

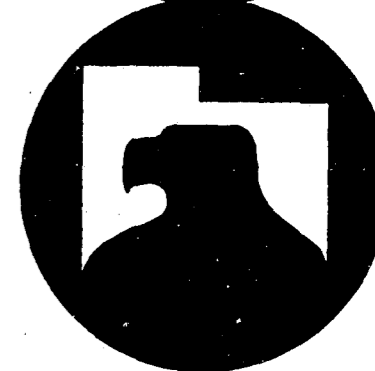
1973

LAKE COUNTY  
DETENTION HOME  
CLAY COUNTY, MISSOURI 64501

# Annual report

17345

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**UTAH-LAW**  
**ENFORCEMENT**  
**PLANNING AGENCY- ANNUAL**  
*REPORT, 1973*

Room 304 State Office Building  
Salt Lake City, Utah 84114  
Telephone (801) 328-5731

Calvin Rampton, Governor  
Commissioner Raymond Jackson, Chairman  
Robert Andersen, Executive Director



CALVIN L. RAMPTON  
Governor

## THE STATE OF UTAH

RAYMOND A. JACKSON  
Commissioner

DEPARTMENT OF PUBLIC SAFETY  
317 STATE OFFICE BUILDING  
SALT LAKE CITY, UTAH 84114

April, 1974

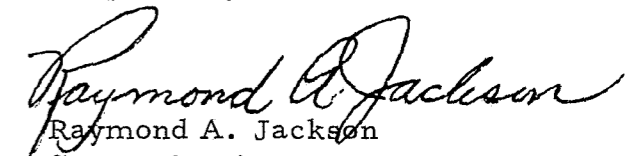
To: Governor Calvin L. Rampton and the Utah State Legislature

This report represents the first extensive description of the efforts of the Utah State Law Enforcement Planning Agency. During the past five years, the Law Enforcement Planning Agency has awarded over \$10,000,000 in action funds to units of state and local government to assist them in reducing crime and to promote more effective justice.

This report provides an explanation of the statewide planning effort, and a description of projects now operating with Law Enforcement Planning Agency support. It also briefly describes our multi-year goals and objectives designed to reduce crime and delinquency and to improve services of the criminal justice system.

Having established a solid framework for planning, the Law Enforcement Planning Agency is now focusing major attention on establishing standards and goals for all segments of the criminal justice system. Future reports will emphasize our progress toward achieving adoption of specific standards designed to control crime and to increase public confidence in our criminal justice system.

Respectfully submitted,

  
Raymond A. Jackson  
Commissioner

RAJ:pc

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## preface

The Safe Streets Act has now been in operation for approximately five years. During that time, Utah has been engaged in the development and implementation of annual action plans. During 1972, crime decreased by more than 10% in Salt Lake City, but increased by 3% throughout the State. Many attribute part of the success in Salt Lake City to Omnibus projects.

The \$2,758,000 in total funds awarded to Utah for the 1973 comprehensive plan has gone toward system-wide improvement of criminal justice. In the judicial area, the urgent need for a complete revision of the Utah Penal Code was accomplished. The past year also saw implementation of the first phase of a unified court system and the establishment of a StateWide Association of Prosecutors (SWAP).

Funds have been appropriated to address correctional needs, such as the lack of training and education in correctional personnel, low salaries, personnel shortages, the jailing of youth, the need for additional community-based resources as alternatives to prison sentencing, and the need for adequate adult and youth rehabilitating programs.

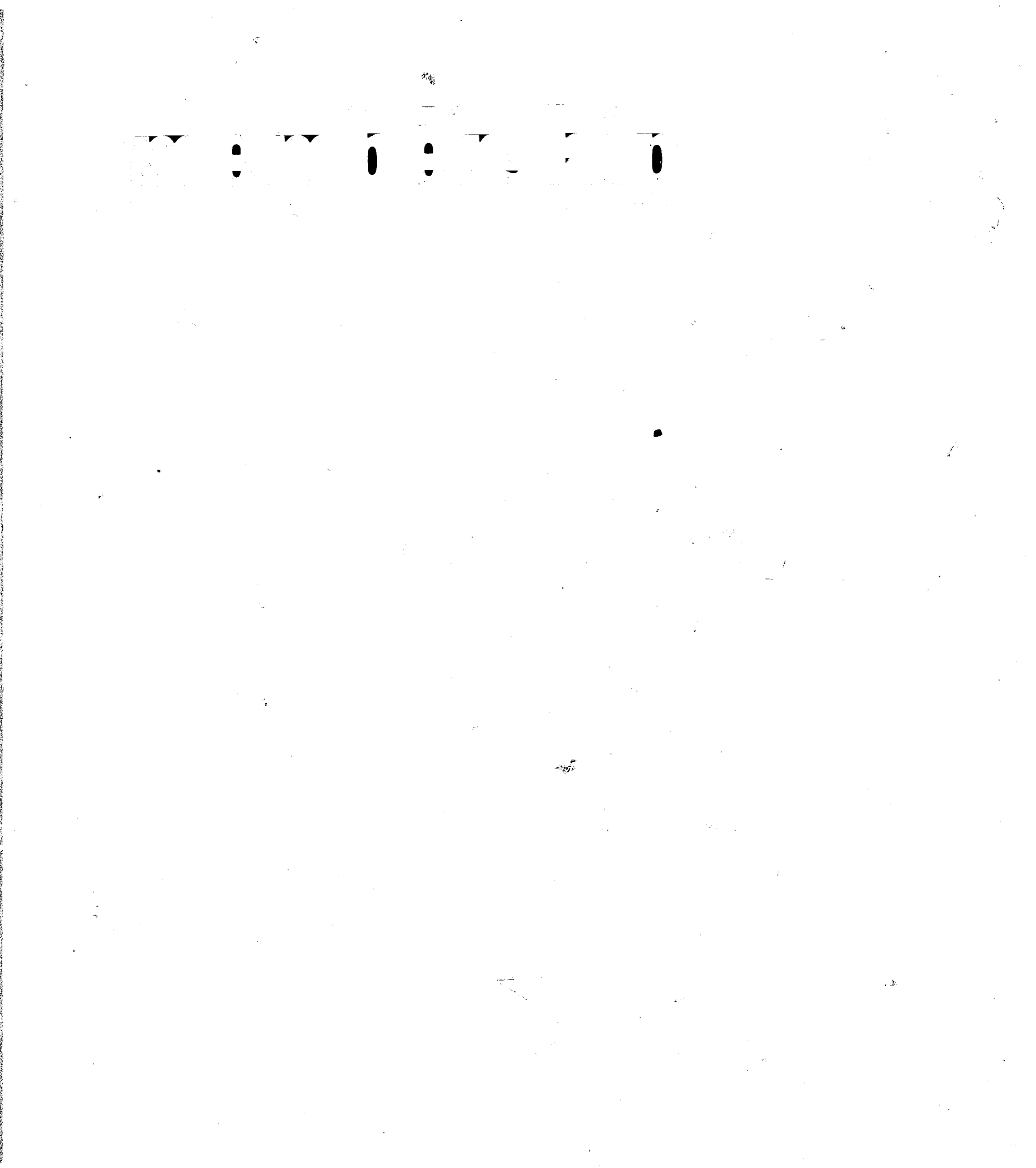
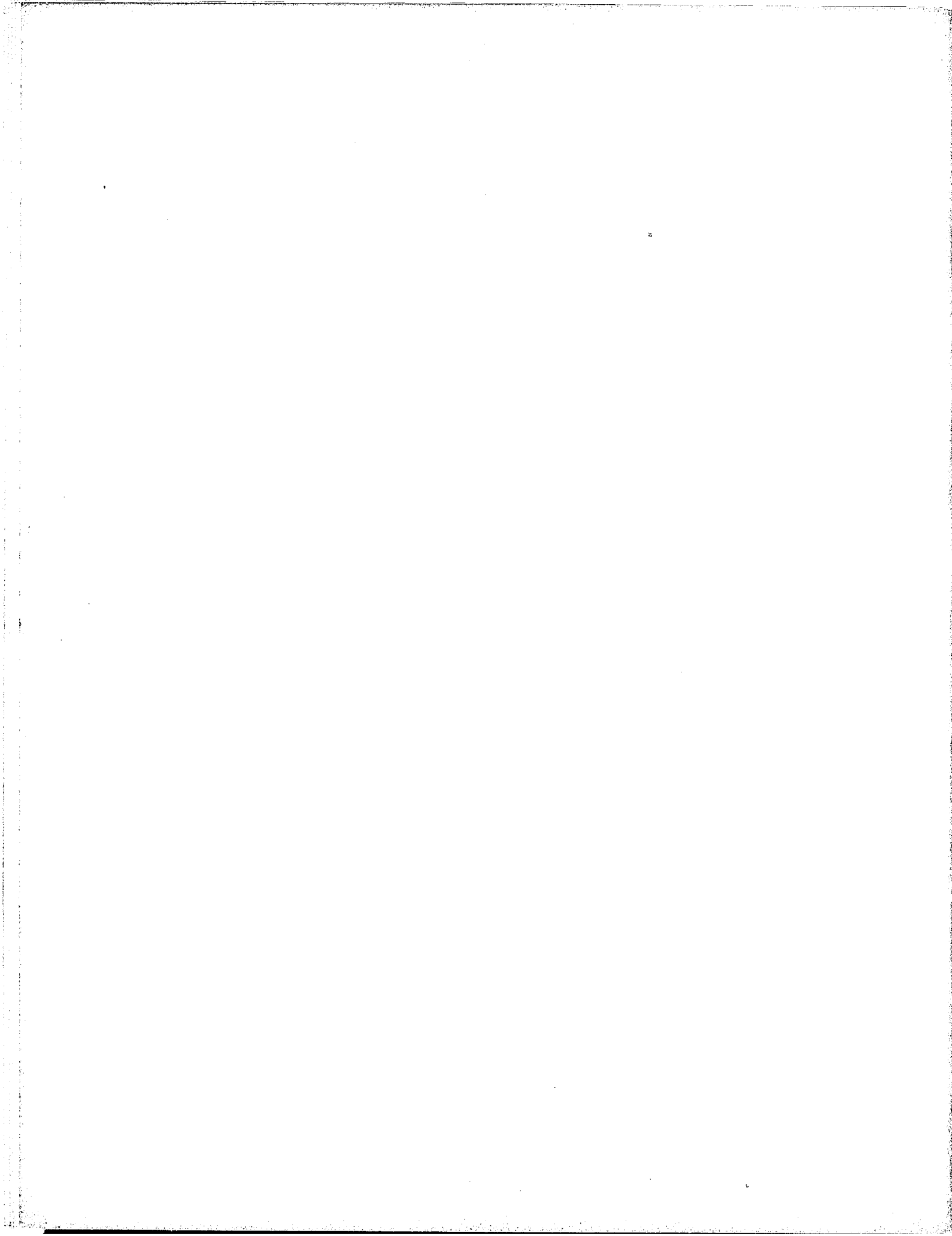
Needs in the police area included: equipment; the investigation and prosecution of organized criminal activities and the accumulation, evaluation and dissemination of intelligence data; multi-jurisdictional enforcement units that attack a specific crime or provide a special prevention effort; the lack of, and subsequent need for, police-community relations divisions; and additional recruit and in-service training.

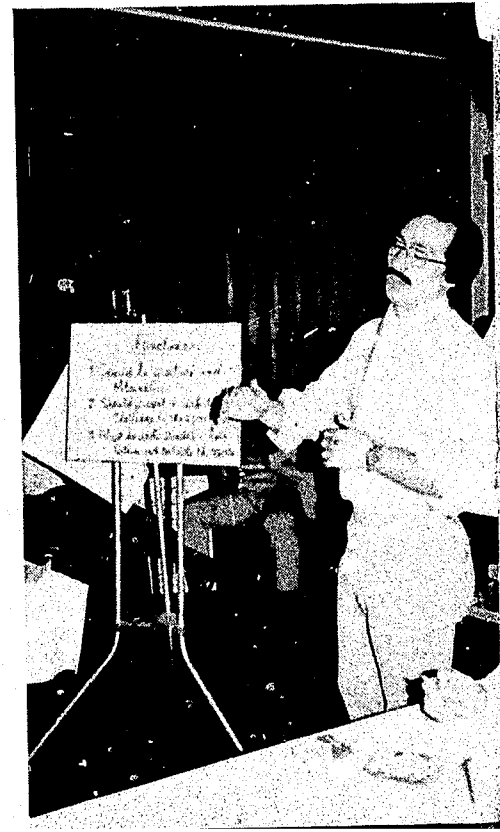
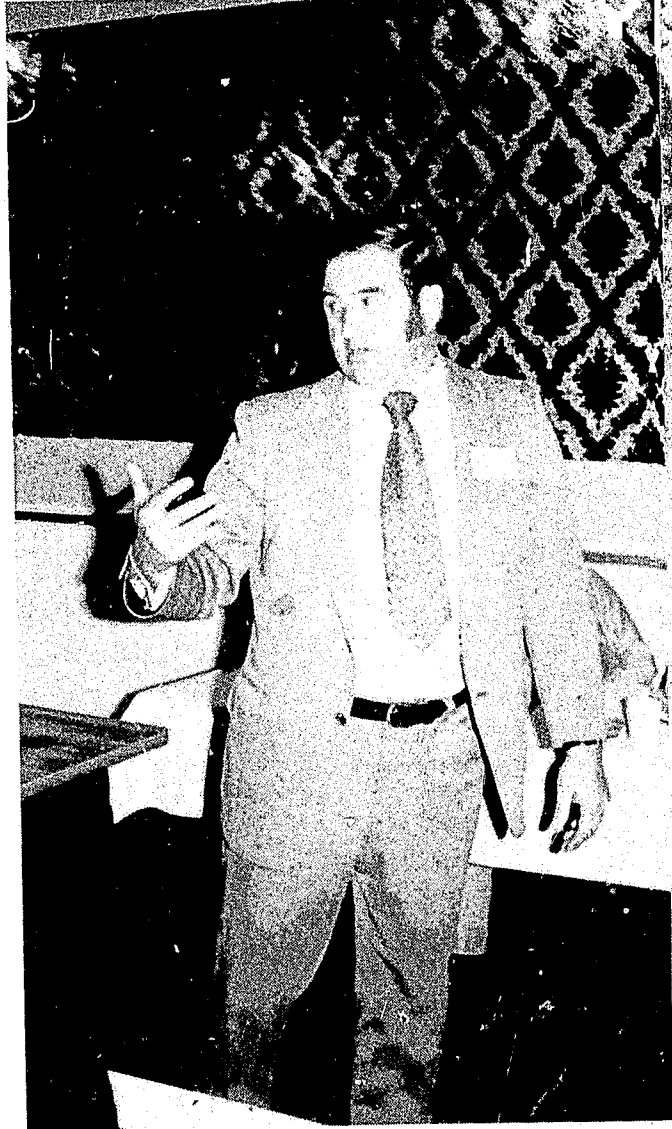
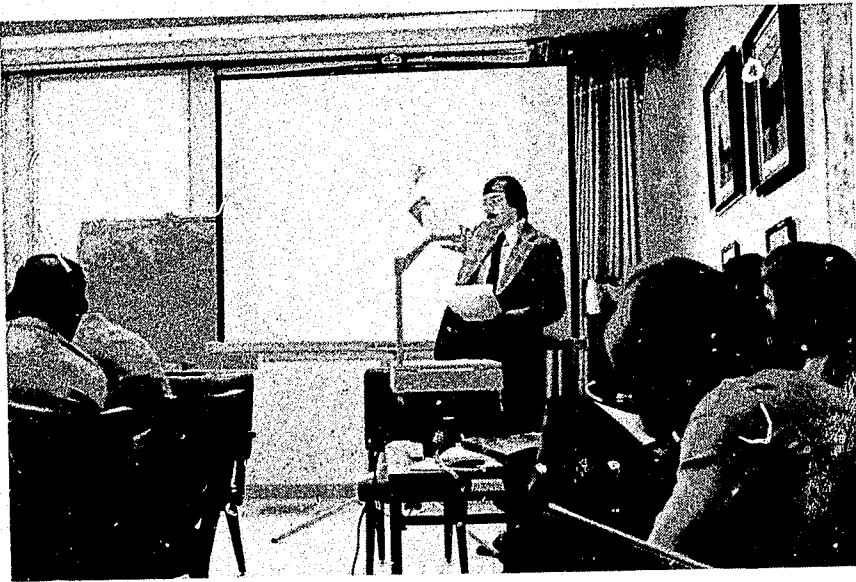
Problems have been recognized and notable changes made in information systems. One of the needs established in 1969 was the implementation of a

statewide information system. Information gathered would be for departmental and statewide planning as well as for rehabilitation or courtroom purposes and case studies.

The past year brought the concept of "crime specific planning" to ULEPA's attention. Although 1973 was planned on a system-wide basis, the decision was made to plan for the following year with two goals in mind: to reduce crime (crime planning), and to improve system effectiveness (support systems planning).

Perhaps the most significant accomplishment of the Utah Law Enforcement Planning Agency (ULEPA) during 1973 has been the initiation of Utah Criminal Justice Standards and Goals. The Utah Law Enforcement Planning Council (ULEPC) has been directed by the Governor to identify the selected standards (based primarily on the Reports of the National Advisory Commission on Criminal Justice Standards and Goals) which are best suited to our State. Five task forces have been created in the areas of Police, Courts, Corrections, Information Systems, and Community Crime prevention. It is the responsibility of the Task Forces to analyze the reports and apply goals and standards in their own way and in the context of Utah's needs.





# membership

## the utah law enforcement planning council (ULEPC)

Governor Calvin L. Rampton created the Utah Law Enforcement Planning Council, together with the staff support designated as the Utah Law Enforcement Planning Agency, under the Utah Department of Public Safety by Executive Order, dated September 24, 1968. The Governor designated the membership on the Council in the Executive Order.

The Utah Law Enforcement Planning Agency began operations officially on January 1, 1969. Subsequent to the initial designation of Council membership by the Governor, some changes in Council membership have occurred with the concurrence of the Governor.

An amended Executive Order, dated November 30, 1971 and signed by the Governor clarified duties of the Council and specified that Council membership should be placed at 19. The representative nature of the membership was detailed, and conditions of Council membership were outlined. Membership of the Council has been subsequently altered to reflect the directives with respect to Council representation contained in the amended Executive Order.

A new Amended Executive Order relating to the duties of the Law Enforcement Planning Council with respect to standards and goals has been issued by the Governor of the State of Utah, bearing a date of October 16, 1973.

Regular business meetings of the Utah Law Enforcement Planning Council are held as called by the Council Chairman. A regularly scheduled Council meeting is held on the first Tuesday of each month at

1:30 p.m. unless Council members are otherwise notified.

Ten members of the Council constitute a quorum for the transaction of all business. Members of the Council, or their duly appointed alternates, are permitted to vote only if they or their alternatives are present when the vote is taken. Members are permitted to designate alternates to attend Council meetings in their stead.

### Executive Committee

The full Council has designated a five-member Executive Committee, made up of Council members, to approve programs for action funds. The executive Committee meets the first Tuesday of each month at 10:00 a.m. and reviews all project applications. General policy guidelines are approved by the Council. Any projects that require special decisions or need policy determinations are referred to the full Council. A project that is not approved can be appealed to the Council.

### Task Forces

Three Task Force Committees have been designated by the Council and serve as standing committees of the Council. Each Task Force has been structured to be representative in nature, and each exists for the purpose of reviewing action project proposals and for making recommendations for acceptance or rejection

of the proposals by the Council. Each Task Force considers proposals within assigned functional categories following review of the proposals by the State Planning Agency staff.

Each Council member is assigned to one of three Task Forces. The Task Forces have been created to deal with particular functions, as opposed to systems. The Task Forces deal with recommending policy changes and setting parameters on programs which fall within their areas of concern to the ULEPC.

Task Force #1 deals with Rehabilitation, Community Relations and Education, and Research and Development. Task Force #2 has an area of responsibility which encompasses Judicial Systems, Equipment and Facilities, and Manpower Utilization. Task Force #3 works within the framework of Upgrading Personnel and Information Systems. A staff program coordinator is assigned to each Task Force. The staff person assigned to each Task Force coordinates all agency/Task Force related matters and acts as liaison between the State Planning Agency and the Task Forces.

#### Review and Analysis Committee

Six Council members, two from each Task Force, have been appointed by the Council to serve for one year on the Review and Analysis Committee (RAAC). The RAAC meets on the third Friday of each month at 1:30 p.m. The purpose of the Committee is to examine action projects to determine their usefulness and effectiveness, and report to the Council the results of the study, together with their recommendations. Projects to be reviewed are designated beforehand, and a report is prepared by the staff to aid the RAAC in its review of the projects. Recommendations for change in project emphasis and for continuation funding are made by the RAAC to the full Council.

#### Standards and Goals Committee

A Standards and Goals Committee has been formed to deal with the review and eventual adoption of those standards and recommendations relating to the criminal justice system which have applicability to Utah. Membership consists of Council members and other representatives from the community and the Criminal Justice System. Five task forces deal with the areas of concern delineated by the National Advisory Commission on Criminal Justice Standards and Goals.

Membership on the Utah Law Enforcement Planning Council is as follows:

**Raymond A. Jackson**  
Chairman

Barbara Burnett  
Citizen Representative

Burton L. Carlson  
State Planning Coordinator

Bryant H. Croft, Judge  
Third Judicial District

Eli Drakulich, Ombudsman  
Logan City

Dr. G. Homer Durham, Commissioner  
Utah State System of Higher Education

Marion Hazleton  
Citizen Representative

Rex Huntsman, Sheriff  
Sevier County

Alex P. Hurtado, Member  
Ogden City Council

Raymond A. Jensen  
Vice President, Utah Jaycees

Paul C. Keller, Judge  
Utah Juvenile Court

Eugene H. Mayer  
Mayor, Milford

Barbara Gallegos Moore  
Citizen Representative

Timothy Moran, Mayor  
Spanish Fork, Utah

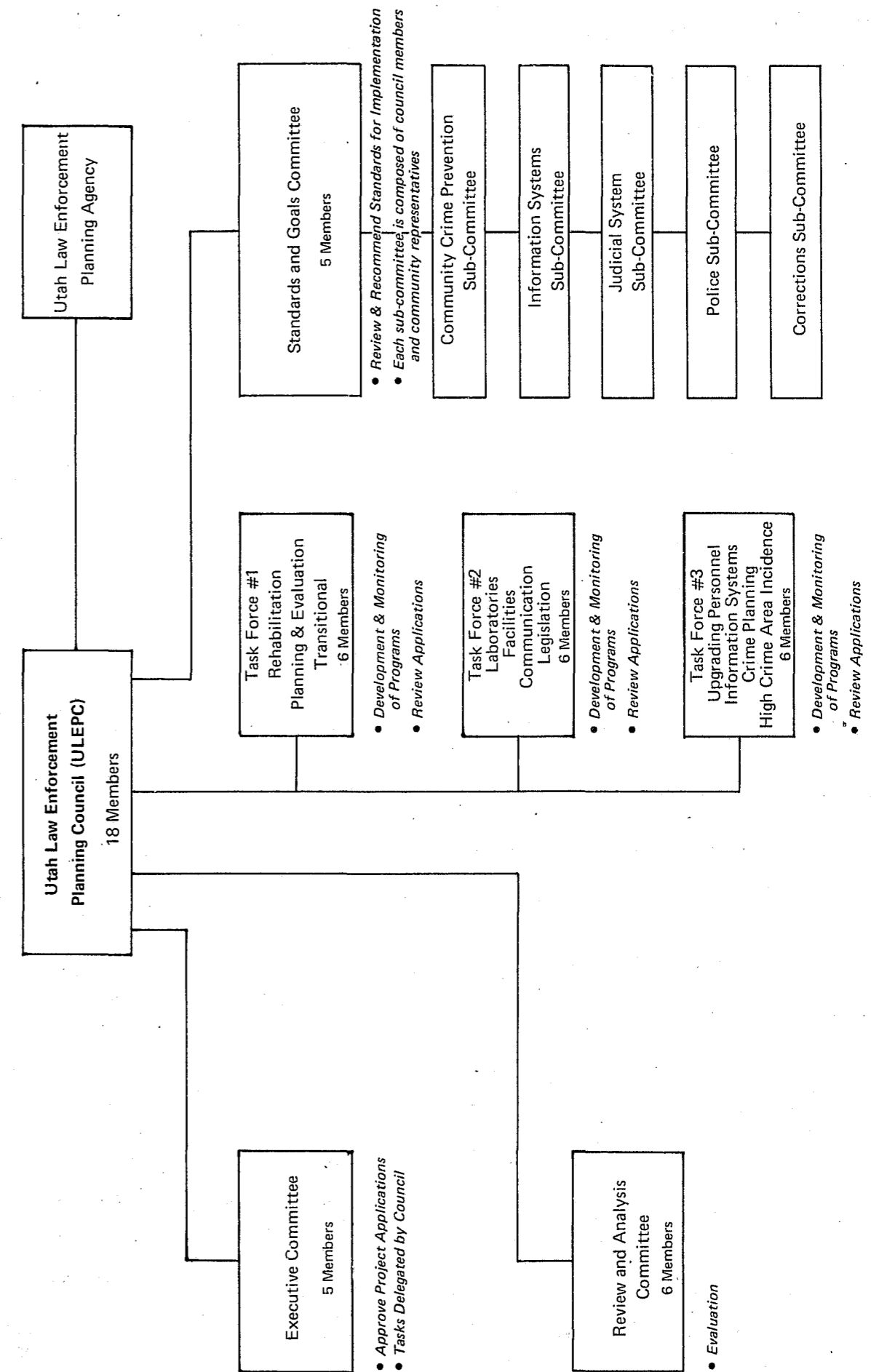
Bennett Peterson  
Davis County Attorney

Vernon B. Romney  
Attorney General

Joseph L. Smith, Assistant Chief  
Salt Lake City Police Department

Ernest D. Wright, Director  
State Division of Corrections

FIGURE 1:  
Organization of the Utah Law Enforcement Planning Council





# staff of utah law enforcement planning agency

[As of February 1974]

## Administration

Robert B. Andersen Director  
Leslie Goodloe Research Analyst

## Grants Administration

Gene A. Roberts Manager  
Kent McDonald Chief Accountant  
Julie A. Jones Accounts Analyst  
Don Horan Auditor  
David Tame Auditor  
Robert C. Odor Auditor

## Planning and Evaluation

Robert F. Gallagher Manager  
Steve Vojtecky Project Evaluator

## Program Coordination

David K. Smith Manager  
Stephen M. Studdert Police  
Jeffery C. Thurmond Judicial Systems  
Gary L. Webster Corrections  
Kathleen Hardy Corrections Assistant  
David Marsh Police and Judicial Systems Assistant

## Information Systems

Michael R. Stewart Manager  
Arthur Hudachko Assistant Coordinator  
Charles Rice Statistician  
Hugh Bauerle Statisical Technician

## Office Services and Secretarial

Nedra Cardall Executive Secretary  
Sherri Davis Secretary  
Lois Dorsey Secretary  
Paula Nielson Secretary  
Connie Clark Clerk-Typist (Grants Management)  
Karen Williams Clerk-Typist

# regional planning

Utah is divided into eight planning regions to encourage local effort and multi-jurisdictional planning for the reduction of crime. These regions receive 40 percent of the annual planning grant awarded to Utah under Part B of the Crime Control Act.

During 1973 a concerted effort was made to incorporate local law enforcement planning into the multi-purpose Associations of Government. This has been accomplished in most areas of the state and formal agreements now exist with the following organizations: Bear River Association of Governments; Mountainland Association of Governments; Six County Commissioners Organization; Five County Association of Governments; Uintah Basin Association of Governments; and Southeastern Utah Association of Governments.

All of the Regional Advisory Councils are comprised of representatives from the criminal justice system such as sheriffs, police chiefs, judges, justices of the peace, corrections personnel, probation and parole officers, attorneys and prosecutors. Also represented on the Councils are lay citizens.

