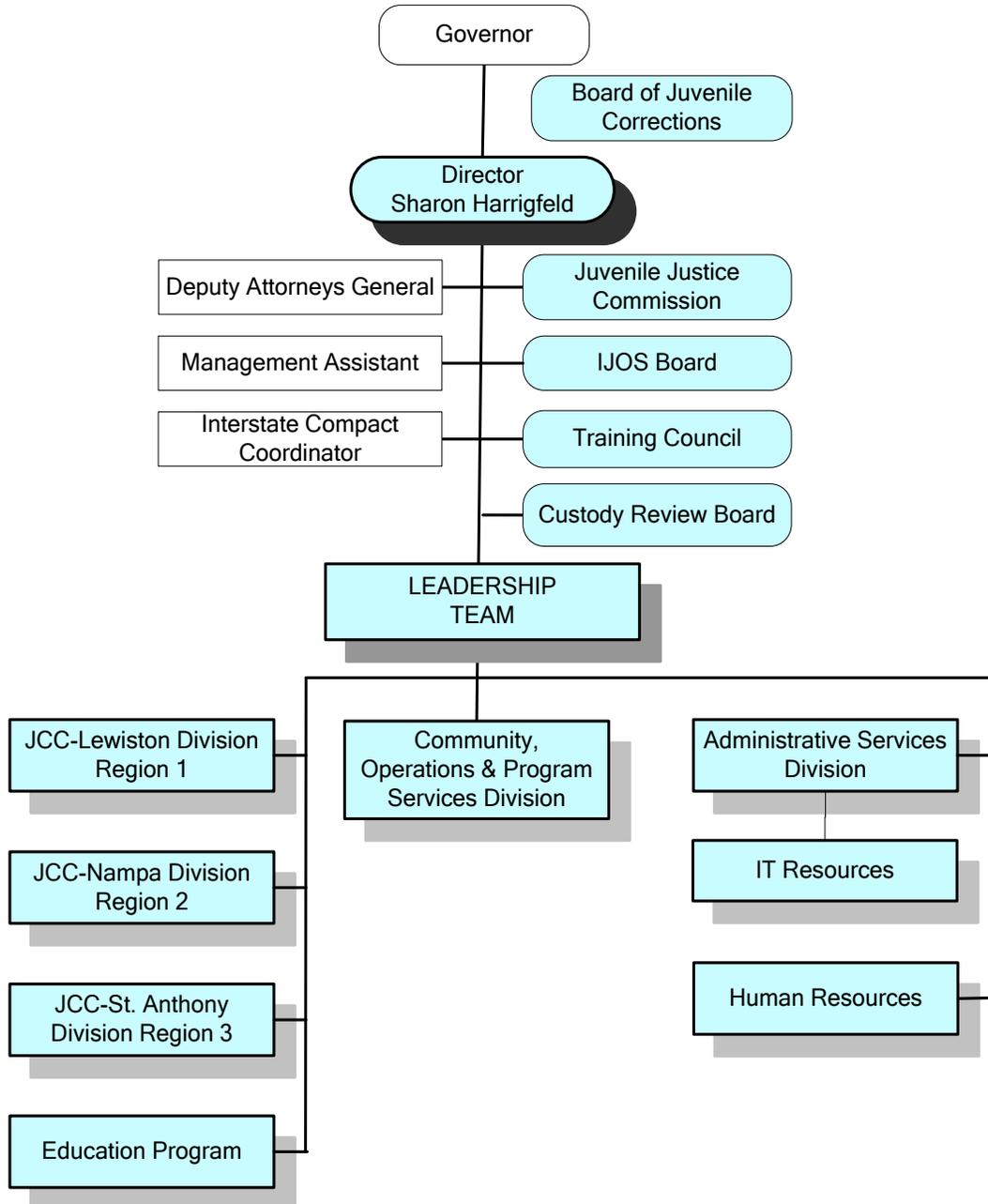
Commitments of juveniles with these characteristics exceed the availability of state beds. There is an increased need for in-state and out-of-state contract placements that specialize in mental health (including special needs, Asperger's Syndrome, Autism Spectrum Disorder, and developmentally disabled) and co-occurring disorders.

