

# Five-Year Strategic Plan

FY 2014 to FY 2018



**Charles Flanagan**  
**Director**



Janice K. Brewer  
Governor

Charles Flanagan  
Director

December 20, 2012

Dear Fellow Citizens of Arizona:

I am pleased to provide you with the Arizona Department of Juvenile Corrections (ADJC) State Fiscal Year 2014-2018 Five-Year Strategic Plan.

Since I was honored by Governor Janice K. Brewer with her appointment of me as the Director of ADJC, effective July of 2011, I have been tasked with reducing costs while maintaining or preferably improving performance outcomes. The methodology I have selected to accomplish these tasks is to utilize data-driven decisions that focus on efficiency and effectiveness. This has resulted in a restructuring of the agency, as well as to create appropriate levels of staffing and services in support of the direct provision of care and treatment. We have successfully reduced the daily cost per youth by consolidating our secure care operations and reducing both staffing and office space assigned to central office. At the same time, we have improved the quality and availability of programming in secure care, which has resulted in significantly improved outcomes for the children referred to us by the courts.

Our next challenges and opportunities reside with improving the quality of our re-entry programs, including the expansion of family programming, educational enrollment on parole status and creation and maintenance of positive partnerships with the juvenile courts, governmental entities and service providers. We are successfully planning and preparing to implement a quality family program that is intended to both increase family engagement and improve the environment to which our youth will return from secure care. We have already noted significant improvement to our relationships with the Administrative Office of the Courts (AOC), the 15 county courts/probation departments and our service providers. We are actively engaged and leading the way in multiple re-entry partnerships with a broad membership of governmental entities, non-profits and private sector service providers.

Together, we at ADJC have come a long way in accomplishing our goals and have garnered the support of the Executive Branch, Legislative Branch, and Judicial Branch. The agency has been continued for 10 years; we have consolidated into one Juvenile Corrections Facility; we have markedly reduced operating costs; we have reduced the Central Office staff and increased direct service positions; our budget requests have been approved; capital improvements to our AMS/BCS facility have been authorized and

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completed; and our relationships with the courts, counties, and community partners have never been stronger. We are now on solid footing, poised to continue improving the services we provide to the citizens of Arizona.

This Five-Year Strategic Plan sets out the key issues facing ADJC as we move these efforts forward and the corresponding strategies that we believe will allow us to succeed. Our primary focus continues to be on safer communities through successful youth, with attention to “safety, quality, collaboration, unity, and staff retention”.

Today, more than ever, we are reminded that our agency is comprised of the people who work for ADJC, both directly and indirectly, and are committed to the ADJC vision and mission. We are grateful for the leadership and support of Governor Janice K. Brewer, as well as the support of the Arizona Legislature, the Arizona juvenile justice system, our citizens, contract partners, and other stakeholders. We are thankful for the hard work and dedication of all ADJC employees, volunteers, partners, and friends. It is my firm belief that we are well-positioned to not only build upon the successes of the past, but also to seize on the opportunities of the future.

Sincerely

A handwritten signature in blue ink, consisting of several overlapping loops and a long, sweeping tail that extends to the right.

Charles Flanagan  
Director

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# FIVE-YEAR STRATEGIC PLAN

## ADJC VISION

Safer communities through successful youth.

## ADJC MISSION

The Arizona Department of Juvenile Corrections enhances public protection by changing the delinquent thinking and behaviors of juvenile offenders committed to the Department.

## ADJC DESCRIPTION

The Arizona Department of Juvenile Corrections (ADJC) is responsible for juveniles adjudicated as delinquent and committed to its jurisdiction by the county juvenile courts. ADJC is accountable to the citizens of Arizona for the promotion of public safety through the management of the state's secure juvenile facilities and the provision of supervision and a continuum of services to juvenile offenders in those facilities and in their communities. Arizona law requires that ADJC accomplish its mission by providing supervision, rehabilitation, treatment and education to the juveniles committed to its care.