Staff has been supplied to each of the Councils. The Utah Law Enforcement Planning Council has determined that to more effectively coordinate criminal justice activities within each of the regions, each region should have at least the support of a half-time planner. The four smaller regions have a half-time planner. These are Regions V, VI, VII, VIII. The other regions (I, II, XII, and IV) have a full-time planner, with Regions I and II being handled by one full-time planner. The regional planners are as follows:

1. Box Elder, Cache, Rich, Weber, Morgan, Davis Counties (Regions I and II):  
Mr. Don Cavalli  
Room 603 Ben Lomond Motor Hotel  
2510 Washington Blvd.  
Ogden, Utah 84401  
Telephone: 399-8477

### Staff:

Don Cavalli  
Judy Meacham  
Chris Russell  
Lori Merrill  
Judy Decaria

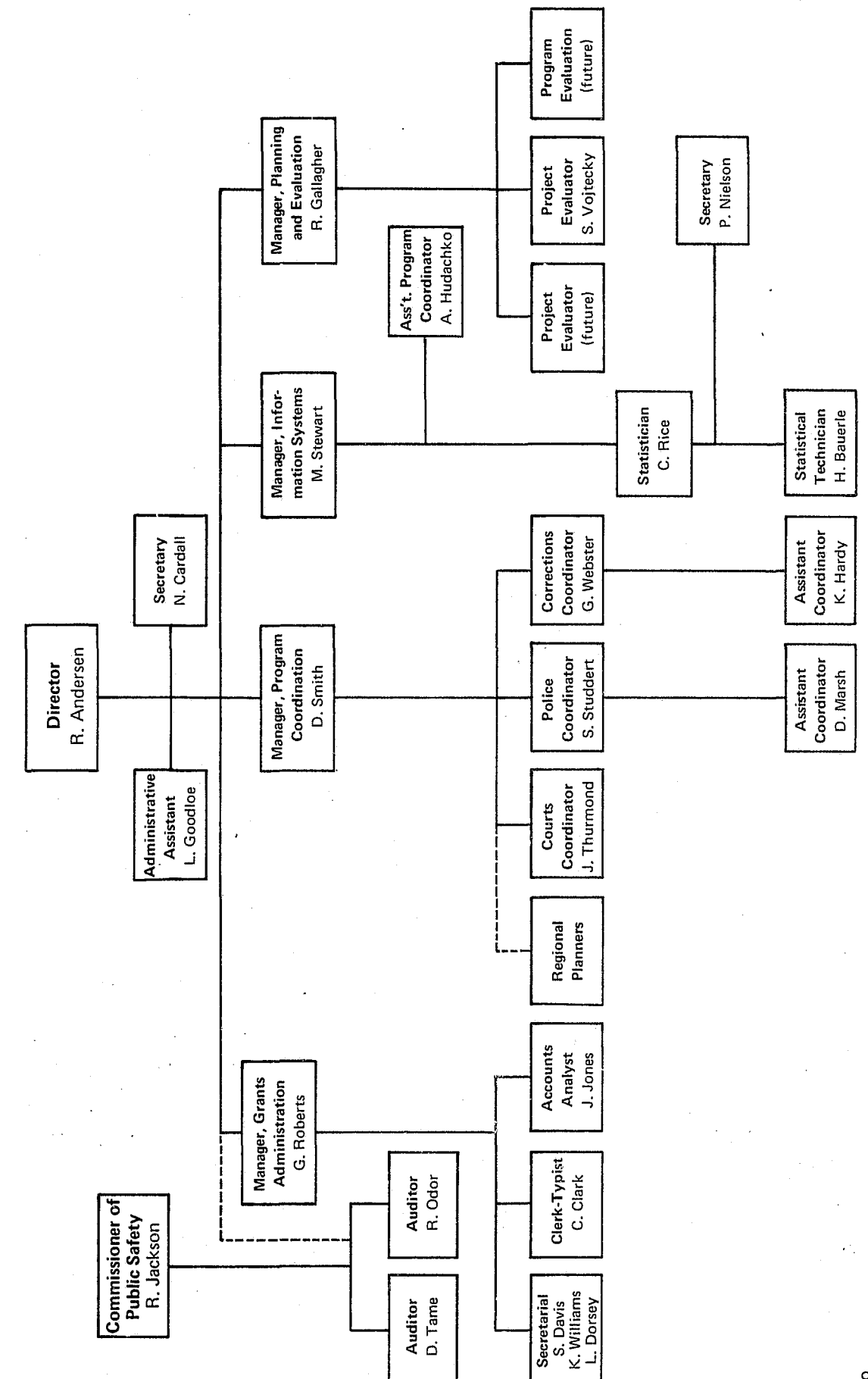
2. Tooele, Salt Lake Counties (Region XII)

Mr. Robert Springmeyer  
Room 512 City and County Building  
Salt Lake City, Utah 84111  
Telephone: 328-7265

### Staff:

Robert Springmeyer  
Fred Oswald  
Ginny Ludlow

FIGURE 2:  
Organization Chart  
Utah Law Enforcement Planning Agency  
Room 304 State Office Building  
Salt Lake City, Utah 84114  
(801) 328-5731  
January, 1974



Brad Rich  
Lucille Leatham  
Bill Athas

3. Utah, Wasatch, Summit Counties (Region IV)

Mr. Ted L. Livingston  
Region 4 Law Enforcement Planning  
Box 205  
Provo, Utah 84601  
Telephone: 377-5925

**Staff:**

Ted Livingston  
Shari Blaney  
Bruce Rains

4. Juab, Millard, Sanpete, Sevier, Piute, Wayne Counties (Region V):

Mr. Ron Heaton  
P. O. Box 78  
Nephi, Utah 84648  
Telephone: 623-0150

5. Beaver, Iron, Washington, Garfield, Kane Counties (Region VI):

Mr. Howard Foremaster  
Five County Association  
P. O. Box 261  
Cedar City, Utah 84720  
Telephone: 586-4842

6. Daggett, Duchesne, Uintah Counties (Region VII):

Mr. McCord Marshall  
Uintah Basin Association of Governments  
26 West 2nd North  
Box 404-8  
Roosevelt, Utah 84066  
Telephone: 722-3413

7. Carbon, Emery, Grand, San Juan Counties (Region VIII):

Mr. Chris Joufflas  
Southeastern Utah Economic Development District  
109 South Carbon Avenue  
Price, Utah 84501  
Telephone: 637-0099

**REGIONAL ADVISORY COUNCILS**

*Region I  
Advisory Council*

Venoy Christofferson (Chairman)  
Judge, First District Court

Duane Beck  
Logan City Auditor

Charles Bullen  
State Representative (House)

Darius Carter  
Sheriff, Cache County

Jay Christensen  
Chief, Brigham City Police Department

Eli Drakulich (ex-officio)  
Logan City Ombudsman

William Eastman  
Sheriff, Rich County

Harold B. Felt  
Mayor, Brigham City

Russ Fjeldsted  
Commissioner, Logan City

Burton Harris  
Cache County Attorney

John P. Holmgren  
Box Elder County Commissioner

J. William Hyde  
Cache County Commissioner

Max Jones  
Chief, Logan City Police Department

Helen Lundstrom  
Dean of Women, Utah State University

Stan May  
Chief Deputy Sheriff

Carroll Nichols  
Principal, Box Elder High School

Ronald Ogborn  
Chief, Tremonton City Police Department

Keith Putman  
Rich County Commissioner

O. E. Wilson  
Officer, Adult Probation and Parole

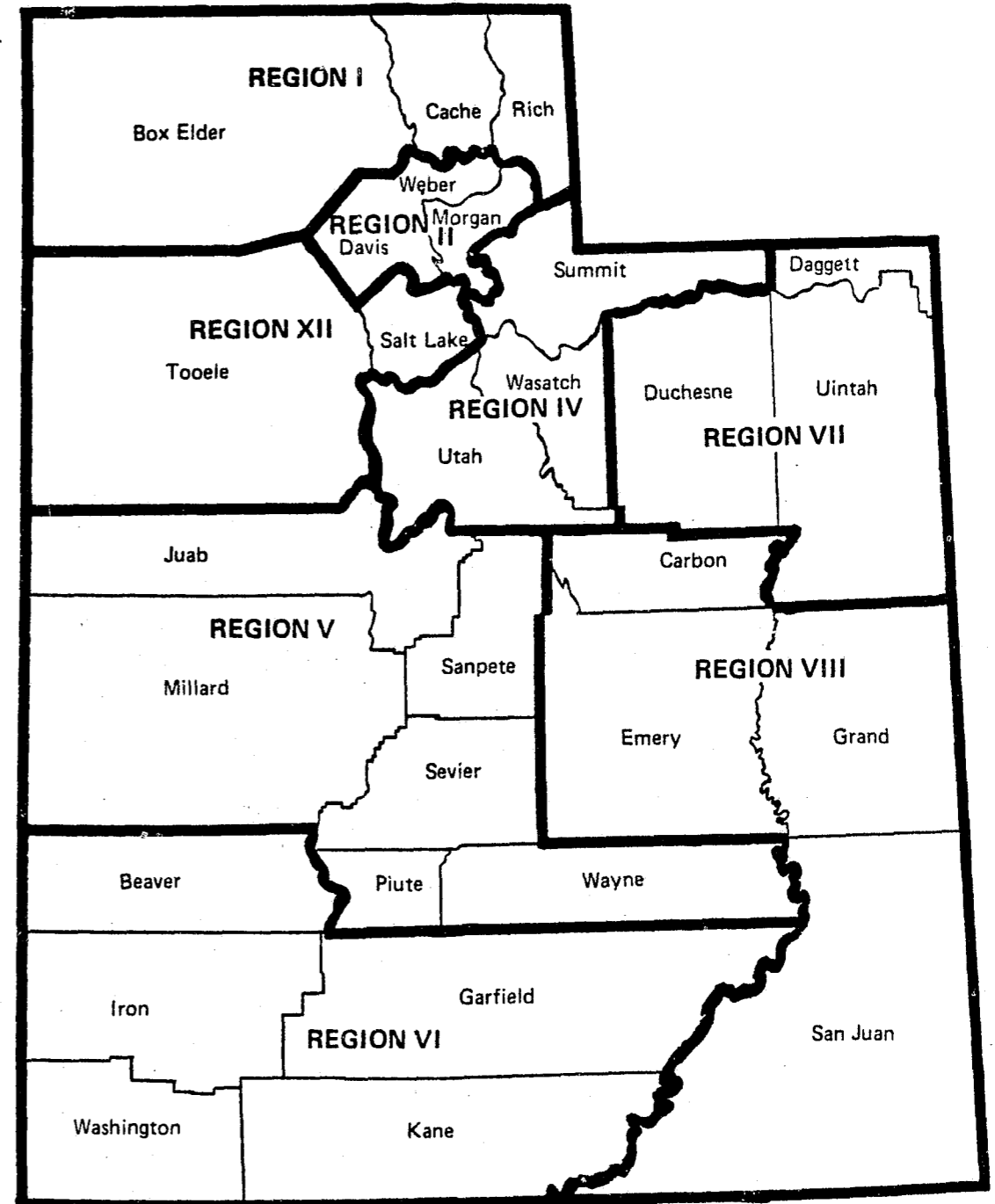
*Region II  
Advisory Council*

LaMar T. Chard (Chairman)  
Chief, Layton Police Department

Wilson Allen  
Community Representative

FIGURE 3

**ULEPA Regional Planning Areas**



A. O. Archuleta  
Chief, Clearfield City Police Department

William Boyington  
Supervisor, Northern District AP&P

Ann Brann  
Community Representative

Roger Dutson  
Roy City Attorney

Alice F. Glenn  
Community Representative

Leroy Jacobsen  
Chief, Ogden City Police Department

William Moss  
Commissioner, Davis County Commission

Bennett Peterson (ex-officio)  
Davis County Attorney

Claud Pratt  
Superintendent, State Industrial School

Ronald Rencher  
State Representative (House)

Max T. Robinson  
Sheriff, Morgan County

Ed Ryan  
Sheriff, Weber County

Gayle Stevenson  
Principal, Clearfield High School

J. Joseph Title  
Director, Court Services  
1st District Juvenile Court

John F. Wahlquist  
Judge, Second District Court

*Region IV  
Advisory Council  
[Mountainland Advisory Council]*

Verl D. Stone, Chairman  
Utah County Commission

Salomon Aranda  
Utah Technical College

George Ballit  
Presiding Judge Fourth District Court

James E. Box  
Payson, Police Chief

Dr. Genevieve Dehoyos  
Brigham Young University

Russell D. Grange  
Provo City Mayor

Merrill L. Hermansen  
Judge, Third District Juvenile Court

Mack Holley  
Sheriff, Utah County

M. Dayle Jeffs  
Attorney at Law

Robert W. Kelshaw  
Chief, Security Office, BYU

James B. Nelson  
Alpine School District

Swen C. Nielsen  
Chief, Provo Police Department

Ronald Robinson  
Sheriff Summit County

Arnold C. Roylance  
Utah County Attorney

Harold H. Smith  
Commissioner Wasatch County

Floyd L. Witt  
Sheriff, Wasatch County

Glen Zimmerman  
Assistant Principal, Orem Junior High School

Josephine Zimmerman  
The Daily Herald

*Region V  
Advisory Council*

Duane Sperry (Chairman)  
Sheriff, Juab County

James Allred  
Sheriff, Sanpete County

Archie Barben  
Delta City Councilman

Eugene Bartholmew  
Family Services Division, Sanpete County

Thelo Bay  
Justice of the Peace

John Brough  
Chief, Nephi City Police Department

Steven Brown  
Utah Highway Patrolman

Melvin Farnsworth  
Juvenile Probation Officer

Joseph Freece  
Salina City Councilman

Rex Huntsman (ex-officio)  
Sheriff, Sevier County

Raymond D. Jensen (ex-officio)  
Vice-President, Utah Jaycees

Dee Lyle Johnson  
Sheriff, Wayne County

K. L. McIft  
Sevier County Attorney

William Mundy  
Filmore City Councilman

Bill Nay  
Community Representative

Marvin J. Ogden (ex-officio)  
Coordinator, Six County  
Commissioner's Organization

Allen Simkins  
Sheriff, Piute County

Calvin Stewart  
Sheriff, Millard County

Maurice Tolley  
Juab County Commissioner

Neldon Torgenson  
Chief, Richfield City Police Department

*Region VI  
Advisory Council*

Hans Chamberlain, (Chairman)  
Iron County Attorney

Sterling Bossard  
Judge, Fourth District Juvenile Court

Douglas Boulton  
Chief, Cedar City Police Department

Rex Carter  
Bever City Councilman

Vernon Church  
Washington County Commissioner

Keith Fackrell  
Sheriff, Garfield County

Joe Hutchings  
Chief, St. George Police Department

George Rich  
Justice of the Peace

Norman Swapp  
Sheriff, Kane County

Billy Torrell  
Kane County Commissioner

Evan Whitehead  
Sheriff, Washington County

James W. Yardley  
Garfield County Commissioner

Roy Young  
Mayor, Milford City

*Region VII  
Advisory Council*

Arden Stewart (Chairman)  
Sheriff, Uintah County

Leslie Brown  
Community Representative

Melvin Burke  
Uintah County Commissioner

Clair Davis  
Wildlife Resources, Uintah Basin

Susana Doty  
Community Representative

Lloyd Eaton  
Justice of the Peace, Vernal

Tom Freestone  
Juvenile Court Probation Officer

Garth Harrison  
Specialist, Mental Health Services

Melbourne Hatch  
Vernal City Police Department

Hollis Hullinger  
Mayor of Roosevelt

George Marett  
Sheriff, Duchesne County

Gerald Martinez  
Ute Tribal Law and Order Department

Dennis Mower  
Ute Indian Tribe

Ron Perry  
Utah AP&P

Kenneth Reed  
Sheriff, Daggett County

Duane Richens  
Sergeant, Utah Highway Patrol

Glade Sowards,  
State Representative (House)

Josephine Yergensen  
City Recorder, Roosevelt City

Region VIII  
Advisory Council

Albert Passic (Chairman)  
Sheriff, Carbon County

Robert Billy  
Navajo Tribal Council

Mack Bunderson  
Emery County Attorney

Hector Chiara  
Carbon County Commissioner

Mike Dmitrich  
State Representative

William Dunow  
San Juan County Commissioner

Dan Holyoak  
Grand County Commissioner

William McDougald  
Mayor of Moab

Glenn E. Jones  
Emery County Commissioner

Art Poloni  
Chief, Price City Police Department

Edward Sheya  
Judge, Seventh District Court

Rigby Wright  
Sheriff, San Juan County

REGION XII  
LAW ENFORCEMENT PLANNING COUNCIL

John F. McNamara, Chairman, Administrator  
Utah State Juvenile Court  
339 South Sixth East  
Salt Lake City, Utah 84102  
328-5254

Captain Nick Morgan, Vice-Chairman  
Salt Lake County Sheriff's Department  
Metropolitan Hall of Justice  
Salt Lake City, Utah 84111  
328-7466

R. Paul Van Dam, Secretary-Treasurer  
Deputy County Attorney  
Metropolitan Hall of Justice  
Salt Lake City, Utah 84111  
328-7501 or 7329

Judge Maurice D. Jones  
Salt Lake City Court  
240 East Fourth South  
Salt Lake City, Utah 84111  
328-7796

Judge Regnal W. Garff, Jr.  
Second District Juvenile Court  
3522 South Sixth West  
Salt Lake City, Utah 84119  
262-2601

Andrew L. Gallegos  
Community Representative  
745 Jackson Avenue  
Salt Lake City, Utah 84116  
355-1339

or  
Building #2, Apt. #160  
5660 South Meadow Lane  
South Ogden, Utah 84403  
399-5941 — Ext. 576 (business)

D. Gilbert Athay  
Attorney at Law  
321 South Sixth East  
Salt Lake City, Utah  
328-7952

Judge Jay E. Banks  
Third District Court  
Room 310 City & County Building  
Salt Lake City, Utah 84111  
328-7537

Representative Milly O. Bernard  
4081 West 5500  
Kearns, Utah 84118  
298-2332

Mrs. Lee Olsen Brennan  
1218 South 1300 East  
Salt Lake City, Utah 84105  
486-8947

Mrs. Marguerite Browne  
Model Cities Agency  
Room 113 City & County Building  
Salt Lake City, Utah 84111  
328-7952

Sheriff Clifford L. Carson  
Tooele County  
Tooele County Courthouse  
Tooele, Utah 84074  
882-3333 (No toll 355-1539)

Geraldine Christensen  
Justice of the Peace  
Salt Lake County & West Jordan City  
2836 West 8750 South  
West Jordan, Utah 84084  
255-7966

Kenneth H. Dent  
Central Regional Director  
Adult Probation and Parole  
2525 South Main Street  
Salt Lake City, Utah 84115  
328-5501

James E. Dooley  
Community Representative  
832 South First West  
Salt Lake City, Utah 84101

Chief Calvin Gillen  
Murray City Police Dept.  
5461 South State Street  
Salt Lake City, Utah 84107  
268-2566

Judge Floyd H. Gowans  
Salt Lake City Court  
240 East Fourth South  
Salt Lake City, Utah 84111  
328-7766

Glen N. Greener  
Commissioner of Public Safety  
Salt Lake City  
Room 313 City & County Building  
Salt Lake City, Utah 84111  
328-7727

Chief J. Earl Jones  
Salt Lake City Police Department  
Metropolitan Hall of Justice  
Salt Lake City, Utah 84111  
328-7272

B. Z. Kastler, President and Chief  
Administrative Officer  
Mountain Fuel Supply Company  
180 East First South  
Salt Lake City, Utah 84111  
328-7387

Sheriff Delmar L. Larson  
Salt Lake County  
Metropolitan Hall of Justice  
Salt Lake City, Utah 84111  
328-7534

Carl J. Nemelka  
Salt Lake County Attorney  
Metropolitan Hall of Justice  
Salt Lake City, Utah 84111  
328-7501

Representative Georgia Peterson  
6417 Highland Drive  
Salt Lake City, Utah 84121  
277-2077 or 328-9623

Mayor Douglas Sagers  
Tooele City  
90 North Main  
Tooele, Utah 84074  
364-4941 (toll free)

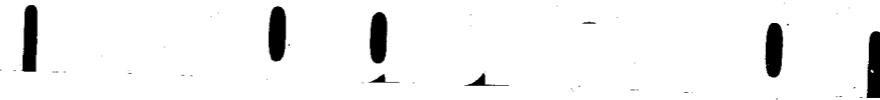
Wayne D. Shepherd, Director  
Department of Public Safety  
University of Utah  
Salt Lake City, Utah 84112  
581-7944

Mayor Boyd N. Twiggs  
Midvale City  
Midvale City Hall  
12 East Center Street  
Midvale, Utah 84047  
561-1411

D. Frank Wilkins  
Attorney at Law  
79 South State Street  
Salt Lake City, Utah 84111  
532-1234

W. Keith Wilson  
Community Representative  
3631 Wellington Street  
Salt Lake City, Utah 84106  
484-1952

Roland V. Wise, District Director  
Internal Revenue Service  
350 South Main Street  
Salt Lake City, Utah 84111  
524-5810



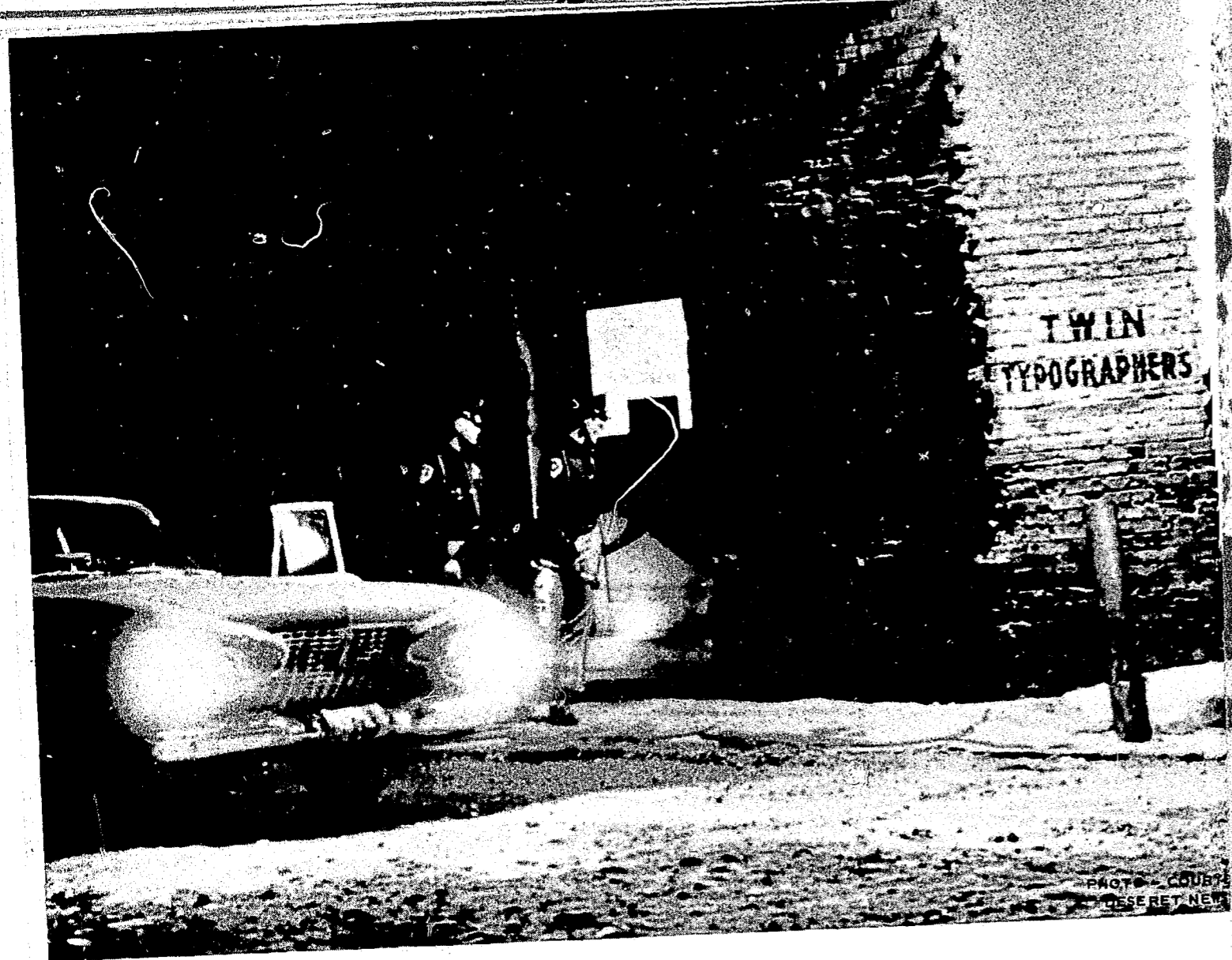


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DESERET NEWS

## introduction

### the crime control act of 1973

The year was 1968. More than ever, a vague malaise prevailed among citizens of the nation who wanted protection from crime for their families and possessions. That year most serious crimes rose 17% from the previous year. Crime was fostered by a massive national inertia, until finally a crisis was reached and people demanded action. The action took form in a bill known as the Omnibus Crime Control and Safe Streets Act of 1968.

In August, 1973, President Nixon signed into law a three-year extension of the Omnibus Crime Control and Safe Streets Act. The Crime Control Act of 1973 retains the block grant concept and many provisions pertaining to state and local administration of the program found in the original legislation. The cost of continuing the block grant program over the next three years is \$3.24 billion: \$1 billion for the current fiscal year ending June 30, 1974; \$1 billion for the fiscal year ending June 30, 1975; and \$1.25 billion for the fiscal year ending June 30, 1976.

Some of the changes made by the new act are highly technical and all will have to be studied carefully by the ULEPA staff. Summarized below are some of the major changes:

**Part B-Section 203:** A majority of local elected officials must comprise regional planning units in each state. Other representation on state and regional planning boards must consist of law enforcement and criminal justice agencies, units of local government

and public agencies maintaining programs to reduce and control crime. Representatives of citizen, professional, and community organizations also may be represented.

A new provision requires that all meetings held by state planning agencies and any other planning organizations must be open to the public if they involve final action on the state plan or any application for funds under the Crime Control Act.

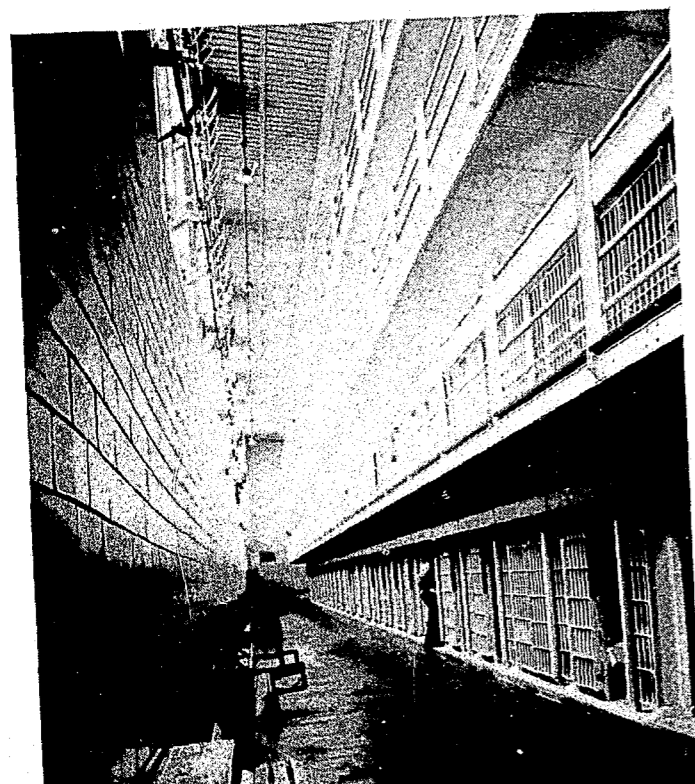
Public access to records relating to the anti-crime grant program also is stipulated, unless the records are required to be kept confidential under any provisions of local, state or federal law.

**Part B Planning Grants—Section 204:** Planning grants may pay up to 90 percent of the cost of state and local planning activities as in the original act, but may pay up to 100 percent of the expenses incurred by regional planning units.

The act now requires cash as opposed to the "soft match" allowed in the former act to meet the non-federal share of the planning grant. The state must provide at least one-half of the non-federal funding required of units of local government. This match provision applies retroactively to previous year planning funds not obligated.

**Section 204:** The act increases the initial annual planning allocation to states from \$100,000 to \$200,000. The remaining planning funds are distributed according to population.

**Part C-Grants for Law Enforcement Purposes:** Fed-



eral grants may be used to pay up to 90 percent of the cost of a project. The exception is in the area of construction grants which must be matched on a 50:50 ratio.

The non-federal share for any project funded under this act must be money appropriated in the aggregate by the state or individual units of government.

The act also forbids using more than one-third of any grant for salaries of police and other regular law enforcement and criminal justice personnel.

Section 301(b) [10] has been added to the act to provide for the use of Part C funds (both block and discretionary) for planning grants to interstate metropolitan regional planning units.

*Buy-in:* There have been changes to the "buy-in" requirements which began in fiscal year 1973. The overall dollar effect will be negligible. However, certain factors should be noted:

1. Buy-in is now applicable to Part B. The buy-in only applies to funds which go to units of local government, but funds awarded to regional units, which is generally the case, can be awarded without match; consequently, the net dollar effect of the buy-in on Part B planning funds will be small.

2. In respect to Part C, the buy-in previously applied to the required pass through funds to local units of government. In percentage terms, this amounted to 6.25 percent of the overall match requirement. As currently amended, the buy-in will now amount to one-half of the 10 percent cash requirement. Assuming funding levels are similar to fiscal year 1973, this is actually a net decrease in the overall requirement.

3. Buy-in is not applicable to Part E nor to discretionary grants. The retroactive match provisions do not affect the fiscal year 1973 buy-in requirements. This requirement must still be met in the aggregate and apart from this retroactive position.

*Section 303:* This section outlines requirements for annual comprehensive plans and requires inclusion of a "comprehensive program, whether or not funded under this title, for the improvement of juvenile justice."

Plans also are required to include provisions allowing for annual plan submission by units of local government with over 250,000 population for approval by the state planning agency in whole or in part.

*Section 306:* Discretionary grants can now be made directly to private or nonprofit or organizations in addition to state planning agencies and local government. A 10 percent match is required to be met by the nonprofit organization.

*Section 308:* The act requires LEAA to approve or disapprove a state plan in whole or in part no later than 90 days after submission.

The plans also must demonstrate the willingness of the state and units of local government to take over the costs of a project after a "reasonable period of federal assistance."

*Part D-Training: Education, Research, Demonstration, and Special Grants—*The new legislation gives the National Institute of Law Enforcement and Criminal Justice authority to make grants for research, demonstration and special projects to improve criminal justice and law enforcement.

It is also authorized to study new approaches and techniques and carry out research to provide more accurate information on the causes of crime and the effectiveness of the various means used to prevent crime. It also is to evaluate the success of correctional procedures.

The institute also has been authorized to assist state and local governments in the training of law enforcement and criminal justice personnel and will serve as a national and international clearinghouse for the exchange of information on improvements to the criminal justice system.