**Core Functions/Idaho Code**

The primary or core function of the Department (as written in *Idaho Code* Title 20, Chapter 5) is to provide services for youth adjudicated delinquent and sentenced to custody of the state, through residential placement in contract and/or state-operated facilities and programs. The Department works to involve victims, offenders, and communities as active participants in the juvenile justice process. This allows Idaho's juvenile justice system to meet the sanctioning, public safety and rehabilitative needs of communities.

The Idaho Department of Juvenile Corrections fulfills its core function through its dedicated professional workforce in the following divisions, bureaus and units:

## ORGANIZATIONAL STRUCTURE



### Institutional Services:

IDJC has regionalized state services for juveniles committed to its custody, making it possible for most juveniles to remain close enough to their family and community to include parents and other key community members in their treatment. State juvenile correctional centers are located in Lewiston, Nampa, and St. Anthony and provide a full complement of services for 248 youth who range from 10 to 20 years of age. Specialized programs exist for adjudicated sex offenders, female offenders, juveniles with serious substance abuse disorders, and juveniles with co-occurring mental health and substance abuse disorders. All programs focus on strengths and target reducing criminal behavior and thinking, in addition to decreasing the juvenile's risk to re-offend. The programs are evaluated by nationally accepted and recognized standards for the treatment of juvenile offenders. Each center is equipped with a fully accredited school program, and the teachers and staff are trained to meet the wide spectrum

of educational challenges prevalent among juvenile offenders. Other services include professional medical care, food services, and counseling. IDJC averaged 331 juveniles in custody in fiscal year 2012 with 231 (70%) in state facilities, and the remaining 100 (30%) in contract facilities, of which an average of eleven (11) juveniles were out-of-state.

Clinical services staff provide assessment and placement services for juveniles committed to the custody of the Department, oversight of all placement and population management decisions, and provide case management services for juveniles in custody.

### **Administrative Services**

The Administrative Services Division includes the offices of the Director, Interstate Compact for Juveniles, and Legal Services. This Division is also responsible for providing day-to-day business and administrative services to support the institutions, district offices, and the Department as a whole. Services include fiscal services (budget development and management, accounts payable, payroll, financial statements, risk management, P-card administration, and the collection of parent reimbursement), information technology management (developing, maintaining and supporting the Idaho Juvenile Offender System, local and wide area networks), as well as purchasing, inventory, and facility and vehicle management.

The Idaho Juvenile Offender System [IJOS] is a statewide electronic information management system used by the Department and local agencies to track juveniles in the juvenile justice system.

**Human Resource Bureau** This Bureau is responsible for establishing the foundation for building and maintaining positive employee relations, attracting and retaining competent employees, and developing and implementing sound performance measures.

### **Community Operations and Program Services Division (COPS)**

The COPS Division addresses the needs of the community, offender and families throughout the continuum of care from prevention through aftercare. Six District Liaisons assist Idaho's 44 counties to assure IDJC remains connected to a wide range of community stakeholders. COPS staff help to oversee the distribution of Juvenile Corrections Act funds, Tobacco tax, Lottery funds, Community Incentive Project, Reentry, Mental Health and SUDS funding to the counties for their use in supporting juvenile programs. This Division provides research, public information and project management for the Department, including responses to information requests from Idaho State Legislators and citizens in general. The Quality Improvement (QI) unit supports processes and activities that promote the growth and development of evidence-based practices throughout the Department. The QI unit monitors contract programs for compliance with IDAPA rules, oversees the implementation of Performance Based Standards within the three state facilities, and is responsible for assuring compliance with the Prison Rape Elimination Act.

COPS is also responsible for the coordination of POST certification for Juvenile Probation, Juvenile Detention and IDJC Direct Care staff statewide. The Division oversees the contract for the delivery of religious services within the Department's three facilities and supports reintegration of juveniles back into their home communities. The Juvenile Justice Commission and Grants Management section is responsible for planning and administering federal programs, including Juvenile Justice and Delinquency Prevention Formula Grant, Enforcing Underage Drinking Laws, Title V Prevention, Juvenile Accountability Block Grant, and state funds through the Community Incentive Project, the Mental Health Program, and the Detention Clinician Project. This section is also responsible for the certification of detention facilities for compliance with state and federal standards and collaborative planning through the seven district councils. Substance use disorder treatment funds for juveniles in the justice system are managed in the COPS Division, working closely with county and court partners statewide.

