

## UTAH JUVENILE OPERATIONS SURVEY

Preliminary Report, September 1, 1977

### BACKGROUND

Since 1971, UCCJA has awarded almost \$1 million to police youth bureaus. With this level of support, it seemed wise to acquire more information about existing youth bureaus than was available at the time the survey was begun.

Early in 1976, a survey of the literature on police youth bureaus and UCCJA youth bureau project files was begun. Based on this information, a questionnaire was drafted. It was distributed to the UCCJA district planners, the League of Cities and Towns law enforcement specialist, the president of the Utah Sheriff's Association, the president of the Utah Chiefs of Police Association, the Utah Peace Officers' Standards and Training juvenile specialist in August, 1976. Their comments on the questionnaire and to whom it should be administered were requested. Based on their comments, the final methodology was determined and the questionnaire was revised.

### PURPOSE

To identify how law enforcement agencies in Utah with three or more full-time sworn peace officers manage relations with juveniles in their jurisdictions.

### METHODOLOGY

The sample was limited to the 86 law enforcement agencies with three or more full-time sworn peace officers, as identified in the 1975 Criminal Justice Systems Management and Administrative Statistics Report which was prepared by the Utah Statistical Analysis Center. This eliminated 52% of Utah's law enforcement agencies. It was felt that they could legitimately be eliminated and assumed to have no juvenile specialization. On the other hand, the cut-off point was low enough to expect the information collected to give a good idea of when juvenile specialization becomes possible.

Of the 86 law enforcement agencies in the sample, the information from 82 was available for a 95% return. Interview sheets from 3 agencies were lost; therefore, the information on these agencies is missing. One agency refused to be interviewed.

The interviews were conducted between October 15, 1976, and February 15, 1977, by 12 students from the Weber State College, Police Science Department,

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2 district planners, and 2 UCCJA staff. Each student conducted 4 interviews as part of a class for 2 quarter hours credit.

Three survey forms were developed--one for departments with a youth bureau consisting of at least one full-time sworn peace officer, a second form for departments with a part-time peace officer, and a third form for departments with no specialization in their departments.

The chart on the following page shows the number of questions in form under each of the nine areas covered. Each area was covered in varying degrees of detail, depending on which form was used.

In this preliminary report, the four most important and interesting questions have been tabulated. Eventually, all of the questions will be tabulated. The UCCJA districts will be used in the compilation of the data. These generally follow the governor's multi-county planning districts, with the exception of District XII which consists of Salt Lake and Tooele counties. Some questions will also be tabulated by size of department or level of specialization.

After all the information has been tallied, it is expected that the completed information will be sent to the Utah Chiefs of Police Association, the Utah Sheriff's Association, all agencies participating, UCCJA district planners, and the Weber State College Police Science Department. The information gathered will also be used in the UCCJA Annual Plan.

## RESULTS

In most cases, the information gathered confirmed previous impressions of project personnel; however, in other areas, the staff was surprised.

Tables I and II show the type of juvenile operations by size of department and district. An agency of any size may have a youth bureau. Comment should be made about the North Ogden Police Department, which is a three-man department with a youth bureau. Pleasant View Police Department received a UCCJA grant for a full-time juvenile officer to cover both Pleasant View and North Ogden. Pleasant View Police Department was not included in the sample because it has 2 full-time sworn peace officers.

Although rare, a juvenile officer serving more than one jurisdiction is not unheard of. Smaller departments having a youth bureau appear to have a very

Section	Number of Questions		
	Form A Youth Bureau	Form B Part Time	Form C None
A. Youth Bureaus	4	3	1
B. Personnel/Training	12	10	1
C. Juvenile Operations	2	2	1
D. Disposition	9	9	9
E. Policies, Procedures and Guidelines	7	7	7
F. Juvenile Rights	3	3	3
G. Juvenile Records	7	7	6
H. Relations with Juvenile Court	6	6	6
I. Facilities	2	2	2
<b>TOTAL</b>	<b>52</b>	<b>49</b>	<b>36</b>

specific reason for having a youth bureau--usually a large number of juvenile arrests/problems, or a large juvenile population in their jurisdictions. As a result, they felt that a juvenile specialist was the proper way to apply for manpower.

The majority of the agencies surveyed have no juvenile specialization. This is not too surprising since the majority of the agencies surveyed were small departments of under 10 full-time officers. Apparently, law enforcement agencies with less than 10 full-time sworn peace officers do not generally have need for a juvenile officer. At that time, a full-time juvenile officer becomes feasible.

