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Chairman

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Director

Utah Council on Criminal Justice Administration

255 South Third East • Salt Lake City, Utah 84111 • (801)533-5731

UTAH PROJECTS V

February 1978 to August 1978

NCJRS

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ACQUISITIONS

Descriptions of Projects of the
Utah Council on Criminal Justice Administration.
Law Enforcement Assistance Administration

September 1978

51812

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UTAH PROJECTS V

This document describes the strategies, accomplishments, and problems of 29 projects and three programs funded by the Council on Criminal Justice Administration. It is based on 32 evaluations conducted from February to August 1978. The purpose of the document is to identify strengths and weaknesses of the various types of projects.

Figure 1 outlines how successful these projects were in meeting their objectives and compares them with other projects evaluated over the past three years. Two conclusions can be drawn. First, projects were more successful in meeting objectives in this time period than in prior time periods. The 29 projects met or partially met 71.0 percent of their objectives. This portion is 5.4 percent higher than the 65.6 percent of objectives met by projects evaluated from July 1977 to January 1978. Second, the percentage of objectives that can not be met has increased from zero to nine percent in two years.

From the analysis of the 32 recent evaluations, several other conclusions are made. A wide variety of approaches are being tested. All parts of the system--police, defense, prosecution, judges and corrections--are receiving support. Innovative projects (like victim restitution and a multi-county stolen property bulletin) are proving successful. Most other projects are also benefiting Utah's criminal justice system.

Some problems that frequently occurred and kept some projects from achieving complete success were:

1. Failure to keep track of project activities.
2. Lack of communications between the agency head and project staff. The staff would not know what their boss expected; the boss did not know what the staff were doing.
3. Failure of state and district staffs to adequately monitor projects. Most projects with low objective-met rates were not monitored and their quarterly reports were usually inadequate.
4. Some objectives could not be met from the start. Projects were setting impossible objectives; planners and evaluators were letting these impossible objectives stay in the grants.

The rest of this document contains detailed summaries of the 32 projects and programs. Each summary is quite detailed in order to specifically describe how each project operated and what it did or did not accomplish. Summaries are written sometimes from the evaluator's perspective, sometimes from the planner's perspective, and sometimes from the project's view. Names and phone numbers of project directors have been included in case further information is needed.

FIGURE 1

PROJECT SUCCESSES---PERCENTAGES OF CCJA PROJECTS THAT MET AND DID NOT MEET OBJECTIVES
(1975-1978)

Based on Evaluations of the Projects

<u>When Evaluations Were Conducted</u>	<u>% of Objectives Met</u>	<u>% of Objectives Not Met</u>	<u>% of Objectives Partially Met</u>	<u>% of Objectives Not Measurable</u>	<u>% of Objectives Met and Partially Met</u>
I. July 1975 to July 1976					
27 projects with 163 objectives	68.4	31.6	0.0	0.0	68.4
II. July 1976 to November 1976					
2 projects with 58 objectives	69.0	24.1	1.7	5.2	70.7
III. November 1976 to June 1977					
23 projects with 119 objectives	65.5	23.5	5.0	5.9	70.5
IV. July 1977 to January 1978					
23 projects with 122 objectives	45.9	25.4	19.7	9.0	65.6
V. February 1978 to August 1978					
19 projects with 155 objectives	67.1	20.0	3.9	9.0	71.0

Source: UCCJA, August 1978

FIGURE 2

PERCENTAGE CHANGES IN PROJECT SUCCESS RATES
1975 to 1978

	July 1977 - January 1978 to February-August 1978	July 1975 - July 1976 to February-August 1978
% change in objectives met	+21.2	-1.3
% change in objectives not met	-5.4	-11.6
% change in objectives partially met	-15.8	+3.9
% change in objectives not measurable	0.0	+9.0
% change in objectives met and partially met	+5.4	+2.6

SOURCE: CCJA September 1978

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Summary Information

Each summary includes budget information, project director's name, phone number, and a description of the project performance. Because budgets, directors, and phone number are constantly changing, the item listed may not be the exact budget or the most current phone number. We tried to have the most current figures but I'm sure in some cases the budget, name, or phone may have changed since the evaluation or this document was done.

CRIME PREVENTION

Statewide Crime Prevention Project

Budget: \$140,950 total; \$126,800 CCJA and \$14,150 state. Project director: Paula Nelson; phone number 533-7784. Evaluation completed May 1978 (done by project director).

The Utah Statewide Crime Prevention project is located within the Council on Criminal Justice and has a staff of two people. The purpose of the project is to provide a comprehensive statewide crime prevention program which will involve law enforcement agencies and volunteer community groups. The intent is to educate the public on and to involve the community in crime prevention. Other objectives include training officers, providing crime prevention materials, introducing security legislation and performing public information duties for UCCJA.

The project staff coordinate an extensive crime prevention campaign by utilizing local law enforcement agencies and community organizations as front-line contacts with the public. The project has provided brochures, films (on a loan basis), an inventory of crime prevention materials, and a newsletter to law enforcement agencies throughout the state. The staff has personally contacted all law enforcement agencies (with three men or more) to elicit support for and to explain the program. Two basic crime prevention workshops have been conducted, with more than 80 officers receiving this training. As a result, 94 law enforcement agencies are conducting crime prevention activities, ranging from Operation ID to bicycle registration, in their jurisdictions. Although many law enforcement agencies are involved in crime prevention on a limited basis, the presence of one such activity is the first step toward a comprehensive crime prevention program.

The project has also organized the Utah Crime Prevention Officers Association and has worked closely with Utah Hands-Up, a volunteer crime prevention effort initially sponsored by the Utah Federation of Women's Clubs. The project also has a contract with the Human Ensemble Repertory Theatre and the Utah State Board of Education to perform puppet shows in the elementary schools as part of an anti-vandalism campaign.

Coordinating with volunteer organizations has often been difficult and time-consuming. Nevertheless, community groups are taking an active interest in the project and crime prevention is being implemented on a larger scale in law enforcement agencies. It was recommended that the project be refunded.

Pleasant Grove Police Department Residential Crime Prevention

Budget: \$2,000 total; \$1,800 CCJA and \$200 local. Project director: Chief Michael Ferre; phone number: 785-2460. Evaluation completed May 1978.

