

44151

Utah Council on Criminal Justice Administration's
Project on Criminal Justice
Standards and Goals

CORRECTIONS

YOUTH SERVICE BUREAUS

44151

Approved by
Utah Corrections Task Force and
Utah Council on Criminal Justice Administration
255 South 3rd East
Salt Lake City, Utah 84111



GALVIN L. RAMPTON
GOVERNOR

STATE OF UTAH
OFFICE OF THE GOVERNOR
SALT LAKE CITY

NCJRS
DEC 13 1977

ACQUISITIONS

Dear Citizens:

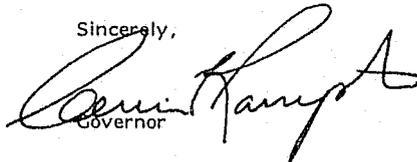
This pamphlet is one of a series of reports of the Utah Council on Criminal Justice Administration. The Council's five Task Forces: Police, Corrections, Judicial Systems, Community Crime Prevention, and Information Systems, were appointed on October 16, 1973 to formulate standards and goals for crime reduction and prevention at the state and local levels. Membership in the Task Forces was drawn from state and local government, industry, citizen groups, and the criminal justice profession.

The recommendations and standards contained in these reports are based largely on the work of the National Advisory Commission on Criminal Justice Standards and Goals established on October 20, 1971 by the Law Enforcement Assistance Administration. The Task Forces have sought to expand their work and build upon it to develop a unique methodology to reduce crime in Utah.

With the completion of the Council's work and the submission of its reports, it is hoped that the standards and recommendations will influence the shape of our state's criminal justice system for many years to come. Although these standards are not mandatory upon anyone, they are recommendations for reshaping the criminal justice system.

I would like to extend sincere gratitude to the Task Force members, staff, and advisors who contributed something unknown before--a comprehensive, inter-related, long-range set of operating standards and recommendations for all aspects of criminal justice in Utah.

Sincerely,


Governor

YOUTH SERVICE BUREAUS

This report was published by the
Utah Council on Criminal Justice Administration with the
aid of Law Enforcement Assistance Administration funds.

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What is the Utah Council on Criminal Justice Administration (UCCJA)?

In 1968 the Omnibus Crime Control and Safe Streets Act was passed resulting in the creation of the Law Enforcement Assistance Administration (LEAA) in the U.S. Department of Justice. The act required the establishment of a planning mechanism for block grants for the reduction of crime and delinquency.

This precipitated the establishment of the Utah Law Enforcement Planning Council (ULEPC). The council was created by Executive Order of Governor Calvin Rampton in 1968. On October 1, 1975, the council was expanded in size and redesignated the Utah Council on Criminal Justice Administration (UCCJA).

The principle behind the council is based on the premise that comprehensive planning, focused on state and local evaluation of law-enforcement and criminal-justice problems, can result in preventing and controlling crime, increasing public safety, and effectively using federal and local funds.

The 27-member council directs the planning and funding activities of the LEAA program in Utah. Members are appointed by the governor to represent all interests and geographical areas of the state. The four major duties of the council are:

1. To develop a comprehensive, long-range plan for strengthening and improving law enforcement and the administration of justice . . .
2. To coordinate programs and projects for state and local governments for improvement in law enforcement.
3. To apply for and accept grants from the Law Enforcement Assistance Administration . . . and other government or private agencies, and to approve expenditure . . . of such funds . . . consistent with . . . the statewide comprehensive plan.
4. To establish goals and standards for Utah's criminal-justice system, and to relate these standards to a timetable for implementation.