The agency that had the most full-time sworn peace officers and still had no specialization was in the 31 to 40 full-time officers range. This was somewhat surprising, since it was expected that the level of specialization would begin in the 21-30 range.

There are part-time juvenile officers in departments of all sizes. There were more than was anticipated by UCCJA staff, but this was not particularly surprising. It appears that a part-time juvenile officer is a compromise between a youth bureau with a full-time juvenile officer and no specialization. Although only one agency specifically listed this as the reason for a part-time officer, it appears to be true in other agencies as well.

Two trends are evident from Table II. First, the more urban districts (i.e., 2, 3, and 12) have more youth bureaus. Second, the further north an agency is located, the more likely it is to have a youth bureau. The two trends may be related. On the other hand, the presence of a youth bureau may be more related to the interest of the various planners and the availability of money. For example, in District 6 the planner has been able to fund three youth bureaus with relatively little money, while District 12 has funded only two youth bureaus with the largest target allocation in the state. Rural planners have indicated they would like to develop youth bureaus, but don't have enough money.

Table III lists the reasons agencies gave for the level of specialization they had. Apparently, specialization tends to depend upon the availability of manpower and financial resources. As expected, a major reason for developing a youth bureau was a large number of juvenile arrests/problems or a large juvenile population. The availability of federal grants for youth bureaus seems to coincide with the time when most youth bureaus have been developed (Table IV, Date Youth Bureau Was Begun). Federal money became available in 1971, and all but two youth bureaus that have begun were developed after 1971. This was further shown when three agencies specified that the availability or the

nonavailability of federal grants had an impact on their ability to have a full-time juvenile officer. This development is somewhat concerning to UCCJA because this may be an indication that youth bureaus are being developed with federal money not as a result of a real need but as a way to use their share of federal money. However, this may be an indication that federal money has allowed an agency to develop and prove the need for a juvenile officer where there would not be an opportunity to do so otherwise.

Table V lists the juvenile-related activities peace officers are involved in by district. The list was provided to the agencies, and they were asked to check those activities in which the juvenile officer was involved or in which their agency expected their officers to be involved. As a result, each activity has a possible 78 answers. Any activity that appeared to be related to juvenile law enforcement or the needs of juveniles was included on the list. Additional activities were provided by interviewees. The number of agencies that said they were involved in none of the activities was somewhat surprising. The 14 agencies who declined to answer this question was disappointing. One agency said that they were involved in all the activities included on the list provided, which made their answer questionable.

No activity received answers from all 82 agencies. Most surprising was the number of agencies that provide a social background investigation of offenders, which was expected to be very few--and possibly none. The number of agencies that indicated they refer children to an appropriate agency and locate needed community or professional services for children was pleasing. The number of agencies that provide initiative and leadership in the formation of needed youth-serving organizations was unexpected. It was expected that all agencies would be involved in follow-up on referrals and Juvenile Court appearances. Obviously, this was a wrong assumption, since there are a large number of agencies not involved in follow-up. The number of agencies involved in any type of counseling activities was somewhat surprising. It was expected that the law enforcement agencies would not be involved in sponsorship of clubs, athletic leagues, day camps, dances, or automobile, motorcycle, and bicycle rodeos, inspections, and clinics. Therefore, the number of agencies that are involved in these activities was surprising. The number of agencies that are involved in prevention and diversion efforts and community crime prevention efforts was about as expected.

Overall, the juvenile activities in which law enforcement agencies were involved were those the staff had expected. We were surprised in three areas. First, there were several areas that we did not expect to see checked at all which had been checked by some agencies. Second, there were several areas in which we would like to see law enforcement agencies become involved but did not expect many to be involved. We were surprised to see a larger number than predicted involved in these activities. Third, there were several activities in which we expected all agencies to be involved which were not checked by all agencies.

TABLE I  
TYPE OF JUVENILE OPERATIONS BY SIZE OF DEPARTMENT

Size of Department	Youth Bureau		Part-Time		No Specialist		Total Number	
	Number	%*	Number	%*	Number	%*	Possible	Received
3	1	5	2	11	16	84	19	19
4	0	0	1	22	7	78	11	9
5	0	0	1	13	7	83	8	8
6	0	0	0	0	4	100	4	4
7	0	0	0	0	2	100	2	2
8	1	14	2	29	4	57	7	7
9	2	67	1	33	0	0	3	3
10	1	50	0	0	1	50	2	2
11	0	0	0	0	4	100	5	4
12	0	0	0	0	1	100	1	1
13	1	100	0	0	0	0	1	1
14	2	67	0	0	1	33	3	3
15	0	0	0	0	1	100	1	1
16-20	3	50	2	33	1	17	6	6
21-30	2	40	0	0	3	60	6	5
31-40	1	33	1	33	1	33	3	3
41-50	0	0	0	0	0	0	0	0
51-60	1	100	0	0	0	0	1	1
over 100	2	67	1	33	0	0	3	3
TOTAL	17	20	12	15	53	65	86	82

\* % of that size department received.