The Residential Crime Prevention grant purchased films and a lock installation kit for the Pleasant Grove Police Department's crime prevention program. The project received funds for one year.

Prior to this grant, Pleasant Grove had no organized crime prevention program. Now the department devotes 16 hours a week to crime prevention activities. Several people in the department are involved in this effort. However, one person assigned as the crime prevention officer devotes approximately 30 percent of his time to this effort.

Project activities have included distributing pamphlets through the city newsletter; presenting lectures to church, student, and civic groups; distributing property engravers; and working with the Kiwanis Club in sponsoring a crime prevention essay contest. The grant's single objective of reducing burglary and theft by 10 percent can not be assessed until mid-1979.

The grant experienced some problems, the selection, ordering, and receiving of films were difficult and time-consuming. Other problems include an unsuccessful essay contest and general grant processing and management problems.

The fundamental question of this evaluation is not whether Pleasant Grove has a good crime prevention program, but whether funding crime prevention films to an individual police department is an efficient use of UCCJA resources. During seven months the crime prevention officer used a film in all but one of his 32 lectures. However, prior to receiving his own films, he borrowed films from other police agencies and the statewide crime prevention program to use in his lectures. However, the project showed films more frequently during the months they borrowed films than after receiving their own. Also, no other departments have utilized the films.

Two recommendations were made:

1. UCCJA should not fund crime prevention films to individual police departments. Instead, the agency should support the idea of district and state film libraries.
2. Films should remain in Pleasant Grove as long as they are utilized by the entire area. Project and state staff should analyze their use at the end of the grant, and if necessary, every six months thereafter.

POLICE

University of Utah Unlawful Manufacture and Control Unit

Budget: \$20,977 total; \$18,729 CCJA and \$2,248 state. Project director: Assistant Chief Dan Waters; phone number: 581-7944. Evaluation completed June 1978.

The Unlawful Manufacture and Control Unit provides one full-time investigator to the University of Utah Police Department. This project is in its second year of operation. The goals of this grant are to reduce the incidence of criminals obtaining precursory chemicals and unlawfully manufacturing controlled substances at the university and to improve the existing statewide system of preventing illegal drug manufacturing. The last goal was to have identified, arrested, and prosecuted those who violated the law, either by manufacturing, distributing or possessing controlled substances. To accomplish these goals and the main purpose, six specific objectives were designed. 1. Convince the University to adopt a formal set of rules and regulations which controls the obtaining of precursory chemicals. 2. Conduct monthly inspections of major dispensing and lab areas. 3. Attend local and quarterly and two out-of-state lab investigator meetings. 4. Conduct training at meetings, as requested, and host a DEA training session. 5. Assist narcotics division on cases. 6. Make and/or assist in one lab seizure and one arrest for violations of Controlled Substance Act.

Of the six objectives, three were met, one was partially met, and two were not met. The two objectives not met were the two most important, laboratory seizure and the formal policy change at the University of Utah. The three that were met included conducting lab inspections, training, and assisting the narcotics unit.

No monitoring has been done. The project meets Objective 1.2 of the police program area. Continued funding of the project was recommended with two conditions: changing funding and scope of the chemical regulation project and obtaining administrative support for the policy.

District Four Crime Bulletin

Budget: \$3,189 total; \$2,655 CCJA and \$534 local. Project director: Chief Boyd A. Ward; phone number: 896-8484. Evaluation completed June 1978.

The bulletin is published weekly and distributed to 29 agencies including agencies outside District 4. This self-evaluation by the project director recommended refunding. The project has resulted in the recovery of approximately \$3,400 worth of stolen property. Without the bulletin, this property would not have been recovered since the stolen equipment had no serial numbers and the stolen cattle had no brands. The project's major problem is that agencies are reluctant to contribute to the bulletin.

Riverdale Police Special Investigator

Budget: \$21,974 total; \$19,301 CCJA and \$2,673 local. Project director: Chief E. W. Woolsey; phone number: 394-2853. Evaluation completed April 1978 (by project staff).

The Riverdale Special Investigator provides for one officer to concentrate on felony cases (specifically burglary, theft, and auto theft) in Riverdale City. This project focused on a backlog of unsolved cases, as well as new felony cases.

The Riverdale Investigator, Sgt. Russell Nebeker, has attended a 40-hour training course in advanced crime prevention. The crime prevention program is continuing in Riverdale, with selective patrol and surveillance tactics being implemented for high crime areas. The bulk of his time, however, is spent on the actual investigations.

Of the three objectives, all have been met. The number of burglaries showed a 9.7 percent decrease (31 prior grants--28 grant). The amount of reported thefts has decreased 29.4 percent (126 prior grant--89 grant). The number of auto thefts also decreased during the current grant period (11 prior--6 grant).

Clearance rates for theft, auto theft, and vehicle burglary have increased. Theft +18.6 percent; auto theft +3 percent; and vehicle burglary +22.1 percent. The only decrease was observed in the burglary clearance rates. Burglary showed a clearance rate of 46.4 percent; a decline of 1.9 percent.

Recovered stolen property levels showed a slight increase of 1.4 percent. It's interesting to note that the total amount of stolen property during the prior grant period was \$57,137. The total amount of stolen property during the current grant period was \$44,497. Refunding of the project was recommended.

Park City Investigator

Budget: \$9,903 total; \$1,986 CCJA and \$7,917 local. Project director: Chief Garth Wilkinson; phone number: 649-9361. Evaluation completed June 1978 (by chief).

Prior to the investigator project, follow-up work was rarely, if ever done on any case. The patrol officer would take the initial report and if there were any leads that could be followed up right then he would maybe follow-up on them, however, once the case was filed no follow-up would be done. Crime scenes were not photographed, nor were mug shots taken of arrested persons.

The project was started on May 1, 1977. One officer was assigned as an investigator for 60 percent of his time. He was assigned to make personal contacts, whenever possible, with all victims of crimes and to investigate all crimes reported to our office as well as so-called victimless crimes. Equipment was purchased and received throughout the first six months of the project.

Most of the investigators time is spent on follow-up work. Interviewing victims, possible suspects, witnesses, and collecting evidence, preparing

cases for court. Percentage of time spent on tasks varies greatly from case to case, and would be impossible to determine. Other officers do collect evidence and use the equipment. However, in many cases, the investigator has been called to a crime scene to act as a manager or to photograph the scene, collect evidence or give assistance where needed.