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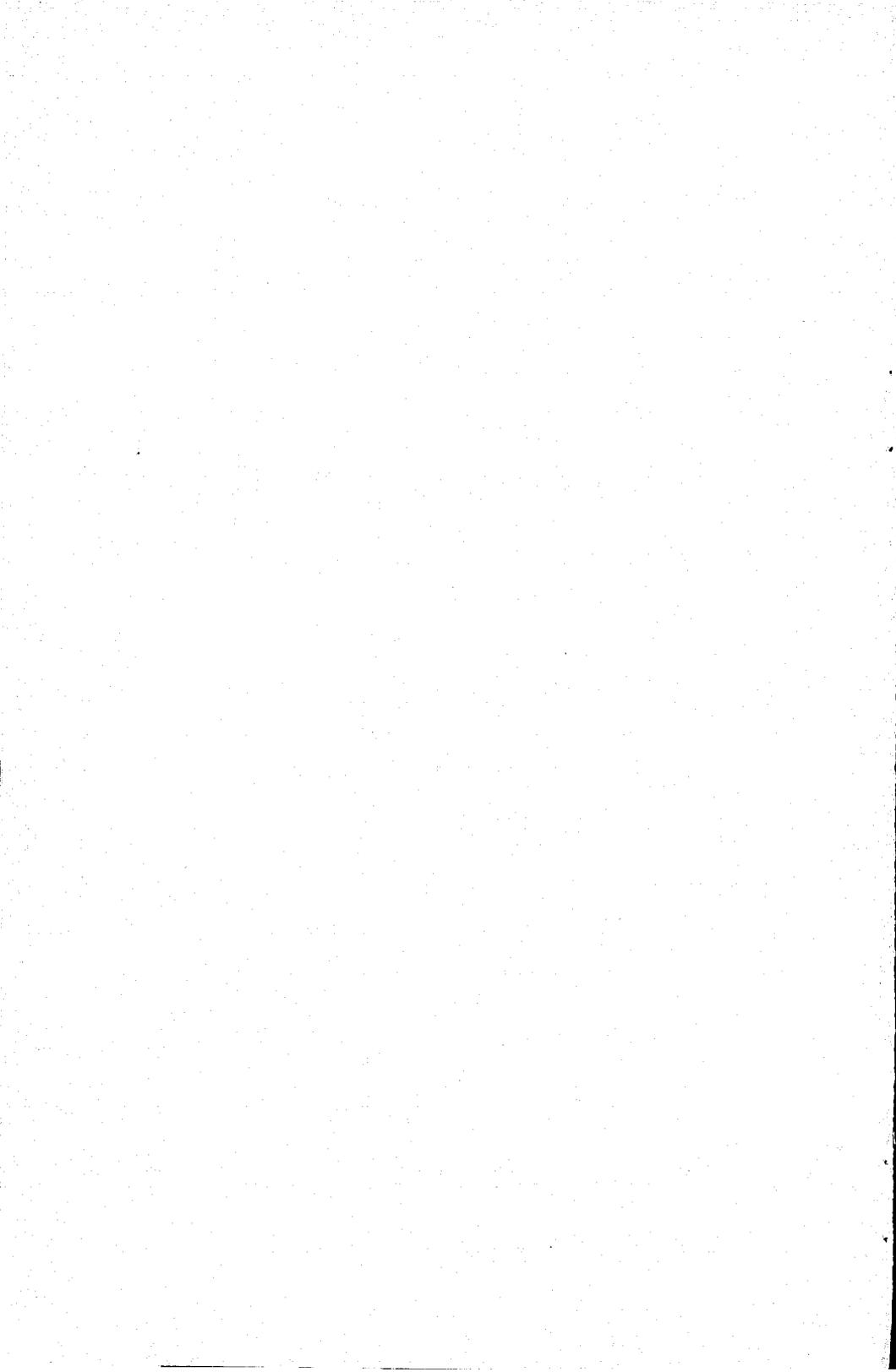
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INTRODUCTION

The concept of youth service bureaus/centers is new to Utah. At the time the research was conducted (1973) in this area, Utah had one youth service bureau located in Price. Youth service centers located in Weber and Salt Lake counties were being developed and have since become operational. Others are now in the planning stages.

Since this program area is relatively new, general standards concerning youth service bureaus/centers would enable and encourage development of the best possible system of youth service bureaus/centers in Utah.

Although no clear responsibility for youth service bureaus/centers is given to the state or local government, the state should coordinate the development of the system. The following METHOD OF IMPLEMENTATION is suggested for all eight standards:

The Governor should, by Executive Order, appoint a Youth Service Commission to be housed within the Department of Social Services. Membership of the Youth Service Commission should be comprised of local city and county governmental officials, representatives from the Juvenile Court, social services, law enforcement, and citizen representatives. The responsibilities of the Youth Service Commission should be to:

1. Coordinate, on a statewide basis, the planning for youth service development within county governments.
2. Coordinate the development of legislation for the establishment of youth service bureaus/centers.
3. Coordinate the establishment of county commissions on youth who have responsibility for developing and implementing youth service bureaus/centers.
4. Secure both federally and legislatively appropriated funds for the development of youth service bureaus/centers.
5. Assist in the development and coordination of a statewide data collection system to be utilized in evaluating the effectiveness of the youth service bureau/center program.
6. Enact and encourage development of legislation to develop a statewide youth service system.