### Revenue and Expenditures

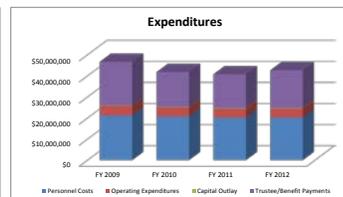
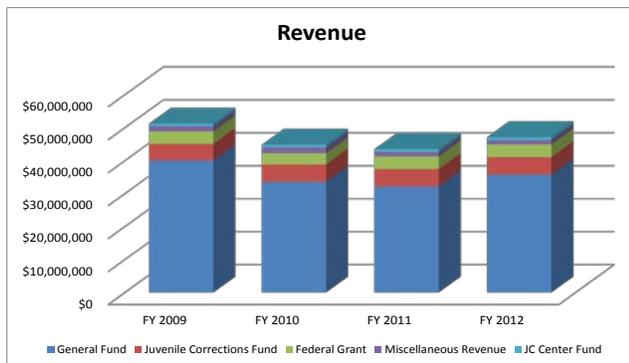
Revenue	FY 2009	FY 2010	FY 2011	FY 2012
General Fund	\$40,029,300	\$33,538,500	\$32,145,900	\$35,763,500
Juvenile Corrections Fund	\$5,091,800	\$5,307,100	\$5,303,100	\$5,303,100
Federal Grant	\$3,765,900	\$3,385,000	\$3,832,000	\$3,832,000
Miscellaneous Revenue	\$1,590,700	\$1,784,500	\$1,371,000	\$1,348,500
J C Endowment Fund	\$753,600	\$820,400	\$822,900	\$866,000
<b>Total</b>	<b>\$51,231,300</b>	<b>\$44,835,500</b>	<b>\$43,474,900</b>	<b>\$47,113,100</b>

Expenditure	FY 2009	FY 2010	FY 2011	FY 2012
Personnel Costs	\$21,155,300	\$20,676,700	\$20,143,792	\$20,198,532
Operating Expenditures	\$4,602,900	\$4,443,800	\$4,353,877	\$4,366,856
Capital Outlay	\$160,800	\$196,100	\$239,237	\$242,749
Trustee/Benefit Payments	\$20,718,100	\$16,458,900	\$16,001,178	\$17,852,209
<b>Total</b>	<b>\$46,637,100</b>	<b>\$41,775,500</b>	<b>\$40,738,084</b>	<b>\$42,660,346</b>

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\* The increase in FY 2012 appropriation is due to the SUDS allocation to IDJC (see 7a below).



**Profile of Cases Managed and/or Key Services Provided**

Cases Managed and/or Key Services Provided	FY 2009	FY 2010	FY 2011	FY 2012
1. Length of Custody (months)	17.2	17.1	17.9	18.1
2. Average Daily Count	410	347	328	331
3. Recommit Rate (return to IDJC)	18%	17%	15%	12%
4. Percent of successful program completions	N/A	85%	81%	79%
5. Number of community service hours performed by juveniles	61,844	57,801	57,771	70,772
6. Number of juveniles served by the Detention Clinician Project	2,514	3,870	2,098	2,265
7. Juvenile Justice Substance Use Disorder Services				
a) Appropriated	N/A	N/A	N/A	a) \$ 4,032,000
b) Expended				b) \$ 1,978,653
c) Number of Juveniles Served				c) 907
8. State dollars passed through to communities:				
a) Tobacco Tax & JCA funds	a) \$ 8,285,162	a) \$ 8,355,000	a) \$ 7,457,780	a) \$ 7,449,370
b) Mental Health & CIP	b) \$ 727,817	b) \$ 602,178	b) \$ 681,367	b) \$ 540,365
c) Detention Clinician Project	c) \$ 716,000	c) \$ 691,000	c) \$ 587,332	c) \$ 524,347
<b>STATE TOTALS:</b>	<b>\$ 9,728,979</b>	<b>\$ 9,648,178</b>	<b>\$ 8,726,479</b>	<b>\$ 8,514,082</b>
9. Federal dollars awarded at the community level:				
a) Re-entry funds	a) \$ 78,643	a) \$ 73,502	a) \$ 77,254	a) \$ 135,357
b) Grant funds	b) \$ 1,027,957	b) \$ 933,866	b) \$ 1,080,919	b) \$ 1,389,372
<b>FEDERAL TOTALS:</b>	<b>\$ 1,106,600</b>	<b>\$ 1,007,368</b>	<b>\$ 1,158,173</b>	<b>\$ 1,524,729</b>