The objectives of the grant have been met. We have cleared just under 17 percent of all Part I crimes as a direct result of the investigator. This was in spite of the fact that for the quarter ending March 31, 1978, we had 98 Part I crimes reported and of these about 80 percent were stolen skis. Ski thefts are next to impossible to clear. The second objective was more than fulfilled in that shortly after the grant started we assigned the officer full-time to investigations. In addition to cases cleared in Park City jurisdiction as a direct result of the Park City Investigators Project, there were four burglaries cleared for Heber City and approximately 22 burglaries and thefts cleared for Salt Lake City and Salt Lake County jurisdictions, resulting in several thousands of dollars worth of stereo and ski equipment being recovered.

Lehi City Investigator

Budget: \$1,959 total; \$1,763 CCJA and \$196 local. Project director: Chief Berl Peterson; phone number: 768-8404. Evaluation completed June 1978 (by chief).

Prior to the time this UCCJA grant was awarded, the Lehi Police Department was using a 25-year old fingerprint kit and an obsolete Polaroid camera for all investigations. Each patrol officer that took a call on a Part I crime would investigate each call himself. Many times this amounted to working days off and many hours overtime.

As we worked into the grant period, we found a better working attitude with patrol officers when they could take a first report on a crime and then turn the case over to the investigator without having to work overtime hours on it themselves.

It would be hard in the first year of this project to determine success based solely on the purchase of equipment. This figure would be more evident over an extended period of time.

We have, however, seen a sharp increase in clearance rates and convictions as can be noted in our quarterly progress reports with a 31.6 percent increase in clearance rates for the third quarter, exceeding the 25 percent projected in the original grant objective.

Our experience with this project has been one of definite success. We have seen a better working relationship within the department with each officer being able to specialize in his particular assignment. I feel that any small department that does not now have the equipment needed in their investigative unit would be well to have the same opportunity we have had under this UCCJA grant.

Duchesne City Burglary and Larceny Prevention Officer

Budget: \$13,940 total; \$4,500 CCJA and \$9,440 local. Project director Chief Douglas R. Horrocks; phone number: 738-2464. Evaluation completed February 1978.

This grant has supplied Duchesne City with an officer to improve the investigation effectiveness of the department in dealing with burglary and larceny cases. The addition of Officer Stansfield to the Duchesne City Police Department made the department a three-man department. Objectives for this project include: reducing the number of reported burglaries and larcenies (met), increasing the conviction rate for burglaries and larcenies (could not be measured), and increasing the officer's expertise and knowledge in crime prevention (not met).

Refunding was recommended with two conditions: change one objective and obtain training.

DEFENSE, PROSECUTION, AND COURTS

Utah County Public Defender

Budget: \$68,841 total; \$15,000 CCJA and \$53,841 state. Project director: Judge J. Robert Bullock; phone number: 373-5510, ext. 270. Evaluation completed March 1978.

The Utah County Legal Defender Association was established to defend indigent persons charged with a felony or a misdemeanor where a conviction would probably result in incarceration. This was the second year of the grant.

The legal defender association handles felonies, Class A misdemeanors, criminal Juvenile Court cases, and sanity cases. Upon request the office also handles some Class B misdemeanor cases and other miscellaneous cases. During 1977, 60 percent of the 290 criminal cases handled were felonies. Cases handled by the legal defender association are either assigned to the two staff attorneys or assigned to private attorneys who are employed by the association on a case-by-case basis. Criminal cases are assigned to private attorneys when the staff is overloaded or when the office has a conflict of interest in handling a case. During 1977 private attorneys handled three percent (21 cases) of the criminal caseload.

All four objectives have been met. The public defender office has provided representation to all indigents referred to it by the court. The project has resulted in better representation of indigent clients, faster processing of cases, more efficient court scheduling, and more efficient coordination between the courts, the prosecutor and the court-appointed counsel.

The project was faced with several problems: a heavy workload, vague eligibility criteria, and lack of defenders availability to the client prior to arraignment.

Refunding was recommended with five conditions: add funds for training, employ additional help for sanity cases, improve screening process, improve availability of defense counsel prior to arraignment, and develop plan for improvement of county-wide defense services.

Wasatch County Attorney Police-Prosecutor Liaison

Budget: \$5,220 total; \$4,308 CCJA and \$912 local/state. Project director: Harold Call; phone number: 654-0742. Evaluation completed July 1978.

The Wasatch Prosecution Police Liaison Program hired an attorney as a part-time liaison officer for the Wasatch County Attorney's Office. The purpose of the project is to increase the efficiency of the county attorney's office and to improve relations with law enforcement officers. Specific objectives to develop a case monitoring system and to organize monthly meetings of law enforcement and prosecution personnel were met early in the grant.

The project has been successful in increasing the efficiency of the Wasatch County Attorney's office. However, the project also divides responsibilities and causes some inefficiency. It is recommended that project activities be continued. In the short run this should be accomplished by expanding the part-time deputy county attorney's responsibilities. In the long run, a full-time county attorney should be hired since it would be more efficient and is fiscally feasible.

The project was for one year and was not to be refunded. The evaluation did recommend for future grants to other prosecutor offices that UCCJA should give priority to prosecution projects which work toward full-time career prosecutors. As a general policy, projects which fragment prosecution duties should not be funded.

Statewide Association of Prosecutors

Budget: \$97,943 total; \$88,149 CCJA and \$9,794 local. Project director: David S. Young; phone number: 532-6503. Evaluation completed May 1978.