Each of the eight standards address issues concerning youth service bureaus/centers. Standard 5.1 states the purpose, goals, and objectives of a youth service bureau/center. Standard 5.2 provides for a structure for decision-making, which includes the widest number of people in the community, including youth, in which they have an opportunity to participate in the solution of youth problems. It allows various groups and interested citizens to have a more meaningful opportunity in working together and, thus, avoid program and policy decisions being made by minority groups. Hopefully, such a policy will create a more responsive decision-making structure. Standard 5.3 identifies clients to be served by youth service bureaus/centers. The functions of a youth service bureau/center are addressed in Standard 5.4. Staffing practices are suggested in Standard 5.5. Evaluation criteria for a bureau/center are suggested in Standard 5.6. Sources of funds are recommended in Standard 5.7; Standard 5.8 proposes necessary legislation.

Each standard and a brief description of the status in Utah at the time the research was completed follows.

STANDARD 5.1 PURPOSE, GOALS, AND OBJECTIVES

Youth service bureaus and/or youth service centers should be developed to focus on the problems of youth in the community. The goals may include diversion of juveniles from the justice system, provision of a wide range of services to youth through advocacy and brokerage, offering crisis intervention as needed; modification of the system through program coordination and advocacy; and youth development.

- 1. Priorities among goals should be locally set.**
- 2. Priorities among goals (as well as selection of functions) should be based on a careful analysis of the community, including an inventory of existing services and a systematic study of youth problems in the individual community.**
- 3. Objectives should be measurable and progress toward them should be scrutinized by evaluative research.**
- 4. In all cases, constitutional and statutory protections for youth will be maintained.**

UTAH STATUS AND COMMENTS

The Price Youth Service Bureau (YSB), funded by a UCCJA grant, began in September, 1971. The Department of Social Services received special project funds from the Office of Youth Development (OYD) to develop youth services systems in Weber and Salt Lake counties. These centers will be part of Utah's comprehensive youth services systems to divert status offenders from the juvenile justice system and assist in coordinating services to youth.

Other than these programs, there are no other Youth Service Bureaus or Youth Service Centers specifically established to render services to youth and provide an alternative to Juvenile Court. Although both UCCJA and the Department of Social Services have initiated these programs, there is no set standard within the state or in legislation encouraging or mandating the development of this type of service.

STANDARD 5.2 DECISION STRUCTURE

Youth service bureaus/centers should be organized as separate, locally operated agencies that involve the widest number of people of the community, particularly youth, in the solution of youth problems. The most appropriate local mix for decision-making should be determined by the priorities set among the goals, but in no case should youth services bureaus/centers be under the administrative control of the justice system or any of its components.

1. A bureau/center should be operated with the advice and consent of the community it serves. This should include the development of youth responsibility for community delinquency prevention.

2. The decision-making structure should be comprised of young people, indigenous adults, and representatives of agencies and organizations operating in the community. Agency representatives should include juvenile justice policy-makers.

3. There should be a clearly defined working relationship between local youth service bureaus/centers and the state agency responsible for their activities.

UTAH STATUS AND COMMENTS

As noted in Standard 5.1, the Price YSB is the only organized and developed bureau within the state. This bureau receives its funding from UCCJA through District 7 Mental Health. Mental Health handles the fiscal and administrative housekeeping tasks for the Price YSB. The Price YSB has an advisory board with representatives from the local community, youth, social services agencies, education, juvenile court, law enforcement, and elected political officials.

The youth services systems (YSS) which are being developed in Salt Lake and Weber counties have a Commission on Youth, which is made up of youth, major public and private social services agencies, law enforcement, juvenile court, education, and other interested citizens. The Commission on Youth is advisory and the policy board is made up of local county commissioners.