91% of the agencies responded.

8 agencies are missing.

TABLE II  
TYPE OF JUVENILE OPERATIONS SURVEY

District	Youth Bureau		Part-Time		No Specialist		Missing		Total
	Number	%	Number	%	Number	%	Number	%	
1	2	33	2	33	2	33	0	0	6
2	8	44	2	11	8	44	0	0	18
3	2	13	5	33	8	53	0	0	15
4	0	0	1	8	11	92	0	0	12
5	0	0	0	0	9	100	0	0	9
6	3	50	0	0	1	17	2	33	6
7	0	0	0	0	9	100	0	0	9
12	2	18	2	18	5	46	2	18	11
TOTAL	17	20	12	14	53	62	4	4	86

TABLE III

## REASONS FOR TYPE OF JUVENILE OPERATIONS

Reasons for a Part-time Officer or a Youth Bureau	Reasons for No Specialization of Just a Part-time Officer
7 Large number of juvenile arrest/problems	43 Lack of manpower
3 Large juvenile population	20 Lack of financial resources
2 Spending a lot of time in the high school	6 Tradition
1 To prevent juvenile crime	8 Small number of juveniles/juvenile problems
1 To control the juvenile problem	1 Not enough space to handle
1 Juveniles require an informal contact with officers	1 To get the officers closer to the public
2 Better working relationship with the kids	2 Federal grants turned down or between grants
2 Juvenile training available and needed	1 Juvenile problems are covered by other agencies
1 The rights of children are more complex than those of adults	
1 Youth involvement	
1 Specialization mechanism	
2 Need to identify and deal with juvenile-related problems	
1 Compromise between no specialization and a youth bureau	2 No answer
1 To keep in touch with the different youth-serving agencies in the area	8 Missing
1 Federal Grant	
1 To divert juveniles to areas other than Juvenile Court	
1 To do more follow-up	
1 To be pro-active, not reactive, on juvenile crime	



TABLE IV

Date the Youth Bureau was Begun

<u>Number</u>	<u>Date</u>
2	Prior to 1970
0	1970
1	1971
1	1972
0	1973
6	1974
5	1975
1	1976
1	No Answer

TABLE V

## JUVENILE RELATED ACTIVITIES

	<u>Districts</u>								<u>TOTAL</u>
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>12</u>	
Screen incoming juvenile cases	4	14	8	4	3	2	3	5	43
Review all cases when juveniles are involved	6	14	9	3	4	2	4	6	48
Investigate circumstances surrounding offenses where a juvenile is suspected of being involved	6	14	10	5	8	2	5	6	56
Social background investigation of offenders	5	5	5	1	0	1	0	2	19
Referral to an appropriate agency (e.g., Juvenile Court, detention, youth service bureau, other social service agencies, parents, etc.)	6	14	11	4	7	2	5	5	54
Locating needed community or professional services for children	5	13	5	0	2	1	2	2	30
Provide initiative and leadership in the formation of needed youth serving organizations where none exist and encourage others to take over the activities once it is started.	4	6	3	4	1	0	0	2	20
Follow-up on referrals	4	10	9	4	6	2	4	6	45
Juvenile Court appearances	4	14	12	5	8	2	5	5	55
Collection of statistics and information	5	11	7	4	2	2	1	4	36
Preparation of reports	3	14	9	3	5	2	4	7	47
Development of department policies, procedures, guidelines, etc., concerning juveniles	5	14	8	4	3	1	4	5	44
Training of other officers in the department on juvenile issues	3	12	7	1	2	1	2	5	33
Police-school liaison program	4	9	7	3	2	1	1	5	32
Liaison between the department and other agencies	4	14	9	4	3	1	3	5	43
Individual counseling	2	9	6	1	2	2	0	3	25
Group counseling	1	4	5	0	0	1	0	1	12
Family counseling	2	4	4	0	0	2	0	2	14
Family crises intervention	1	3	5	0	0	2	1	2	14
Counseling in the school	2	5	6	1	1	1	2	3	21
Preparation of audio-visual materials for talks, presentations, community relations efforts, etc.	5	11	8	3	3	2	3	5	40
School presentations	5	13	10	3	6	1	5	4	47
"Officer Friendly" type programs	3	9	8	1	3	1	1	5	31
Police youth dialogue/rap sessions	1	7	5	1	0	0	0	4	18
Visits to places where youth congregate	6	13	8	3	2	1	2	6	41
Aid in the development and maintenance of a "hotline" for children	1	0	2	1	0	0	0	0	4