## ADJC VALUES

- We value the safety of the citizens of Arizona, our employees and the youth in our care.
- We value the integrity, experience and expertise of our staff.
- We value a richness of diversity among our staff and youth.
- We strive to create opportunities for youth and families to lead productive lives.
- We value excellence, innovation and quality practices based on good data and research.
- We value continuous improvement and learning for all individuals, including staff as well as youth in our care.
- We value the families, friends, key stakeholders and staff who support positive change in our youth.
- We value change for the growth opportunities it brings.

**ADJC “PROUD” EXPECTATIONS:** **P**ride is showing **R**espect, **O**bserving Mindfulness, **U**sing honesty and being **D**iven towards greatness.

**Our ADJC Community, all youth and staff, values the following expectations:**

### ***Showing Respect:***

- 🐾 Consistently enforcing and following policy and rules
- 🐾 Following directions
- 🐾 Being Kind, courteous, and patient
- 🐾 Cooperating and listening
- 🐾 Communicating effectively
- 🐾 Recognizing and acknowledging personal space and property
- 🐾 Using appropriate manners and language

### ***Observing Mindfulness:***

- 🐾 Keeping appointments
- 🐾 Participating fully
- 🐾 Maintaining a positive attitude
- 🐾 Observing confidentiality
- 🐾 Being timely and using time effectively
- 🐾 Being focused, attentive, and engaged
- 🐾 Being self-aware
- 🐾 Giving and receiving meaningful feedback

### ***Using Honesty:***

- 🐾 Taking accountability of actions and deeds
- 🐾 Acting responsibly
- 🐾 Answering questions truthfully
- 🐾 Providing accurate information
- 🐾 Asking for assistance when needed
- 🐾 Keeping your commitments
- 🐾 Only having approved items
- 🐾 Asking for assistance when needed

### ***Being Driven:***

- 🐾 Being self-motivated
- 🐾 Investing in yourself and others
- 🐾 Staying focused on goals
- 🐾 Leading by example
- 🐾 Helping others
- 🐾 Working as a team
- 🐾 Doing your best
- 🐾 Celebrating differences and diversity
- 🐾 Learning and applying new skills
- 🐾 Being prepared
- 🐾 Accepting and celebrating achievements and accomplishments

## **ADJC STRATEGIC ISSUES**

The Arizona Department of Juvenile Corrections presents five strategic initiatives that address its greatest challenges and opportunities and the corresponding strategies, objectives, and performance measures that will be used to address these strategic issues.

## Strategic Issue 1: “SAFETY” - Ensuring a safe and secure environment for treatment and rehabilitation of committed youth.

### STRATEGIES

1. Continue to collect and produce timely and accurate data to support management processes.
2. Institute a quality assurance process to strengthen the efficacy of placement and treatment decisions; ensuring services vary in accordance with individual assessed risk and need levels.
3. Implement an appropriate incentives and consequences system for committed youth based on emphasizing positive behaviors and decreasing delinquent, anti-social behaviors.
4. Enhance staff skills and competencies in sound correctional and therapeutic practices to meet current and future agency needs. Explore a validation process to confirm and document competencies.

*Johnson v. Upchurch*, a class action lawsuit filed in federal court in 1986, challenged the constitutionality of the conditions of confinement in juvenile facilities then being operated by the Juvenile Division of the Arizona Department of Corrections. After the Legislature created the free-standing Arizona Department of Juvenile Corrections (ADJC) in 1989, the State settled the lawsuit by entering into a consent decree, under which the federal court monitored ADJC until 1998, when the court found that ADJC had satisfied all provisions.