The structure in which the YSS are set up make them a public agency under the control and jurisdiction of the local elected officials, whereas the Price YSB is independent in reference to policy, but dependent upon public funds for its operation.

STANDARD 5.3 TARGET GROUP

Youth service bureaus/centers should make needed services available to all young people in the community. Bureaus/centers should make a particular effort to attract diversionary referrals from the juvenile justice system.

1. Law enforcement and court intake personnel should be strongly encouraged, immediately through policy changes and ultimately through legal changes, to make full use of the youth service bureaus/centers in lieu of court processing for every juvenile who is not an immediate threat to public safety and who voluntarily accepts the referral to the youth service bureau/center.

2. Specific criteria for diversionary referrals should be jointly developed and specified in writing by law enforcement, court, and youth service bureau/center personnel. Referral policies and procedures should be mutually agreed upon.

3. Diversionary referrals should be encouraged through

continual communication of youth service bureau/center personnel personnel with law enforcement and Juvenile Court.

4. Referrals to the youth service bureau/center should be completed only if voluntarily accepted by the youth. The youth should not be forced to choose between bureau/center referral and further justice system processing.

5. Cases referred by law enforcement or court should be closed by the referring agency when the youth agrees to accept the youth service bureau's/center's service. Other dispositions should be made only if the youth commits a subsequent offense that threatens the community's safety.

6. Referring agencies should be entitled to, and should expect, systematic feedback on initial services provided to a referred youth by the bureau/center.

7. Because of the voluntary nature of bureau/center services and the reluctance of young people who might benefit from them, the youth service bureau/center should aggressively provide its services to youth. This should include the use of hotlines and outreach or street workers wherever appropriate.

UTAH STATUS AND COMMENTS

No state agency currently exists in Utah on a community level to "make needed services available to all young people in the community." Some attempts are being made through UCGJA and the State Department of Social Services to provide this service, but this effort is concentrated in three counties to date, with most effort spent in diversion rather than on a broader scale as suggested.

Also recommended is that the term *community* be defined on a small scale even in Utah's population centers to include segments no larger than 20,000-25,000 people. Examples of *communities* in Salt Lake and Ogden are Kearns, Rose Park, College Heights, Ben Lomond. This means establishing centers in each sub-community based on a geographic and socio-economic basis.

1. Where attempts have been made to establish centers or bureaus (Carbon and Weber counties), policy changes with related court intake personnel have been made, since the court was a part

of the planning group that established the center. In Weber County, the police were also consulted and have agreed to alter referral policy. Many of the initial referrals to both the Carbon and Weber county centers came from the Juvenile Court with pre-court police referrals and referrals by self, family, and other agencies gradually increasing. Care must be taken to properly train police and court staff against the use of coercion in making youth services referrals.

2. It is not only vital to mutually establish referral policy and procedure, but to monitor such policy to insure compliance. Many policies passed by upper and middle management collect dust on a shelf rather than materialize in changes in line staff activity. To avoid this, careful monitoring is necessary. Some bureaus/centers have written criteria for diversionary referrals.

3. To encourage such a standard, juvenile justice agencies mentioned should be represented on each center's steering board and referral counts by source reviewed to insure consistency.

4. Utah law stipulates that the Juvenile Court's probation department "is not authorized in connection with any non-judicial adjustment to compel any person to appear at any conference, produce any papers, or to visit any place." (UCA 55-10-83 (2)).

This attitude is difficult to practice when everyone knows that refusal to cooperate means the use of force, if necessary, to correct a juvenile's problem. If force is used, the court must order it and thus an implied threat is always present in diversion. Hopefully, the majority of case referrals will be amenable to the chance to avoid court contact, and parents usually will be receptive to help for their child.

At this time no Utah Juvenile Court judge has used youth services as a treatment facility, but care should be taken to avoid such action in the future. Youth services is primarily a pre-delinquent broker or deliverer of services, and once the court is involved, the probation officer should fill this role.

5. Compliance with this policy would help insure compliance with paragraph 4 above, since retaliatory action would not be possible if youth services were subsequently refused by the juvenile or his family. Such a policy would simplify referral practices and avoid inter-agency followup.

6. Adopting this policy will help insure continued referrals by creating a feeling of confidence among law enforcement, court, and the referring agencies that youth services is worthwhile. No report on the referred's reaction to the service is necessary, since if the service fails, the referring agency will usually see the case again.