The purpose and objectives of SWAP were covered in ten objectives. Seven objectives have been met; three have not. 1. SWAP functions as a clearinghouse for prosecutor training. About \$12,000 is spent each year for prosecutor training. Two statewide seminars were held in the last year's grant (usually regional seminars are held, but none were held

last year). County attorneys and staffs also attend out-of-state seminars (SWAP pays half the cost). 2. The project also acts as a coordinator for prosecutor activities. In the last year this objective was met by conducting training sessions at local government functions (League of Cities meetings). 3. SWAP keeps prosecutors abreast of new developments (like video taping). Information is passed on through SWAP's newsletter and the training. 4. Local prosecutors have made extensive use of SWAP's research and model brief service. 5. SWAP is a liaison with other criminal justice agencies. They have worked with legislators (to receive funding) and county commissioners (to upgrade local salaries). 6. Through the newsletter SWAP provides up-to-date information on cases, holdings, and other prosecution matters. 7. An evidence book was to be prepared by University of Utah Law School; but the book has not been prepared. 8. A general objective is to further prosecution as a career. SWAP has published salary surveys to help convince counties to raise prosecutor salaries. 9. The project was to get legislative financial support. Support was not received. 10. SWAP was also to help implement the prosecutor standards and goals adopted by CCJA. No activities have been conducted to meet this objective. The project was recommended for refunding.

Utah Appellate Court Project

Budget: \$21,945 total; \$13,945 CCJA and \$8,000 local. Project director: Justice Richard J. Maughan; phone number: 533-5281. Evaluation completed May 1978 (done by Supreme Court staff).

This was a self-evaluation of a one-time project. Objectives were met.

The grant financed a study of the Utah Supreme Court's workload which recommended a number of resolutions to solve the growing workload problem. Recommendations included additional personnel for the Supreme Court, establishment of an intermediate appellate court and changes in Supreme Court procedures. While not all justices agree with the recommendations, the majority agree that at least some changes should be made.

POLICE YOUTH OFFICERS

South Ogden City Youth Bureau

Budget: \$28,580 total; \$18,672 CCJA and \$9,908 local. Project director: Chief James L. Wold; phone number: 621-1861. Evaluation completed August 1978.

The youth bureau consists of one youth officer and one secretary. The youth bureau has attempted to improve relations between the South Ogden youth and the police by presenting several programs and lectures to the schools. Arrests have increased for vandalism, alcohol violations, auto burglary and auto theft. Seven of the nine objectives have been met.

Diane Hancock, the present youth officer, developed the juvenile records system for this project. A detailed log of youth bureau activities has been kept. Thirty-three lectures were given; 22 meetings were attended; and five projects were implemented. Two attitude surveys were administered to 33 percent of the students of South Junior High in February and in May.

Budget execution has been satisfactory. No monitoring has taken place in this project. This project meets the objective in the 1977 Plan, developing youth bureaus in law enforcement agencies. Refunding was recommended for this project.

Sevier County Youth Specialist

Budget: \$23,480 total; \$21,130 CCJA and \$2,350 local. Project director: Sheriff Rex Huntsman; phone number: 896-6433. Evaluation completed July 1978.

This project had five objectives. Two objectives were met, two were not met, and one was partially met. Objective one was to maintain the quality of the juvenile record system. This objective was met. The second objective was the establishment of an advisory council. This one was not met. The third objective was partially met and it was to have improved coordination between sheriff's office and social service agencies. The fourth objective was to maintain the 1976 level of juvenile offenses and referrals and it was not met. The last objective was met and it was to establish contacts between youths and law enforcement.

The youth officer is Deputy Larry J. Coon. He has given 62 presentations in area elementary, junior and senior high schools. The subjects covered include: vandalism, shoplifting, alcohol and drug abuse, bicycle safety, and self protection. When Deputy Coon is not giving presentations, he is patrolling the school grounds. To this date, his activities have been strictly in crime prevention rather than enforcement. Deputy Coon completed all of the training as specified in the grant.

This project has not been monitored. It fulfills plan objectives in the Crime Prevention and Juvenile Prevention and Diversion program areas.

Continued funding of this project was recommended with six stipulations covering reworking the grant, obtaining assistance in curriculum development, and recording activities.

Box Elder County Sheriff's Youth Bureau

Budget: \$19,910 total; \$17,919 CCJA and \$1,991 local. Project director: Dennis Able; phone number: 734-9441. Evaluation completed August 1978.

Pat Moore was hired as the youth officer at the inception of the project. She has developed a juvenile records system for Box Elder County. A breakdown of her time is:

<u>Percent</u>	<u>Breakdown of Time</u>
30%	Records and paperwork
20%	Patrol county
10%	Serving papers for Juvenile Court
10%	Pick up orders for Juvenile Court
30%	Juvenile investigation

Of 12 objectives, one has been met, three could not be met, seven were not met, and one did not have enough information to assess the outcome. Six of these objectives asked for a reduction in crime. This type of objective is not realistic for a first year youth bureau. Three of these objectives asked for a reduction, when the baseline data was zero. Objectives involving educational programs and improved police-youth relations were not met. Objective 11, dealing with the education of the officers of the sheriff's department as to juvenile procedures has not been met.

Budget execution has been satisfactory. No monitoring has taken place. This project meets the 1977 Plan objective, developing youth bureaus in law enforcement agencies.

This project was recommended for refunding with four conditions: recording activities, developing a policy for handling juveniles, obtaining help in curriculum development, and rewriting objectives.

Kaysville Police Youth Bureau

Budget: \$27,202 total; \$17,000 CCJA and \$10,202 local. Project director: Mike Lee; phone number: 376-2860. Evaluation completed June 1978.

The youth bureau was funded to the Kaysville City Police Department, presently an eight man department (including the juvenile officer). This grant is finishing its first year of operation. Officer Robert Mednick served as the Kaysville youth officer from October 1, 1977, to June 5, 1978. Officer Mike Lee is the new juvenile officer.

This project was funded to reduce the incidence of juvenile crime, increase clearance rates, decrease referrals to Juvenile Court and establish a close communication with the youth. Of six objectives, five have been met and one has not been met. The youth bureau has been established. Clearance rates for juvenile crime have been increased. There is a wider recognition and use of agencies for juvenile referrals in lieu of referrals to Juvenile Court. Several presentations have been given to

the youth and a separate juvenile records system has been developed. The incidence of juvenile crime has increased by 69 percent (rather than decreased as suggested in one objective). This objective was not a realistic objective when considering the fact that when a juvenile officer is placed in a city that has never had a juvenile specialist before, juvenile crime will now be recognized to a much greater degree. Therefore, when evaluating new youth bureaus, an initial increase in the incidence of crime is natural. Administrators from each of the schools in the Kaysville area were contacted to measure the effectiveness of the juvenile officer. Some problems exist with the school programs, as some of the administrators reported that they had no contact with the juvenile officer.