During the next three years, the institute will survey existing and future personnel needs in the field of law enforcement and criminal justice and the adequacy of federal, state, and local programs to meet such needs.

Evaluation of programs carried out under the new act also is a function of the institute. Results of the evaluations are to be given to state planning agencies and, on request, to units of local government.

*Section 406-Part D:* The amount of funds to help LEEP students has been increased in the amended legislation to \$2,200 per year on loans and \$250 per academic quarter or \$400 per semester for tuition, books and fees.

*Part E:* Under this part, the state planning agency is required to include in its comprehensive plan arrangements "for the development and operation of narcotic and alcoholism treatment programs in corrections institutions and for those persons on parole or probation who have drug or alcohol abuse problems."

The rates of rehabilitation and recidivism must now be monitored by the states. Annual reports on the improvement of the state's correctional system through federal grants may be requested by LEAA, according to the act.

The match requirement under Part E now is the same as under Parts B and C—90 percent federal funding and 10 percent hard match provided in the aggregate. There is no buy-in provision in this section.

*Other Requirements:* A non-discrimination clause has been added prohibiting exclusion of any person on the "grounds of race, color, national origin, or sex" from participation in any program funded through the act.

The new act provides a retroactivity clause on the new match system for any funds under Parts B, C, and E not obligated by July 1, 1973.

Requirements covering the security of criminal history information have been added to the act. They require the inclusion of information on disposition as

well as arrest data and allow an individual who believes that criminal history information concerning him may be inaccurate, incomplete or maintained illegally, to review the information and obtain a copy of it for challenge or correction.

## crime in utah 1972

Of the social-economic conditions that may affect crime rates, the most significant factor is population. Part I felonies were reported in disproportionate amounts from the two larger regions (Figure 4). Region 12 and Region 2 with 66.4% of the State's population had 86.2% of the total reported Part I felonies. Misdemeanor violations were distributed on a proportionate level with populations. The anticipated 26% increase in the State's population from 1972 to 1980 will be a major factor that will affect the State's crime rate.

Major population increases are anticipated in Region 6 (43%), Region 2 (31%), and Region 12 (27%). The rate of officers per 1,000 population in Utah in 1973 was 1.69. To increase this level to a minimum of 2.0 officers per 1,000 population by 1980 would require a 49% increase in the number of peace officers in Utah. Increases in the number of officers would require corresponding increases in the number of prosecutors, judges, and correctional personnel.

Correlating population density, average income, unemployment rates, public assistance rates, and other demographic-economic information to crime rates is a difficult process. No single factor, such as high unemployment, significantly affected crime rates. (In fact, the 12 counties with the highest unemployment rates had the least crime.) But combinations of various factors did influence crime rates. In 1972, Salt Lake County, containing 43% of the State's population, had the highest rate per 100,000 population of reported Part I felonies. Salt Lake County, with an unemployment rate less than the state average and the second highest annual per capita income, was eighth in percent of population receiving public assistance, and had a proportionately larger number of Spanish-surname

persons. Weber County, with 12% of the State's population, was second highest in reported crimes per 100,000 population. This county had a higher than average unemployment rate, a low per capita annual income, was seventh in percent receiving public assistance, and had proportionately larger black and Spanish populations.

The three most frequently occurring felony crimes in Utah in 1972 were grand larceny (15,154 reported cases), burglary (10,065 reported cases), and auto theft (3,230 reported cases). Grand larceny cases constitute 48% of all reported Part I felonies; burglary represents one-third; auto theft represents one-tenth of the total and the other four part I felonies combined comprise slightly less than one-tenth of the total. Burglary and grand larceny together represent four-fifths of all reported Part I felonies.

Arrests follow a different pattern. (These are effective arrests—arrests that resulted in jail and/or arraignment.) Public intoxication leads in number of arrests, with 6,581 arrests; petty larceny is second with 5,825 arrests; followed by drunk driving with 4,740; grand larceny with 3,839; alcohol possession with 2,889; drug possession with 2,396; burglary with 2,371; assault and battery with 1,280; aggravated assault with 1,238; and insufficient funds with 965. In 1972, a total of 36,632 effective arrests were made for Part I felonies and the fifteen most frequent misdemeanors. Drunk driving and public intoxication represent 31% of these felony and misdemeanor arrests, petty larceny—16%, grand larceny—10%, alcohol possession—8%, drug possession—7%, and burglary—6%. The other five Part I felonies and the other ten misdemeanors represent 22% of the total effective arrests.

The Utah district courts in 1972 began 1,500 felony cases. Based on a sample representing 75% of the total number of these cases, the greatest portion was narcotic sales (28%), grand larceny (16%), burglary (15%), aggravated assault (8%), sex offenses (3%), rape (3%); the other types of cases equaled 27% of the total.

Distribution of crimes among regional planning districts, based on the portion of reported Part I felonies and frequent misdemeanor arrests, is shown in Figure 4.

**FIGURE 4: CRIME IN UTAH 1972**

Region	% of State's 1972 Pop.	% of Part I Reported Felonies	% of Part I Felony Arrests	% of Frequent Misdemeanor Arrests
1	6.8%	2.5%	2.6%	4.3%
2	21.7%	27%	29.8%	25.5%
4	14.4%	7.0%	6.3%	13.4%
5	3.3%	1.5%	2.4%	3.0%
6	3.5%	1.3%	4.1%	2.7%
7	2.2%	.5%	0.7%	2.5%
8	3.4%	1.0%	2.2%	5.0%
12	44.7%	60.5%	51.4%	43.7%

**Rates of Part I Felonies  
(Rate per 100,000)**

Region	# per 100,000
1	1,011
2	3,312
4	1,351
5	1,271
6	1,076
7	665
8	796
12	3,777
State	2,791

Some obvious characteristics noted from Figure 4 are that the majority of the State's Part I felonies are reported in Region 12. One-fifth of the reported Part I felonies came from Region 2; the rest of the State contributed the remaining quarter of the reported Part I felonies.

Per 100,000 rates for Part I felonies show that Regions 2 and 12 are higher than the State average.

An examination of particular types of offenders indicates that the largest number of persons sentenced to the Utah State Prison in 1972 were sentenced for burglary (32.2%), grand larceny was second (13.2%), and forgery third (10.7%). Over half of the parolees returned to prison in 1972 had an original offense of burglary, grand larceny was 11.82, and robbery was 11.8%.

The largest portion of adult felony probationers was for narcotics (23.0%), grand larceny (22.0%), and burglary (16.6%). Misdemeanant adult probationers were petty larceny (36.5%), drunk driving (22.4%),

and narcotics (8.8%).

Region 12 had 43% of all persons on probation, Region 4 had 26%, and Region 2 had 25%.

The prison population is composed of: 27% burglary, 17% robbery, 14% grand larceny, and 42% other.

Juveniles committed to the State Industrial School in 1972 with previous referrals for particular felonies were: burglary (28%), status offenses (15.9%), and others were less than 9% each.

Juvenile Court referrals for 1972 were primarily for:

Shoplifting	10.2%
Runaway	9.4%
Possession of alcohol	8.8%
Possession of tobacco	6.8%
Out-of-control	6.7%
Burglary	4.7%
Petty larceny	4.5%
Destruction of property	4.1%
Auto theft-deprivation	3.3%
Others all less than 3% each (43 types)	

**FIGURE 5: 1972 STATE CRIME SUMMARY**

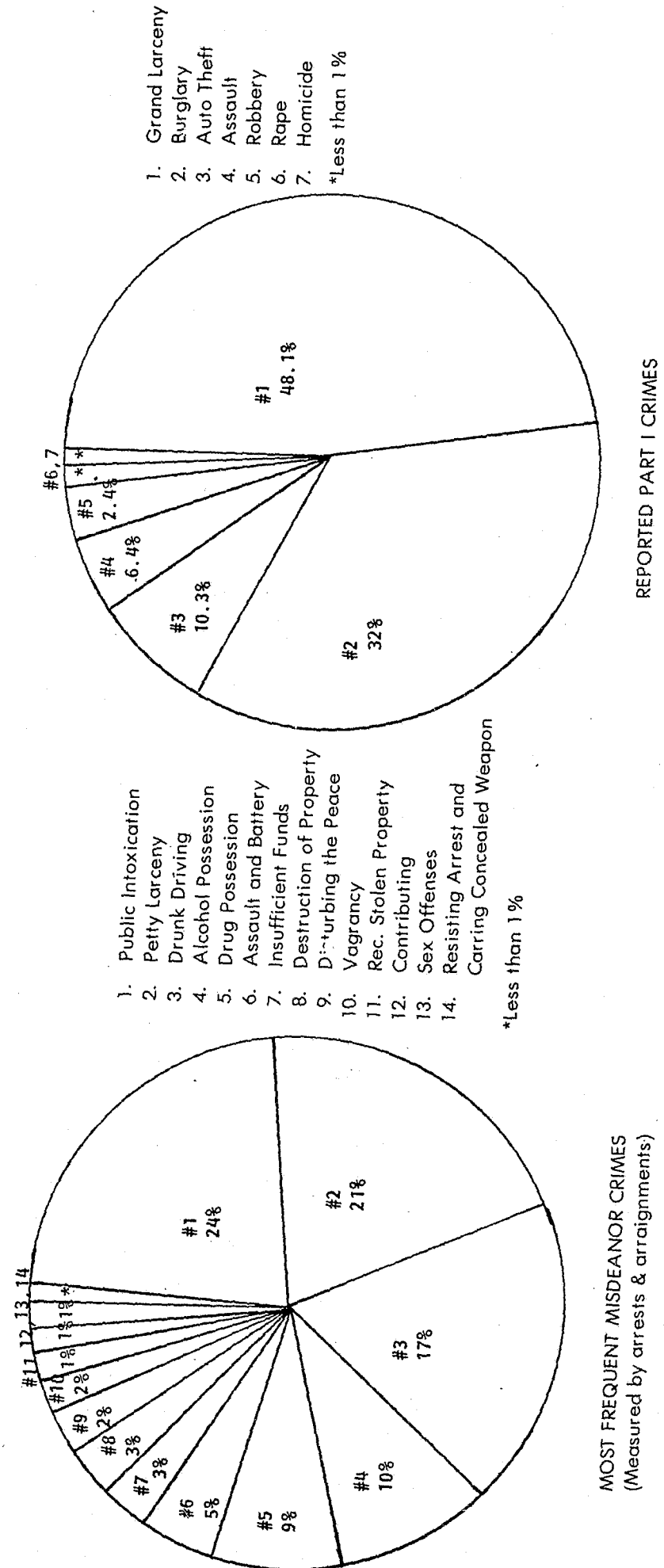




FIGURE 6: REPORTED SERIOUS CRIMES PER 100,000 FOR 1972

	HOMICIDE	RAPE	ROBBERY	AGGRAVATED ASSAULT	BURGLARY	GRAND LARCENY	AUTO THEFT	TOTAL
State	5.6	17.0	67.7	178.4	892.6	1,343.8	286.4	2,791.5
Region I	0	10.4	3.9	108.4	347.3	451.7	90.1	1,011.7
Region II	7.8	14.3	77.7	438.2	673.5	1,832.2	268.4	3,312.2
Region IV	1.2	2.5	13.5	86.1	386.2	754.6	107.6	1,351.7
Region V	0	5.3	16.0	82.4	449.5	638.3	79.8	1,271.3
Region VI	2.6	5.1	10.2	46.0	506.4	414.3	92.1	1,076.7
Region VII	4.0	12.1	8.1	40.3	233.9	350.8	16.1	665.3
Region VIII	3.9	6.5	3.9	37.6	389.9	308.3	46.6	796.6
Region XII	7.7	26.8	106.2	127.8	1,379.0	1,685.6	444.8	3,777.8

STATE TOTAL 1972	NUMBER	PERCENT OF CRIMES	RATE PER 100,000
Homicide	63.5	.2%	5.6
Rape	191.5	.6%	17.0
Robbery	763.5	2.4%	67.7
Assault	2,011.5	6.4%	178.4
Burglary	10,065.5	32 %	892.6
Grand Larceny	15,154	48.1%	1,343.8
Auto Theft	3,230	10.3%	286.4
Total	31,479.5	100%	2,791.5

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FIGURE 7: SERIOUS CRIMES IN UTAH 1972

[Population July 2, 1972 — 1,127,700]

Crime	Rate 100,000	# of Crime Reported	Crime as % of Total	# Adults Arrested	# Referrals Juv. Court	# Cases in District
Homicide	5.63	63.5	.2%	36.5	2	25
Rape	16.98	191.5	.6%	75.5	15	34.5
Robbery	67.7	763.5	2.4%	256.5	141	88
Aggravated Assault	178.37	2,011.5	6.4%	799	439	91.5
Burglary	892.57	10,065.5	32%	1,112.5	1,259	185
Grand Larceny	1,343.8	15,154	48.1%	3,355.5	484	189.5
Auto Theft	286.42	3,230	10.3%	659.5	193	14
Total	2,791.48	31,479.5	100%	6,295	2,533	627.5

(Amounts include means for 1971 and 1972 for Regions 7 and 8.)

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FIGURE 8: SERIOUS CRIMES FOR STATE BY REGIONS 1972  
(1,127,700 Population)

	REGION 1 76,600 - 6.8%					REGION 2 244,400 - 21.7%					REGION 4 162,600 - 14.4%					REGION 5 37,600 - 3.3%				
	Rep. Crime	% of Total	Adult Arres	Juv Ref	Dist Court	Rep. Crime	% of Total	Adult Arres	Juv Ref	Dist Court	Rep. Crime	% of Total	Adult Arres	Juv Ref	Dist Court	Rep. Crime	% of Total	Adult Arres	Juv Ref	Dist Court
Homicide	0	0%	0	0	1	19	*	19	1	7	2	*	0	0	2	0	0%	1	0	0
Rape	8	1%	0	0	0	35	*	26	6	11	4	*	3	0	1	2	*	3	0	0
Robbery	3	*	3	0	0	190	2%	58	41	19	22	1%	6	6	3	6	1%	3	0	.5
Assault	83	11%	23	14	7	1,071	13%	455	113	29	140	6%	86	34	6	31	6%	23	2	1.5
Burglary	266	34%	61	25	15	1,646	20%	262	300	56	628	29%	68	147	14	169	36%	40	42	7.5
Grand Larceny	346	45%	66	12	31	4,478	55%	1,153	85	33	1,227	56%	96	63	12	240	51%	54	17	9.5
Auto Theft	69	9%	21	1	0	656	8%	80	30	0	175	8%	15	29	2	30	6%	17	7	0
<b>Total</b>	<b>775</b>	<b>100%</b>	<b>174</b>	<b>52</b>	<b>54</b>	<b>8,095</b>	<b>100%</b>	<b>2,053</b>	<b>576</b>	<b>155</b>	<b>2,198</b>	<b>100%</b>	<b>274</b>	<b>279</b>	<b>40</b>	<b>478</b>	<b>100%</b>	<b>141</b>	<b>68</b>	<b>19</b>

	REGION 6 39,100 - 3.5% of Population 1972					REGION 7 24,800 - 2.2% of Population 1971/72					REGION 8 38,600 - 3.4% of Population 1971/72					REGION 12 504,000 - 44.7% of Population 1972				
	Rep. Crime	% of Total	Adult Arres	Juv Ref	Dist Court	Rep. Crime	% of Total	Adult Arres	Juv Ref	Dist Court	Rep. Crime	% of Total	Adult Arres	Juv Ref	Dist Court	Rep. Crime	% of Total	Adult Arres	Juv Ref	Dist Court
Homicide	1	*	0	0	0	1	1%			0	1.5	*	1.5	0	0	39	*	15	1	15
Rape	2	*	1	0	.5	3	2%	4		0	2.5	1%	.5	0	0	135	1%	38	9	22
Robbery	4	1%	1	1	0	2	1%	2		.5	1.5	*	2.5	0	1	535	3%	181	90	64
Assault	18	4%	11	7	2	10	6%	3		1	14.5	5%	10	15	2	644	3%	188	252	43
Burglary	198	47%	101	20	9.5	58	35%	4	22	3.5	150.5	49%	40.5	44	5.5	6,950	36%	536	612	74
Grand Larceny	162	38%	197	7	2.5	87	53%	10	12	1.5	119	39%	38.5	3.5	5	8,495	45%	1,741	282	95
Auto Theft	36	9%	17	1	1	4	2%	1	3	0	18	6%	12.5	23	0	2,242	12%	496	94	11
<b>Total</b>	<b>421</b>	<b>100%</b>	<b>328</b>	<b>36</b>	<b>15.5</b>	<b>165</b>	<b>100%</b>	<b>24</b>	<b>37</b>	<b>6.5</b>	<b>307.5</b>	<b>100%</b>	<b>106</b>	<b>85.5</b>	<b>13.5</b>	<b>19,040</b>	<b>100%</b>	<b>3,195</b>	<b>1,340</b>	<b>324</b>

\* Less than 1%

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FIGURE 9: 1972 MOST FREQUENT MISDEMEANORS FOR UTAH  
Measured By Arrests and Arraignments

Offense	State Total		Adults		Juveniles		% of Adults to Juveniles	
	Number	% of Tot	Number	% of Tot	Number	% of Tot	Adults	Juven
DRUNK DRIVING	4740	17%	4620	23%	120	1%	97%	3%
PUBLIC INTOXICATION	6581	24%	6151	31%	430	5%	93%	7%
PETTY LARCENY	5825	21%	2771	14%	3054	38%	48%	52%
REC. STOLEN PROPERTY	331	1%	149	1%	182	2%	45%	55%
CONTRIBUTING DEL. OF JUV.	307	1%	307	2%	0	0%	100%	0%
DRUG POSSESSION	2396	9%	1837	9%	559	7%	77%	23%
ALCOHOL POSSESSION	2889	10%	1131	6%	1758	22%	39%	61%
ASSAULT AND BATTERY	1280	5%	868	4%	412	5%	68%	32%
RESISTING ARREST	121	*	90	*	31	*	74%	26%
INSUFFICIENT FUNDS	965	3%	813	4%	152	2%	84%	16%
DISTURBING THE PEACE	519	2%	394	2%	125	2%	76%	24%
VAGRANCY/RUNAWAY TRANSIENT	687	2%	162	1%	525	6%	24%	76%
DESTRUCTION OF PROPERTY	899	3%	214	1%	685	8%	24%	76%
CARRYING CONCEALED WEAPON	79	*	66	*	13	*	84%	16%
SEX OFFENSES	185	1%	141	1%	44	1%	76%	24%
<b>TOTAL</b>	<b>27,804</b>	<b>100%</b>	<b>19,714</b>	<b>100%</b>	<b>8,090</b>	<b>100%</b>	<b>71%</b>	<b>29%</b>

Utah Law Enforcement Planning Agency October 1973

\* less than 1%

FIGURE 10: DISTRICT COURTS: FELONY CASES (1972)

1972 Annual Amounts (74% of 1500 Cases are Represented)									
	TOTAL CASES	Pending and No Dispositions	Not Guilty	Dismissed	Probation	USP	Jail	Return to JP	Other
Homicide	23	5	1 6%	1 6%	3 17%	7 39%	2 11%		4 22%
Negligent Homocide	1			.5 50%	.5 50%				
Rape	33.5	2	1 3%	7.5 24%	8 25%	8 25%	4 12%		3 10%
Sex Offenses	36.5	6	2 7%	16 52%	6.5 21%	.5 2%	2 7%		3.5 11%
Bastardy	2			.5 25%		.5 25%			1 50%
Robbery	85	15	.5 1%	17.5 25%	19 27%	22 31%	6 9%		5 7%
Aggravated Assault	85.5	16.5	3 4%	19.5 28%	14.5 21%	8.5 12%	9 13%		14.5 21%
Grand Larceny	177.5	22	4 3%	47.5 31%	43.5 28%	22 14%	15.5 10%		23 15%
Arson	.5					.5 100%			
Burglary	171	17.5	3 2%	38 25%	50.5 33%	28.5 19%	23 15%	.5 *	10 6%
Forgery--Embezzlement	2			.5 25%	.5 25%	.5 25%			.5 25%
Fraud	111	27	2 2%	25 30%	37 44%	11 13%	2 2%		7 8%
Insufficient Funds	3.5				1.5 43%	.5 14%	.5 14%	.5 14%	.5 14%
Sale of Narcotics	312	36.5	3 1%	94.5 34%	108 39%	15.5 6%	22 8%	.5 *	32 12%
Sale of Alcohol	6			1.5 25%	.5 8%		2 33%		2 33%
Failure to Provide	7.5	.5		1.5 21%	.5 7%				5 71%
Jail Destruction	1.5	.5			.5 50%	.5 50%			
Auto Theft	12		1 8%	4 33%	3 25%	2 17%	1 8%		1 8%
Receiving Stolen Property	15	5		2 20%	4 40%		3 30%		1 10%
Conspiracy	28	1		2 7%	6 22%	1 4%	10 37%		8 30%
TOTALS	1114.0	154.5	20.5 2%	279.0 29%	307.0 32%	128.5 13%	102.0 11%	1.5 *	121.0 13%

Percentages indicate the portion of cases disposed in a particular manner.  
 \* - less than 1%. Means of 1971 and 1972 case amounts are used for Regions 5, 6, 7, and 8. 386 cases are not shown. Other includes fine, death, appeal, sent to other jurisdiction, agreement, etc.

CHART A  
UTAH'S JUSTICE SYSTEM

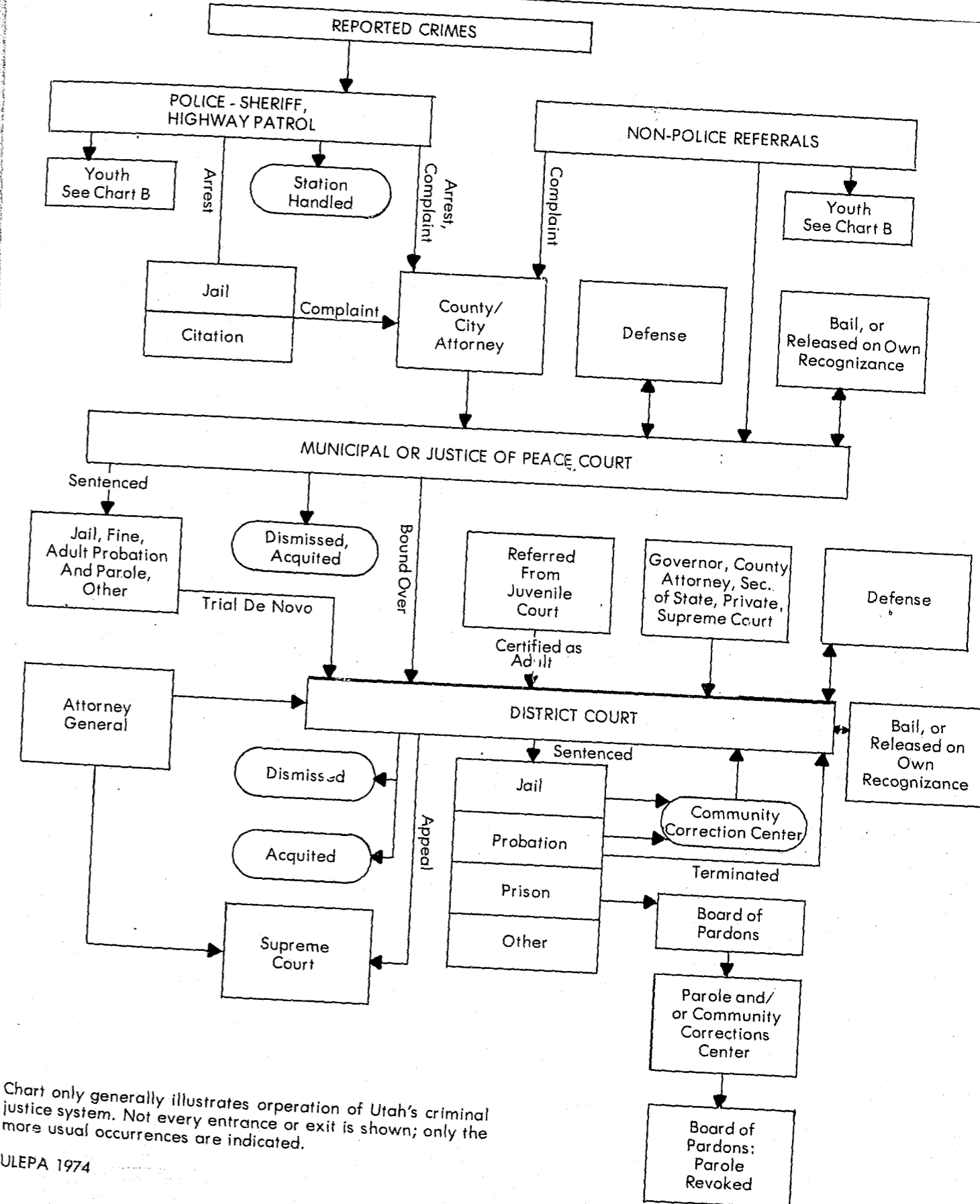


Chart only generally illustrates operation of Utah's criminal justice system. Not every entrance or exit is shown; only the more usual occurrences are indicated.

ULEPA 1974





# planning and evaluation

## the planning effort

During the planning year 1973 and earlier, the planning effort was directed toward improving the delivery of services to segments of the criminal justice system. These segments were called "Functional Categories," and they were:

1. Equipment and Construction
2. Upgrading Personnel
3. Law Reform
4. Manpower Utilization
5. Research and Development
6. Information Systems
7. Rehabilitation
8. Community Relations

In 1974, the planning philosophy changed in that the goal of reducing crime was added to the long-standing goal of improving the criminal justice system. The adoption of such a goal recognizes that the agency will assist in improving selected systems, as well as reducing specific criminal activity.

Consistent with the above philosophy, the following new functional categories, "program areas", were developed:

1. Crime Planning
2. Information Systems
3. Communications
4. Facilities
5. Upgrading Personnel
6. Laboratories
7. Planning and Evaluation
8. Legislation

9. Rehabilitation
10. Transitional

It is further anticipated that the Law Enforcement Planning Council will focus its efforts toward defining the goals and objectives for each of the program areas and establish priorities for the expenditure of funds to achieve the adopted objectives. Such an approach more firmly establishes the Council as a policy-making group, eliminating the need for extensive review of individual projects designed to accomplish the established objectives. In pursuing this course of action, the Council would be adopting a "problem oriented approach" versus a "solution oriented approach."

The overall goals and objectives for the nine program areas are as follows:

### 1. CRIME PLANNING

The goal of crime planning is to reduce the incidence of specific crimes. The most significant impact can be realized through selection of the most frequent crimes and those of greatest significance to the citizens of Utah. Not all crimes can be addressed equally because of limited resources and manpower. Burglary and grand larceny have been identified as the number one and two priority crimes.

The first crime reduction goal is to reduce the rate per 100,000 population of commercial and residential



burglaries reported to law enforcement agencies 12% by January 1, 1977. In 1976, the rate per 100,000 would be 785.5; the 1972 rate is 892.6.

The burglary rate reduction goal will be accomplished through achieving the following objectives:

1. To reduce by 20% the portion of burglaries attributed to citizen neglect. Of the 10,065 burglaries reported in 1972, it is estimated that 90% (9,059) are attributed citizen or owner neglect (i.e., leaving doors open, not marking belongings, not reporting crimes, etc.). In 1976, 70% of the burglaries reported will be attributed citizen neglect.
2. To increase the number of persons arrested for burglary by 292 by January 1, 1977. This objective would be an increase in arrests for 1976 of 676 from the 1972 number of 2,324.
3. To increase by 12% the rate of convictions of persons charged in the district court with burglaries. In 1972, the conviction rate was 73%; in 1976, the rate will be 85%.
4. To decrease the rate of burglary cases which were dismissed in the district court for lack of evidence by 5% from 12% in 1972 to 7% in 1976.
5. To reduce the number of burglaries committed by juveniles by 28% or 352 cases from the 1972 base of 1,259 to a 1976 base of 907, as measured by referrals to the court.

The second crime reduction goal is to reduce the rate per 100,000 population of grand larcenies reported to law enforcement agencies 12% by January 1, 1977. In 1976, the rate per 100,000 would be 1,108.5, the 1972 rate is 1,343.8. This grand larceny rate reduction goal will be reached through achieving the following objectives:

1. To reduce by 10% the rate of grand larcenies attributed to citizen neglect. It is estimated that in 1972, 50% or 8,335 grand larcenies were attributed to citizen neglect, characterized by not marking equipment and personal property and not securing easily stolen material. In 1976, the rate would be 40%.
2. To increase the number of persons arrested for grand larceny by 44%. This would be an increase of 1,687 from the 1972 base of 3,837 to 5,525 arrests in 1976.
3. To increase by 13% the conviction rate of those persons charged in the district court with larcenies. The conviction rate in 1972 was 67%; the rate in 1976 should be 80%.
4. To decrease the rate of grand larceny cases which were dismissed in the district court for lack of evidence by 8%. This would be a reduction from 16% in 1972 to 8% in 1976.

## 2. INFORMATION SYSTEMS

The primary goal of the Utah Criminal Justice Information System (UCJIS) is to provide to all criminal justice agencies timely, meaningful, and accurate information which will assist those agencies in reducing the social costs of crime, where the concept of social cost encompasses direct economic impact of crime upon its victims and the general citizenry, and the cost of criminal justice administration. The Utah Criminal Justice Information System is divided into four modules, or building blocks: Law Enforcement Information Systems, Court Information Systems, Corrections Information Systems, and Juvenile Information Systems. Each of these systems is referred to as a sub-system, or a module, but may be thought of as those building blocks necessary to develop a complete information system. Each module is structured such that it can function as a stand-alone information system, and thus provide benefits to all criminal justice agencies.