7. Care should be taken not to overload the center with youth who are adverse to help at the expense of those who wish to comply. The youth services center should also provide a special educational program to be regularly presented in the local junior high and high schools, making youth aware of available services. Community visibility rather than aggressiveness should be practiced. This is why it is important to establish centers in small, definable, manageable geographic areas of no more than 25,000 people.

STANDARD 5.4 FUNCTIONS

Youth service bureaus/centers should, whenever possible, utilize existing services for youth through referral, systematic follow-up, and individual advocacy. Bureaus/centers should develop and provide services on an on-going basis only where these services are unavailable to the youth in the community, or are inappropriately delivered. Services should be confidential and should be available immediately to respond skillfully to each youth in crisis.

1. A youth service bureau/center's program should be specifically tailored to the needs of the community it serves. This should include consideration of techniques suitable for urban, suburban, or rural areas.

2. The youth service bureau/center should provide service with a minimum of intake requirements and form filling by the youth served.

3. Services should be appealing and accessible by location, hours of service, availability, and style of delivery.

4. The youth service bureau/center may provide information services to young people at their request, without the requirement of parental permission.

5. Case records should be minimal, and those maintained should be confidential and should be revealed to agencies of the justice system and other community agencies only with the youth's permission.

6. The youth service bureau/center should make use of existing public and private services when they are available and appropriate.

7. The bureau/center should maintain an up-to-date listing of all community services to which youth can be referred by the bureau/center. This listing should be readily accessible by all bureau/center staff.

8. Referrals to other community services should be made only if voluntarily accepted by the youth.

9. In referring to other community agencies for service, the youth service bureau/center should expedite access to service through such techniques as arranging appointments, orienting the youth to the service, and providing transportation if needed.

10. The youth service bureau/center should rapidly and systematically follow up each referral to insure that the needed service was provided.

11. The youth service bureau/center should have funds to use for purchase of services that are not otherwise available.

12. The youth service bureau/center should be able to coordinate the services of all agencies to meet individual needs which would include that of employment.

UTAH STATUS AND COMMENTS

The Price YSB generally meets this standard, as outlined in paragraphs 1-12. The OYD programs that are now beginning operations in Salt Lake and Weber counties will be incorporating variations of this standard into their programs.

It is difficult to analyze this standard for Utah, since there are few systems or programs in existence with which to compare the standard.

STANDARD 5.5 STAFFING

Sufficient full-time experienced staff should be employed by the youth service bureau/center to insure the capacity to respond immediately to complex personal crises of youth, to interact with agencies and organizations in the community, and to provide leadership to actualize the skills of less experienced employees and volunteers.

1. Staff who will work directly with youth should be hired on the basis of their ability to relate to youth in a helping role, rather than on the basis of formal education or length of experience.

2. Staff should be sensitive to the needs of young people and the feelings and pressures in the community. They should be as sophisticated as possible about the workings of agencies, community groups, and government. Staff should be capable of maintaining numerous and varied personal relationships.

3. Indigenous workers, both paid and volunteer, adult and youth, should be an integral part of the youth services bureau's/center's staff and should be utilized to the fullest extent.

4. Young people, particularly program participants, should be used as staff (paid or volunteer) whenever possible.

5. Volunteers should be actively encouraged to become involved in the bureau/center. Those working in one-to-one relationships should be screened and required to complete formalized training before working directly with youth. The extent of training should be determined by the anticipated depth of the volunteer—youth relationship.

6. Whenever possible, the youth service bureau/center should have available (perhaps on a volunteer basis) the specialized professional skills of doctors, psychiatrists, attorneys, and others to meet the needs of its clients.

UTAH STATUS AND COMMENTS

A key to the success of the Carbon and Grand County YSB program has been the cooperation and support it has received from other agencies and schools. This has been earned through the appropriate handling of clients referred from schools, social service agencies, law enforcement, and the juvenile court.

1. Staff members are currently hired through the state merit system. The administrative positions require both graduate and undergraduate degrees as well as experience in counseling. In all cases, jobs require the ability to relate to youth in a helping role.

2. It is necessary for the staff, especially administrators, to be familiar with the workings of other agencies. These persons must be able to relate well to both a juvenile having difficulty with the establishment and the city and county governmental officials.