Budget execution has been satisfactory. There are no official monitoring reports in the file. This project meets the 1977 plan objective, developing youth bureaus in law enforcement agencies.

Refunding was recommended for this project with the conditions that the officer spend more time in the schools and maintain a log of activities.

St. George Youth Bureau

Budget: \$25,409 total; \$20,000 COTA and \$5,409 local. Project director: Chief Joe Hutchings; phone number: 673-7872. Evaluation completed July 1978.

The project was funded to hire one juvenile officer, Mike Dobson. This grant has just finished its first year of operation.

This project was funded to: increase the number of juveniles apprehended for burglary, larceny, vandalism and assaults by 10 percent; reduce the number of referrals to Juvenile Court for status offenses by five percent; establish a separate criminal record system for juveniles; and to improve relations with social service agencies and schools. The juvenile officer is actively involved with the schools and community. He is involved in a bike safety program, a soccer program, and a rape and child molest prevention program. The juvenile officer works very closely with all of the schools in a preventative nature spending a proportionate amount of time in each of the four schools. He has developed individual programs for four age groups: kindergarten-fourth grade, fourth-sixth grade, junior high and senior high school.

The project has met all four of its objectives. The juvenile apprehension number for burglary, larceny, vandalism, and assaults has been increased by 38 percent. The number of referrals to Juvenile Court for status offenses has been reduced 100 percent. A separate and complete juvenile record system has been established, and relations with social service agencies and schools were clearly improved.

Budget execution has been satisfactory. There are no official monitoring reports in the file. This project meets the 1977 plan objective, developing youth bureaus in law enforcement agencies.

Refunding was recommended for this project.

Pleasant View Youth Bureau

Budget: \$13,494 total; \$11,200 CCJA and \$2,294 local. Project director: Chief Richard G. Diamond; phone number: 399-2469. Evaluation completed June 1978.

The Pleasant View Police Department has completed its second year of funding for the youth bureau. The youth bureau consists of one full-time officer, Larry Butler.

Of seven objectives, four have been met, two have not been met and one has been partially met. The solution number of juvenile-related offenses has increased by 23 percent, however, the number of juvenile offenders as well as the recidivism rate have risen. The number of total crimes committed has decreased overall, witnessing an increase in felony offenses and decrease in misdemeanor offenses. Thus, we have more juveniles involved in criminal activity, juveniles involved in more serious crimes, less criminal activity overall, and more repeat offenders.

Officer Butler has continued to work with the schools, churches, civic groups, Juvenile Court, PTA, and parents. He has also continued development of the programs used to educate the youth concerning drug problems and other crime related offenses. Refunding was recommended for this project.

Parowan Juvenile Crime Specialist

Budget: \$14,260 total; \$4,950 CCJA and \$9,310 local. Project director: Chief Joseph Haslem; phone number: 477-3383. Evaluation completed March 1978.

The service area of the Parowan Police Department includes approximately 900 juveniles including those attending Iron County School in Parowan from the surrounding communities of Summit, Paragonah, Brianhead and the unincorporated areas of Iron County. With the addition of the juvenile officer, the Parowan Police Department is a 1/2 man department.

Of three objectives, one has been met, one has been partially met, and one was not measurable. Several programs have been initiated by the juvenile officer to better the relationship between police officers and juveniles.

Due to the fact that this project was a one-year project, the question here was not one of refunding. But rather how well does a full-time youth officer project work in a small community, such as Parowan (with a population of approximately 3,000)? In speaking with Chief Haslem and Officer Mickelson, it became clear that a full-time youth officer was not needed in Parowan. Chief Haslem feels that a half-time juvenile officer is all that is needed for the Parowan community. Initially, he felt that more time had to be devoted by the juvenile officer to develop and implement programs. However, now, according to Chief Haslem "there is just not enough juvenile related work to keep the officer busy on a full-time basis". In addition to the fact that there is a lack of work of juvenile related matters, there is a definite need in a 3 1/2 man department for more time spent on patrol. Therefore, nile year the juvenile officer intends to spend 50 percent of his time on patrol and 50 percent of his time on juvenile related matters.

JUVENILE-DIVISION OF FAMILY SERVICES

Community-Based Alternatives for Troubled Youth (CATY) Administration and Implementation

These are two projects. Project director: James Wheeler; phone number: 533-5107. Evaluations completed May 1978 and August 1978 (the seven provider programs were evaluated by a private consultant).

The Community Alternatives for Troubled Youth program represents an ambitious, \$600,000 per year effort to provide services to seriously delinquent youth in their communities rather than at the state Youth Development Center.

The Division of Family Services is receiving two Federal grants for the CATY program. \$585,475 (419,475 DFS money; 166,000 Federal-CCJA) is used to pay contractors for actually providing the alternative services. \$39,157 (\$34,829 Federal-CCJA; \$4,328 DFS money) covers direct administrative costs of the program.

The contractor-service grant funds the following seven alternative programs.

Copper Mountain

The Copper Mountain Adolescent Day Care Center provides intensive and varied services for their youth. Extensive educational, recreational and counseling services are available during the working day. After-hours services are also provided through trackers. The youth are given firm guidelines to direct their behavior but allowance is made for individual variation within those guidelines. The facilities are new and well kept and the staff and students work closely with one another most of the day.

Esperanza

Esperanza Para Manana is the only program intended for Chicano-male adolescents. The staff at Esperanza have established a home atmosphere that provides a flexible yet firm structure particularly appropriate for Chicano youth. All the youth at the home experience a therapeutic social milieu and receive educational and vocational services from other agencies or local schools. The home is old but in good repair and is centrally located in an older Salt Lake residential area. Each youth has clearly defined responsibilities both to himself and to the other group members.

Marmalade

Marmalade offers educational and recreational services which have proven valuable to two of the other alternative groups, Esperanza and Sam Howe. Marmalade has several satellite schools in the Salt Lake area operating in donated or leased facilities. This arrangement allows the satellite schools to be available to youth in their own neighborhoods. Para-professional and professional teachers demonstrate a "street-sense" empathic understanding for each youth. When needed, the teachers are very firm in disciplining problem behavior yet the atmosphere is very open and the structure very flexible.