Objectives of the Utah Criminal Justice Information System in relation to each segment of the criminal justice system are as follows:

- a. Police:
  - 1) Expansion of the police computerized terminal network system.
  - 2) Continue statewide implementation of the Small Agency Records System.
  - 3) Continue implementation of Document Storage systems.
  - 4) Implementation of a computerized collection system of crime statistical data on the State level.
  - 5) Provide additional large agencies with a management information system.
  - 6) Implementation in computer-supported agencies of the Record-O-Port field data capture system.
  - 7) Continue development of the computerized criminal history conversion system.
  - 8) Develop a uniform offense coding system which will be consistent with the Utah Criminal Code and local ordinance statute.
  - 9) Continue development of automated jail booking procedures for computer-supported agencies.
- b. Courts:
  - 1) Implement model Justice of the Peace records system.
  - 2) Implement model Prosecutors' records system.
  - 3) Implement model Court Clerk records system.
  - 4) Implement case disposition reporting systems to assist in court scheduling, case load analysis, case disposition, and offender tracking.
  - 5) Implement document storage systems in major court clerk and prosecutorial agencies.
  - 6) Implement a disposition coding structure to be consistent with the Utah State statutes and the

UCJIS coding structure.

- c. Corrections:
  - 1) Continue development of a management information system providing data related to evaluation and prediction of inmate behavior, resource allocation and rehabilitation program evaluation at the Utah State Prison.
  - 2) Implement a corrections disposition coding structure to be consistent with Utah State statutes and the UCJIS coding structure.
  - 3) Continue development of a management information system for the Adult Probation and Parole Department, which will provide management and program evaluation information, as well as the added capability for research.
  - 4) Continue development of systems which will provide the Division of Corrections with administrative information.
  - 5) Develop the capability to track offenders through the correctional system for input to the Computerized Criminal History/Offender-Based Transaction Statistics system central data bank.
- d. Juvenile:
  - 1) Continuation of the development of a juvenile history information system, which will provide for computerized juvenile histories on an immediate access basis.
  - 2) Continue development of management information systems for the Juvenile Court, which will provide behavior prediction, resource allocation, and program evaluation capabilities.
  - 3) Incorporate the existing juvenile coding structure into the UCJIS coding system.
  - 4) Expand the management information system capabilities in detention centers.
  - 5) Continue development of on-line system interface between detention centers and the computerized juvenile history record.
  - 6) Provide for the inclusion of the State Industrial School into the computerized juvenile history system.
  - 7) Expand the capability for data base oriented research within the juvenile justice system.

## 3. COMMUNICATIONS

Goal: To establish a comprehensive, coordinated statewide police communications system servicing all Utah police agencies by 1980.

Objectives: To establish common statewide police radio frequencies for use by all State and local law enforcement agencies during periods requiring interagency coordination by 1974.

- a. To develop a statewide system of microwave repeater capabilities by 1978.
- b. To complete, by December 31, 1975, the implementation of the county law enforcement

radio communication recommendations of the 1970 Telecommunication Plan as found on pages 106 through 110.

- c. To develop full-time communications centers which will deliver 24-hour, two-way continuous multiple-agency radio communications and telephone services by 1978.
- d. To implement a single universal emergency telephone number statewide by 1980.

## 4. FACILITIES

The goal of this program area is to establish a comprehensive statewide network of regional service centers sufficient to provide for: (a) adequate police protection, (b) courtrooms, (c) detention for offenders, and (d) central dispatching/information systems facilities.

Objectives

- a. Review and adopt a statewide regional service center plan by September, 1975.
- b. Establish minimum guidelines and standards for services, operations, and physical facilities for jails in Utah by 1975.
- c. To provide 24-hour jail coverage in the following jails: Cache County, Weber County, Davis County, Salt Lake County, Utah County, Sevier County, Carbon County, Iron County, Uintah County—the nine most populated sites of jail usage.
- d. Provide funds for physical plant improvement and replacement in regional service center sites based upon the existing Utah Law Enforcement Planning Council construction policy adopted in 1972.
- e. Construct one regional service center in Utah by the end of 1976.
- f. Continue to assist in the upgrading of one holding facility in each county through 1978 or until each county has a jail which is not a fire hazard, health problem or is physically unfit for human habitation.
- g. Assess the status of the existing police and court physical facilities by December, 1974.
- h. Establish minimum standards for police and court physical plan by 1976.
- i. During the interim period while assessment of the existing system is being done, a minimum effort to upgrade existing facilities will be made.

## 5. UPGRADING PERSONNEL

### A. Police

Goal

To advance the level of job-related skills of personnel in all police agencies in Utah.

Objectives

1. To make available to each police officer in Utah forty hours of in-service non-academic training annually.
2. To encourage adoption of the require-

ment that every sworn police officer satisfactorily complete a minimum of 320 hours of basic police training before the first year of service.

3. To provide forty hours of juvenile-related training for each police officer before the first year of service.

#### B. Judicial

##### Goal

The goal of this support system is to advance the level of job-related skills of personnel in the judicial system of the State of Utah.

##### Objectives:

- a. To provide eighty hours of basic level training for new prosecutors, district, juvenile, city and Supreme Court judges and public defenders within the first year of service.
- b. To provide prosecutors and public defenders with a minimum of forty hours of job-related training each year after the first year of service.
- c. To provide a minimum of 16 hours of job-related training to justices of the peace annually.
- d. To provide twenty hours of in training to Supreme, district, juvenile and city judges.
- e. To provide twenty hours minimum job-related training to all court-related personnel annually.

The Unified Court Administrative Office will be the key agency in implementing the judges and court-related personnel training. SWAP will be the agency implementing the prosecutorial training. The individual counties will have to take the responsibility of implementing the defense attorney training, with the exception of Salt Lake, Weber, and San Juan Counties, where the Legal Defenders Association will be the key institution. By 1976, it is anticipated a statewide agency for defense services will be established.

#### C. Corrections

##### Goal

To have every correctional officer adequately trained for his position.

##### Objectives

- 1) All correctional officers and jailers shall have eighty hours basic training within the first year of service, preferably prior to being assigned to a work station.
- 2) To provide probation, parole, and court-related correctional personnel with twenty hours in-service training per year.

- 3) To provide twenty hours per year of training to supervisory and mid-management corrections personnel.
- 4) To provide twenty hours of in-service training per year to specialist treatment personnel employed in corrections.

### 6. LABORATORIES SUPPORT SYSTEM

Goal: The goal of the Laboratory Support System is the statewide establishment of a comprehensive program for the efficient identification, collection, and preservation of physical evidence; its speedy and accurate analysis; and its proper presentation in criminal court proceedings.

##### Objectives:

- a. To identify and assess all existing technical aids, facilities, and programs available to criminal justice agencies in Utah by December 1, 1974.
- b. To develop within every police agency the ability to insure efficient collection of crime scene evidence by 1977. This efficiency of evidence collection will be determined by (1) the admission of all collected physical evidence in criminal court proceedings, and (2) the identification and subsequent collection of all attendant physical evidence relevant to a given criminal act.
- c. To develop by 1980, within Utah, speedy and accurate criminalistic laboratory services available to all Utah police agencies for the analyzation of all forms of physical evidence.
  - 1) Provision of analysis for high volume, route cases involving substance such as narcotics, alcohol, and urine, within 24 hours of its delivery.
  - 2) Provision of immediate analysis of certain types of physical evidence, such as narcotics, where the detention or release of a subject depends upon the analysis.
  - 3) Provision of routine analysis and processing of most physical evidence within several days of its delivery.
- d. To decrease the number of and amount of time required by court appearances of laboratory personnel.
  - 1) Decrease the rate of criminal court proceedings requiring the presence of a technician for court testimony by 50% by 1980.
  - 2) Decrease the average time per court appearance by 50% by 1980.

### 7. PLANNING AND EVALUATION

The goal of Planning Support Systems is to develop and increase the planning and evaluation capabilities of State and local agencies in order that

resources may be more effectively utilized.

The objectives of the 1974-1976 planning cycle are:

- a. To develop separate planning and evaluation sections in 10 state and local agencies with 20 or more staff.
- b. To provide planning and evaluation assistance to the remaining state and local agencies with 20 or more staff and to all criminal justice agencies with fewer than 20 staff.
- c. To increase planning awareness among all criminal justice agencies in order that planning units may be established in future years.

### 8. LEGISLATION

The goal of this support system is to develop a more efficient justice system through legislation and law reform.

##### Objectives:

- a. To yearly review and analyze existing and proposed legislation on all governmental levels for the congruent establishment of clear and current criminal laws, adjudication and crime definitions.
- b. To develop inter-agency expertise to promulgate needed legislation to facilitate implementation of other program area objectives, such as:
  - 1) Establishing and enforcing standards through legislation.
  - 2) Gaining public support and legislators' approval of programs.
- c. To provide financial and technical assistance to systems improvement programs that potentially require extensive legal and legislative action or revision prior to actual program implementation.

### 9. REHABILITATION

##### Goal:

The overall goal in Utah is to develop a statewide corrections program for the adult and juvenile offender and reduce recidivism. The program efforts will be divided into four areas:

- a. Community-Based Adult
- b. Institutions Adult
- c. Community-Based Youth
- d) Institutions Youth

##### Objectives:

- a. Community-Based Adult
  - 1) To reduce the recidivism rate of parolees by 10% by 1977. Twenty-three per cent of the people placed on parole in 1970 were convicted of a new felony within two years. Of those released on parole in 1975, it is expected that 13% will be re-convicted of a new felony by 1977.
  - 2) To reduce recidivism of felony probationers

2% by 1975. Of those placed on probation for a felony in 1970, 5% were convicted of a new felony, and 4% were convicted of a new misdemeanor within two years.

- 3) To reduce recidivism of misdemeanor probationers by 2% by 1975. Of those placed on probation for a misdemeanor in 1971, 2% were convicted of a new felony and 8% were convicted of a new misdemeanor within the next year.
- b. Institutions Adult
    - 1) To increase the amount of time spent in prison of certain professional and semi-professional career offenders. These are people whose criminal behavior constitutes such a threat that prolonged segregation is required. A data base has not been developed to identify those people in this category.
    - 2) To reduce the percentage of people in the institution who are returned to the prison on parole violation 15% by 1977. On January 1, 1973, 33% of those at the prison had been returned on a parole violation.
    - 3) To reduce the percentage of people returned to the prison in one year on parole violation 3%) by 1977. Of all people committed to the prison in the year 1972, 21.3% were committed on parole violations.
    - 4) To reduce the recidivism rate of those released from a city or county jail as measured by returned to the jail. At the present time, there is no base data on recidivism for jails.
  - c. Community-Based Youth
    - 1) Establish in collaboration with YDDPA a statewide system of delinquency prevention and diversion programs directed at diverting status offenders from the juvenile justice system. This system will be completed by 1978.
    - 2) To divert the number of status offenses referred to the Juvenile Court from the base figure established in 1972 of 37% of all delinquency offenses to 25% in 1978.
    - 3) To reduce by 5% by the end of 1978 the rate of misdemeanor offenses referred to the Court. In 1972, 45% of all referrals to the court were for misdemeanor offenses.
  - d. Institutions-Youth
    - 1) To reduce by 8% by 1976 the total number of children committed to the State Industrial School for non-felony crimes. Twenty-eight percent of all children committed to the school in 1972 had never been referred to court for a felony offense.
    - 2) To reduce the number and frequency of

commitments of children to the State Industrial School for property offenses by 1976. Of all children referred to the State Industrial School in 1972, 49.8% were referred for such crimes as burglary, auto theft, grand larceny, checks, receiving stolen property and petty larceny.

- 3) To reduce by 15% by 1976 the number of children who are returned to the State Industrial School. In 1973, of all youth who entered the School were re-committed by the court or were administratively returned.

#### 10. TRANSITIONAL

**Goal:** To provide financial assistance to state and local criminal justice agencies in programs previously initiated which are limited in terms of funding requirements or of duration for funding, which do not fit within the parameters of the other functional areas, but which aid in the overall improvement of the criminal justice system.

**Objectives:**

- a. To provide limited funding to projects which do not fit within other functional areas, but which generally aid in the overall improvement of the criminal justice system.
- b. To phase out funding of transitional type projects in an orderly and prudent manner.

### evaluation

Evaluation is that activity that determines whether a project has met its predetermined goals and objectives. Those projects that do not perform up to their standards can be redirected, reduced, or eliminated. Applicant agencies are required to budget both time and money to the monitoring and evaluation effort in their grant applications.

#### Evaluation vs. Monitoring

ULEPA developed new procedures during the past year for the evaluation and monitoring of projects. A description of this process follows:

Monitoring is input to project operation—evaluation is the output of project efforts.

The evaluation is the end of a great deal of preparatory work on the part of the project staff. When projects are well thought out, with clearly-defined goals and objectives, methods of evaluation, and timetables, the evaluation is much easier.

Monitoring is the help given to a project before and during its actual operation. Adequate monitoring helps to insure that the project will be successful.

This checklist is used by those people writing on

application for funds from ULEPA. It provides a simple way to check the evaluation component against suggested criteria.

1. Have you quantified the objectives?
2. Do the objectives fit into the State Plan?
3. Have you determined how you will measure whether you have reached your objectives?
4. Have you established interim levels of success? These levels indicate where you expect to be at a certain time (Methods and Timetable).
5. Do you know what data you need to collect, how to collect it, how to store it, and how to check on its accuracy?
6. Are you prepared to collect data on outside influences that may affect your project?
7. Have you decided the procedures to evaluate your project?

#### Quantify Goals and Objectives

The first part of the evaluation component is to list the objectives. These objectives should be attainable, and stated as levels of achievement and quantified. The time period during which they will be achieved should also be specified. If the objectives are not measurable, they should be modified so they can be measured. The data on which the objectives were based must be contained in the Problem Identification section of the application. However, if the baseline data is not available, the evaluation component should contain an outline of the method to be used to collect it.

#### Examples of Quantification

1. To provide a minimum of 320 hours of basic training for all police recruits before the first 18 months of service.
2. To provide a minimum of 40 hours in-service training each year for 1,900 state, county, local and university police personnel each year.

#### Relationship of Project Objectives to Program Area

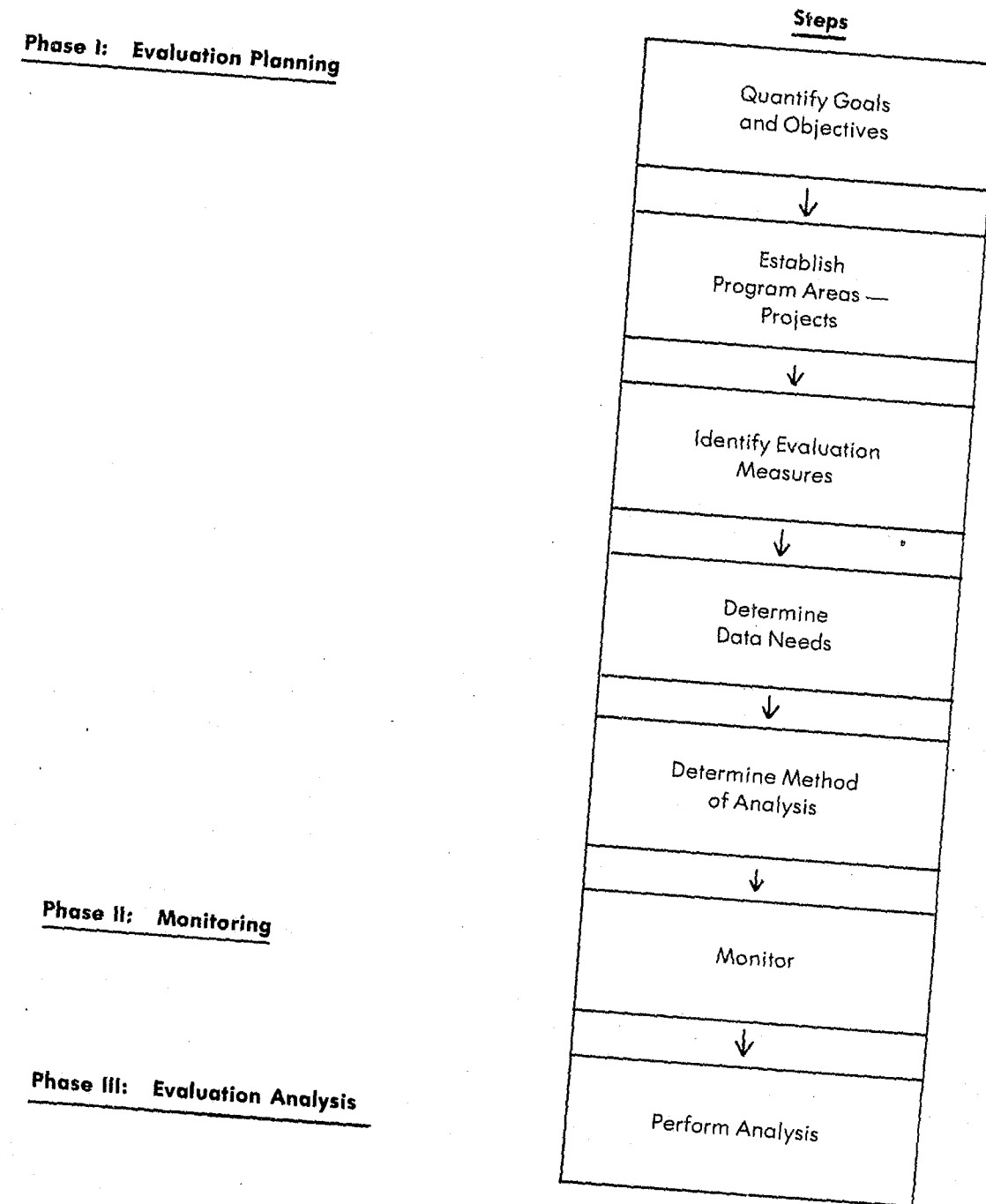
The purpose of establishing this relationship is to determine the contribution of the individual project to the program area. The project objectives have to meet the objectives of their program area in the State Plan to be eligible for funding.

#### Evaluation Measures

The third step in the preparation of an evaluation component is to identify the evaluation measures for the project. Evaluation measures are divided into three types:

1. Effectiveness measures: They are used to indicate the degree of success of a project or program in dealing with the target problems.

FIGURE 11  
EVALUATION COMPONENT





2. Efficiency measures: Efficiency measures are used to indicate how well the project has been implemented, according to its "Methods and Timetable."

3. Attitudinal measures: These measures may also be helpful in measuring the degree of project success.

#### **Data Needs**

The fourth step in the preparation of the evaluation component is to develop the data needed to perform an evaluation.

#### **Selecting Methods of Evaluation Analysis**

The fifth step in the preparation of the evaluation component is to decide what the analysis methods and procedures will be. The use of the evaluation analysis will largely determine the methods used. The method of analyzing a project that involves a one-time purchase of equipment will be very simple. Other projects will be more complicated. An evaluation analysis that will be used to determine refunding will be different than one to report on the operation of an equipment purchase.

#### **MONITORING [Checking]**

The second phase of evaluation is evaluation monitoring. Evaluation monitoring involves both the monitoring of the project and monitoring of the implementation of the evaluation component. This process guarantees that the project is being implemented as it was described in the grant application and that the evaluation is being carried out

as it has been specified in the evaluation component.

Questions that need to be addressed in evaluation monitoring include:

1. Has the project, including the evaluation component, been implemented as described?
2. Are the objectives being met?
3. Should the project or evaluation component be modified?
4. Have any unexpected problems arisen?

Evaluation monitoring is done by the regional planners for regional projects and by State program coordinators for State projects. The monitoring is done at least quarterly to coincide with the quarterly reports, but may be done more often.

#### **EVALUATION ANALYSIS**

The third phase of evaluation is evaluation analysis. The purpose of this activity is to determine the degree of success of projects and to understand the reasons for the success.

The evaluation analysis procedure involves answering the following questions:

1. Who will perform the evaluation analysis?
2. When will it be performed?
3. How is it to be used?
4. How will the evaluation analysis be performed?

The primary responsibility for doing evaluation analysis rests with regional planners for regional projects and program coordinators for State projects. Evaluation analysis may also be done by the project director and outside evaluators for different reasons.

ULEPA policy is that each project applying for refunding has an evaluation current to sixty days of submission accompanying the project proposal.



## standards and goals

On October 20, 1971, Jerris Leonard, Administrator of LEAA, appointed the National Advisory Commission on Criminal Justice Standards and Goals. LEAA provided \$1.75 million in Discretionary grants for the work of the Commission; however, it did not direct that work and had no voting participation in the Commission.

Membership in the Commission was drawn from the three branches of State and local government, from industry, and from citizen groups. Commissioners were chosen, in part, for their working experience in the criminal justice area. Police chiefs, judges, corrections leaders, and prosecutors were represented.

The standards and recommendations of the Commission are presented in six volumes. The six volumes on the subjects of the Criminal Justice System, Police, Courts, Corrections, Community Crime Prevention, and a National Strategy to Reduce Crime, are addressed to the State and local officials and other persons who would be responsible for implementing the standards and recommendations.

The Commission has sought to formulate a series of standards, recommendations, priorities, and goals to modernize and unify the criminal justice system, and to provide a yardstick for measuring progress. But the Commission's work is only the first step. It remains now for citizens, professionals, and policymakers to mount the major effort by implementing the standards proposed in the five volumes of the Commission's work.

The Utah Law Enforcement Planning Council has taken on the responsibility for the establishment of Task Forces to analyze the reports and apply goals and standards in its own way and in the context of its own

needs.

On January 22, 1973, the Administrator of LEAA convened the first National Conference on Criminal Justice, at which 1,500 representatives of the criminal justice system and the public reviewed the Commission's work.

A major objective of the conference was to initiate State and local criminal justice reform using the Commission's standards as a vehicle for discussion. Out of this conference came the impetus to establish five Utah Criminal Justice Standards and Goals Task Forces. On October 16, 1973, Governor Calvin Rampton amended the Executive Order creating the Utah Law Enforcement Planning Council (ULEPC). The amendment placed the responsibility for the recommendation of criminal justice standards and goals with the ULEPC.

The five task forces cover the areas of corrections, community crime prevention, police, judicial systems, and information systems. Representatives include criminal justice professionals from throughout the State, legislators, elected officials, businessmen, and private citizens.

The work of the task forces is to result in long-range comprehensive standards and recommendations to reduce and prevent crime through the improvement of the criminal justice system and public and private agencies outside of the criminal justice system.

The Standards and Goals Task Forces do not intend to replace or subvert the responsibilities of government, but will provide government, state, and local agencies with a generally-accepted policy on crime control and the assurance of justice. This project has been designed to provide coordination among state agencies.

Each task force has been directed to identify the selected standards and recommendations which are best directed toward Utah. It should be remembered that the process of setting goals and standards is a dynamic one. What is articulated as a standard today may not be appropriate for implementation years from now. This has been dealt with in the following ways. The task forces can establish two levels of standards; those that should be implemented immediately and those standards that should be implemented within ten years.

## Utah task forces on criminal justice standards and goals

### Community Crime Prevention Task Force

Dr. Sterling R. Provost (Chairman)  
State Board of Higher Education

Lowell L. Bennion, Executive Director  
Community Services Council — Salt Lake Area

Brent Bullock, Security Manager  
c/o Castleton's

Barbara Cameron  
Citizen Representative

Captain David Campbell  
Salt Lake City Police Department

Bishop Vaughn Featherstone  
Presiding Bishopric — L.D.S. Church

Betty Gallacher  
Citizen Representative

Edwin L. Gee, Deputy Warden  
Utah State Prison

Ralph Harper, Field Director  
Region 4 Narcotics Task Force

Commissioner John P. Holmgren  
Box Elder County Commission

B. Z. Kastler, President  
Mountain Fuel Supply

Arturo Martinez  
Citizen Representative

Herb Murray  
KSL Radio

Elden Peterson  
Boy Scouts of America

Clifton Pyne, Principal  
Orem High School

Gilbert Shelton, President  
Tracy Collins Bank & Trust

Phyllis Southwick, Professor  
Graduate School of Social Work

Glade Sowards  
State Representative

Joseph N. Symons  
Board of Pardons

I. J. Wagner  
Citizen Representative

Judge Judith Witmer  
Second District Juvenile Court

Mayor Golden Wright  
City of Fillmore

### Corrections Task Force

Barbara Burnett (Chairman)  
Citizen Representative

Janet Andersen  
Granite School District

Chief A. O. Archuleta  
Clearfield City Police Department

Joe Bogety, District Agent  
Adult Probation and Parole

Lieutenant Gary Deland  
Salt Lake County Sheriff's Office

David Dolowitz, Attorney  
Salt Lake County Bar Legal Services

Grant Farnsworth, Regional Director  
Southern District Adult Probation and parole

Sheila Gelman  
Citizen Representative

Bruce Heath  
State Planning Office

Judge Merrill Hermansen  
Third District Juvenile Court

David Hughes  
Board of Corrections

Dixie Leavitt  
State Senator

Carmen Lilley  
Division of Family Services

Willard Malmstrom, Director  
Office of Youth Development

John McNamara, Administrator  
Utah State Juvenile Court

Joel Millard, Director of Social Services  
Utah Boy's Ranch

Claud Pratt, Superintendent  
State Industrial School

Judge Don V. Tibbs  
Sixth Judicial District

Beverly White  
State Representative

Ernest Wright, Director  
Division of Corrections

### Information Systems Task Force

Marion Hazleton (Chairman)  
Citizen Representative

Arthur Christean  
Deputy Court Administrator

Judge Regnal Garff  
Second District Juvenile Court

Mrs. James B. Lee  
Citizen Representative

Robert Mullins, Reporter  
Deseret News

Mike Riordan, Director  
Planning and Research

Allan Roe, Research Director  
PRISM Project (Utah State Prison)

Ivard Rogers, Director  
Utah Bureau of Criminal Identification

Donald Spradling, Director  
Office of Emergency Services

David Young, Director  
StateWide Association of Prosecutors (SWAP)

### Judicial Systems Task Force

Judge Bryant H. Croft (Chairman)  
Third Judicial District

### Prosecution/Defense

David Wilkinson (co-Chairman)  
Assistant Attorney General

Jay V. Barney  
Attorney at Law

Lloyd Bliss  
Citizen Representative

Hans Chamberlain  
Iron County Attorney

Mike Dmitrich  
State Representative

Spencer L. Haycock  
Chief Criminal Deputy

John Hill, Director  
Public Defenders

Chief Leroy Jacobsen  
Ogden City Police Department

Franklin Johnson  
Attorney at Law

David Young, Director  
StateWide Association of Prosecutors (SWAP)

### Courts

Keith Stott (Co-Chairman)  
Attorney at Law

Judge Geraldine Christensen  
Justice of the Peace

Father John Hedderman  
Citizen Representative

Richard Howe  
State Senator

Judge Paul C. Keller  
Fifth District Juvenile Court

Howard Nielson  
State Representative

Richard Peay  
Utah Courts Administrator

Paul Peters, Chief Agent  
Adult Probation and Parole

Kline Strong, Professor  
University of Utah School of Law

Chief Judge Thornley K. Swan  
Second Judicial District

Judge Fred Ziegler  
Municipal Court

Judge Stan Taylor  
Ogden Municipal Court

**Police Task Force**

Assistant Chief J. L. Smith (Chairman)  
Salt Lake City Police Department

Morris Sterrett  
Police Science  
Dept. Weber State College

Chief Dean Anderson  
Bountiful City Police Department

Commissioner Raymond Jackson  
Department of Public Safety

Ralph Jones, Director  
Peace Officers Standards and Training

Evelyn Brown  
Board of Corrections

Donald Cope, Ombudsman  
Department of Community Affairs

Charles T. Fletcher, Coordinator  
Law Enforcement Education-Brigham Young University

John Florez  
Citizen Representative

Chief Calvin Gillen  
Murray City Police Department

Col. R. M. Helm, Superintendent  
Utah Highway Patrol

Sheriff Rex Huntsman  
Sevier County Sheriff's Office

John McAllister  
Citizen Representative

Dr. Stanford Rees  
State Senator

Sam Smith, Warden  
Utah State Prison

Ronald Stanger, Attorney  
Utah County Attorney's Office



## grants and fiscal management structure

Effective grants and fiscal management depends in large part upon an effective Grants Management Information System (GMIS). The ULEPA Grants Management Information System is designed to assist the State Planning Agency, subgrantees, and regional planning offices in the management, control, and administration of awards to subgrantees. With proper inputs, it will provide information that will enable management to make timely and objective decisions.

The ULEPA Grants Management Information System does not wholly replace current procedures for grants management, but provides a recording mechanism related to existing activities in order to increase the efficiency of grant administration through the availability of information.

The ULEPA Grants Management Information System is composed presently of three modules, or sub-systems: Application, Financial, and Monitor/Audit/Evaluation. A fourth module, identified as a Planning module, should be implemented during the 1974 calendar year. A brief outline of the existing three systems follows:

### 1. Application System

This system allows the agency to monitor and control a subgrantee's application from its receipt until its final disposition. The application system terminates with a notice to the applicant of award or denial of funding.

All activities relating to the subgrant application and processing are recorded within this system so

that information on any particular application(s), having specific characteristics, may be obtained. Use of this system allows the agency to satisfy a wide variety of requests for information as they relate to subgrant applications (i.e., applications from a particular region, for a program area, by agency, by budget category, etc.).

This system provides agency management with a mechanism for recording and monitoring the status of applications throughout the application, approval and award process.