Unfortunately, the sweeping changes ADJC had made were not sustained. In 2002, the United States Department of Justice (USDOJ) began an investigation of ADJC, prompted in part by three suicides at ADJC’s Adobe Mountain School in 2001-02. As a result, it filed *United States v. State of Arizona* in federal court in 2004. Both lawsuits addressed the isolation of youth, abuse of youth, the civil rights of incarcerated youth, and shortcomings in treatment, education and behavioral health services. Arizona entered into a memorandum of agreement with the USDOJ, resulting in the lawsuit’s dismissal in 2007, when monitors concluded that all provisions of the agreement were satisfied. While implementing the memorandum of agreement, ADJC made comprehensive reforms that improved safety, security and treatment services for committed youth. Those accomplishments were reaffirmed by the Arizona Auditor General in 2009, when the Auditor General concluded that ADJC had continued to make notable progress in the critical areas of programming and youth safety since federal monitoring terminated in 2007. ADJC’s continuing progress was again reaffirmed in July 2012, when Governor Janice

K. Brewer signed House Bill 2218 continuing ADJC for 10 years.

ADJC's commitment to providing a safe and secure environment for our shared communities, employees and the youth entrusted to our care is manifest in a management framework that synthesizes analysis of agency data, proactive problem solving, rigorous prevention strategies, and a clear accountability structure.

Recognizing that safety and security begins with proper assessment and classification, ADJC joined a statewide effort to utilize the new Arizona Youth Assessment System (AZYAS). This system is designed to further improve ADJC's assessment and classification process, affirm placement and treatment decisions, and bolster collaboration with Arizona's Juvenile Courts. The Administrative Office of the Courts, the 15 Arizona county juvenile courts, and ADJC are committed to using AZYAS to effectively work together and assure the right youth are committed to ADJC at the right time.

Also of paramount importance is the engagement of staff in the effective collection, and assessment of data. Ensuring that staff are engaged and informed, agency-wide, enhances ADJC's ability to continually improve safety, security, and treatment practices. All agency staff receives a daily dashboard report that provides an overview of key indicators such as demographics, safety incidents, therapeutic and educational progress, and community corrections data.

Key staff participate in daily briefings to discuss incidents that concern the safe environment for treatment and rehabilitation. On a biweekly basis, executive staff utilizes a management process to link real-time data with strategic problem solving strategies - from addressing individual level, incident-centered activity to system-wide trends. Recently, the agency implemented a web-based inspections system, referred to as GAR (Green, Amber, Red) that allows for timely tracking of facility and operations inspections. Systems problems or deficiencies are now easily identified, resulting in quicker corrective actions.

## STRATEGIES

5. Improve collaboration, coordination and communication across juvenile justice entities, including law enforcement agencies, county attorneys, lawyers, judges, and county probation departments to ensure proper placement of youth into ADJC, successful transition of youth back to the community and for sharing and transferring relevant information.
6. Ensure that adequate resources and funding are provided to support physical plant improvements related to safety and security.

As part of this strategic issue, ADJC will continue to work to improve its ability to provide youth with a safe and secure environment that fosters effective treatment and rehabilitative outcomes.

**Objective 1: To create a safe and healthy milieu for staff and committed youth.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014-FY 2018 Estimate</b>
Percent of fire and health inspection discrepancies corrected before the next inspection	100	100	100

**Objective 2: To safeguard the public, staff and committed youth using sound correctional practices.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014-FY 2018 Estimate</b>
Assaults on youth per 100-youth days	.10	.07	.07
Number of escapes	0	0	0
Percent of youth who feel safe in secure care	94	94	94

**Objective 3: To provide necessary and appropriate medical, dental and mental health care to committed youth.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014-FY 2018 Estimate</b>
Medical Services average annual cost per youth	\$7,860	\$7,860	\$7,860
Percent of youth assessed with significant mental health needs	28	28	28
Mental Health Services average annual cost per youth	\$4,764	\$4,764	\$4,764

## Strategic Issue 2: “QUALITY” - Creating efficiencies and increasing positive outcomes through improved processes that focus on ADJC youth.

### STRATEGIES

1. Develop decision models to monitor and evaluate ADJC processes and operations, in order to ensure that they focus on youth priorities and produce positive youth outcomes.
2. Develop optimal staffing plans and patterns for all agency operations that maximize positive youth outcomes, including reporting structures, lines of responsibility, and position descriptions.
3. Explore alternative “team” models and approaches to youth case management that follow the committed youth from secure care to community corrections. Develop community corrections/ parole “team” models that include parole officers (general case plan oversight and direct supervision), education counselors, family behavioral counselors, and community partners; in order to maximize youth contacts and ensure a continuum of programs and services youth upon release to the community.