3. An important part of youth service bureau/center programs is the Volunteer Task Force made up of young people, college students, and adults who share the responsibility in helping young people referred to the bureau/center. Thus far, the role of the volunteer has been varied. They have been used as resource people to discuss topics of interest to the people involved in the program, as big brothers or sisters to those who need a good stable person to lend guidance and a solid relationship from which to develop, and finally, as facilitators in recreational activities. For the most part, volunteers have been energetic and sincere in their efforts.

4. The bureau has made good use of specialized or professional people in the community including doctors and psychiatrists available through Mental Health, public health nurses and specialists, and attorneys.

STANDARD 5.6 EVALUATION OF EFFECTIVENESS

Each youth service bureau/center should be objectively evaluated in terms of its effectiveness. Personnel, clients, program content, and program results should be documented from the inception of the bureau.

1. Evaluation objectives and methods should be developed concurrently with the development of the proposed youth service bureau/center and should be directly related to the bureau's/center's highest priority objectives.

2. Whenever possible, an evaluation to compare the effectiveness of several youth service bureaus/centers should be implemented in order to increase knowledge of the impact of the bureaus/centers.

3. Evaluation should focus more on changes in institutions' response to youth problems than on behavioral changes in individual youth.

4. Each youth service bureau/center should establish an information system containing basic information on the youth service and the service provided, as well as changes in the manner in which the justice system responds to his behavior.

5. Trends in arrest, court referral, and adjudication rates should be analyzed for each youth service bureau/center placing a high priority on diversion.

UTAH STATUS AND COMMENTS

No evaluation system exists in Utah that lends itself to comparison. The following comments are made as suggestions for Utah in establishing an information system that would be sufficient to meet the implementation of this standard.

Care should be taken to define what is meant by "effectiveness." Is it reduction of status offenses reported to the court? Is it lower recidivism of those diverted from the court? Is it expanded use of community resources through efficient brokering? Once a measure of effectiveness is agreed upon, careful collection of the data necessary to evaluate effectiveness can begin.

1. As Utah has three areas where youth service bureau's/center's are established or are being established, their funding sources should emphasize the importance of this portion of the standard.

2. A standard statewide uniform data collection device should be established to be used by each center to implement this standard. Since two of Utah's centers are funded by Social Services and one by UCCJA, it would be wise to unite efforts in establishing this standard.

3. This standard seems to imply that a youth service bureau/center would be brokering services and monitoring service to determine how well existing social agencies respond to the call. Trouble could result if existing agencies object to this monitoring. The changes in youth behavior would be just as important to measure.

4. The information system should be designed with the youth service center goals in mind and be evaluated by independent specialists.

5. Implementation of this standard requires establishment of base rates of arrest and referral statistics against which changes resulting from youth service bureaus/centers can be measured. Base rates are measured on area population.

STANDARD 5.7 FUNDING

Public funds should be appropriated on an on-going basis, to be available for continuing support for effective youth service bureaus/centers. Private funding should also be encouraged.

1. Funds should be made available through state and county. (This should be budgeted in advance.)

2. Private funds should be incorporated from outside sources.

3. Additional funds should come through Federal sources.

UTAH STATUS AND COMMENTS

At the present time, we have no Utah status on this particular standard, or experience upon which to draw.