### 2. Financial System

This system utilizes grant status and grant identifying information that has been entered and recorded in the application system. In addition, financial transactions and periodic reports from subgrantees are entered directly on to the ledger sheets of this system. The major benefits of this system are increased capabilities in controlling and recording financial transactions and providing basic financial information subgrants and funds to other areas of the agency operation.

### 3. Monitor/Audit/Evaluation System

This system provides management with a tool to manage the audit, inspection, program, and financial evaluation aspects of subgrant administration. As the name implies, this sub-system has three activities: monitoring, audit, and evaluation. In general, this system provides for:

- Reporting subgrant effectiveness by recording evaluations of actual performance and results.
- Scheduling of Review and Analysis visits and/or meetings to determine the progress and effectiveness of the project.
- Collecting inspection results to provide a basis for management analysis and future visits and inspections.
- Scheduling audit activity and recording key audit results.
- Generating reports of unresolved audit exceptions to assure that they are cleared.
- Recording inputs concerning the quality of overall project management.
- Providing input to the following year comprehensive plan, particularly as these inputs relate to continuation or redirection of on-going programs and/or projects.

The Grants Management Information System also provides an effective means of monitoring and implementing requirements of other Federal and State legislation. As an example of the information provided for some of the added legislated requirements, this system provides for:

- Recording and reporting subgrantees' compliance with the Equal Employment Opportunity program, and the Civil Rights Act of 1964, as amended. Each prospective subgrantee is required to file a Certificate of Compliance with this agency. The Certification is then recorded, and allows the subgrantee to apply for Law Enforcement Assistance Administration grants.
- In those cases where a project might result in or cause a possible impact on the environment, a provision is made to record and process the environmental statement and analysis in compliance with the National Environmental Policy Act of 1969.
- Providing input concerning subgrantee compliance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970. This agency is in the process of negotiating an agreement with the Utah State Department of Highways in order to assist subgrantees in complying with the provisions of this Act. The system provides for monitorship and data

collection for the Department of Highways and annual reports to the Law Enforcement Assistance Administration.

- The system also provides procedures for recording subgrantee compliance with the Federal Assistance Application Notification and Review System (A-95).

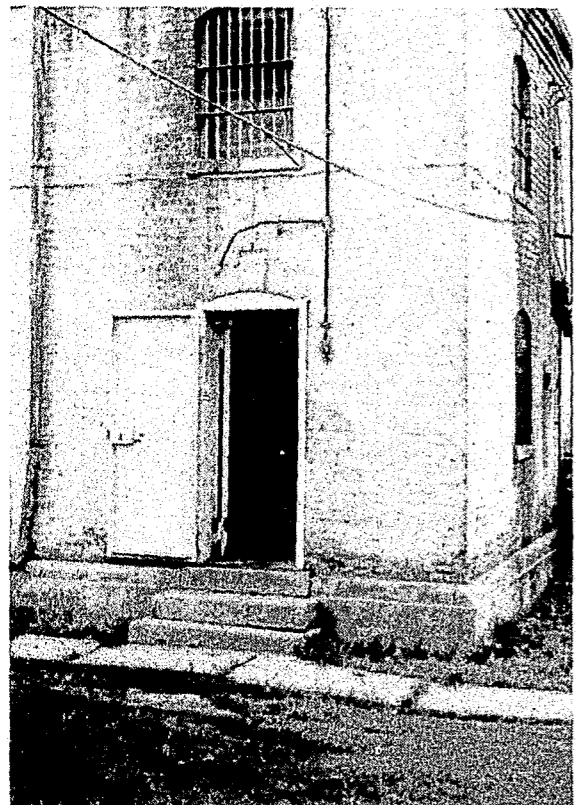
## 1973 innovations and accomplishments

The Grants Management Information System, as described above, has been in operation for approximately two years. Each year has seen a gradual improvement in this system, particularly in the area of grants control, recording, and reporting. With specific reference to 1973, a number of innovations and/or accomplishments are noted. Among these are the following:

- A number of management-type workshops were prepared and made available to subgrantees. It was the desire of this agency to provide basic management training to those regions, agencies, and subgrantees who have a requirement to administer LEAA grants. The training sessions are designed to most nearly respond to the general needs of the applicants, the nature and status of current guidelines, and the degree of expertise available within the local agencies. The workshops vary in length from one or two hours to two days, and may be on a single subject or cover a variety of topics.
- Work has continued in design and redesign of forms used within the grants management system. Within the agency, the application forms, the ledger sheets, and report forms have been improved. A new form has been designed for use in requesting and implementing grant adjustments. This form provides a more concise statement of the need for change within the agency.
- Additional procedures were established and refined in order to administer the requirements of the additional Federal acts pertaining to Federal grants. A few of these requirements have been addressed above.
- The grants management section of this agency has been reorganized to provide a more efficient service to management, regions, and subgrantees. Two additional employees have been added to the section: (1) an Account Analyst, and (2) an Accounting Clerk Typist.



THE SHORTEST  
DESIGNATED HI-WAY  
IN THE STATE



## progress report

The impact of Omnibus Crime Bill projects and the resulting changes in the criminal justice system in Utah are discussed in this chapter. This report primarily considers the results achieved during 1972 and 1973. Previous results are discussed in prior comprehensive plans. Dollar amounts shown for TOTAL FUNDS and TOTAL SUBGRANTS include all projects funded since 1969.

The 1973 functional category and program area designations are used in this report. Each program area report is divided into six parts:

Goal — what the program was to accomplish  
Evaluation — how well the goal was achieved  
Significant Subgrant Results— notable project results

Implications — new future program efforts will be decided

Summary of Progress — general summary of accomplishments

Figure 12 presents a summary of ULEPA expenditures from 1969-1973. The total amount available for project action grants from 1969-1973 was \$8,211,942. In addition, \$1,554,843 in discretionary funds have been awarded to projects in Utah from 1969-1973. The amount of fiscal year 1972 funds obligated to subgrantees as of January 10, 1974, was \$2,619,655. The amount of 1973 funds awarded to subgrantees as of January 10, 1973 was \$3,116,349.

## Equipment and Facilities

### Goal

The goal of this program area is to assist state and local criminal justice agencies in acquiring and implementing innovative, specialized, or supplemental equipment.

### Evaluation

Increased sophistication of law enforcement equipment throughout Utah is a noticeable result of this program area. Through equipment provided by this program, local and state law enforcement agencies continued to expand their capabilities in providing protective police services, in conducting criminal investigations, and in making courtroom presentations. Program impact has not been clearly defined. It is probable that the new equipment had a positive effect on some crime problems; however, such impact was significantly involved in the efforts of other program areas, and must be evaluated as it relates to, and is a part of, those specific program areas.

### Significant Subgrant Results

Most police agencies throughout the state have benefited from this program. Grants have ranged from \$320 to \$180,000. The major project, for \$180,000, was to the Salt Lake County Sheriff's Office to develop and implement a comprehensive communications system.

Summary of Block Grant Expenditures of the  
Utah Law Enforcement Planning Agency 1969-1973

Figure: 12

Source: ULEPA (As of December 31, 1973; cents not shown)

Year	Part B Planning	Part C Law Enforcement	Part E Rehabilitation	Part C Discretionary	Part E Discretionary	Total Discretionary	Total C & E and Discretionary
1969 Amounts Expended	168,830	123,191	0	0	0	0	123,191
1970 Amounts Expended	179,000	99,751	0	272,671	0	272,671	1,272,422
1971 Amounts Expended	207,000	1,953,000	0	191,020	155,847	346,867	2,299,867
1972 Amounts Expended and/or Awarded and/or Planned	251,000	2,127,000	251,000	87,704	182,951	270,655	2,648,655
1973 Amounts Planned		2,468,000	290,000	412,150	252,500	664,650	3,422,650
1969-1973 TOTAL	1,230,830	7,670,942	541,000	963,545	591,298	1,554,843	9,766,685
							10,997,615

Total Available for 1969-1973 Subgrant Action Projects, includes C, E, and Discretionary:  
Total Available for 1969-1973 for Planning and Action Projects:

ULEPA 1973

#### Summary of Progress

Small rural agencies are still acquiring basic equipment; urban agencies are generally well equipped. All agencies continue to need specialized

The statewide communications "backbone" system, involving all areas of the state by means of a microwave system and common radio communications frequencies, has made significant progress through four subgrants made to the Utah Highway Patrol. These grants made possible the continued development of the statewide communications system.

#### Problems

Many grants have been awarded to state, local, and county law enforcement agencies. Due to budgetary complications, many small agencies have submitted multi-agency requests, decreasing the total number of grants awards.

Disparities in the availability of equipment still exist between rural and urban departments.

#### Implications

Five years of equipment funding have precipitated a serious reassessment of needs in this area. The value of sophisticated/specialized police equipment, such as polygraph devices, and riot control equipment in reducing criminal activity, is difficult to assess. Project directors have failed to address the issue of impact on the system which necessitated a closer examination by this agency of future funding efforts. In 1974 and later years, items of equipment will be provided only as they relate to, and are a part of, specific program areas and are required for achievement of program area objectives. For example, subsequent expenditures for criminalistic and forensic equipment will result in accordance with the development of the laboratory services plan.

The lack of basic police equipment continues to present a problem to some police agencies in Utah. However, future efforts of this agency will not address basic police equipment. Financing basic equipment purchases is now viewed as a local agency responsibility. Police patrol vehicles, however, remain an exception. Those police agencies that have not had police patrol vehicles will still receive assistance from this agency for their initial purchase.

Communications projects have demonstrated the need for the establishment of full-time communications centers which will maintain 24-hour, two-way, continuous, multi-agency communications services. Some communications centers will serve multi-county areas.

equipment essential to deliver adequate and appropriate police services.

Statewide conversion from low-band radio frequencies to compatible high-band radio frequencies is nearly complete. Almost all police vehicles in Utah are now equipped with multi-channel, mobile radio communications equipment capable of two-way operation on a common statewide police radio frequency, on operational frequencies, and on daily car-to-car tactical frequencies. Many uniformed police officers are now equipped with portable radio transceivers capable of providing adequate two-way communication. All Utah Highway Patrol communications centers and base stations have been converted from low-band radio frequencies to compatible high-band radio frequencies. Each UHP base station maintains capability for communications on both the common statewide radio frequency and on assigned area frequencies. Work is now progressing on the Wasatch Front portion of the comprehensive microwave system.

## construction

#### Goal

This program has placed major emphasis on the criminal justice service center concept. This concept attempts to combine into one complex the offices and services of all criminal justice agencies within a particular service that can best serve their respective communities through centralization. Service centers contain facilities for: correctional adult detention; juvenile and adult courts; county, city, and perhaps state law enforcement offices; Adult Probation and Parole; and communication and information system control stations. Projects other than regional service centers components received a lower funding priority.

#### Evaluation

It is not presently known what impact the building of regional criminal justice centers has on the criminal justice system. One center has been completed and eight more are anticipated to be completed in the future.

#### Significant Subgrant Results

No significant results have yet been shown. The projects that have been funded under this program area are presently in various stages of completion or have just been completed. Results and impact on the system are not expected until construction projects have been completed and have operated for a reasonable length of time.



**EQUIPMENT**

	Estimated	Actually Awarded	Estimates	Accomplishments Actual
FY 1972				
Total Funds	\$210,702	\$182,875	Twenty-eight grants for high-band conversion, ten grants for basic equipment and ten grants for specialized equipment.	To date, sixteen grants for high-band conversion, four grants for basic equipment, and two grants for specialized equipment.
Number of Subgrants	40	22		
Range of Subgrants	\$ 370 to \$110,000	\$ 320 to \$140,000		
FY 1973				
Total Funds	\$105,051	\$113,716	Twenty-five grants for basic equipment, ten for specialized equipment and five for communications conversion.	Twenty-seven grants for basic equipment, thirteen grants for specialized equipment and nine for communications equipment.
Number of Subgrants	40	49		
Range of Subgrants	\$ 1,000 to \$ 29,297	\$ 162 to \$ 10,194		
TOTAL FUNDS	\$788,316	\$706,498		
TOTAL SUBGRANTS	168	214		

**Problems**

A number of roadblocks have to be considered when regional criminal justice service centers are contemplated. The correctional component is one problem area. Many local government entities still think of jails only as places of confinement and punishment. Little interest is given to what might be best for the rehabilitation of inmates, and what might be made possible if local efforts were centralized. The main concern is the possibility of losing local control and autonomy and, perhaps of losing the revenue that is generated by maintaining a local detention/jail facility.

The biggest hindrance in the development of the regional service center concept is the resistance to establish a unified correctional system throughout the state. The largest component part of the regional center

is the correctional/jail component. In 1971, \$13,000 was set aside to implement a unified corrections study. All attempts to interest a host agency to apply for the funds were futile. Such a study is seen as the first major step in the development and local acceptance of the regional correctional center concept. The results could also be used in instigating the legislative reform that would be necessary to change the antiquated system under which jails now operate.

Another major problem is staffing regional facilities. Many public officials believe sheriff's departments should have all deputies in the field. County commissions are unwilling to allocate enough money for staff to operate jails 24-hours a day, 365 days a year. There are two ways of solving the problem: one county could run a regional correctional facility with adjacent counties contracting for jail services (i.e., each county pays the county with the jail a stated

amount per prisoner per day); or the county could contract with the Division of Corrections to provide rehabilitation services in the jail and to staff the jail.

**Implications**

To deal with these problems, greater involvement of the LEPA staff with local government entities and regional planners is needed. There are also a number of areas related to construction projects for which the technical assistance offered by LEAA could be used to great advantage. The technical assistance resources available to the states will be fully utilized to assist the local government entities in project development.

**Summary of Progress**

Fifteen subgrants have been awarded in this program area since it was first established in 1970. Of the fifteen subgrants, only three have contributed toward the establishment of the regional criminal justice service center concept: construction of the tri-county jail facility for Wayne, Piute and Sevier counties for \$176,000; renovation of space for single prosecution personnel in the Salt Lake Metropolitan Complex for \$43,025; and construction for the Logan City Courthouse as part of the Cache County/Logan City Complex for \$56,250. All future funding in this area will be directed toward the development of regional or multi-county facilities of a correctional nature.

In the following chart, there is a substantial difference between the amount of money that was originally set aside for construction in 1970 and the amount that was actually expended. The difference is a result of changes in the LEAA grant guidelines between 1970 and 1971. When the 1971 grant guidelines were issued, with the revised 75-25 match ratio, there was still a large amount of 1970 Block "C" funds not yet expended at the previous 60-40 funding ratio. To eliminate confusion of funding projects under both the 60-40 and 75-25 ratio, Utah received permission from LEAA to transfer the unexpended 1970 funds, amounting to \$228,236, to the 1971 construction program area, which was a 50-50 ratio match. In 1971, \$245,000 was originally allocated to the police-corrections construction program area. However, because the program area has been substantially increased in 1970 by the grant adjustment, LEAA approved decreasing the 1971 project allocation by \$174,037, thus leaving \$70,963 in the 1971 construction program area. The \$174,037 was then, in turn, added to the 1970 program areas, had the 1970 carry-over funds absorbed in the increase of the 1970 construction program.

The 1972 objectives were not met. A criminal justice center for Utah County in the amount of \$100,000 did not materialize. The anticipated matching funds were to have come from a bond election, which failed to pass in early 1972. This project has been deferred until

1974. The plan was modified to allow funding of three projects of lower priority. These projects did not meet the construction policy of service centers. A project in the amount of \$9,573 was funded to Cache County to construct an indoor pistol range. A project to complete the construction of the Wasatch County Jail was funded from FY 1972 funds in the amount of \$6,116. Renovation of the Uintah County Jail, to include a drunk detention facility, was funded in the amount of \$3,135.

The Juab Tri-County Correctional Center and Sheriff's Offices were funded in the amount of \$62,500. Funds were from fiscal year 1971 in the amount of \$46,636 and fiscal year 1972 for \$15,864. The Beaver County Jail was funded for a total of \$43,000. Fiscal year 1970 funds were awarded in the amount of \$28,000 and fiscal year 1972 funds were allocated in the amount of \$15,000 to this project. The above two projects meet the objective of funding one holding facility in each county.

In 1973, the objectives were again not met and lower priority projects were funded. The scope of one of the three projects anticipated was changed from a construction project to equipment. This project was funded from discretionary money when it became available. The other two anticipated projects, Brigham City Police Station expansion and Box Elder County Jail construction are still in the planning stages and will be funded in early 1974. The Brigham City Police facility will be shifted to and funded from the FY 74 plan. A plan modification was made during the year to fund the Tooele County Jail in the amount of \$25,981 FY 1972 and \$42,019 FY 1973 money for a total of \$68,000.

The Ute Indian Tribe was awarded \$150,000 FY 1973 discretionary money to build a new correctional center to replace the present inadequate jail.

**upgrading personnel**

**POLICE**

The two areas, Police Training and Police Education Pay Incentive, are reported in this unit.

**a. Police Training**

**Goal**

The dual goals of this program area are to enhance the basic training provided to the approximately 250 police recruits annually by the Division of Peace Officers Standards and Training, and to continually upgrade and maintain the proficiency of all police officers through an in-service training program.

**CONSTRUCTION**

	Estimated	Actually Awarded	Estimates	Accomplishments Actual
FY 1971				
Total Funds	\$ 70,963	\$113,945	Two to four projects ranging from \$5,000 to \$10,000 for non-regional service center projects and two applications ranging from \$20,000 to \$40,000 for support of regional service center construction.	Two projects were funded completely from 1972 money: \$15,809 to Salt Lake City Police Department and \$500 to Juab County for construction of pistol ranges. Two projects received some FY 1971 money: Tri-County Correctional Center; Sevier County received \$41,000 and Juab County Jail received \$46,636.
Number of Subgrants	2 to 6	4		
Range of Subgrants	\$ 5,000 to \$ 40,000	\$ 500 to \$ 16,000		
Fy 1972				
Total Funds	\$134,000	\$ 75,669	Three applications for jail improvement from Juab, Beaver, and Utah counties.	a. Beaver County \$43,000 b. Juab County \$625,000 c. Cache County Pistol Range and Wasatch County Jail were funded as a plan modification for a total of \$15,689. d. An additional \$51,000 FY 71 money was allocated to the Tri-County Correctional Center in Sevier County for its completion.
Number of Subgrants	2 to 3	4		
Range of Subgrants	\$ 20,000 to \$100,000	\$ 6,000 to \$ 16,000		
FY 1973				
Total Funds	\$68,559	\$175,981	Three applications: one from Brigham City for expansion of their police station; one from Box Elder County for a crime lab. A Plan modification was approved to fund the Tooele County Jail.	The following grants were actually awarded or are planned: a. Tooele County Jail as a Plan modification was funded for \$42,019 FY 73 and \$25,981 FY 72 b. Ute Corrections Center was funded from discretionary money for \$150,000. c. Box Elder County construction is planned for funding in 1974.
Number of Subgrants	3	2		
Range of Subgrants	\$ 15,000 to \$ 25,000	\$ 15,000 to \$150,000		
TOTAL FUNDS	\$578,319	\$686,430		
TOTAL SUBGRANTS	7 to 17	17		

**Evaluation**

The positive impact of this program is indicated in the general upward trend in police skills. Policemen who are knowledgeable in matters of criminal law, investigation, and community relations are becoming the rule rather than the exception. Command officers have been, and are being trained and qualified as administrators in routine departmental matters and also as directors of police response to unusual occurrences. The result has been improved delivery of police services to citizens.

**Significant Subgrant Results**

The basic training project to accommodate over 250 new police officers, and in-service training was provided to an estimated 1,800 officers in 1973.

**Problems**

Coordination between ULEPA and implementing agencies regarding multi-year activities and acceptance by local regions of state administered training programs were the two most significant problems. These problems and their implications for future planning are discussed below.

**Implications**

Past results of this program imply a need for reassessment of previously established priorities.

Basic training is now provided by POST at 280 hours per recruit. The curriculum will be expanded by 40 hours to a total of 320 hours of instruction in 1974. Each in-service police officer is provided a minimum of 40 hours special training annually. These two programs and training made available by individual police agencies, constitute the formal training available to police officers.

Numerous small agencies are reluctant to have recruits attend a lengthy basic training session because of the manpower problems created by their absence from duty. Efforts are being made to correct this problem by scheduling recruits at times most advantageous to the needs of the home department.

The in-service program has provided more than 40 hours of instruction to many policemen. Officers may attend additional training classes in an effort to improve knowledge and/or to develop capabilities for police specialization.

In the future, the curriculum development and course content will be established at the regional level. Such an approach should provide training

which is more responsive to local police needs. The training will continue to be delivered by the Utah Division of Peace Officers Standards and Training.

**Summary of Progress**

In five years basic training has increased from 200 hours to 280 hours per recruit. Quality has improved with the inclusion of human relations courses and the utilization of adequately trained instructors from many disciplines.

The in-service program is receiving increased support from local police administrators since local police officials have been given the responsibility for curriculum development.

**Police Education Pay Incentive**

**Goal**

The goal of this program is to offer assistance to state and local agencies in supplementing established salary increment plans, not in lieu of regular salary increases, and to help provide salaries to police officers commensurate with their levels of education.

**Evaluation**

Any assessment of the impact of this program would be premature at this point; however, preliminary inquiries indicate that the Salt Lake City Police Education Project has generated enthusiasm for higher education. The number of police officers to be pursuing college courses more than tripled during the project period. As this number continues to increase, the quality of police attitudes, skills, court appearances, and delivery of police service to the community should improve.

**Significant Subgrant Results**

The Salt Lake City Police Department has noted an increase from approximately 25 officers attending college classes in 1971 to approximately 100 in 1973. A similar trend has been experienced by the Salt Lake County Sheriff's Office since implementation of this program. Analysis suggests that participating police personnel have undergone value and attitude changes, and are developing an awareness of the social dynamics of the contemporary scene. It appears that educational experience increases the policeman's ability to articulate his thoughts, opinions, and feelings.

**POLICE TRAINING**

	Estimated	Actually Awarded	Accomplishments	
			Estimates	Actual
FY 1972				
Total Funds	\$ 88,777	\$ 80,904	One grant to continue basic training of 280 hours, one grant to continue in-service training, one grant to continue firearms training, and ten grants for special training.	One grant for basic training, one grant for in-service training, one grant for fire-arms training, and seven grants for special training.
Number of Subgrants	10	10		
Range of Subgrants	\$ 500 to \$ 60,000	\$ 148 to \$ 59,478		
FY 1973				
Total Funds	\$ 8,000	\$ 82,193	One grant to continue basic training of 200 hours, one grant to continue in-service training, one grant to continue firearms training and grants for special training.	One grant for basic training, one grant for in-service training, one grant for fire-arms training, and five grants for special training.
Number of Subgrants	10	8		
Range of Subgrants	\$ 300 to \$ 56,743	\$ 278 to \$ 56,743		
TOTAL FUNDS	\$297,108	\$291,428		
TOTAL SUBGRANTS	82	44		

**Problems**

Opponents of this project have voiced concern that many officers attend college only for the monetary benefits involved. Granted, the monetary benefits are the reason some officers attend college, but they still have to learn enough to satisfactorily complete their courses. Many of those who start this way find that the monetary benefits become a secondary motivation as their interest in learning increases. However, where participants are eligible to receive payments under the G. I. Bill, LEEP, and the educational incentive pay program, monetary benefits may remain the major motivation for participation.

Many jurisdictions have been reluctant to commit matching funds for a program of this type; they, therefore, refuse to implement such a project.

Those police agencies currently involved in this program area remain reluctant to continue the educational pay incentive concept upon the termination of federal funding assistance.

**Implications**

All future plans for educational pay incentive projects will reflect regional priorities for police training.

**Summary of Progress**

The Salt Lake City Police Department, the Salt Lake County Sheriff's Office, the Midvale Police Department have been the only police agencies to be involved in the educational pay incentive program funded by this office.

**POLICE EDUCATION PAY INCENTIVE**

	Estimated	Actually Awarded	Accomplishments	
			Estimates	Actual
FY 1972				
Total Funds	\$ 50,000	\$ 53,611	Two grants to assist agencies in providing salary increments based on education attainments and/or efforts.	Two grants awarded
Number of Subgrants	2	2		
Range of Subgrants	\$ 25,000 to \$ 29,011	\$ 24,600 to \$ 29,011		
FY 1973				
Total Funds	\$ 71,000	\$ 72,800	Grants to assist two agencies in continuing salary increments based on educational attainment and/or efforts.	Three grants awarded to three agencies.
Number of Subgrants	2	3		
Range of Subgrants	\$ 15,000 to \$ 56,000	\$ 1,800 to \$ 56,000		
TOTAL FUNDS	\$164,500	\$151,400		
TOTAL SUBGRANTS	28	6		

**JUDICIAL TRAINING**

**Goal**

The goals of this program area are to develop minimum training standards and prepare a training curriculum for judicial system personnel, and to implement training programs consistent with those standards and curriculum.

**Evaluation**

During 1973, the objective of developing an in-state training program for prosecutors in conjunction with a minimum of thirty hours in-service training was realized. A minimum of sixteen hours of in-service training for magistrates was also accomplished. Both pre- and in-service training for judges was continued. The funds allocated in this program area were used to provide both in- and out-of-state training.

Implementation of projects under this program area has greatly aided in providing specialized training to many of the prosecutors and judges throughout Utah. This type of training would not have been provided without LEAA assistance.

**Significant Subgrant Results**

Six projects of major significance were developed for Utah prosecutors. The first dealt with the interfacing problems of county prosecutors taking over the caseload of the previous district attorneys, and addressed with issues as felony hearings, pre-trial conferences, trial tactics, office management, record systems, and standardized forms. In conjunction with this project, the first Prosecutors Handbook for Utah was developed. Regional training seminars were held.

The second project concerned itself with the state's new penal code. Again, six regional seminars were held. With the exception of Supreme Court Judges, all

of Utah's judicial system personnel attended, including district, city, and magistrate court judges, plus prosecutors and public defenders. At the seminars, a document containing the new code, an index, an internal cross-reference of the new code and a commentary on the rationale from the old to the new code was provided.

The third project was centered around the creation of the StateWide Association of Prosecutors (SWAP). Through SWAP, the training needs of prosecutorial personnel will be determined and specific training programs will be developed. SWAP will also coordinate both pre- and in-service training in accordance with specific training standards.

The fourth project increased the staff of one county attorney's office by adding an assistant or deputy county attorney on a part-time basis to aid with the increased workload as a result of the change-over to single prosecution.

The fifth project was a pilot study. One county attorney was raised to the level of "full-time". No elected county attorney is on a full-time basis, and this project was designed to evaluate the effectiveness of that concept. A deputy attorney position was also created in that county.

The sixth area addressed the need for advanced prosecutor training. Such training did not exist within the state due to lack of facilities and expertise. These projects consisted of out-of-state training.

For the justice of the peace training program, a project was developed through the new Judicial Council and the Office of Court Administrator. Sixteen two-day seminars are planned in key geographic areas to address office management/procedure, preliminary hearings, arraignments, trials, and the conducting of both felony and misdemeanor cases. A comprehensive magistrate manual is also being developed.

A unique training project for justices of the peace was also developed on a pilot basis in one region. The concept is that of "apprenticeship in-service training", where a representative number of justices of the peace from each county "sit-in" with city and district judges before, during and after court sessions to observe the operation of sophisticated courtroom activities from the viewpoint of a judge. The "apprentice" justices of the peace will act as resource personnel for other justices of the peace in their area.

As in past years, a number of out-of-state projects were funded to provide specialized training for judges and prosecutors.

#### Problems

The greatest difficulty in the development of an in-state training program for the judicial and prosecutorial personnel was finding a sponsoring agency. Until mid-year, there was no central court administration in Utah, and there was no individual or

group with whom judiciary-related projects could be coordinated. Each level of the court had been primarily interested only in the development of training for its own personnel. The only types of projects other than those previously discussed have been subgrants providing funding for out-of-state training. It is felt that the current establishment of a unified court system with a centralized court administration, and the establishment of SWAP will aid in the successful development of programs of this type in the future.

#### Implications

Establishing in-state training for the judiciary and prosecutorial personnel can be completed in three ways. The first is that either the BYU or the University of Utah law school, or the Office of Court Administrator (OCA), the Juvenile Court Administrator (JCA) and SWAP could act as sponsors to develop minimum standards and training curriculum. The second option is to contract with a law school or institute outside of Utah to import the training. The third is to utilize existing in-state manpower expertise. The first and third alternatives are the most palatable to all concerned.

#### Summary of Progress

During the past four years of funding this program area, 52 subgrants have been funded. With few exceptions, the bulk of funding has gone to fund out-of-state training projects. It has taken two years to develop the in-state training concept to the point where the law school at the University of Utah, the Utah State Bar Association, and the state's judiciary in general (through OCA, JCA, and SWAP) now support the development of a coordinated training program.

#### CORRECTIONS

##### Goal

The long-range goal of this program area is to have every correctional officer adequately trained for his position. The Task Force on Training of the Utah Law Enforcement Planning Council recommended as minimum standards for training that:

- a. All correctional officers should receive 80 hours of basic training within the first year of service. Preferably, the basic training should be conducted prior to being assigned to a work station.
- b. A minimum of 20 hours of in-service training per year should be conducted for each correctional officer.