The Arizona Department of Juvenile Corrections (ADJC) is committed to effectiveness, efficiency, and quality of treatment and services in support of our vision, mission and values. In FY 2012, the average length of stay in secure care for a committed youth was 6.7 months. During that short time, ADJC is charged with ensuring that youth receive comprehensive services. This includes assessments of risk and needs, treatment for youth with substance abuse disorders, mental health issues, or issues of inappropriate sexual behavior. Substance abuse disorders are by far the most pervasive within the ADJC population, with 88 percent having a related diagnosis. Well over half arrive at ADJC with chemical dependency or severe abuse issues.

In secure care, core treatment programming is provided to all committed youth using the New Freedom program, which is research-based and employs cognitive behavioral modalities recognized as best practices. New Freedom addresses dysfunctional thinking as it contributes to problematic and delinquent behaviors, and uses Cognitive Behavior Therapy (CBT), Motivational Enhancement Therapy (MET), social learning, risk factors management, and relapse prevention approaches. In addition to these core treatment programs, youth are assigned to specialized programs that focus on substance dependence, issues of inappropriate sexual behaviors, and mental health issues.

Youth in secure care also receive complete educational services, including core academics, high school diploma programs, GED preparation, work readiness and vocational skills training, and special education (over 38% of ADJC youth require special education services). The majority of committed youth have

failed in traditional education settings. Most youth have had attendance problems in traditional public schools and fall below grade level in mathematics and reading.

As ADJC moves forward, all of its secure care programs and operational practices are undergoing review from the perspective of the direct role they play in a youth's successful reintegration into the community. Wherever indicated, adjustments will be made to improve a youth's chances of success, based upon ongoing program assessment and the most current academic research.

As part of this strategic issue, ADJC will continue to apply its resources in order to maximize the likelihood of successful reentry, the precursor to a productive, pro-social life.

**STRATEGIES**

4. Continue to reduce and intelligently automate recordkeeping to reduce redundancies and decrease the reporting burden on ADJC staff, utilizing viable data-driven assessment, monitoring and evaluation strategies
5. Effectively communicate our effectiveness to all constituents with empirical information.

**Objective 1: To prepare committed youth to be successful upon release through an integrated array of academic and career-oriented educational programming.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014-FY 2018 Estimate</b>
Percent of youth passing the GED test	81	81	81
Percent of youth who increased their TABE (Test of Adult basic Education) mathematic achievement	64	74.5	74.5
Percent of youth who increased their TABE (Test of Adult basic Education) reading achievement	72	79.3	79.3
Number of youth in secure care achieving a high school diploma	20	19	19

**Objective 2: To develop law abiding behavior in youth by providing an integrated array of services based on individual needs.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014-FY 2018 Estimate</b>
Percent of youth showing progress in their primary treatment area	76	76	76

## Strategic Issue 3: “COLLABORATION” - Creating a collaborative, long-term strategic re-entry program for ADJC youth.

### STRATEGIES

1. Enhance ADJC reception, assessment and classification (RAC) processes to increase positive youth outcomes.
2. Collaborate with stakeholders, partners and other government entities to create a single youth case transition plan.
3. Encourage, increase, and improve collaboration with community partners. Develop effective team work, partnerships which fill gaps in services and strive for improved youth outcomes.
4. Create a supportive, positive environment for families that encourages contact and welcomes participation.
5. Expand use of technology to improve work with families/stakeholders, partners and other state agencies and organizations.

One of the critical changes in juvenile justice over the past decade is the increasing recognition that the utilization of effective assessment strategies, coupled with evidence-based treatment and community reentry programs, can successfully transition youth from secure care facilities to their communities (Trupin, Turner, Stewart, & Wood, 2004; Wasserman, McReynolds, Lucas, Fisher, & Santos, 2002).