Provo

The Provo School District offers extensive educational services through the Adolescent Day Care Center. The center provides classroom, recreational, and some vocational services for the female adolescents residing in the adjacent girls' group home in Provo. The staff are all professional educators, many of whom are involved in their first teaching experience. The curriculum is designed for the needs of those enrolled and is quite structured. The facilities are modern but somewhat crowded.

Sam Howe

Sam Howe provides tracker services for delinquent youth. The tracker approach allows for much flexibility in the treatment of each youth. Trackers depend upon other organizations to provide such essential services as education, vocational training, or employment. Sam Howe accepts youth from areas where trackers are available. Presently they service adolescents in Salt Lake, Ogden and Provo. Professional counseling services are provided in Salt Lake for youth who will participate.

Weber

The Renaissance project of Weber County Mental Health maintains a group home for adolescent males. A structured social milieu has been established to aid the youth living there. Extensive formal counseling is also provided for each youth and for his family. Most of Weber's adolescents receive vocational training from the Skills Center in Ogden; one youth has been attending a local junior high school. The home is spacious, well maintained, and well furnished.

Westminster

The Westminster program, located on the campus of Westminster College in Salt Lake, depends heavily upon the therapeutic effects of the social milieu available on a college campus. The youth enrolled are necessarily older since they live with a student roommate in the campus dormitories. The youth are encouraged to enroll in college classes and are provided needed help through their student-advocate and the program staff. Special courses are being designed for the needs of these youth in developing study skills and gaining more social skills.

Conclusions

It can easily be argued that since the alternative programs are still in their infancy, no hard conclusions can be drawn. However, it seems significant that, even in a short and fairly structured time span, an 84 percent reduction of felonies and misdemeanors has occurred for youth participating in the alternative programs. True, as youth begin to move away from the provider programs and begin to re-establish themselves among old acquaintances and situations, the incidence of delinquency has a high probability of increasing. Nonetheless, it appears from this evaluator's point of view that some very positive steps to the prevention of crime have occurred and can continue if slight alterations are made in some of the programs.

District Three Youth Services Program

Budget: \$58,286 total; \$52,456 CCJA and \$5,830 state. Project director: Floy Taylor; phone number: 373-6154. Evaluation completed February 1978.

The District III Youth Services Program has been established to provide counseling, crisis intervention, and referral services to the runaway and ungovernable youth. As a result of the new law, the Juvenile Court does not have jurisdiction over out-of-control children or runaways no matter how aggravated, endangering, or serious unless first, the case is referred to the Division of Family Services and secondly, the Division of Family Services has made earnest and persistent efforts to correct the problem (Section 55-10-77.5, 1977 amendment). This project is now handling a great deal of cases that would have gone through the juvenile justice system. There has been a significant reduction of the number of youth referred to the Juvenile Court and detention.

Of six objectives, five have been met and one has been partially met. More accurate measures of success was recommended, such as: calculating the number of youths receiving counseling, the number of hours of counseling given, and the number of youths placed back into the home environment. It was also suggested that project personnel develop monthly meetings with surrounding police departments to educate the departments as to the project's function and to establish a feedback mechanism.

Refunding was recommended for this project.

Group Home Care for Retarded Juvenile Offenders

Budget: \$65,147 total; \$39,740 CCJA and \$25,407 local. Project director: Ron Liston; phone number: 756-6022. Evaluation completed February 1978 (by private consultants).

Utah is said to have over 30,000 mentally retarded citizens. The Utah State Training School works with less than 850 of this total population. The retarded people at the training school are in most part gentle (in some cases docile), non-aggressive individuals with serious problems, but not of the delinquent nature. However, in the past 10-15 years the training school has admitted nearly 100 residents with serious offenses on their police and court records. Currently, there are 26 residents of the training school who are defined as mentally retarded offenders.

In July 1977, the Utah State Training School with financial support from the Utah Council on Criminal Justice Administration opened an M.R. offender group home in Orem, Utah. The home has had the same five participants in residence since its opening. They were selected by the professional staff assigned to work with them and approved by the superintendent of the training school for placement. During the progress of the home each resident has been gainfully employed, two in competitive work situations. All residents have participated in numerous community recreation activities. All the boys have successfully lived with two group home parents (with an infant child) in a normal family environment. None of the residents have come into conflict with the legal authorities, their neighborhood, or community institutions.

It was the findings of the consultive evaluation team that the program has been successful, and of great benefit to the five residents involved. Of great impression to the evaluation team was the strong relationship between the group home parents and the boys. Also impressive was the amount of positive feedback about the home from the resident's natural parents, neighbors to the group home, and church officials where the residents enjoy full church participation.

The project was in need of some minor improvements including more frequent and formal input of all professional staff, formalized and documented inservice training of the group home parents, and evaluation of the group home residents for possible appropriateness in an evening community school program.

Five of the projects six objectives were met; the project was recommended for refunding.

JUVENILE COURT

Juvenile Court Training

Budget: \$13,260 total; \$11,260 CCJA and \$2,000 state. Project director: John F. McNamara; phone number: 533-5254. Evaluation completed March 1978 (by planner).

The overall purpose of this grant was to provide all Juvenile Court staff with training. In order to do this, the training was planned in three parts. Judicial Training, was designed specifically for the judges. It would provide each judge with a one or two week specialized school based on their needs. Statewide Staff Training, was designed to get all staff with a similar job together to discuss and resolve common problems and issues in small workshops. A second workshop for all Juvenile Court staff was designed to train and update workers regarding statewide policy, procedures, and new developments and to help them increase their understanding of the statewide system. Intra-District Training, was designed to get all Juvenile Court staff in a particular district together to work on problems of local impact.

Any way the project is viewed, it can only be considered a partial success because five training sessions were not held. Impact on those attending the training has not been measured, so no conclusions concerning success can be made.

Most of the problems appeared to be related to project administration. Planning was not done early enough to complete all proposed training sessions. Some of the judicial training sessions were not attended because of unexpected events. The project was recommended for refunding with a much reduced budget.

Victim-Juvenile Court-Police Liaison Project

Budget: \$43,938 total; \$39,313 CCJA and \$4,625 local. Project director: John F. McNamara, phone number: 533-5254. Evaluation completed April 1978 (by planner and evaluator).