#### JUDICIAL TRAINING

			Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual
FY 1972				
Total Funds	\$ 44,000	\$ 20,902	Provide funds to local units of government to meet expenses connected with out-of-state training. To continue the program at the University of Utah.	The objectives of this program area were met. The prosecutor-intern program was funded for continuation, but under a more appropriate program area. Two training projects (prosecuting attorney seminar and the justice of the peace training conferences) were held.
Number of Subgrants	10	11		
Range of Subgrants	\$ 100 to \$ 5,000	\$ 252 to \$ 6,220		
FY 1973				
Total Funds	\$ 25,875	\$ 24,705	Aid in design and implementation, through both state and local units of government, programs to develop and upgrade judicial system personnel in levels of effectiveness and competency.	All objectives of this area were met. Specific training projects were developed using both in-state and out-of-state training for prosecutor, defense, and court personnel.
Number of Subgrants	5 to 9	16		
Range of Subgrants	\$ 500 to \$ 15,000	\$ 500 to \$ 15,000		
TOTAL FUNDS	\$149,875	\$ 73,496		
TOTAL SUBGRANTS	61	52		

**Evaluation**

This program area has had an impact upon the correctional system. Guards and jailers are now receiving more correctional training than in previous years. Establishment of the Correctional Academy afforded the correctional officers of the Utah State Prison and the four largest jails in the Wasatch Front area an opportunity to become more familiar with concepts of criminal justice and jail administration. Forty correctional officers received 80 hours basic training; an additional eight completed a course on jail management. Sixty adult probation and parole officers and treatment personnel from the prison received 25 hours of in-service training in communications skills and new treatment techniques.

Session	Number of Correctional Officers	Number of Jailers	Total Participants
February 8-26, 1972	15	5	20
Sept. 27 — Oct. 15, 1971	15	3	18
Nov. 6-17, 1972	20	0	20
April 16-17, 1973	20	0	20
Oct. 15-26, 1973	20	0	20
Total	90	8	98

The February 8-26 and September 27 to October -5, 1971, sessions were funded through one grant which received \$22,235 from ULEPA, the subgrantee providing \$32,882, for a total of \$60,117. The November 6-17, 1972, session received \$2,000 from ULEPA and \$5,920 from the subgrantee, for a total of \$7,920. The April 16-27, 1973, and the October 15-26, 1973, session received \$6,050 from ULEPA and the subgrantee provided \$18,356 for a total of \$24,406.

Utah participated in the Regional Institute for Corrections Administrative Study (RICAS) for the two years it was funded. The RICAS project provided training for upper and middle management personnel in corrections in eleven states.

In-service training programs for the Adult Probation and Parole Section have been implemented. Expansion of in-service training programs for specialized treatment personnel at the Utah State Prison has taken place.

**Problems**

The Division of Corrections is questioning the need for a full-time guard and jailer academy, and has suggested exploration of appropriate alternates. Changing the academy from a live-in training session

**Significant Subgrant Results**

The jailer and correctional officer academy has operated for three years. In the first year, two sessions were held. Each session was a three-week, live-in school. In the second year, there was one session, a two-week, eight-hour per day school held at the Utah State Prison. In the third year there were two sessions. Each session was a two-week, eight-hour day school held in Salt Lake City. The move from a three week to a two-week school has reduced the impact of this program effort, although the change from holding it at the prison to a site in metropolitan Salt Lake has had a positive impact.

The following chart provides information concerning each session:

and reducing the term of sessions have lessened the impact of the academy.

When RICAS was being developed for the third year, problems developed which made it advisable not to continue the project. In 1973, money was set aside to provide travel and per diem for the participants which left no money for correction training, and no program for a large number of people. Some of these people were provided with substitute training.

**Implications**

If legislation were passed to establish minimum standards of training for correctional personnel, greater professionalization would occur. Correctional officer standards and training needs are not yet well identified in Utah; however, correctional administrators report a continuing need to refine and develop training programs. A minimum effort toward improved correctional training has occurred through the projects funded.

**Summary of Progress**

The establishment of a correctional officer and jailer academy is now complete, with anticipated refunding

through the next five years. Special seminars have been provided for treatment personnel at the prison and in probation and parole departments. Specialized administrative training programs have been supported. Selected administrative personnel participated in the Regional Institute for Corrections Administrative Study

(RICAS), which was implemented through discretionary grants for two years. In 1971, this project received \$79,592; in 1972, it received \$155,857. In 1972, a discretionary grant of \$4,436 was granted to Utah to provide a planning seminar for Indian planners from all areas of the United States.

**CORRECTIONS TRAINING**

	Estimated	Actually Awarded	Accomplishments	
			Estimates	Actual
<b>FY 1972</b>				
Total Funds	\$ 20,000	\$ 19,493	Refunding the corrections academy. Two to five grants for specialized training of Adult Probation and Parole officers. One grant to establish a training coordinator's position for the Board of Juvenile Court Judges.	Guard and Jailer Academy funded. Training coordinator's project for Juvenile Court not funded. \$10,950 not in the original FY 72 plan was funded for travel and per diem for the RICAS trainees. Several specialized training projects were funded.
Number of Subgrants	4 to 7	6		
Range of Subgrants	\$ 5,000 to \$ 10,000	\$ 367 to \$ 10,950		
<b>FY 1973</b>				
Total Funds	\$ 28,500	\$ 13,315	Funding the correctional academy, RICAS and other projects designed to improve the effectiveness of Adult Probation and Parole and prison personnel.	The correctional academy conducted for two sessions. RICAS not funded. Four projects were funded to increase the effectiveness of prison and Adult Probation and Parole personnel.
Number of Subgrants	2 to 6	5		
Range of Subgrants	\$ 10,000 to \$ 15,000	\$ 526 to \$ 8,236		
<b>TOTAL FUNDS</b>	<b>\$136,638</b>	<b>\$103,955</b>		
<b>TOTAL SUBGRANTS</b>	<b>14 to 27</b>	<b>19</b>		

# systems reorganization and law reform

## LAW REFORM AND JUDICIAL SYSTEMS

### Goal

The goals of these program areas are to support criminal justice law reform and to improve prosecutorial, defender, and court services to the citizens of the State of Utah.

### Evaluation

This year, ULEPA has attacked the problems in our court system and in our body of law in three areas: court system structure, penal code, and services given by defense, prosecution, and court personnel. Court systems unification was begun; substantive penal code revision was completed; prosecutor services were improved; and research capability for court and prosecutor offices was established.

### Significant Subgrant Results

Five subgrants were funded to unify the court system: three to the Legislative Council for research and development, one to the Utah Bar for a citizens conference on existing and future courts, and one to the District Court. The first phase of the project was completed with passage of the Unified Courts Bill in the 1973 legislative session. (More detail in EXISTING SYSTEMS, 8. OFFICE OF COURT ADMINISTRATOR, and also in MULTI-YEAR, 7 LEGISLATION.) Research clerks were placed in the 2nd, 3rd, and 4th district courts and in the Office of Court Administrator to address the need for research capabilities. A discretionary grant was also funded to the Ute Indian Tribe for revision of their tribal code. This project is much like the revision of the Utah Penal Code.

Since 1969, ULEPA has worked to revise the present Utah Penal Code and align it more closely with the rest of the criminal justice system. Both the substantive and procedural portions of the existing code were targets for revision. Three subgrants have been funded to the Utah State Bar Association. The substantive revision was completed and distributed to the Utah Legislature in December 1972. The legislature passed the substantive portion of the penal code in the 1973 session and it became effective July 1, 1973. The procedural section of the penal code will be reviewed in the 1974 legislative session.

Upgrading judicial agencies has been dealt with by awarding seven significant subgrants: one to the Utah Association of Counties, one to a county prosecutor's office, one to the Utah Bar Foundation; two to the Attorney General's Office and two to local regional

prosecution offices. This program was begun in 1973, and the projects are relatively new in both action and concept. The first project was for the creation of SWAP (StateWide Association of Prosecutors), which will address the needs of all prosecutors within the state (see EXISTING SYSTEMS for detailed description). The second subgrant was designed to aid the management process of Utah's largest prosecutor's office—the Salt Lake County Attorney's Office. Administrative and office management techniques will be reviewed and improvements will be made in such areas as personnel function evaluation and possible role change, administrative responsibility delineation, pre-trial conferences, screening practices, diversionary programs, and trial scheduling. The third subgrant created the structure for the Utah Legal Information Program (ULIP). This project is envisioned as a three-year program, the first year addressing the necessary research to determine the current statutes of Utah case law, the "state-of-the-arts" in legal information systems throughout the country, the need for such a system in Utah, the level of sophistication needed for a system in Utah, and the short- and long-range cost of the maintenance of such a program. The two subgrants to the Attorney General's Office provided prosecutorial training statewide and two printed documents: The Prosecutors Handbook and the Penal Code Reference Manual. The two subgrants to local prosecutors offices upgraded manpower capabilities and staff expertise.

### Problems

Significant problems were encountered in each of the three main areas. The major roadblocks encountered thus far in the development of the Unified Court Study have come, understandably, from the state's judiciary. There are several judges throughout Utah at various levels of jurisdiction who are threatened by court unification and centralized court administration. The legislature has also been reluctant to provide any funds to help upgrade the antiquated system presently in existence. The concept of unified corrections was also expected to be started, but lack of agency support and legislative support has resulted in no action.

Penal code revision problems can be identified as: the difficulty in maintaining a sustained weekly group commitment over a period of years and the struggle with group decisionmaking. The project was also hampered by the inability of the sponsoring agency to manage fiscal matters. An accountant was subsequently hired to maintain the fiscal records.

In upgrading court services, problems occurred in one of the three subgrants. There were significant problems in establishing SWAP (StateWide Association of Prosecutors). Most of these centered around the different interpretations by the attorney general and

the county attorneys of Utah laws involving statutory authority over county attorneys by the attorney general. Through the use of a declaratory judgment suit and numerous conferences, SWAP was established as a professional non-profit organization. Since then, no problems have developed.

### Implications

The implications of our 1973 programs are far reaching and demand continued attention.

The updating and clarification of Utah's criminal laws and procedures will not only help speed up trials through improved procedures, but will also clarify the law in areas that present a constant concern to both the courts and police.

Through the unification of prosecutorial activities, the judicial system will function more harmoniously with greater expediency, and its professional level will be greatly enhanced. By developing a comprehensive method of delivery for a legal information program, ready access to case law will enable personnel to make quicker and more accurate decisions on legal matters thus facilitating a higher level of competency in the judicial area of the criminal justice system.

However, the prejudices, fears, and lack of general understanding by the judiciary, the legislature, and the public concerning the unified courts system must be allayed by an effective public relations campaign. As the unified courts project is further developed, LEAA technical assistance will be utilized and the support of legislators and judges will be sought through soliciting their individual participation in the project.

The two remaining areas of judicial systems have

different futures. Research clerks is a viable concept. Unified corrections is a stagnant issue.

### Summary of Progress

The program area, Systems Reorganization and Law Reform, has met with success. In December 1971, a subgrant was funded to the Utah State Legislative Council to conduct a study that would seek to determine how a unified court system could best be established in Utah. Analysis of Utah's courts resulted in the publication, Utah's Courts; evaluation of the court system resulted in publication of Utah Courts Today; a unified courts plan was drafted and published as Utah Courts Tomorrow; an audio-visual presentation of the present and planned system, regional conferences, a citizen's conference, legislative bill drafting, and judicial article revision drafting have been completed. A phased implementation approach was adopted and the first phase of unified court legislation has been passed.

Research clerks have been implemented. The Ute Tribal Code revision has started. Nothing has developed around unified corrections.

SWAP was established. An office management and in-house evaluation was started in the Salt Lake County Attorney's Office. Development of ULIP has begun. Since all three of these programs are less than four months old, an evaluation and progress report is not yet appropriate. The substantive section code revision is now law. The procedural section will be presented to the 1974 Utah Legislature.

## SYSTEMS REORGANIZATION AND LAW REFORM

	Financials		Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual
FY 1972				
Total Funds	\$ 35,000	\$ 35,000	Complete Penal Code revision and ready for legislature.	Penal Code completed and readied for legislature.
Number of Subgrants	2	2	Complete Unified Court Study and drafting of proposed system, publish data, draft legislation.	Unified Court Study done and proposals readied for legislature.
Range of Subgrants	\$ 5,000 to \$ 30,000	\$ 5,000 to \$ 30,000		

	Estimated		Actually Awarded		Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual	Estimates	Actual
FY 1973						
Total Funds	\$126,000	\$130,000	Complete substantive portion of Penal Code and present to legislature. Complete procedural portion of code and prepare for 1974 Utah Legislature. Present Unified Courts to legislature and implement program. Develop and establish SWAP. Continue research clerks program. Begin revision of Ute Tribal Code. Implement a unified prosecution/office management system in the Wasatch Front area. Begin work on law digest for Utah.	Substantive portion of Penal Code completed and made substantive through legislative action. Established Judicial Council and Office of Court Administrator. Continued and expanded base research clerks program. Completed procedural portion of penal code and prepared draft for 1974 Utah Legislature. Began development and drafting of Ute Tribal Code. Implemented first phase of the Utah Law Information Program. Established StateWide Association of Prosecutors. Initiated the Unified Prosecution Management Program in Salt Lake County.		
Number of Subgrants	7	6				
Range of Subgrants	\$ 10,000 to \$ 65,000	\$ 10,000 to \$ 65,000				
TOTAL FUNDS	\$213,000	\$217,000				
TOTAL SUBGRANTS	13	12				

## manpower utilization

### ORGANIZED CRIME

#### Goal

The goal of this program is to develop an inter-departmental, multi-jurisdictional effort against organized crime.

#### Evaluation

No evaluation of this program area can be made because only one project was funded and it was later cancelled.

### Significant Subgrant Results

In 1973 a subgrant was awarded which established the Organized Criminal Intelligence Section within the Utah Bureau of Criminal Identification. The purpose of this unit was to provide a state level function for the gathering, analyzing, storing of information, and the dissemination of intelligence data concerning organized criminal activities. This unit was responsible for evaluating information received from local law enforcement agencies, for disseminating specific intelligence and general information to local agencies on a need basis, and for coordinating the efforts and exchanges of information between local police agencies intelligence operations and other governmental agencies with similar operational responsibilities.

The unit, while subordinate to the commissioner of public safety, received general direction from an Organized Crime Prevention Council, appointed by the commissioner of public safety. Membership of this council included, but was not limited to, the commissioner of public safety, the director of the Utah Bureau of Criminal Identification, and representatives of the Office of Attorney General, the Salt Lake City Police Department and the Salt Lake County Sheriff's Office.

#### Problems

Immediately after award of the project, it became apparent that the desired coordination of intelligence information by local and state law enforcement agencies could be achieved without the creation of a formal unit within state government. Therefore, the project was cancelled. However, as a result of the

interagency cooperation that developed during the initial implementation of the project, intelligence relating to the activities of organized criminal elements is now being exchanged between local and state law enforcement agencies.

#### Implications

Future planning in this area will focus attention on the protection of consumers and business from the monetary effects of "economic crime". While no reliable estimates can be made of the financial burdens produced by "economic crimes", the President's Commission on Law Enforcement and the Administration of Justice estimated that "they probably are far greater than those produced by traditional common law offenses—robbery, larceny, and burglary. . ."

### ORGANIZED CRIME

	Estimated		Actually Awarded		Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual	Estimates	Actual
FY 1972						
Total Funds	\$25,000	--	One grant for establishment of intelligence collection unit.	No award to date.		
Number of Subgrants	1	--				
Range of Subgrants	\$25,000	--				
FY 1973						
Total Funds	\$ 0	\$15,000	Award of the grant planned in FY 72 for establishment of an intelligence coordination unit.	One grant awarded for the establishment of a state-level intelligence coordination unit.		
Number of Subgrants	0	1				
Range of Subgrants	\$ 0	\$25,000				
TOTAL FUNDS	\$38,000	\$28,000				
TOTAL SUBGRANTS	3	2				

**POLICE**

**Goal**

The goal of this program area is to develop single-agency and multi-jurisdictional task forces that will provide significant attention to specific crime problems. The units will rely heavily on specialized personnel and equipment and are expected to reduce those specific criminal activities addressed.

**Evaluation**

The impact of this program is indicated by a developing tendency among police departments in the Wasatch Front area to group together to focus on crime problems of common concern. The factors which have motivated this tendency are many and

complicated. However, it is significant to note that the task force approach has been the vehicle upon which implementation has been made possible.

**Significant Subgrant Results**

The Salt Lake City Police Department Special Tactical Force project has shown results which are more easily quantified than those of other task force projects. Personnel of this project initiated their program by analyzing the crime problems of Salt Lake City and then developed methods of attacking these problems. The task force's first full year of operation was 1972. In 1972, the number of reported Part 1 crimes (larceny, burglary, aggravated assault, robbery, rape, homicide, and auto theft) reported in Salt Lake City decreased 11.2 percent from 1971 amounts. The three major areas of decline were auto theft 35.2%, larceny 12.1%, and burglary 5.4%.

**POLICE MANPOWER UTILIZATION**

	Accomplishments			
	Estimated	Actually Awarded	Estimates	Actual
FY 1972				
Total Funds	\$550,826	\$534,626	Twelve grants to local or state agencies involved in the establishment of specialized enforcement units.	Nine grants awarded.
Number of Subgrants	12	9		
Range of Subgrants	\$ 7,500 to \$189,000	\$ 7,010 to \$189,000		
FY 1973				
Total Funds	\$730,576	\$732,682	Fifteen grants to local or state agencies for specialized enforcement units.	Fifteen grants awarded.
Number of Subgrants	15	15		
Range of Subgrants	\$ 1,500 to \$141,000	\$ 1,600 to \$141,00		
TOTAL FUNDS	\$1,486,402	\$1,472,308		
TOTAL SUBGRANTS	32	32		

Although the Salt Lake City Tactical Force is single-agency in structure, it has stimulated other police agencies to combine selected investigatory operations. The Salt Lake County Sheriff's Office has implemented a similar program in Salt Lake County. Additionally, thirteen other special investigatory task forces have been created. These are:

- Salt Lake County Special Burglary Team
- Salt Lake City Narcotics Investigation Unit
- Murray Special Enforcement Task Force
- South Salt Lake County Special Investigator
- Sandy Community Crime Prevention Unit
- Weber County Metropolitan Narcotics Task Force
- Davis-Morgan Counties Metropolitan Narcotics Task Force
- Weber County Property Crimes Task Force
- Region Four Special Investigative Task Force
- San Juan County Sheriff's Indian Officer Program
- Duchesne County Minority Relations and Enforcement Unit
- Weber State College Felony Crimes Task Force
- South Salt Lake City Police Department Burglary Team

**Problems**

A significant problem has been that numerous applications have been received from local agencies for assistance in implementing single-agency and one-man task forces.

**Implications**

A strict review of the objectives of the program indicates that it will be necessary in the future to limit the funding of task forces to those that are multi-jurisdictional or regional in nature. It may be that only those agencies that have serious crime problems within their own jurisdictions will be considered for assistance in single-agency operations.

**Summary of progress**

Eight multi-jurisdictional and seven single-agency special enforcement units are currently functioning throughout the state. Many other agencies are looking to the multi-agency concept as a solution to crime problems.

**JUDICIAL**

**Goal**

This program area seeks to more effectively utilize available manpower in the areas of prosecution, defense, courts, and court-related personnel. Where this manpower is deficient, either in number or

expertise, additional energies should be directed to overcome those impediments within both feasible reality and budget parameters.

**Evaluation**

During the past four years, ULEPA established a variety of projects that were designed to meet the program goals. Projects ranged from 24-hour-on-call police-legal advisors to an innovative program of pre-trial release. The prior implementations successfully achieved their objectives. New programs were planned to address other problem areas that were within the overall program goals.

**Significant Subgrant Results**

In Davis and Weber counties, police legal advisors are deputy county attorneys and work with all law enforcement agencies within the county. Police officers have received consultation in individual cases, field assistance on the scene at raids and searches, training, and the assurance that they always have legal expertise to call upon. The legal advisors have helped reduce the number of cases which are lost through not guilty verdicts and dismissals due to such factors as improper arrests, searches, and the line-ups.

Action funds were made available to the University of Utah College of Law for both a defender-intern and a prosecutor-intern program. These projects utilized the manpower of third-year law students and gave the Office of Attorney General, the Salt Lake Prosecutor Office, and the Salt Lake Public Defender Office an opportunity to draw upon those students' a pastori knowledge. This program aids the case flow and research needs of both public defender's and prosecutor's offices. At the same time it gives law students first-hand on-the-job experience in prosecution and defense. These projects were created in 1972.

The Ogden City Court Services Coordinator project began in 1972, and has substantially decreased case backlog from a daily average of 189 cases awaiting trial or arraignment in 1972 to an average of 8 cases pending in 1973. Case processing time, from arraignment to trial, has decreased from an average of five months per case in 1972 to one to two days per case in 1973. This more efficient case processing has been achieved even though the number of cases processed increased by 17.2% from 1972 to 1973. The court services coordinator has also established standards of performance for court personnel; incorporated current administrative and technological aspects into the court operation; established liaison between the court and community service/correctional organizations; and encouraged and assisted existing agencies in developing programs to



aid the court in dealing with social problems, such as alcoholism, drug abuse, and traffic safety.

A subgrant was made available to the Ogden Municipal Court to establish the Ogden Bail Reform project in 1972, and it is now in its second year. The goals are to insure that defendants awaiting trial are subject only to those restrictions of freedom that are necessary to assure their presence in court, to provide a system that notifies defendants of appearance dates, to provide the courts with necessary data (age, personal history, past criminal record, drug use, etc.), to establish pre-trial release conditions, to provide additional pre-trial-release-condition alternatives to the courts, and to reduce overall costs incurred by unnecessary pre-trial confinement. The project staff includes an administrator, a part-time supervisor, and four part-time interviewers, all on 24-hour call.

A similar project was developed in Salt Lake City through its city courts. The overall goals of the project are the same. The staff is larger due to caseload and includes an administrator, a full-time supervisor, a secretary, and eight part-time interviewers.

Utah's first full-time public defense office developed and implemented a sub-office to handle all indigent misdemeanor cases. Salt Lake County's Public Defender Office is now in its second year of operation under ULEPA subgrants.

Realizing that city prosecution is just as much a part of the criminal justice system as county prosecution, a subgrant was developed with a small community to establish prosecutorial services. To date, the project has proven viable.

#### Problems

The recipients of subgrants have not always utilized the manpower service to its fullest potential. This problem stems mainly from timidity and lack of

understanding. Other agencies have become very dependent upon their newfound wealth of manpower. Agency and program budget limitations have imposed restrictions on project implementation.

#### Implications

Because prosecution, defense, and court personnel are service functions, they rely on manpower. The amount of manpower, coupled with the need for adequate training, education, background, and overall expertise determines if the level is sufficient. Unskilled manpower in this professional area is worthless, and many more skilled people are needed. A higher skill level must be achieved. As the program area of judicial systems expands, this higher level can only be reached through expansion of payrolls and position posters.

As manpower is increased to provide the services, close analysis needs to be made to see that an equal balance between more manpower and increased output is maintained. Administrative and professional level manpower needs must be expanded proportionately. Qualification standards must be defined. Compensation should be standardized.

#### Summary of Progress

During the past four years, a number of viable projects have been developed and established. Of all the projects, only one has been found to be not of high merit, and it was subsequently severed, reevaluated as to objectives, reprogrammed, and implemented in 1973 on a different level. All the other projects have been evaluated and were determined to be meeting the need for a more effective and efficient criminal justice system.

### JUDICIAL MANPOWER UTILIZATION

	Estimated	Actually Awarded	Accomplishments	
			Estimates	Actual
FY 1972				
Total Funds	\$111,060	\$112,688	Continue existing projects and expand support to a project of prosecution aid; pre-trial release projects and courts administration project to be continued.	Funded third year for Davis County police-legal advisor, dropped Ogden City legal advisor, continued prosecutor-intern project. Implemented three pilot programs of single prosecution. Developed pre-trial release/bail reform in two areas. Established a court administrator for Ogden Municipal Court.
Number of Subgrants	8 to 10	9		
Range of Subgrants	\$ 5,000 to \$ 30,004	\$ 5,064 to \$ 30,004		
FY 1973				
Total Funds	\$143,100	\$132,178	Evaluate current projects and continue those that are meeting both goals and objectives of original intent. Implement new programs as needs are realized through analysis, basically for areas of prosecution and pre-trial release but not excluding court administration.	Completed Davis County police-legal advisor and established like program within Weber County Continued pre-trial release programs with expanded objectives. Evaluated and redesigned the court administrator program for Ogden City Court. Established an office of prosecution in a medium sized city. Continued lending support to public-defense programs.
Number of Subgrants	10	9		
Range of Subgrants	\$ 2,100 to \$ 30,000	\$ 2,100 to \$ 30,000		
TOTAL FUNDS	332,292	\$312,998		
TOTAL SUBGRANTS	26 to 30	23		

# research & development

## RESEARCH PROGRAMS

### Goal

The goals for this program area are to analyze the current operating procedures of existing agencies and to test the feasibility of new types of programs within the criminal justice system. Objectives are:

- To review the progress and accomplishments of selected programs.
- To assess the impact of information system development projects.
- To investigate in-depth future program development.

### Evaluation

The projects funded in this area met the broad goals and objectives. Projects have been criminal-justice-needs-assessment studies, a planning and/or research unit for a criminal justice agency, and a pilot project to demonstrate the value of a new program area. Several projects that anticipated being funded with action funds were conducted through LEAA technical assistance and, therefore, did not receive ULEPA financial support. In the future, if possible, technical assistance will be utilized in place of ULEPA funds for research projects.

### Significant Subgrant Results

The Juvenile Court Research Analyst project was funded in 1972 for \$21,137 to the Second District Juvenile Court. In 1973, this project received support of \$21,326, and provided services to all Juvenile Court districts.

Two projects were anticipated from Utah County during 1972 to study the current jail and make

recommendations for future direction, to study the police communications in Utah County, and to study the need and feasibility of consolidation of police services in Utah County. These projects were not funded because ULEPA was able to arrange technical assistance, which accomplished the same objectives. Orem City Corporation was awarded \$2,980 for a research and development unit. Salt Lake County was granted \$11,250 in 1973 to study the feasibility of a sentenced-detention facility.

During 1972, ULEPA received a mini-block of Part E discretionary money. This grant was divided into several subgrants, one of which was to evaluate the other parts of the grant. This subgrant was awarded to the Department of Social Services for \$21,901.

### Problems

Feasibility studies are often viewed as a waste of time and money by governmental units. Often after studies have been made, the results and recommendations are not implemented. However, the studies do serve the purpose of documenting existing conditions and provide a basis for subsequent discussion about the problems.

### Implications

Each feasibility study will contribute to the development of programs and facilities which more accurately meet the need of the agencies involved.

### Summary of Progress

This program initiated two pilot projects, single prosecution and bail reform, which have been found to have value and are presently funded in another program area. The Juvenile Court Research Analyst has improved the operations of the Juvenile Court in the Second District, and has since been expanded to provide services to all districts of the Juvenile Court system. Technical assistance has made it possible for this program area to be much more effective than the amount of money expended would indicate.

## RESEARCH AND DEVELOPMENT

	Estimated	Actually Awarded	Accomplishments	
			Estimates	Actual
FY 1972				
Total Funds	\$121,000	\$ 78,436	Three jail feasibility studies, one research position, and a county-wide consolidation study would be made.	Davis County, Weber County, Box Elder County jail studies funded. Juvenile Court Research Analyst project was begun.
Number of Subgrants	5	4		
Range of Subgrants	\$ 15,000 to \$ 30,000	\$ 15,000 to \$ 28,857		
FY 1973				
Total Funds	\$79,860	\$555,313	Feasibility studies, projects for management resource development, and evaluation of other program areas would be supported.	Salt Lake County jail feasibility study was performed by technical assistance. The Juvenile Court Research Analyst was funded for a second year at an expanded scope. An evaluation project was funded from discretionary funds.
Number of Subgrants	6	4		
Range of Subgrants	\$ 10,000 to \$ 25,000	\$ 812 to \$ 21,901		
TOTAL FUNDS	\$383,846	\$312,126		
TOTAL SUBGRANTS	16 to 17	16		

## information systems

### LAW ENFORCEMENT INFORMATION SYSTEM

#### Goal

The goal of this program area is to upgrade police information and statistical systems.

#### Evaluation

Developing information systems capable of providing automated and manual data collection, statistical analysis, rapid access to report and summary information and management information will substantially enhance the efforts of the law enforcement segment of the criminal justice system.

By expanding the computerized terminal network, state file information will become more accessible to all agencies in the system. Establishing a Comprehensive Data Center to acquire, analyze and disseminate criminal justice data will provide planners, administrators, and legislators with statistical and crime data from all segments of the criminal justice system.

#### Significant Subgrant Results

In 1973, the Utah State Department of Public Safety was awarded a grant to continue the system development and conversion of computerized criminal history records. To date, approximately 13,000 full criminal histories and 14,000 summary records have been converted, providing for more rapid retrieval and more complete disposition information to all segments of the criminal justice system.

Continuation of the Utah Criminal Justice Information System computerized teleprocessing network project to provide law enforcement agencies the ability to tie in with the Utah data files and NCIC files was also accomplished in 1973.

The Utah Law Enforcement Planning Agency received a \$35,927 LEAA discretionary grant to establish a comprehensive data center, which will provide analysis, interpretation, and dissemination of criminal justice statistical data.

**Implications**

The Computerized Criminal History (CCH) system supplies operational information by making individual criminal histories and status of criminal offenders available to authorized agencies. The Offender-Based Transaction Statistics (OBTS) system will provide the statistical information necessary for criminal justice planning and research at all levels of government. The OBTS application is another LEAA discretionary grant currently pending approval. These two systems will be compatible, in that data that will support the Computerized Criminal History and data that will support the Offender-Based Transaction Statistics system, will be obtained from a common data base. This common data base will contain all data elements pertaining to the identification, arrest, and disposition of arrestees in the system. The existing hardware and communications capabilities utilized in the criminal history conversion will support the operational activities necessary to facilitate data collection.