**Part 2 – Performance Measures**

Performance Measure	FY 2009	FY 2010	FY 2011	FY 2012	Benchmark
1. IDJC's recidivism rate will not exceed 25% (measured at 12 months post custody)	24%	37%	27%	31%	25%
2a. Meet or exceed national averages on at least 75% of critical performance measures, and	N/A	N/A	74%	67%	75%
2b. Meet or exceed national averages on at least 50% on reintegration performance measures using Performance-based Standards (PbS) methodology	N/A	N/A	70%	80%	50%
3. At least 75% of juvenile offenders will increase (a) math and (b) reading scores	a. N/A b. N/A	a. 86% b. 94%	a. 85% b. 86%	a. 76% b. 83%	a. 75% b. 75%
4. At least 75% of juveniles who need residential reintegration will receive services within their home region	N/A	N/A	85%	73%	75%
5. Work with counties on Rule 19 pre-screenings to maintain a diversion rate of 50%	N/A	58%	55%	54%	50%
6. Percentage of variance from the general fund financial plan within 2%	N/A	N/A	1.4%	1.7%*	2%
7. Maintain staff turnover at or below the average for state agencies	15%	14%	15%	12.5%	12.5%
8. Families satisfied with IDJC services will exceed 80%	75%	80%	65%	87%	80%

**Performance Measures Explanatory Notes:**

The Department of Juvenile Corrections continues to refine the measures that it reports as meaningful indicators of the agency's ability to meet its mandates. While the most basic mandates have not changed, in some cases operations have had to change to reflect diminished resources at the state and county level and to reflect the critical value of partnerships in making the overall state juvenile justice system operate as designed in the Juvenile Corrections Act. Many of the changes in performance measures described below have been made to better reflect the outcomes of collaborative efforts with counties, with the courts and with other state agencies as supported by the legislature.

**Profile of Cases Managed and/or Key Services Provided (Definitions)**

- 1. Length of Custody (months)** – Average length of custody of juveniles released from IDJC in the stated fiscal year.
- 2. Average Daily Count** – The average number of juveniles committed to IDJC within the stated fiscal year.
- 3. Recommit Rate (return to IDJC)** – Percentage of juveniles who have returned to IDJC custody in the stated fiscal year.

**4. Percentage of Successful Program Completions** – Data concerning recidivism and length of time in IDJC custody are reflective of performance in two critical aspects. One additional area where we can examine the effectiveness of IDJC supported interventions has to do with the percentage of juveniles leaving a program who do so “successfully”. Our definition of a successful completion in this case refers to a move to a program of lower custody or to actual release. We believe that this data is linked to overall lengths of stay in IDJC custody and is, thus, meaningful in helping to manage resources.

**5. Number of Community Service Hours Performed by Juveniles** – Juveniles continue to perform relevant community service, both internal and external, including work for Fish and Game, US Forest Service, and Adopt A Senior Program. Juveniles report community service provides them with an opportunity to use the tools they are learning in program.

**6. Number of Juveniles Served by the Detention Clinician Project** – Providing services at the community level is contingent upon the determination of the level of risk and need that juveniles present. This assessment process is ongoing, but the earlier it begins the sooner appropriate interventions may be delivered. A pilot project demonstrated to the legislature that supporting the location of a clinician in a detention center can help to identify the needs of juveniles early in their involvement with the juvenile justice system. The legislature has supported the location of clinicians in all juvenile detention centers across the state, making the benefits of this early assessment and intervention statewide. IDJC believes this service at the community level is one of those that helps support the reduction in IDJC commitments. The number reported is the figure for the full fiscal year in all twelve detention centers.