For the Arizona Department of Juvenile Corrections (ADJC), planning for transition from secure care to the community begins at intake with a comprehensive risk and needs assessment and the development of an individual case plan (ICP) for each youth. This ICP, which is continually updated, identifies the individualized rehabilitative and treatment programming required to meet the needs of the youth, both in secure care and upon released into the community. As part of this strategy, ADJC has developed an operating system of community based programs to supervise and rehabilitate youth in the least restrictive environment, consistent with public safety and individual youth needs.

However, ADJC recognizes that more can and should be done to ensure successful transition. This includes a more coordinated effort among key stakeholders to make core and wrap around services (true treatment, behavioral health, medical, family counseling, education, career planning, restorative justice and community betterment, and faith-based) available and accessible to all released youth.

As part of this strategic issue, ADJC will continue to research and adopt evidence based

best practices for youth reentry and engage stakeholders through aggressive collaboration efforts. ADJC will ensure that we utilize a continuum of services,

collaboration and open communication with internal and external constituents and partners, in order to continually improve the outcomes of our youth.

**Objective 1: To maximize committed youth participation in programming opportunities within the community.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014-FY 2018 Estimate</b>
Percent of youth involved in an academic, vocational or employment program while on conditional liberty	97	97	97

**Objective 2: To contribute to the successful restoration of communities, youth and families.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014-FY 2018 Estimate</b>
Dollar amount of court ordered restitution collected from youth in secure care.	\$19,604	\$19,604	\$19,604
Percent of victims who report satisfaction with restorative justice services received from ADJC.	89%	89%	89%

**Objective 3: To develop law abiding behavior in youth by providing an integrated array of services based on individual needs.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014-FY 2018 Estimate</b>
Percent of youth incarcerated within 12 months of release	30	30	30
Percent of youth incarcerated within 36 months of release	46	46	46
Percent of all revoked youth whose revocation offense was a new delinquent offense	29	26	26

## Strategic Issue 4: “UNITY” - Creating a positive, organizational culture that aligns with and sustains the ADJC vision, mission, and expectations.

### STRATEGIES

1. Create a shared vision of positive culture to instill pride, inspire loyalty and motivate employees to continue to improve agency functioning and the outcomes of youth committed to ADJC.
2. Challenge and eliminate barriers that inhibit cultural change.
3. Creatively and consistently communicate and reinforce individual (youth committed to ADJC and ADJC employees) and agency-wide successes.
4. Regularly assess and analyze the organizational culture, evaluating it against the cultural attributes required to achieve both individual and agency level objectives and needs.

In 2009, in response to a fiscal crisis that began in 2008 and Governor Janice K. Brewer’s call for more efficient government, the Arizona Department of Juvenile Corrections was called upon to improve outcomes while reducing costs. After a renewed effort in 2011, ADJC has redesigned and consolidated its community corrections services, eliminating six offices; closed two of four secure care facilities, combining the remaining two, Adobe Mountain School and Black Canyon School, into a joint facility that shares administrative resources; and reduced its administrative central office staff by over 59 positions in order to fill critical direct service positions.

Going forward, ADJC must continue to adjust its practices in order to further consolidate resources, reduce costs, and improve outcomes. The ongoing success of these efforts will depend in great part on ADJC’s ability to create and sustain a positive culture that embraces and rewards innovation and achievement at all levels of the organization. In 2012, ADJC began a “culture change” initiative with the goal of identifying and implementing a holistic, structured approach to promoting positive behavioral change and process improvement for both ADJC employees and committed youth. Positive Behavioral Interventions and Supports (PBIS), a systems approach for establishing a positive environment for success, has been adopted by ADJC to achieve a system-wide culture that cultivates positive change.

As part of this strategic issue, ADJC will focus on realigning its goals, processes, values, communications practices, roles, attitudes and assumptions to affect positive change within the agency. ADJC will strive to eliminate traditional organizational “silos”, while teaching and demonstrating positive reinforcement; respect for employees, constituents and committed youth; and the unity of our agency.