This project consists of three closely related efforts. The first effort is a restitution-victim liaison program which informs victims of court action and restitution cases and provides juvenile offenders the opportunity to work off their restitution. The second effort is a police liaison program to improve communication and understanding between the court and officers in the field. The third effort is a limited public relations campaign for the general public.

The grant's impact on attitudes can not yet be measured. However, the project has made a drastic and measurable difference in decreasing the percent of delinquent restitution orders. In 1976, 38 percent of all ordered restitution was delinquent. In 1977 only 18 percent was delinquent. This project was directly responsible for 19 percent of all restitution paid during 1977. If all the participants in this program had not paid any of their restitution, then 34 percent of all ordered restitution would have been delinquent. Therefore, this project is responsible for a 16 percent point drop in the amount of delinquent restitution.

Interestingly enough, this project has not increased the number of orders for restitution or the amount of restitution ordered. In fact, the number of restitution orders dropped six percent from 985 in 1976 to 922 in 1977. The amount of restitution also dropped 12 percent from \$73,755 in 1976 to \$64,744 in 1977. The average restitution order dropped from \$75 in 1976 to \$70 in 1977.

These statistics present the overall picture and do not shed any light on whether different types of juveniles are being ordered to pay restitution. More research needs to be done on this topic and in other areas. Refunding of the project was recommended.

JAILS

Tooele County Jail Monitoring System

Budget: \$4,850 total; \$4,365 CCJA and \$485 local. Project director: Sheriff William Pitt; phone number: 882-5600. Evaluation completed July 1978.

The Tooele Jail Monitoring System has only been operational since April 30, 1978. This grant provided six cameras for monitoring purposes. One camera is situated to monitor activities from the arresting officer's vehicle to the door of the jail. A second camera is able to watch activities once inside the door and down the hall to the booking area. A third camera monitors the booking area, which is vital since many of the previous assault attempts have taken place in this area. There is a camera situated to view the main cell area. Because some of the dispatchers are women, the shower and toilet areas are not within camera range. There is another camera in the hall by the drunk tank, but it does not actually see into the tank. The sixth camera is in the main hall area outside the sheriff's office. This only leaves one short hall area that is not covered by a camera.

To this date, there has been only one incident in the booking area. The sheriff stated the security of the prisoners and the safety of the officers has improved a great deal with the installation of this system.

P.O.S.T. Jailer Training

Budget: \$16,496 total; \$14,830 CCJA and \$1,666 state. Project director: Kal Farr, phone number: 533-5828. Evaluation completed June 1978.

The POST Jailer Training project provides basic jailer-training academies sponsored by Police Officer Standards and Training. The grant was designed to upgrade and professionalize jail personnel in Utah and set long-range certification standards.

Three separate training academies were held during the grant period. The academies were 40 hours a week for three weeks. The same basic

curriculum was used for all three schools. Some of the class topics included: abnormal behavior, defensesive tactics, incident report writing, sex problems in the jail, and courtroom testifying. All three academies were held at the POST Police Academy facility on the Westminster College campus. Forty-three jailers were trained and of those trained, 12 were from outside of the Salt Lake area.

There were four objectives; three were met and one was not. The three objectives that were fulfilled included, providing 45 jailers with 120 hours of basic training, holding three academies by June 1978, and inviting jailers from all jails in Utah. The objective not met was the formulation of a jail standards and training council.

All sessions of the academies were evaluated by the participants, and these evaluations will be utilized in the development of future academy curriculum and instructor selection.

Some monitoring was done, but no formal monitoring report was submitted. This project meets the state plan objective on staffing patterns. Continued funding was recommended with three conditions: regionalize the training and conduct follow-up evaluations and a survey of jail administrators.

DATA COLLECTION AND CRIME ANALYSIS

Salt Lake City Police Department Crime Analysis Unit

Budget: \$225,000 total; \$154,905 CCJA, and \$70,095 local. Project director: Assistant Chief Gary Parke; phone number: 328-7272. Evaluation completed June 1978 (by project staff).

This first year project accomplished the following specific tasks.

Crime and service information and data profiles were designed, established and expanded and now include data from January 1974 to the present for all 236 grid areas of the city.

Completed two short range predictive service demand studies concerning an area under development and another proposed for annexation.

Provided program development services and accomplished the completion of the following: a) a selective traffic enforcement program; b) a community/ neighborhood level specific juvenile crime-recidivism prevention program developed on behalf of the Blacks Unlimited Organization and several central city and west neighborhood groups; c) a tactical project focusing on the repeat serious crime offenders in the Salt Lake City area on behalf of the Salt Lake City Police Department; d) developed an initial proposal and rendered technical support in development of a larger proposal for a neighborhood-citizen crime prevention effort on behalf of the city of Salt Lake and the Salt Lake Association of Community Councils.

Provision of daily updated and weekly reporting of crime summaries. Crime-tracking and crime-plotting reports since October 1977 to field personnel of the northwest, southeast and the central patrol sectors of the city (areas comprising high crime incidence in the city).

Development of two specific offender biographies and one burglary series report on potential offenders. To date, three targeted offenders have been arrested and charged.

Development, to final draft, of a Modus Operandi reporting format now in manual field testing and for later automation.

To the end of the third quarter of the project, a total of 88 specific reports, studies, and technical assistance activities were rendered on behalf of neighborhood and citizen groups, agencies of government and units of the police department. An additional 29 specific area and city-wide data reports were completed and provided to members and representatives of neighborhoods, universities, churches, units and agencies of government, and the media in the Salt Lake City area. Each of these 117 activities required individualized data researches, profiles, and presentations in formats consistent with the requirements of the requestor.

Refunding of this project was recommended.

Northern Utah Crime Data Center (NUCDC)

Budget: \$62,061 total; \$55,061 CCJA and \$7,000 local. Project director: Janet Talbot; phone number: 399-8477. Evaluation completed May 1978.

NUCDC is staffed with 3 1/2 people--a part-time secretary, and full-time coordinator, research analyst, and statistical clerk. The NUCDC grant performs three basic functions. To develop and implement a model manual record system for law enforcement agencies. This system will include crime records, management records, youth bureau records, and jail records. To develop and implement a model computerized record system in the Clearfield Police Department. This model computer program can then be adopted by any other police agency who plans to computerize their records. To conduct and analyze surveys and crime data. This includes specifically assisting planning agencies in gathering and analyzing data and in reviewing the statistical accuracy of grant proposals.