STANDARD 5.8 LEGISLATION

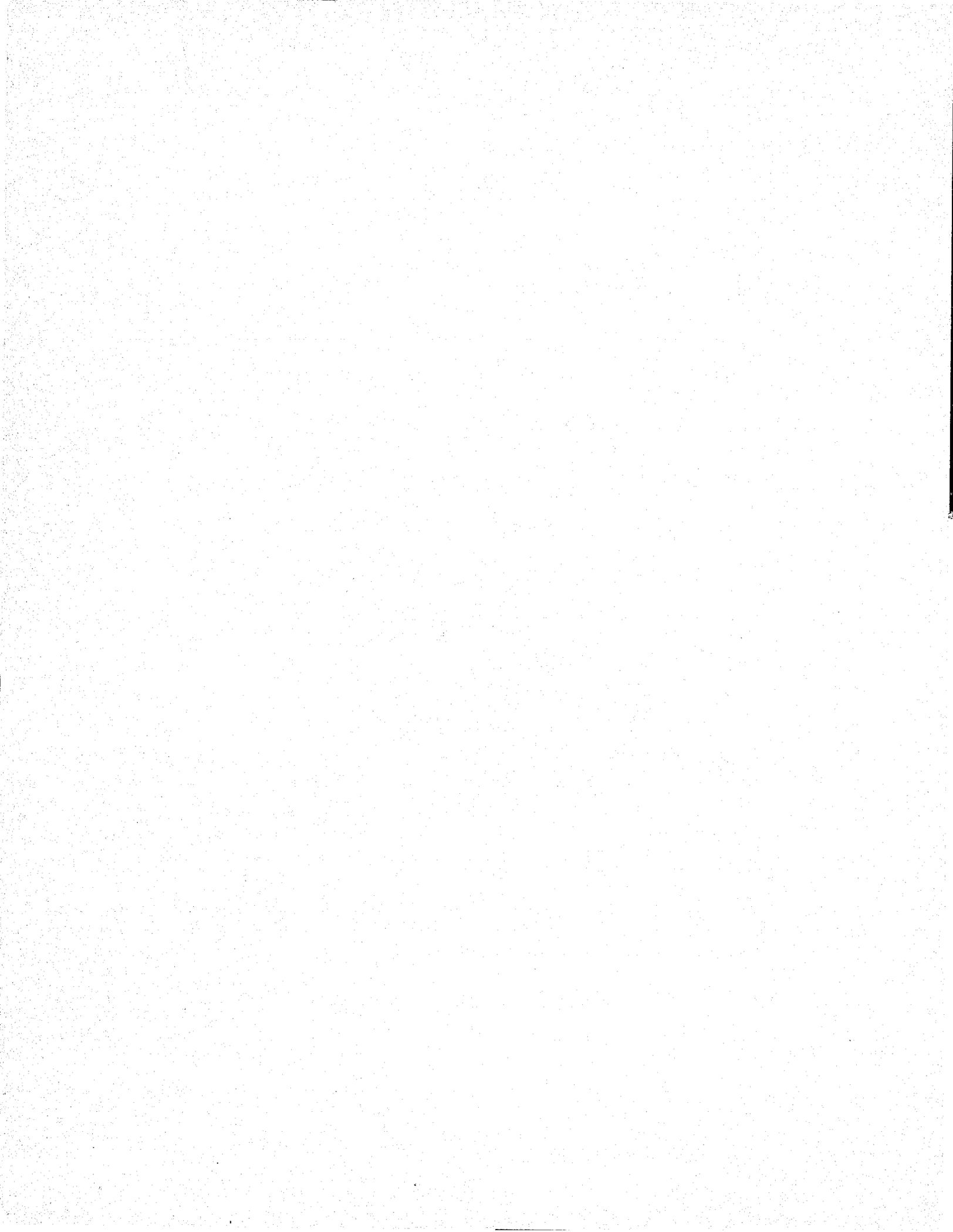
Utah should enact necessary legislation to partially fund and encourage local establishment of a state youth service system. Legislation should also be enacted to permit the use of youth service bureaus/centers as a voluntary diversion resource by agencies of the juvenile justice system.

UTAH STATUS AND COMMENTS

All facets of the juvenile justice system through current administrative structure and decision-making policy may begin to implement this standard.

Standards 4.1, "Role of Police in Intake Detention" and 4.2, "**Juvenile Intake Services**" emphasize the wide discretionary authority within Utah's existing system. The utilization of police discretionary/diversion authority in Utah is determined by police agency administrative policy and procedures, except for decisions directly involving children. "The child shall then be released . . . unless his immediate welfare or the protection of the community requires that he be detained." (UCA 55-10-90, 1953).

UCA 55-10-91 states that following a child being brought to detention, and after an immediate investigation, ". . . if it is found that it is not safe to release the child, the judge or authorized officer may order the child to be held or be placed in another appropriate facility subject to further order of the court." The adoption of legislation that would allow greater latitude in dealing with status offenses seems beneficial, especially legislation that would permit diversionary counseling programs or procedures for referral to agencies other than the Juvenile Court. No provision is made for voluntary diversion resource agencies such as youth service bureaus/centers under Utah statutes.



END