The Utah Criminal Justice Information System computerized teleprocessing network project has had considerable impact on law enforcement information systems on both local and state levels. This impact has been accomplished through decreasing the time to access files and reducing the error factor of manual systems. The network significantly expands the availability of the data files, which provides the field units with greater support, thereby providing improved law enforcement service to the people of Utah.

The creation of a comprehensive data center will provide criminal justice user agencies a resource that will conduct special type research and provide for the analysis and dissemination of criminal justice information that is generated by the Utah Criminal Justice Information System. All agencies in the criminal justice system will be served by the center, as will the Utah State Legislature and the State Planning Office.

**Summary of Progress**

In 1969, conceptual design and development of an integrated criminal justice information system began. In the following year, two program areas were established: Statewide Collecting of Criminal Justice Statistics and a Departmental Management Information System. The law enforcement effort in 1970 centered around two pilot projects, the first being a small agency manual record-keeping system. The second was an automated management information system for the Salt Lake County Sheriff's Office.

In 1971, the Law Enforcement Information System was established as a program area with major emphasis on upgrading police information and statistical systems. Establishing a pilot data processing terminal network was the major objective accomplished in 1971. The pilot Offense Name Index System was implemented in the Salt Lake County Sheriff's Office to provide rapid access to case numbers of detailed reports, as well as summary and disposition information. Two projects utilizing the cassette-mounted-recording device were implemented last year. These units assist the officer in producing offense-type reports, and will also be used in conjunction with the Small Agency Records System project.

In 1972, the Offense Name Index System was implemented in the Salt Lake City Police Department. This system, similar to the one installed in the Salt Lake County Sheriff's Office, provides for a computerized index and summary record, which includes current case status on all incident offenses and accident reports. The Departmental Management Information System was also funded for Salt Lake City to provide detailed management information to assist administration in more effectively allocating resources.

In 1973, a microfilm conversion project was funded to the Utah Bureau of Criminal Identification to allow fingerprint files to be accessed via microfilm equipment. These files will provide for a more rapid retrieval of fingerprint cards for identification and matching purposes, as well as the added capability of rapidly updating and making available a criminal record.

The continuation of the operation of the control terminal for Utah to the National Crime Information Center (NCIC) was also accomplished in 1973. This computerized police information system is designed to allow centralized criminal data to be immediately available on a nationwide basis.

	Estimated	Actually Awarded	Accomplishments	
			Estimates	Actual
FY 1972				
Total Funds	\$229,000	\$219,088	Implement uniform records system and procedures in small and medium-sized law enforcement agencies. Provide on-going support for the development and testing of a computer-based terminal network in the Wasatch Front area and implement related files. Develop statewide statistical collection system and provide major law enforcement agencies with computerized management information.	The Small Agency Records system was implemented in 48 police agencies to upgrade and unify records and reporting system. Continued implementation of the computerized terminal network provided direct access to NCIC files, motor vehicle, drivers license, and criminal history files on the state level and master name index on the local level. Departmental Management Information system funded to provide management information to assist administration in more effectively allocating resources. An offense name index system provided a computerized index and a summary record including current case status. Continued operation of the NCIC terminal for the benefit of all law enforcement agencies.
Number of Subgrants	10	6		
Range of Subgrants	\$ 5,000 to \$ 45,000	\$ 3,022 to \$ 94,972		
FY 1973				
Total Funds	\$400,000	\$317,662	Continue system development and conversion of computerized criminal history records; design, development and implementation of Offender-Based Transaction Statistics System (OBTS).  Provide on-going support for the expansion of the computer-based terminal network to complete the Wasatch Front area and expand to additional selected regional sites.	Approximately 13,000 full criminal history and 14,000 summary records have been converted providing more rapid retrieval and complete dispositional information.  Requirements analysis, the first phase in the development of the OBTS system, will begin in the latter part of 1973.  Funds were incorporated into the 1973 application to
Number of Subgrants	10	7		
Range of Subgrants	\$ 20,000 to \$100,000	\$ 3,100 to \$201,797		

	Estimated		Actually Awarded		Accomplishments	
	Estimated	Actual	Estimates	Actual	Estimates	Actual
					Develop a data center capability to perform the function of analyzing and interpreting information generated from the computerized statistical system.	expand the terminal network to three additional terminal sites. This expands from five to eight the number of agencies involved in the network configuration.
					Implement a system to allow fingerprint files to be accessed via microfilm, and continue operation of the NCIC terminal in the Utah Bureau of Identification.	The data center, which is currently in the developmental phase, will provide for the acquisition, analysis and disdetermination of criminal justice statistical data for use systemwide.
						The Utah Bureau of Identification (UBI) microfilm conversion system is fully operational and provides a more rapid retrieval and updating capability of criminal records.
						The NCIC terminal currently provides centralized criminal data to be immediately accessed for the benefit of all law enforcement agencies in the state.
TOTAL FUNDS	\$958,700	\$856,155				
TOTAL SUBGRANTS	35	23				

### COURT INFORMATION SYSTEM

#### Goal

The goal of this program area is to begin implementation of systems, both automated and manual, which will provide for a unified, updated court data collection system.

#### Evaluation

The impact of this program area will become evident with the implementation of a case retrieval and tracking system, that will upgrade management

information and data collection and assist in processing offenders through the system.

#### Significant Subgrant Results

In 1973, a court/prosecution requirements study was completed in the Salt Lake County Clerk's Office, providing for: (a) the development and demonstration of a court/prosecution disposition reporting system; (b) the determination of court and prosecution information requirements statewide, using the Salt Lake County Clerk's Office as the base agency; (c) the design of a model single prosecution records system; and (d) the design of a model justice of the peace court records system.

### Summary of Progress

The requirements study provided court and prosecutors' offices in Utah a conceptual design of information systems applications, both automated and manual. The interim court/prosecutorial

disposition reporting system generates detailed disposition information, which supports the Computerized Criminal History file, currently under development on the state level. This system provides law enforcement agencies, prosecutors, courts, and correctional agencies with complete criminal history and status information.

### COURT INFORMATION SYSTEM

	Estimated		Actually Awarded		Accomplishments	
	Estimated	Actual	Estimates	Actual	Estimates	Actual
FY 1972						
Total Funds	\$ 70,000	\$ 19,749			Upgrade court and prosecutor information and statistical systems by providing offender tracking information to maintain complete criminal history information as well as status and centralized disposition information.	The court/prosecution requirements study provides for: definition of requirements for a statewide court/prosecution information system; design and demonstration of an interim manual court/prosecution system; design of a model single prosecution records system and design of a model J. P. records system.
Number of Subgrants	6	1				
Range of Subgrants	\$ 5,000 to \$ 20,000	\$ 19,749				
FY 1973						
Total Funds	\$140,000	--			Develop a court/prosecution disposition reporting system in the Salt Lake County Clerk's Office to serve as a model for future implementation in other court and prosecution agencies.	The completion of the court/prosecution requirements study provided the necessary information requirements to design and develop the disposition reporting system. Implementation of this system is currently in progress, as well as the implementation of a single prosecution records system and a justice of the peace court records system.
Number of Subgrants	7	--				
Range of Subgrants	\$ 2,000 to \$ 75,000	--				
TOTAL FUNDS	\$250,000	\$ 19,749				
TOTAL SUBGRANTS	14	1				

**CORRECTIONS INFORMATION SYSTEM**

**Goal**

The primary goal of this program area is to provide correctional agencies with updated administrative and program data.

**Evaluation**

Impact in this area will direct itself toward management and statistical data, which will assist in program evaluation and more efficient utilization of resources and rehabilitative programs.

**Significant Subgrant Results**

The Prison Information System for Management (PRISM), now in its third year of funding, is currently generating data that allows for more effective utilization of resources and rehabilitation programs at the Utah State Prison.

The Corrections Research in Management Efficiency (CRIME) project, currently in its second year of funding, is providing a management and research capability within the State Division of Corrections.

**Implications**

Gathering and analyzing data related to behavioral characteristics, evaluating success and failure of rehabilitative programs, and providing administrative management data will yield the statistical tools for future correctional modules of the Utah Criminal Justice Information System (UCJIS).

**Summary of Progress**

The continuation of the PRISM project, funded in 1973 for \$21,782, facilitates the gathering and analyzing of data related to inmate behavioral characteristics and evaluating rehabilitation programs. It provides administrative data to prison management personnel and history data related to inmates to other segments of the criminal justice system.

The Adult Probation and Parole Management Information System was funded in 1973 for \$29,449. This project provides information related to rehabilitation program education and to the development of new probation and parole programs, and assists management in resource allocation and deployment.

**CORRECTIONS INFORMATION SYSTEM**

	Estimated		Actually Awarded		Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual	Estimates	Actual
FY 1972						
Total Funds	\$ 35,000	\$ 33,732			To upgrade information and statistical systems in correctional agencies by providing effective program evaluation and management information, and program prediction devices and on-going evaluative system.	The PRISM project provides an on-going data card system of summary statistics on each inmate and employee; this system allows for: assessment procedures to evaluation rates of success, change or effectiveness of program; dissemination of data to interested agencies where appropriate; and improvement of rehabilitation programs for criminal offenders. The APP/MIS project provides: compilation of data in a central information system; dissemination of data to appropriate agencies; and coordination and implementation of research projects for corrections.
Number of Subgrants	2	2				
Range of Subgrants	\$ 15,000 to \$ 20,000	\$ 14,998 to \$ 18,734				

	Estimated		Actually Awarded		Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual	Estimates	Actual
FY 1973						
Total Funds	\$ 50,000	\$ 51,231			To provide correctional agencies with effective program evaluation and management information to include the generation of data which will supply the Offender-Based Transaction Statistics system at the state level.	The continuation of the PRISM project in 1973 provides for: the continued maintenance of updated summary statistics on inmates and employees; the evaluation of the success rate of effective programs; specific proposals for improving the on-going system and dissemination of findings to other agencies and collection of information from other institutions to facilitate program development.
Number of Subgrants	2	2				
Range of Subgrants	\$ 20,000 to \$ 30,000	\$ 21,782 to \$ 29,449				
TOTAL FUNDS	\$105,000	\$ 94,963				
TOTAL SUBGRANTS	6	4				

The APP/MIS project will continue to collect and compile data and produce reports on clients within Adult Probation and Parole, the prison, halfway houses, and the Board of Pardons system. The data will be utilized to generate management information system reports and projects designed to aid the decision-making processes with all data directed toward the development of a transactional, person-oriented information system.

**JUVENILE INFORMATION SYSTEM**

**Goal**

The goal of the Juvenile Information System is to provide for the development of operational and management systems in the juvenile justice system.

**Evaluation**

Impact in this program area will be centered around development of more highly specialized on-line and management information, as well as updating of supportive manual operation.

**Significant Subgrant Results**

In 1973, the PROFILE/JIS (Processing Records On-Line for Instant Listing and Evaluation/Juvenile Information System) project was funded to the Utah State Juvenile Court Administrative Office. This project is currently in the third year of funding, and approximately 70,000 juvenile histories have been converted to on-line status.

**Implications**

As a result of the success of the PROFILE pilot in the Second District Juvenile Court, remote terminals have been installed in the various court locations throughout Utah. Centralizing history data files and expanding and refining management information systems provides the backbone of the Juvenile Information System, which will benefit not only the Juvenile Court but detention centers statewide and the State Industrial School.

**Summary of Progress**

The PROFILE/JIS project is the main segment of the Juvenile Information System, which will service the detention centers, the State Industrial School, and the Juvenile Court and juvenile probation offices. In the third phase of development, the project provides computerized juvenile histories, which will be available on an immediate access basis, and juvenile information which will include court scheduling, and continuous development of the prediction/program evaluation module, including on-going research and analysis.

**JUVENILE INFORMATION SYSTEM**

	Accomplishments			
	Estimated	Actually Awarded	Estimates	Actual
FY 1972				
Total Funds	\$ 65,000	\$ 78,543		
Number of Subgrants	3	1		
Range of Subgrants	\$ 5,000 to \$ 50,000	\$ 78,543		
			Provide complete management information and a centralized information system. Current history files will be converted to an on-line mode with update capabilities. Installation of remote terminals in various court locations to centralize history data expansion and refinement of statistical data system to provide a more detailed view of court activities.	The PROFILE/JIS project provides for support of the on-going on-line processing management information modules as established in the first year of the grant, i.e., remote terminals in each of the five juvenile court districts. The project also provides for system modification, improvements, and updating, as well as continued development of the prediction and program evaluation module, including on-going research and analysis. Currently, complete on-line requirements and initial system design is occurring for the expansion of PROFILE/JIS to include the Salt Lake County Detention Center, MOWEDA Regional Detention Center, and the Utah State Industrial School.

			Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual
FY 1973				
Total Funds	\$ 80,000	\$ 79,967		
Number of Subgrants	1			
Range of Subgrants	\$ 80,000			
			Continued support of the PROFILE/JIS system to include the expanding of terminal capabilities to court regional offices and the testing and refining of the centralized file in the court detention center and the State Industrial School. Efforts will also be directed toward additional research and refinement of the behavior prediction and program evaluation components of the system.	The PROFILE/JIS continuation provides for support of the on-going, on-line processing and management information modules including installation of remote terminals in each of the five Juvenile Court districts, the Salt Lake County and MOWEDA detention centers. The project also provides for system modifications, improvements, and maintenance as required, as well as continued development of the phase III prediction/program evaluation module.
TOTAL FUNDS	\$201,000	\$209,035		
TOTAL SUBGRANTS	5	3		

**rehabilitation**

**ADULT CORRECTIONS**

This unit presents the progress of ADULT CORRECTIONS in two parts: Community-Based and Institutional Programs.

**Community-Based**

**Goal**

The goal of this program area is to reduce recidivism among offenders by providing alternatives to incarceration and by improving the process of reintegration into society of persons under sentence to state and county correctional systems through programs that: (a) provide psychiatric services for offenders, (b) provide specialized probation services for all lower courts as an alternative to commitment to county jails, (c) develop approaches and programs which avoid commitment to jails but provide community-based residential care for offenders, and

(d) increase the availability of drug treatment resources within the criminal justice system.

In the past, these goals have been accomplished through the use of community treatment facilities, expansion of probation and parole services for both misdemeanor and felony offenders, and diagnostic services in the community.

**Evaluation**

It is estimated that 60 percent of all crime is classified as misdemeanor. The availability of misdemeanor probation programs provides an opportunity for the judiciary to sentence a man to probation, while letting him remain functional in employment and family within his own community. The misdemeanor probation programs offer rehabilitative services, such as vocational counseling, employment counseling, psychiatric guidance, and group work.

Initially, misdemeanor probation services were begun as pilot projects in the Salt Lake, Ogden, and Provo city courts. They were quickly expanded to other courts surrounding the initial areas when it became evident they were providing a needed service. Expansion to the remaining areas of Utah was

to occur in 1974, but was implemented in 1973 when unanticipated discretionary funds became available.

Several other significant projects in adult corrections have been implemented in this program area. Two residential halfway houses have been established providing alternatives to total confinement in Utah jails or at the prison. In addition, expansion of Adult Probation and Parole services and the establishment of a community-based diagnostic unit were implemented on a one-time basis.

#### Significant Subgrant Results

Central to the core of each of the misdemeanor projects in Ogden, Salt Lake City, and Provo is the extensive use of volunteers in the supervision of a misdemeanor. Preliminary findings in each of the programs indicate that volunteers can be used successfully in offering probation counseling and referral services to probationers. Innovative use of the group counseling concept, using professional probation and parole agents, volunteers, and the clients has been made.

The misdemeanor caseload for Adult Probation and Parole has dramatically increased through the use of misdemeanor probation projects, as the following chart indicates:

Year	Number of Misdemeanants Received by A.P. & P.
1969	460
1970	804
1971	1,348
1972	1,949
1973	2,891 (To Nov. 30, 1973)
<b>Total</b>	<b>7,452</b>

The year before the misdemeanor projects were begun, 460 misdemeanants received some probation services. The Salt Lake Misdemeanant Project provided misdemeanor probation services to a total of 1,289 people between February 1, 1970, to January 31, 1973. The Provo Misdemeanant Project provided services to 1,187 people between June 1, 1970, and May 1, 1973. The Ogden Misdemeanant Project provided services to 1,683 people between October 1, 1970, and September 30, 1973.

In November, 1971, two one-time discretionary grants were awarded to the Adult Probation and Parole Section of the Division of Corrections to improve probation and parole services. The Central District Office received \$34,630, and the Davis County office received \$8,333.

Two additional fiscal year 1973 discretionary awards were made for community-based projects. The first project was awarded \$47,043 in December

1972 to increase misdemeanor services in southeastern and northern Utah. In August 1973, the second project, Mexican-American Community Corrections Support program, was awarded \$67,521. This project is focusing on providing probation and parole services specifically for Mexican-American offenders.

The halfway house in Ogden is an extension of, and is supervised by, the Adult Probation and Parole Section. The center serves parolees and probationers by providing them with a community-based facility in which to live as an alternative to incarceration. During fiscal year 1973, the center received \$66,280 in ULEPA funds.

A similar community-based halfway house was begun in Salt Lake City in 1972. This halfway house was designed for the offender who is sentenced to jail or is having trouble adjusting to probation. In 1973, it was funded for \$99,852.

In May, 1973, ULEPA received a mini-block of Part E discretionary funds. This additional amount of money has made it possible to implement two projects earlier than was anticipated. The Women's Correctional Center was awarded \$120,032. The specific focus of the center is to diagnose and develop a correctional program for each woman who is committed to the prison. Innovative programs are being tried such as adult social care placement for women felons, as well as placement at the YWCA and various residential drug treatment programs. The second project, funded for \$99,996 from the mini-block, was a community-based diagnostic program to implement Section 76-3-404 of the new Utah Penal Code. This section gives the sentencing judge the option to commit the defendant to the Division of Corrections for a ninety-day diagnostic evaluation, after which recommendation for sentencing will be given to the judge. A project to evaluate these two projects was awarded to the Department of Social Services as the third part of the mini-block. This subgrant was for \$21,901.

#### Problems

A significant amount of discretionary money was awarded to Utah during 1973. This money has made it possible to expand the misdemeanor probation services and implement other projects a year earlier than was anticipated. This accelerated time schedule may produce a problem for the subgrantees in assuming the costs of these projects after they have passed the three-year funding level established by the Utah Law Enforcement Planning Council.

#### Implications

A firm basis for community-based corrections in Utah is being implemented. The advantages of

providing probation services to misdemeanants has been shown, and services will soon be expanded to cover the entire state. The community-based halfway house program will continue to grow and develop. Community-based diagnostic services have begun.

#### Summary of progress

Misdemeanant probation services were the initial area of effort and have proven to be so successful that the Division of Corrections has funded the first three projects from its budget and has expanded the concept, using discretionary and action funding, to the

other areas of Utah.

The community-based halfway house programs have been established in two cities. The Ogden halfway house will be funded in the Division of Corrections' budget beginning in 1974. It is anticipated that the Salt Lake community-based halfway house will be funded from the Division of Corrections' budget beginning in 1975.

The community-based diagnostic unit was anticipated as a demonstration project. The Division of Corrections will be requesting funds for it from the 1974 Legislature.

#### ADULT CORRECTIONS — COMMUNITY BASED

	Estimated	Actually Awarded	Accomplishments	
			Estimates	Actual
FY 1972				
Total Funds	\$199,000*	\$414,505*	Ogden Halfway House, Salt Lake City Community Treatment Center, Salt Lake City Misdemeanant Probation Services, and Provo Misdemeanant Probation Services, to be funded.	Misdemeanant probation services were funded in Salt Lake City, Provo, and Ogden. Halfway house in Ogden and Salt Lake City Community Treatment Center (\$43,057 Part "C" and \$56,991 discretionary funds). Discretionary grants for expanded probation services in Central District and Davis County; expanded misdemeanor services in southern Utah.
Number of Subgrants	4	8		
Range of Subgrants	\$ 20,000 to \$ 70,000	\$ 8,333 to \$ 67,521		
FY 1973				
Total Funds	\$229,307*	\$402,964*	Expansion of misdemeanor services to southwestern Utah and northern Utah. Halfway houses in Ogden and Salt Lake to be continued.	Misdemeanant services were expanded in southeastern and northern Utah through a discretionary funded project in late 1972 and a block grant to expand services to Logan, Utah. Spanish-speaking rehabilitation project was begun. The halfway houses in Ogden and Salt Lake were refunded. By discretionary funds, the Women's Correctional Center and the diagnostic units in the community were begun.
Number of Subgrants	6	5		
Range of Subgrants	\$ 17,000 to \$100,000	\$ 16,804 to \$ 99,996		

\*Includes Part "E" money.

			Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual
TOTAL FUNDS	\$577,345	\$1,030,250		
TOTAL SUBGRANTS	17	20		

### Institutional Programs

#### Goal

The goal of this program area is to assist state and local correctional agencies by reducing the detrimental effects of incarceration; establishing such programs as work release, education release, counseling, recreation, and social services where the need is identified; preparing the inmate and community for his eventual release; and providing effective drug and detoxification treatment for alcohol and drug addicts.

#### Evaluation

The impact of this program area is centered around the development of more highly specialized treatment programs for offenders in institutions. Without these treatment programs, these clients would otherwise, in all probability, be sentenced only to jail and prison and would not get the intensive treatment experience they need. Because of the inservices rendered through this program area, it is assumed that upon release the client will be less inclined to continue anti-social behavior that leads to contact with the criminal justice

system.

#### Significant Subgrant Results

The Therapeutic Approach to the Criminal Offender project was funded initially in 1971 to the Utah State Hospital. In October, 1973, the Utah State Hospital assumed the full cost of this program in their budget after 34 months of ULEPA support. This program provides residential psychiatric treatment for up to 30 clients adjudicated guilty of a misdemeanor or felony crime. Preliminary research findings indicate that participants have less acting-out behavior, improved family relationships, increased ability to sustain and maintain oneself in the community and in continued employment, and improved social conduct. An interim report after 15 months of operation showed that 67 percent of the patients in the non-approved discharge group had subsequent contact with the criminal justice or mental health systems. In the approved discharge group, there was no known case of subsequent contact with agencies in either system.

The project funding began on January 1, 1971 and ended September 30, 1973. The following chart shows information for the project period:

	1971*	1972	1973**	Total
Days of patient care	4,000	10,092	5,102	20,008
Days with patient	318	366	181	865
Average daily treatment population	12.6	29.8	28.9	23.1
Individuals prescreened	215	229	124	568
Individuals evaluated	71	61	25	156
Individuals accepted	39	25	10	74
Individuals leaving:				
Approved	0	13	6	19
Not Approved	10	12	14	26
Total	10	25	20	45

\*The first patient was admitted on February 16, 1972.

\*\*For the period January 1, 1973 to June 30, 1973.

A detoxification center in Salt Lake City received a grant of \$150,000 in December, 1971. This grant included funds for the renovation of a facility which opened in October, 1972. The second-year grant was for \$109,105, of which \$70,000 was FY 1973 and \$39,105 was FY 1972 monies. Between October 10, 1972 and September 30, 1973, there were 514 first-time admissions (65 percent of the total admissions) and 273 repeat admissions (35 percent), for a total of 787 admissions. The facility has room for 16 patients, and has averaged 12.6 patients per day, with an average per patient stay of 5.7 days. Only 13 percent of the daily patient average, or 1.6 patients per day, are referred from criminal justice agencies.

The Utah State Legislature in 1973 passed the new Utah Penal Code. Included in it was a provision for a ninety-day diagnostic commitment to the Division of Corrections. A project to provide these diagnostic services at the Utah State prison was awarded for \$38,852.

A project to provide educational services in the Weber County Jail was awarded \$14,997 in 1973.

#### Problems

There have been some basic problems with the hospital program; however, these problems are unique to any new development program. ULEPA has conducted an in-depth review of this project and determined that cost benefits are high considering the number of clients that have been treated and released from the program. Since the project is voluntary, a high number of clients have dropped out of the program; this partial treatment contributes to the high cost. Project personnel have taken steps to rectify this situation. It is believed this treatment method will provide a model for other treatment programs for the offender.

The opinion of the state attorney general was sought by ULEPA to clarify the implications and legality of taking the drunk offender directly to the detoxification center rather than to jail. Currently, under Utah law, the attorney general has ruled that the offender could be taken directly to the detoxification center. Law enforcement officials in Salt Lake County felt uncomfortable following that

procedure, and continued to book alcoholics directly into the jail. The jail personnel then transferred them to the detoxification center. In order to solve this problem, the detoxification center was formally annexed as an extension of the jail. Law enforcement officials now may book alcoholics directly into the center rather than taking them to jail. It is still too early to determine whether this direct-referral procedure will solve the problem.

The Utah Law Enforcement Planning Council has set a policy of three years of funding for projects. The majority of the rehabilitation projects are funded to one of three agencies, the Division of Corrections, the Juvenile Court, or the Division of Family Services. The budgets of all of these agencies come from the Utah State Legislature. Through discretionary funds, these agencies have been able to begin projects earlier than anticipated. All of the discretionary grants were anticipated to be implemented later through action grants. This accelerated time schedule has made it difficult for these agencies to assume the costs of projects, and some projects may have to be cut back at the end of three years.

#### Implications

Continued emphasis will be placed on projects to expand institutional treatment services. Future projects will use innovation treatment programs, diagnostic techniques, and pre-release programs. Special consideration will be given to drug-rehabilitation projects in selected institution.

#### Summary of Progress

Assistance has been provided to two drug-rehabilitation programs. Four programs received funds to begin operations: a psychiatric treatment service for offenders, an alcohol detoxification center, a jail high school completion program, and a prison diagnostic services program.

The two drug programs and the psychiatric treatment service have been assimilated into the regular operations and budgets of their parent agencies. The other programs will be refunded by ULEPA in 1974.



ADULT CORRECTIONS -- INSTITUTIONAL PROGRAMS

			Accomplishments	
	Estimated	Actually Awarded	Estimates	Actual
FY 1972				
Total Funds	\$ 50,000	\$ 55,000	Refunding of forensic unit at State Mental Hospital.	Funded forensic unit at State Mental Hospital.
Number of Subgrants	1	1		
Range of Subgrants	\$ 50,000	\$ 55,000		
FY 1973				
Total Funds	\$168,000	\$210,954	One detoxification project, one educational project, one project to Mental Hospital, and one project for intake and diagnostic units.	The Salt Lake Detoxification Center was funded for \$109,105. The Division of Mental Health project was funded up to September 30, 1973. An educational program in the Weber County Jail was begun. The Prison diagnostic unit was begun.
Number of Subgrants	4	4		
Range of Subgrants	\$ 15,000 to \$ 70,000	\$ 14,997 to \$109,103		
TOTAL FUNDS	\$448,000	\$545,514		
TOTAL SUBGRANTS	7	9		

CONTINUED

1 OF 2

YOUTH CORRECTIONS

Goal

The goal of this program area is to provide community-based resources and diversionary programs so that youth will not become involved in the juvenile justice system; and, if they are involved in the system, to prevent further involvement.

Evaluation

A variety of projects fall within this program area. In general, all have met the above goal. According to the Juvenile Court 1971 Annual Report, "For the first time in five years, 'offenses illegal for children only' declined as a percentage of total offenses reported to the Juvenile Court. During 1971, 44 percent of all offenses reported were in this category, as compared to 46 percent in 1970 and similar percentages in previous years." Acts illegal for children only dropped

to 41.8 percent in 1972. In the 1971 report, the Juvenile Court stated that as a direct result of neighborhood probation units, seven of 16 reporting areas in Salt Lake County showed a decline in delinquency referrals during 1971. Salt Lake County referrals decreased again in 1972; in addition, in 1972 the number of court delinquency referrals statewide decreased 3.4 percent over 1971. Youth corrections projects are having an impact on the criminal justice system.

Court commitments to the State Industrial School are also declining. In 1970, 151 youth were committed by the Juvenile Court to the State Industrial School. In 1972, 81 youth were court committed.

Significant Subgrant Results

Neighborhood probation unit expansion is now complete. Reductions in recidivism have been noted. One of the neighborhood probation units was funded for two years from discretionary money—in 1971, it

received \$28,342; in 1972, this unit received \$41,037; in 1973, it received \$31,946 in block grant money.

Four group home projects have been funded for three years, and all will be assumed by the subgrantee agency beginning in 1974. Grant amounts ranged from \$20,000 to \$80,000. One group home project received \$25,330 discretionary Part E money in 1972. Existing programs (such as social services, work programs, tutoring programs, cultural and recreational activities) were expanded. Approximately 200 youth are placed in these group homes each year.

The Price Youth Service Bureau, the first youth service bureau in Utah, has been operating since September, 1972. Substantial decreases in the number of youth referrals from the Price area have been noted—twenty percent fewer referrals were made in 1973 than in 1972. The Price Youth Service Bureau has had an impact on the referrals to the Juvenile Court, although it is still too early to show how much. Officials in the Mental Health Unit sponsoring the Price project have requested that it be expanded to serve all of Carbon and Grand counties. The first year project was awarded \$27,809; the second year project, which was the expansion, was funded for \$49,000.

#### Problems

The Utah Law Enforcement Planning Council has set a policy of three years of funding on each project. The

majority rehabilitation projects are funded to three agencies: the Division of Corrections, the Juvenile Court, and the Division of Family Services. The budgets of all these agencies come from the Utah State Legislature. Through discretionary funds, these agencies have been able to begin projects earlier than anticipated. All the discretionary projects were anticipated to be funded from block grant money in the future. This accelerated time schedule has made it difficult for these agencies to assume the costs of the projects, and some may have to be cut back.