During the past seven months, non-clerical NUCDC personnel have spent approximately a third of their time on developing record systems, a third of their time on implementing these systems and a sixth of their time on data collection and analysis. The remaining one-sixth of their time has been devoted to training clerks and managerial tasks.

During its first year of operation, the grant has conducted six major activities. Developed a model manual police agency records system and a model youth bureau system. A model jail system is currently being developed. Developed suggested standards for police agency records systems. Assisted in improving agency records systems in nine law enforcement agencies and in improving youth bureau records in at least four agencies. Developed a training course for records clerks and given 61 hours of instruction to 21 people. Conducted seven questionnaires/surveys and analyzed their results. Updated 75-76 Part I crime data for the six counties of Northern Utah, collected information for the 1978 existing systems plan including 1977 crime data, and reviewed two grants.

The project has five objectives-all of which are being met. All grant activities except the funding of new record forms for Ogden City Court can be clearly tied to the objectives. Project also has excellent records to verify their activities including individual daily logs.

The project was recommended for refunding with three conditions: clarify roles, more involvement in computerized records development, and write specific objectives.

PROGRAM EVALUATIONS

Community Crime Prevention

The UCCJA 1977 Annual Action Plan allocated \$174,000 or 10 percent of the total program budget to the crime prevention program area. However, roughly \$245,000 was spent during 1977 on nine grants in "the crime prevention" program area. However, these projects do not include all the grants performing crime prevention activities. Last year UCCJA funded ten "police" grants (investigators) and at least seven "juvenile prevention and diversion" grants (youth bureaus) which performed crime prevention activities. Also, LEAA money and UCCJA money has been given to the Utah Hands-Up Project, a volunteer crime prevention effort initially sponsored by the Utah Federation of Women's Clubs. Therefore in 1977, 27 LEAA funded projects were involved in crime prevention activities within the state. These projects included three statewide efforts, three district efforts and 21 efforts within individual cities and law enforcement agencies.

The statewide and district projects provided media campaigns, training seminars, and educational materials which assisted every law enforcement agency's crime prevention activities. Besides this help, UCCJA grants directly assisted crime prevention efforts in 21 law enforcement agencies. Approximately 43 percent (16) of the major law enforcement agencies (11 or more full-time officers) had grants which performed some crime prevention activities.

All program objectives were met. Media campaigns, operation identification and neighborhood watch programs are being conducted. There are 94 "designated" crime prevention officers. Over 250 officers and administrators have received crime prevention training and materials. Organized citizen groups have worked through the Utah Hands-Up Project and through their local police departments.

The Utah Statewide Crime Prevention Program has coordinated a successful crime prevention effort by providing those services best performed at the state level and by encouraging the development of local programs. UCCJA has enhanced their efforts by funding police investigators and youth bureau officers who also perform crime prevention duties.

Law Enforcement Information Systems

The Law Enforcement Information Systems program area expended \$1,640,110 on nine individual projects during fiscal year 1977. Of the nine grants, two were discretionary. The grants ranged from small, single agency projects to complex and expensive network systems.

In order that a meaningful judgment be made regarding impact and efficiency in the program area of Law Enforcement Information Systems, the Police Information Systems Standards and Goals and the correlating Utah State Plan objectives were used as the standard of measurement. Each individual grant was scored as to it's level of fulfilling the goals and objectives and the correlating state plan objective. Out of the eight goals and objectives, only one, was not addressed by a state plan objective. As to the fulfillment of each state plan objective by individual grants, there was not one grant that did not meet or partially fill a plan objective. There were 15 plan objectives and only one was not met.

The program area of Law Enforcement Information Systems is diverse in the scope of it's individual projects. This fact hinders drawing strong conclusions and implications. However, the following points clearly surfaced. In this program area few individual project evaluations were done. This made a comprehensive program evaluation arduous. I therefore make the recommendation that each individual grant in a given program area receive some kind of evaluation if a program evaluation is to be conducted. A second point to be made is the importance of upgrading the narrative progress reports. I recommend all project directors be thoroughly trained in completing accurately the progress narratives so they have a thorough knowledge of the purpose and importance. The state planning staff should make a close in-depth review of each progress narrative in his or her area. If the progress reports are not to the satisfaction of the planner or evaluator, a stop order may be placed on any given grant. My final recommendation is care be taken in maintaining an equal balance in the program area between small, single agency grants and the complex statewide network type projects. It is the balance between the individualized grants and the complex state system grants that has led to the ultimate success of the Law Enforcement Information System program.

Juvenile Prevention and Diversion

Three program objectives were developed to meet the program area goal. The goal is to divert juvenile status offenders from Juvenile

Court and juvenile institutions and to reduce the number of crimes committed by juveniles. The objectives were:

1. Developing youth bureaus in law enforcement agencies.
2. Developing and supporting youth service bureaus.
3. Developing alternatives to Juvenile Court and juvenile institutions.

All three objectives were met in the program area of prevention and diversion. However, Objective 1 has been met most frequently as 16 of the 19 projects have been youth bureaus. Objectives 2 and 3 were met by the establishment of two youth service bureaus in Provo and the Uintah Basin.

Four of the 16 youth bureaus funded had a reduction in juvenile crime. The development of the youth service bureaus has generated alternatives to Juvenile Court and juvenile institutions. When examining data provided to us by the Juvenile Court, we found that of the 16 police departments UCCJA provided youth officers to in 1977, nine departments experienced a reduction in status offense referrals, six experienced an increase in status offense referrals and one department experienced no change at all. This figure of status offense includes ungovernables and runaways. Due to the new legislation regarding runaways and ungovernables, there was a decrease in referrals to Juvenile Court. When examining the breakdown of ungovernables and runaways, other status offenses and criminal offenses from 1976 to 1977 by district, we found a decrease in runaway and ungovernable referrals, an increase in other status offense referrals and an increase in criminal offense referrals. It was recommended that projects other than youth bureaus be funded to decrease status offense referrals to Juvenile Court and juvenile institutions.

END