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	<u>Districts</u>								<u>TOTAL</u>
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>12</u>	
Teach driver's education classes	0	0	1	1	1	0	1	2	6
Sponsor car clubs	0	0	1	0	0	0	0	1	2
Sponsor automobile rodeos, inspections, clinics, etc.	0	0	1	0	1	0	0	0	2
Sponsor motorcycle rodeos, inspections, clinics, etc.	0	0	2	0	1	0	0	0	3
Sponsor bicycle rodeos, inspections, etc.	3	7	5	1	2	1	1	3	23
Teach water safety classes	0	1	1	0	0	0	0	0	2
Teach first aid classes (not as a part of departmental training, but to children)	1	5	4	0	0	1	0	4	15
Teach babysitting safety and tips	3	2	4	0	0	0	0	4	13
"Dangerous Strangers" presentations	4	12	7	1	5	1	1	4	35
Prepare and/or provide safety coloring books and materials	1	2	4	0	1	1	1	3	13
Sponsor youth safety patrols	3	4	2	0	1	0	0	4	14
Other safety programs	2	1	1	0	0	0	0	0	4
Sponsor police cadet program	0	1	3	0	0	0	0	2	6
Sponsor police athletic leagues or teams in other athletic leagues (e.g., little league, basketball, football, etc.) as a part of duty	3	2	1	1	2	1	0	3	13
Encourage participation in sponsorship of recreation programs for juveniles on off. duty time	3	6	3	1	2	1	1	2	19
Sponsorship of a neighborhood police youth council	1	1	5	0	0	0	0	2	9
Sponsor or act as advisor to youth clubs and groups (e.g., boy scouts, girl scouts, etc.) on off duty time	3	5	5	1	1	0	1	3	19
Sponsorship or advisor of a day camp or summer camp	0	0	1	2	1	1	0	0	5
Sponsorship or advisor of a teen dance planning group or teen dances	1	1	1	1	0	0	1	0	5
Member of a youth commission or advisory board	2	5	5	1	0	2	2	3	20
Sponsor or advisor to a youth commission or advisory board	1	2	3	1	0	0	1	0	8
Actively involved in seeking or developing jobs for delinquent or potentially delinquent youth	4	2	4	1	1	1	2	1	16
Involved in diversion programs	2	3	3	0	0	0	0	2	10

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	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>12</u>	
Participate in neighborhood or community councils dealing with crime prevention	3	7	5	3	0	0	3	4	25
Other crime prevention programs	3	4	3	0	2	0	1	2	15
Talks and presentations to community groups	5	10	9	6	5	1	4	4	44
Other community relations efforts	2	6	2	0	1	0	1	4	16
Hunter safety	2	0	0	0	0	0	0	0	2
First offender diversion program	1	0	0	0	0	0	0	0	1
Region and state crime prevention programs	1	0	0	0	0	0	0	0	1
Neighborhood watch/crime check	1	1	1	0	0	0	0	0	3
Rape and sex offense prevention program	1	0	1	0	0	0	0	0	2
Anti-shoplifting program	1	0	1	0	0	0	0	0	2
Ride Along program	1	0	0	0	0	0	0	0	1
Tours of jail facility and explaining the why's of law enforcement	1	0	0	0	0	0	0	0	1
Walk-a-thons	1	0	0	0	0	0	0	0	1
Member mental health board and youth coordinating council	1	0	0	0	0	0	0	0	1
Bicycle safety program	0	1	0	0	0	0	0	0	1
Referral/diversion to parents	0	1	1	0	0	1	0	0	3
Walking to and from school	0	2	0	0	0	0	0	0	2
Youth council diversion program	0	0	2	0	0	0	0	0	2
Referral/diversion to Division of Family Services	0	0	0	0	0	1	0	0	1
K-9 demonstration	0	0	0	0	0	0	0	1	1
Dinner with the chief	0	0	0	0	0	0	0	1	1
Helping hand	0	0	0	0	0	0	0	1	1
Self defense program	0	0	1	0	0	0	0	0	1
None	0	0	3	4	0	0	0	0	7
No answer	0	3	0	2	1	2	4	2	14
Missing agencies	0	0	0	0	0	2	0	2	4



**END**