**Objective 1: To create and sustain a positive culture that embraces and rewards innovation and achievement at all levels of the organization.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014- FY 2018 Estimate</b>
Percent of staff indicating satisfaction with their jobs	82	82	82

**Objective 1: To provide optimal services for committed youth efficiently and cost effectively.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014- FY 2018 Estimate</b>
Administration as percent of total cost	6.5	6.5	6.5
Daily cost per youth in secure care	\$276.25	\$260.00	\$260.00
Daily cost per youth on conditional liberty in the community	\$52.70	\$49.00	\$49.00

## Strategic Issue 5: “RETENTION” - Improving staff retention through effective human capital management, mission, and expectations.

### STRATEGIES

1. Implement a succession planning program to develop future agency leaders and prevent loss of institutional knowledge. To include mentoring, coaching, leadership training, employee development, peer support systems, cross-training opportunities, and career advancement processes.
2. Develop viable and sustainable compensation strategies that ensure wages are fair, competitive, and aligned with performance.
3. Measure employee job satisfaction through the completion of an annual employee satisfaction survey and identify retention challenges through an improved exit interview process.
4. Create a culture that celebrates success and provide meaningful recognition programs and awards to identify and reward employees who perform outstanding work. Increase focus on positive achievements and positive reinforcement.

In May 2012, Governor Janice K. Brewer signed into law a historic reform governing the State workforce, modernizing the way in which State government manages, hires and fires employees. The measure, HB 2571, was a critical component of the Governor’s policy agenda during the recently-concluded legislative session. Effective September 29, 2012, the personnel reform legislation is designed to improve accountability and performance, while allowing agencies greater flexibility in managing its human capital.

As identified by Governor Brewer, the new personnel system will address a series of challenges confronting State government, namely its need to:

- Remain productive by being able to do more with less;
- Attract top talent into the workforce; and
- Discontinue providing job security and protection for inefficient and unproductive workers.

For the Arizona Department of Juvenile Corrections (ADJC), the need for this reform is underscored by a historically high turnover rate. High turnover limits ADJC’s effectiveness in providing committed youth with a safe environment and continuity in service delivery, which is crucial toward achieving successful community reintegration.

To mitigate high turnover and aid in increasing overall retention of staff, ADJC will continue to make purposeful efforts to improve the development, retention and recognition of staff.

**STRATEGIES**

5. Improve internal communications and foster a respect for innovative ideas and solutions.

**Objective 1: To create a competent and diverse workforce.**

<b>Performance Measures</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Estimate</b>	<b>FY 2014- FY 2018 Estimate</b>
Annual; staff turnover rate	14	14	14
Annual Youth Correctional Office (YCO) turnover rate	26	26	26

## RESOURCE ASSUMPTIONS

### Total Incremental Costs for Implementing All Strategic Issues

	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
	Appropriation	Budget Request	Estimate	Estimate	Estimate	Estimate
Full Time Equivalent (FTE) Positions	738.5	738.5	738.5	738.5	738.5	738.5
General Fund	\$43,428,400	\$44,628,400 <sup>1</sup>	\$50,728,400 <sup>2</sup>	\$43,428,400	\$43,428,400	\$43,428,400
Other Appropriated Funds	\$3,890,900	\$3,890,900	\$3,890,900	\$3,890,900	\$3,890,900	\$3,890,900
Non-Appropriated Funds	\$177,600	\$211,600	\$211,600	\$211,600	\$211,600	\$211,600
Federal Funds	<u>\$1,823,200</u>	<u>\$1,239,100<sup>3</sup></u>	<u>\$1,239,100</u>	<u>\$1,239,100</u>	<u>\$1,239,100</u>	<u>\$1,239,100</u>
Total Agency Funds	\$49,320,100	\$49,970,000	\$56,070,000	\$48,770,000	\$48,770,000	\$48,770,000

**Assumptions:**

1. FY 2014 includes request for \$1.2 million GF for new Education Building planning and design.
2. FY 2015 includes request for \$6.1 million GF for new Education Building construction.
3. FY 2014 federal funds reduction is based on the closure of several non-renewable one-time grants and an anticipated decline in grant amounts linked at some level with committed youth population, which is declining.