#### Implications

Since the subgrantee agencies for each of the group homes have included the extended services in their own 1974 budgets, it is anticipated that additional group homes can be developed with LEAA funds. This expansion of youth corrections programs will enable communities to effectively deal with the problem of juvenile delinquency.

#### Summary of Progress

A system of neighborhood probation units and increased Juvenile Court probation services has been implemented statewide. Nine group homes have received support to be established or to provide additional services. Pilot youth service bureaus have been implemented.

### YOUTH CORRECTIONS

	Estimated	Actually Awarded	Accomplishments	
			Estimates	Actually
FY 1972				
Total Funds	\$300,000*	\$389,583	Continue NPU's and group homes, establish youth service bureaus, fund an education counselor program.	NPU's, nine group homes, and three youth service bureaus were supported.
Number of Subgrants	7	13		
Range of Subgrants	\$ 4,000 to \$ 85,000	\$ 3,000 to \$ 7,611		
FY 1973				
Total Funds	\$338,718*	\$406,793*	Continue NPU's, group homes and youth service bureaus.	NPU's expanded to ten, group homes support given to nine homes, counselor program is funded, youth service bureau established in Price, youth bureau established in Spanish Fork.
Number of Subgrants	13	12		
Range of Subgrants	\$ 3,800 to \$ 75,000	\$ 3,960 to \$ 75,000		

	Accomplishments			
	Estimated	Actually Awarded	Estimates	Actual
TOTAL FUNDS	\$908,718	\$1,108,316		
TOTAL SUBGRANTS	26	33		

\*Part E discretionary funds were included.

## community relations and education

### COMMUNITY EDUCATION PROGRAMS

#### Goal

Community education programs are designed to increase citizen involvement, cooperation, awareness and appreciation of the criminal justice system, and to increase interagency cooperation and awareness.

#### Evaluation

This year's community relations and education program developed favorable rapport between law enforcement agencies and the public through community relations and crime prevention programs, established a more positive relationship between criminal justice segments and the youth of Utah communities, and informed the public of the functions of the criminal justice system through conferences and a concerted public education program.

#### Significant Subgrant Results

The Granite School District received a subgrant to develop a criminal justice curriculum for school instruction. The project was awarded in November, 1971. All of the curriculum has been drafted, and a teacher's text has been developed for high school instruction.

Statewide conferences, through regional workshops, provided a better understanding to criminal justice personnel of problems, needs, and current programs within the entire criminal justice system. Feedback from those who attended the conferences indicated that the conferences were most helpful in providing them with additional information concerning other parts of the criminal justice system. Impact upon the system itself is yet to be determined, but will become

apparent as the participants incorporate the information into their regular day-to-day functions. In 1972, \$10,000 was awarded for conferences in Regions 1, 2, 3, 4, 5, 6, 7 and 8. In 1973, \$10,000 was again awarded for a statewide, one-day conference and eight regional workshop follow-ups.

Police-community relations units have increased the cooperation between police departments and the communities they serve. Only when both police and lay citizens have a cooperative relationship can law enforcement be effective. In the Bountiful Community Relations Unit, a full-time officer and a half-time secretary were hired. The officer works with business in developing anti-crime techniques and meets with school groups, PTA groups, etc. Evaluation has been positive. The Layton Community Relations Unit was funded in November, 1972, and evaluation of it is also positive. The Roy Youth Bureau was funded in 1971, and evaluation is again positive. Clearfield enacted a similar program in 1972, and it also appears to be extremely effective in reducing selected crimes and improving police-youth relations.

Salt Lake has tried a different approach through the Public Safety Athletic League program, but no positive evaluation has materialized and no impact on juvenile crime can be demonstrated.

Two other programs aimed at citizen involvement and community awareness were developed by Salt Lake City and Sandy City. These programs concerned burglary prevention. Another subgrant revised and published new standards for youth detention facilities.

#### Problems

In the past, there has been little interest in the area of public education because the data necessary to develop a project was not available. During 1971, a public opinion survey was conducted to provide data on the attitudes of people toward crime and the state's criminal justice system. The survey cost \$35,500. Of this amount, \$30,000 came from the Utah Law Enforcement Planning Agency's Planning Grant, and \$5,000 came

from the Youth Services Planning Grant. Projects were developed out of data from this study for implementation in 1973. However, lack of support from other agencies has resulted in a great time gap in developing a viable follow-up program.

#### Implications

The curriculum development program will receive continued support. It is anticipated that as students gain an understanding of the reason for laws and the impact of laws on their daily lives, they will in turn gain a positive attitude that will eventually show in a reduction of crime and delinquency.

Initial evaluations of community relation units are most positive; consequently, the successful aspects are being incorporated into established agency programs. The requests for new units have surpassed the available funds. The essential elements in the successful programs will be identified, and new units will be encouraged to incorporate these elements into their programs. There will be on-going monitoring of the impact of these programs on the system, and future

funding will be affected by the outcome.

As a result of the public opinion survey, A Matter of Opinion, conducted by ULEPA in 1971 by Louis Harris & Associates, a follow-up survey was conducted in early 1973. Out of this, a comprehensive program outline for public education was developed. However, no agency was enthusiastic enough to provide LEAA required matching funds, so the proposed program, Public Education Through Law Enforcement Systems Improvement, (PETLESI), died.

#### Summary of Progress

Many different approaches have been followed in this program area in past years. In 1973, police-community relations units and youth bureaus were continued in six agencies; regional workshops for law enforcement personnel were conducted; a text for high-school instruction on law and society was published; and the ground work was begun for an increased public awareness/education program. An impact on improving police-community relations has been made.

### COMMUNITY RELATIONS AND EDUCATION

	Accomplishments			
	Estimated	Actually Awarded	Estimates	Actual
FY 1972				
Total Funds	\$ 60,000	\$ 57,957	Establish youth bureaus, continue the police community relation/crime prevention units, evaluate the findings of the opinion poll, continue development of school curriculum, hold additional statewide/regional conferences.	Established three youth bureaus; implemented two new community relations/crime prevention units for a total of three; held regional conferences; developed school law-enforcement curriculum; and evaluated opinion poll and developed follow-up program.
Number of Subgrants	6 to 8	7		
Range of Subgrants	\$ 5,000	\$ 5,235		
FY 1973				
Total Funds	\$121,238	\$119,011	Same as above.	Continued three youth bureaus and established one more. Continued the development of police-community relations units and youth diversion programs; held nine regional conferences and a statewide followup conference; completed develop-
Number of Subgrants	10	9		
Range of Subgrants	\$ 5,000 to \$ 36,000	\$ 4,900 to \$ 35,900		

	Accomplishments		
	Estimated	Actually Awarded	Actual
			ment of curriculum and published teaching text for high schools; and completed second poll evaluation phase, and began project development for implementation.
TOTAL FUNDS	\$292,753	\$272,450	
TOTAL SUBGRANTS	37 to 46	28	

## high crime area incidence

### HIGH CRIME AREA PROGRAMS

#### Goal

The Regional Advisory Council for Salt Lake and Tooele counties adopted the following goal in 1973: "To reduce the incidence of serious crime by 50% within ten years. The sub-goal is to reduce the incidence of serious crimes by 20% by 1974."

Serious crimes are homicide, rape, robbery, assault, burglary, larceny over \$50, and auto theft. Burglary and grand larceny accounted for 81% of the total number of serious crimes reported in the region in 1972. These two crimes will receive the greatest program emphasis. The 1973 state goals for the high crime area of Salt Lake County were the same as the regional goals.

#### Evaluation

The impact of this program area has primarily been on property crimes. A secondary impact has been noted in violent crimes. The only criterion on which the success of this program area can be measured is the reduction in reported crimes. Many projects have been funded in Region 12 under other program areas. This section provides a summary of the impact of those programs. In most cases, it is not possible to attribute a reduction in crime to any one specific project.

#### Significant Subgrant Results

The number of serious crimes—homicide, rape,

robbery, assault, burglary, larceny over \$50, and auto theft—reported by law enforcement agencies in Salt Lake county in 1971 was 24,351. (Agencies reporting represent 89% of county population.) In 1972, 22,486 serious crimes were reported (89% of county reporting). The difference of 1,865 crimes indicates a 7.7% decrease in reported serious crimes.

Serious crimes decreased in Salt Lake City approximately 11.8% in 1972 over 1971. In 1971, the number of serious crimes was 17,068; in 1972, there were 15,048 serious crimes. The number of cases cleared in 1971 was 3,423; cases cleared in 1972 numbered 2,734. In 1972 in Salt Lake County, excluding Salt Lake City and other police jurisdictions, the number of reported serious crimes increased 3.2% over 1971. Cases cleared numbered 1,333 in 1971 and 1,007 in 1972.

Referrals to the Juvenile Court from agencies in Salt Lake County decreased 11% in 1972. In 1971, 8,918 delinquency referrals were made; 7,912 delinquency referrals were made in 1972.

For all areas of Salt lake County (100% of jurisdictions reporting), the incidence of serious crimes increased 1.3% in the first six months of 1973 over the six-month period from January 1, 1972 to June 30, 1972. In the first half of 1972, 11,190 serious crimes were reported. From January to July 1973, 11,330 serious crimes were reported.

Figure 13 notes the changes in reported crimes from January 1971 to July 1973 in Salt Lake County.

#### Problems

A major problem in the high crime area is crime displacement. The substantial decrease in crimes in Salt Lake City must be compared with the increase in other areas of the county. Coordination efforts by both county

and city law enforcement agencies are being increased to offset the displacement problem.

#### Implications

The implications are that increased patrol, saturation patrol, pre-offense planned response, crime analysis, specialized crime enforcement, and other enforcement

efforts can reduce crime in a given area.

Another major implication is that the impact of increased enforcement on the areas of prosecution, courts, and corrections must be considered. A unified prosecution program, a special court study, and a detention study are currently being conducted to better anticipate the needs of all areas of the criminal justice system.

Figure 13  
REPORTED CRIMES IN SALT LAKE COUNTY 1971-1973

Crime	1971-1972 [Figures for 89% of County]			1972-1973 [Figures for 100% of County]		
		Salt Lake County Sheriff	Salt Lake City Police	U of Utah	Jan. to July 1972	Jan. to July 1973
Homicide	1971	7	18	0	11	10
	1972	3	12	0		
Rape	1971	34	64	2	73	99
	1972	47	79	2		
Robbery	1971	59	409	1	263	298
	1972	69	446	1		
Assault	1971	566	292	9	301	569
	1972	237	350	1		
Burglary	1971	2,203	4,159	114 <sup>3</sup>	3,884	1,135
	1972	2,379	3,935	41		
Larceny over \$50	1971	3,041	10,274 <sup>2</sup>	279	5,285	4,857
	1972	3,580	9,026 <sup>2</sup>	285		
Auto Theft	1971	939	1,852	32	1,373	1,362
	1972	759	1,200	26		
TOTAL	1971	6,840	17,068	443 <sup>4</sup>	11,190	11,330
	1972	7,074	15,048	364 <sup>5</sup>		

<sup>1</sup>Less unfounded cases

<sup>2</sup>Includes grand and petty larceny

<sup>3</sup>Includes larceny from auto

<sup>4</sup>Includes six unidentified felonies

<sup>5</sup>Includes eight unidentified felonies

**Summary of Progress**

Approximately twenty-one projects in 1972 and 25 projects in 1973 were funded to the eight law enforcement agencies, and to the 13 municipal and

justice courts in Salt Lake County. In 1972, a discretionary award of \$200,000 was made to Salt Lake City for a specialized unit working in three of the high crime districts of the city.

**HIGH CRIME AREA INCIDENCE**

[All funds shown in this area are included in other program area summaries.]

	Estimated	Actually Awarded	Estimates	Accomplishments	Actual
FY 1972					
Total Funds	\$ 867,178	\$1,032,888		Expand and continue specialized enforcement units in three police agencies.	Three units were funded. Reported crime decreases in area of Salt Lake City.
Number of Subgrants	19	21			
Range of Subgrants	\$ 2,000 to \$ 189,000	\$ 1,356 to \$ 189,000		Provide increased training to officers through education incentive program and specialized training.	Two pay incentive programs were funded. Polygraph training and narcotics training expanded.
				Participate in legal defender program, pre-trial release, and alcohol detoxification project.	All three projects funded.
				Improve crime analysis and information system capabilities. Established a community correctional center and one boys group home. Expand services at one group home and decentralize program services for adults and juveniles.	Research unit funded in one agency, record systems improved in three agencies, crime analysis unit funded in one agency. Community correctional center, two group homes, and a youth neighborhood program unit funded. Adult probation services decentralized.
FY 1973					
Total Funds	\$ 773,143	\$ 920,860		Eight specialized enforcement units funded in six jurisdictions. Pre-trial release services and misdemeanor probation continued.	Eight units continued or begun. Saturation patrol unit in Salt Lake begun.
Number of Subgrants	24	25			
Range of Subgrants	\$ 1,500 to \$ 100,000	\$ 466 to \$ 200,000		Continue specialized police training programs.	Two pay incentive projects funded.
				Cadet program begun in one police agency.	SLCPD began youth cadet program.
				Perform detention facility study in Salt Lake County Jail.	Detention study begun, planning unit continued.

	Estimated	Actually Awarded	Estimates	Accomplishments	Actual
				Continue Planning and Research unit in one agency.	
				Unified prosecution project for Salt Lake County.	Prosecution project underway.
				Fund three community relation projects.	Athletic league continued, crime prevention program launched in two agencies.
				Through state agencies, continue support to one community correctional center, one youth neighborhood program unit, and two group homes. Begin two new NPU's.	Community corrections center, three NPU's, and two boys group homes funded.
TOTAL FUNDS	\$1,640,321	\$1,953,748			
TOTAL SUBGRANTS	43	46			

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# Fiscal Year 1973 Regional Distribution of Subgrants

[As of March, 1973]

The following tables show the regional distribution and amount of grant awards approved by the Utah Law Enforcement Planning Council as of March, 1973:

## STATE PROJECTS

Grantee	Title	Project Number	ULEPA Award
Social Services	Prison Radio Communications	S-73-A-1-1	\$ 8,475.00
Public Safety	Polygraph Acquisition	S-73-A-1-2	1,680.00
Court Administrator	Sixth Judicial District Furniture	S-73-A-1-3	7,108.00
Public Safety	Utah Peace Officer Basic Training	S-73-B-1-1	9,621.00
Public Safety	Specialized Police Training	S-73-B-1-2	10,911.00
Juvenile Court	Institute for Juvenile Justice Management	A-73-B-2-1	1,500.00
District Court	National College of the State Judiciary	A-73-B-2-2	937.00
Juvenile Court	Institute for Juvenile Justice Management	S-73-B-2-4	684.00
Juvenile Court	Institute for Juvenile Justice Management	S-73-B-2-7	1,302.00
Social Services	Intensive Parole Unit Training	S-73-B-3-1	550.00
Social Services	Utah State Prison Correctional Academy	S-73-B-3-2	6,050.00
Social Services	Correctional Officer Training	S-73-B-3-3	466.55
Social Services	Correctional Counselor Human Effectiveness Training	S-73-B-3-4	3,600.00
Social Services	Report Writing Training	S-73-B-3-5	2,589.00
Public Safety	Utah Peace Officer In-Service Training	SL-73-B-1-1	56,743.00
Court Administrator	Research Clerks for District Court	S-73-C-1-1	14,728.00
League of Cities and Towns	Model Municipal Criminal Ordinances	S-73-C-1-2	12,000.00
State Bar	Penal Code Revision	S-73-C-1-3	5,000.00
Association of Counties	Statewide Association of Prosecutors	S-73-C-2-1	74,807.00
State Bar	Utah Legal Information project	S-73-C-2-2	21,000.00
Weber State College	Task Force on Drugs and Thefts	S-73-D-2-1	7,500.00
University of Utah	Defender-Intern Program	S-73-D-3-1	20,307.00
University of Utah	Prosecutor-Intern Program	S-73-D-3-2	27,969.00
University of Utah	Defender-Intern Program	S-73-D-3-3	28,080.00
Juvenile Court	Juvenile Court Research Analyst	S-73-E-1-1	21,326.00
Social Services	Corrections Research Information for Management	S-73-F-3-1	28,599.00
Social Services	Prison Information and Statistics for Management	S-73-F-3-2	21,782.00
Juvenile Court	JIS/PROFILE	S-73-F-4-1	79,967.00
Mental Health	Therapeutic Approach to the Criminal Offender	S-73-G-1-2	46,528.00
Social Services	Adult Halfway House	S-73-G-1-1	66,280.00
Social Services	Salt Lake Probation Halfway House	S-73-G-1-3	99,852.00
Social Services	Diagnostic and Treatment Planning Unit	S-73-G-1-4	38,852.00
Social Services	Logan Adult Probation and Parole Services	S-73-G-1-5	16,804.00
Juvenile Court	Neighborhood Probation Units—Team Approach	S-73-G-2-1	31,946.00
Juvenile Court	Community Centers for Juvenile Probation Services	S-73-G-2-2	75,000.00
Social Services	Northern Utah Girls Group Home	S-73-G-2-3	20,567.00
Social Services	Exemplary Demonstration Center for Group Care	S-73-G-2-4	45,000.00
Family Services	Correction and Rehabilitation Project	S-73-G-2-5	36,000.00
Family Services	Cedar Ridge Correction and Rehabilitation Project	S-73-G-2-6	4,596.25
Juvenile Court	Community Probation Team Units	S-73-G-2-8	63,123.00
Juvenile Court	Establishing Neighborhood Probation Units	S-73-G-2-9	46,197.00

TOTAL

\$1,066,026.80



**REGION 1**

Grantee	Title	Project Number	ULEPA Award
Logan City	Investigative Equipment	1-73-A-1-1	\$ 825.00
Brigham City	Crowd Control Equipment	1-73-A-1-2	320.00
Logan City	Communications Equipment	1-73-A-1-3	8,649.00
Brigham City	Darkroom Equipment and Supplies	1-73-A-1-4	749.00
Cache County	Darkroom Equipment and Supplies	1-73-A-1-5	1,449.00
Brigham City	Firearms Equipment	1-73-A-1-6	3,041.00
Logan City	Emergency Vehicle Warning Systems Equipment	1-73-A-1-7	5,706.00
Logan City	Communications Equipment	1-73-A-1-9	3,892.00
Logan City	Basic Equipment	1-73-A-1-10	1,532.00
Tremonton City	Criminal Prosecutor	1-73-D-3-1	
Logan City	Drop-In Youth Center	1-73-G-2-1	2,891.75
<b>TOTAL</b>			<b>\$ 31,218.75</b>

**REGION 2**

Davis County	Crime Lab Equipment	2-73-A-1-1	\$ 3,160.00
Harrisville City	Crime Scene Investigation Equipment	2-73-A-1-3	369.00
South Ogden City	Crime Scene Investigation Equipment	2-73-A-1-4	1,800.00
Washington Terrace City	Crime Scene Investigation Equipment	2-73-A-1-5	386.00
Weber County	Task Force	2-73-D-2-1	15,137.00
Ogden City	Task Force	2-73-D-2-2	80,000.00
Davis County	Task Force	2-73-D-2-3	60,114.00
Weber State College	Criminalistics Laboratory	2-73-D-2-4	10,000.00
Weber County	Task Force	2-73-D-2-6	16,256.00
Ogden City	Pre-Trial Release Services	2-73-D-3-4	10,714.00
Ogden City	Court Administrator	2-73-D-3-5	10,000.00
Weber County	Police Legal Advisor	2-73-D-3-6	14,740.00
Weber County	High School Completion Program	2-73-G-1-1	14,997.00
Clearfield City	Youth Bureau	2-73-H-1-1	16,304.00
Bountiful City	Community Relations Unit	2-73-H-1-3	14,681.00
Roy City	Task Force on Juvenile Related Problems	2-73-H-1-4	11,711.00
Clearfield City	Youth Bureau	2-73-Y-1-5	16,800.00
Layton City	Police Community Relations	2-73-H-1-6	16,885.00
Layton City	Police Community Relations	2-73-H-2-2	14,982.66
<b>TOTAL</b>			<b>\$329,038.66</b>

**REGION 4**

Wasatch County	Equipment	4-73-A-1-2	\$ 1,857.00
Heber City	Photo Lab	4-73-A-1-3	1,826.00
Utah County	Police Equipment	4-73-A-1-4	10,121.50
Provo City	Regional Firing Range	4-73-A-1-5	6,750.00
Provo City	Crowd Control Equipment	4-73-A-1-6	3,561.00
Springville City	Photo Lab	4-73-A-1-7	1,696.00
Orem City	Regional Firearms Standardization	4-73-A-1-8	6,393.41
Utah County	Drug Abuse Prosecution Training	4-73-B-2-1	1,322.00
Provo City	Task Force	4-73-D-2-1	31,796.00
Summit County	Communications Center	4-73-D-2-2	16,500.00
Orem City	Research and Development Unit	4-73-E-1-1	2,750.00
Utah County	Police Services Seminar	4-73-E-1-3	813.00
Spanish Fork City	Youth Delinquency Prevention Program	4-73-G-2-1	31,132.00
<b>TOTAL</b>			<b>\$126,520.56</b>

**REGION 5**

Grantee	Title	Project Number	ULEPA Award
Juab County	Firearms Equipment	5-73-A-1-1	\$ 1,552.00
Juab County	Emergency Vehicle Warning System	5-73-A-1-2	2,531.00
Sanpete County	Handi-Talkie Units	5-73-A-1-3	1,965.75
Sevier County	Polygraph Acquisition	5-73-B-1-1	3,357.00
<b>TOTAL</b>			<b>\$ 9,405.75</b>

**REGION 6**

St. George City	Communications Equipment	6-73-A-1-1	\$ 2,649.00
St. George City	Emergency Warning Equipment	6-73-A-1-2	3,519.00
Town of Escalante	Police Vehicle and Auxiliary Equipment	6-73-A-1-3	2,894.00
Garfield County	Communications Equipment	6-73-A-1-4	2,625.00
Beaver County	Emergency Warning Equipment	6-73-A-1-5	317.10
Hurricane City	Shotgun	6-73-A-1-6	1,552.00
St. George City	Investigative Equipment	6-73-A-1-8	1,303.00
Cedar City	Communications and Emergency Warning Equipment	6-73-A-1-9	2,645.00
Iron County	Career Prosecutor Course	6-73-B-2-1	1,201.00
Garfield County	Law Enforcement Reference Materials	6-73-B-2-2	844.00
<b>TOTAL</b>			<b>\$19,550.10</b>

**REGION 7**

Vernal City	Weapons and Warning Systems	7-73-A-1-1	\$ 1,935.00
Uintah County	Weapons and Warning Systems	7-73-A-1-2	459.00
Duchesne County	Weapons and Warning Systems	7-73-A-1-3	1,942.00
Roosevelt City	Weapons and Warning Systems	7-73-A-1-4	1,902.00
Daggett County	Weapons and Warning Systems	7-73-1-5	344.00
Duchesne County	Legal System Development	7-73-A-1-6	1,831.00
Duchesne County	Minority Relations-Enforcement Unit	7-73-D-2-1	8,084.31
Duchesne County	Minority Relations-Enforcement Unit	7-73-D-2-2	5,178.00
<b>TOTAL</b>			<b>21,675.39</b>

**REGION 8**

Wellington City	Police Car Equipment	8-73-A-1-1	\$ 300.00
Price City	Police Equipment	8-73-A-1-3	874.00
Emery County	Firearms	8-73-A-1-4	502.00
San Juan County	Police Equipment	8-73-A-1-5	627.00
Carbon County	Police Equipment	8-73-A-1-6	1,004.85
Emery County	Equipment	8-73-A-1-7	982.00
Moab City	Mobile Unit	8-73-A-1-8	445.00
Moab City	PA System Equipment	8-73-A-1-9	361.00
Emery County	Walkie Talkie Project	8-73-A-1-10	2,157.00
Price City	PA System	8-73-A-1-11	162.00
San Juan County	Task Force Indian Police	8-73-D-2-1	7,773.00
Carbon County	Attorney Assistance	8-73-D-3-1	3,750.00
Grand County	Attorney Assistance	8-73-D-3-2	3,600.00
San Juan County	Attorney Assistance	8-73-D-3-3	3,600.00
Emery County	Attorney Assistance	8-73-D-3-4	3,600.00
Four Corners Mental Health	Youth Service Bureau	8-73-G-2-1	21,568.00
<b>TOTAL</b>			<b>\$ 51,305.85</b>



REGION 12

Grantee	Title	Project Number	ULEPA Award
Tooele County	County Courthouse and Public Safety Complex	12-72-A-2-1	\$ 42,019.00
Salt Lake City	Educational Incentive Pay Program	12-73-B-1-1	56,000.00
Salt Lake County	Education Incentive Pay	12-73-B-1-2	15,000.00
Midvale City	Education Pay Incentive	12-73-B-1-3	1,800.00
Salt Lake City	Law Institute Training	12-73-B-2-1	466.25
Third District Court	Judicial Training	12-73-B-2-2	8,004.00
Salt Lake County	Unified Prosecution Management	12-73-C-2-1	29,231.00
Salt Lake City	Narcotics Investigation Unit	12-73-D-2-1	76,610.00
Town of Alta	Alta-Little Cottonwood Law Enforcement	12-73-D-2-2	1,500.00
South Salt Lake City	Burglary Enforcement Team	12-73-D-2-3	9,582.00
Murray City	Anti-Narcotics and Related Crimes Task Force	12-73-D-2-4	25,901.00
Salt Lake County	Sheriff's Burglary Squad	12-73-D-2-5	99,000.00
Salt Lake County	Sheriff's Special Tactical Force	12-73-D-2-6	141,000.00
Salt Lake City	Special Tactical Forces	12-73-D-2-7	100,000.00
Salt Lake City	Police Cadet Program	12-73-D-2-8	30,928.00
Salt Lake City	Specialist Services and Equipment	12-73-D-2-9	46,125.00
Midvale City	West Jordan Investigator and South County Cities Investigator	12-73-D-2-10	10,662.00
Murray City	Burglary Team	12-73-D-2-11	19,933.00
Salt Lake Legal Defender	Misdemeanor Legal Defender Project	12-73-D-3-1	30,000.00
Salt Lake Bail Agency	Pre-Trial Release Project	12-73-D-3-2	19,000.00
Salt Lake County	Sentenced Detention Facility Study	12-73-E-1-1	3,501.00
Salt Lake City	Record-O-Port	12-73-F-1-1	10,586.00
Salt Lake County	Alcohol and Drug Detoxification Center	12-73-G-1-1	70,000.00
Salt Lake County	Alcohol and Drug Detoxification Center	12-73-G-1-2	52,872.00
Salt Lake City	Citizen Involvement in Crime Prevention	12-73-H-1-1	4,938.00
Sandy City	Community Crime Prevention	12-73-H-1-2	6,500.00
Salt Lake City	Public Safety Athletic League	12-73-H-1-3	8,903.00
Tooele County	Community Relations Director	12-73-H-1-4	17,272.00
Tooele County	Pine Canyon Ranch for Boys	12-73-G-2-1	50,000.00
<b>TOTAL</b>			<b>\$987,333.25</b>

DISCRETIONARY GRANTS

Ute Indian Tribe	Ute Tribe Corrections Center	73-DF-08-001	\$150,000.00
Social Services	Women's Correctional Center	73-ED-08-0001(A)	120,032.00
Social Services	Diagnostic Resource Project	73-ED-08-0001(B)	104,996.00
Social Services	Evaluation	73-ED-08-0001(C)	21,901.00
Salt Lake City	Strategic Patrol and Coordination Effort	73-DF-08-0019(A)	200,000.00
Iron County	Prosecutorial Assistance	73-DF-08-0019(B)	14,500.00
Logan City	Technical Services Division	73-DF-08-0019(C)	12,750.00
Dept. of Public Safety	Statewide Communications System	73-DF-08-0019(D)	18,140.00
Ute Indian Tribe	Developing and Upgrading the Tribal Criminal Code	73-DF-08-0032	14,650.00
<b>TOTAL</b>			<b>\$656,969.00</b>

1973 FUNDS

State Agencies	\$1,066,026.80
Region 1	31,218.75
Region 2	329,038.66
Region 4	126,520.56
Region 5	9,405.75
Region 6	19,550.10
Region 7	21,675.39
Region 8	51,305.85
Region 12	<u>987,333.25</u>
<b>TOTAL</b>	<b><u>\$2,642,075.11</u></b>

Breakdown of Awards by Functional Category

Equipment	\$120,734.26	
Construction	<u>42,019.00</u>	\$ 162,753.26
Upgrading Personnel — Police	\$153,432.00	
Upgrading Personnel — Judicial	27,210.25	
Upgrading Personnel — Corrections	<u>13,255.55</u>	\$ 193,897.80
Law Reform	\$ 31,728.00	
Judicial Systems	<u>125,038.00</u>	\$ 156,766.00
Manpower Utilization — Police	\$829,579.39	
Manpower Utilization — Courts	<u>166,572.00</u>	\$ 996,151.39
Research Programs	<u>\$ 28,390.00</u>	\$ 28,390.00
Law Enforcement Information Systems	\$ 10,586.00	
Corrections Information Systems	50,381.00	
Juvenile Information Systems	<u>79,967.00</u>	\$ 140,934.00
Adult Corrections	\$406,185.00	
Youth Corrections	<u>428,021.00</u>	\$ 834,206.00
Community Education	<u>\$128,976.66</u>	\$ 128,976.66
<b>TOTAL</b>		<b><u>\$2,642,075.11</u></b>