**7. Juvenile Justice Substance Use Disorder Services** – Effective July 1, 2011 state general funds were appropriated to IDJC to serve juveniles on probation with substance use disorder needs. 907 juveniles received services in FY12, utilizing 49% of the \$4.0 million appropriation. Utilization of the appropriation continues to increase as the local referral system is implemented and the justice system identifies juveniles in need of treatment. Over half of the 690 assessments in FY12 were conducted in the last quarter of the year.

**8. State Dollars Passed Through to Communities** – State dollars passed through IDJC to communities have been divided into three subgroups to provide a more complete picture: (a) Tobacco Tax and Juvenile Corrections Act funds that are provided based upon county populations; b) Mental Health and Community Incentive Program funds; and (c) funds awarded for the Detention Clinician Project.

**9. Federal Dollars Awarded at the Community Level** – Federal dollars pass through IDJC to the counties in a number of ways to support community based juvenile and family services. These funds may be awarded in grants to eligible entities to support programs and services or they may be used to support the delivery of specific services for juveniles and families through an approved service or reintegration plan. Traditionally, IDJC has reported on these funds by reporting dollar amounts based upon the funding source, regardless of the type or level of service supported. This data is available but in order to better reflect the investment made within the juvenile justice system, it is more meaningful to report on the allocation of those federal dollars not by source but by how they have been used: (a) as a commitment of resources to support individual re-entry plans, or (b) as grants to support development of programs. Reporting in this manner provides a more complete picture of the levels and types of investments necessary to be made at the community level to support current efforts at population management and community safety.

## **Part 2 – Performance Measures (Definitions)**

**1. Percentage of Juvenile Recidivism** – Recidivism rate as calculated for IDJC is the percentage of juveniles released from IDJC custody that are re-adjudicated (misdemeanor or felony) within 12 months of release. Further, the fiscal years are staggered between reporting on recidivism and releases of the juveniles as IDJC waits twelve months to review this measure. As an example, the reporting for fiscal year 2010 quantifies the juveniles released in 2009.

- 2. Meet or Exceed National Averages on at least 75% of Critical Performance Measures and 50% on Reintegration Performance Measures using Performance-based Standards (PbS) methodology –** Performance-based Standards (PbS) is a system for agencies and facilities to identify, monitor and improve conditions and treatment services provided to incarcerated juveniles using national standards and outcome measures. PbS was launched in 1995 by the US Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention (OJJDP). Idaho collects data twice a year from our three state facilities and enters this data into a database that allows IDJC to compare outcome measures to those from other similar facilities across the nation. Outcome measures are categorized into performance measure categories including critical performance measures and reintegration performance measures. The performance measures in this report represent the total for all three facilities.
- 3. Percentage of Individual Student Math and Reading Scores that Improve while Juvenile is in Custody –** This measures the percentage improvement (using a pre- and post- test) of individual student math and reading scores while the juvenile is in custody.
- 4. At Least 75% of Juveniles who need Residential Reintegration will Receive Services within their Home Region –** This measure gauges the number of juveniles who received residential reintegration services in their home region.
- 5. Percentage of Diversions Resulting from Pre-commitment Screenings –** The Juvenile Corrections Act requires IDJC to develop and support practices that are effective and efficient while maintaining acceptable standards of practice while operating within the limits of its annual appropriation. In the early part of FY 2009 the Department, the Judiciary and the counties, with support from the legislature, developed a more formal mechanism and requirement for screening juveniles before commitment to IDJC. The intent of this rule change was to assure that lower risk juveniles were served in the community where their risk to recidivate would not be increased by exposing them to more serious offenders already in the Department's custody. This measure also provided a mechanism to support community safety while managing the population of committed juveniles. The process of pre-commitment screenings began in the later months of FY 2009. This rate of success is contingent upon the continued availability of community resources to serve juveniles and families.
- 6. Percentage of Variance from the General Fund Financial Plan within 2% –** This is measured as the percentage of variance (positive or negative) from the general fund financial plan.  
\*The final FY12 general fund financial variance is **1.7%**. This does NOT include SUDS funding. Including SUDS funding the results is a variance of **7.25%**
- 7. Employee turnover rate –** The percentage of employee turnover at IDJC in the stated fiscal year. The benchmark will change annually to mirror state-wide employee turnover.
- 8. Percentage of Families Satisfied with Services –** IDJC has contracted with the Idaho Federation of Families to conduct surveys of families of juveniles leaving IDJC custody.

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