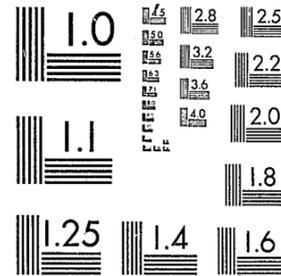


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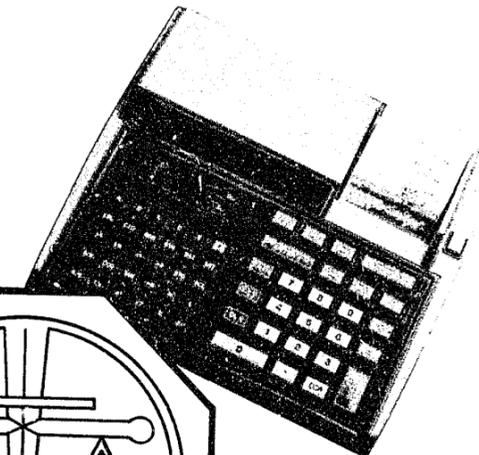
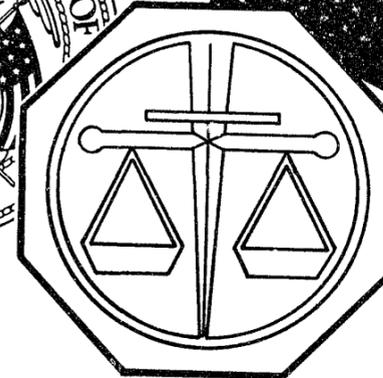
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RESEARCH & STATISTICS

58857

Research Report No. 5  
COMPUTER SIMULATION OF THE UTAH  
CRIMINAL JUSTICE SYSTEM  
June 1978

U.S. Department of Justice  
National Institute of Justice 58857

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June M. Madsen  
Gerald Smith, Ph.D.  
Richard J. Oldroyd, Ph.D.

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Grant S 77 F 3 I.

Overview

This section presents an overview of the completed computer-automated simulation of the Utah Criminal Justice System (UCJS). This simulation is designed as a research and instructive tool for the professional within the system, to analytically assess decisions made in criminal justice program implementation on political, institutional, and social dimensions. Analyses of effects are presented in the form of the comparative effects of these innovations as well as a cost-benefit analysis.

The simulation proceeds in the forms of three planning periods: 1 year, 5 years, and 10 years. This allows the professional the opportunity to view, in a "simulated situation", short- and long-range planning effects similar to those occurring in reality.

Imagine, for example, the professional(s) faced with a request from the Governor to complete a five-year plan consisting of an evaluation of existing criminal justice programs and a recommendation for implementation of new programs. These recommendations would be complicated by: a limited budget; local and national developments which are likely to affect the system; plus the realization that proposed reforms should be those most likely to please special-interest groups, the public, and produce the most desirable social, institutional, and crime-related effects.

At best, the human mind can concentrate on and evaluate a limited amount of information at a given time. Although it is possible to accumulate necessary information on any innovation as it affects a limited area, the problem

for the professional is to obtain a complex, total view of all the available alternatives in a reasonable amount of time. One of the objectives of this simulation is to provide the instrument for such a comprehensive view. This simulation enables the professionals within the Division of Corrections and other members of the Utah Criminal Justice System to gain further insight into the decision-making and planning process pertaining to the effects of criminal justice programs upon staff personnel, crime, various citizen and special interest factions within the state, the legislature, and also the cost attributed to such programs.

There are infinite numbers of situations which occur in the simulation. The participant becomes the decision-maker. Multiple interactive effects which occur with every decision constantly change the decision environment. This is an example of the model's flexibility and its ability to offer possible answers to the "what if?" questions so often considered on a particular action.

#### Simulation adaptation

"Cass" (Computer-Automated Social Simulation), Model 1, developed by Jerry Debenham and Gerald Smith, University of Utah, was adapted as the model for the Utah Criminal Justice System simulation. This model is a dynamic one that produces complex effects by implementation of innovative programs, budget considerations, and local and national developments. No previous knowledge of computers or computer language is required in "Cass" so that adaptations can be made to change or modify any or all dimensions to fit the specific needs of the decision maker. In this way, the simulation provides the

opportunity for the user to implement new programs, change or delete existing programs and their effects, priorities, etc. with a minimum of effort.

#### Simulation objectives

UCJS is designed to help the participant:

- 1) Become aware of the relationships between criminal justice programs and institutional, political, and social effects.
- 2) Gain an insight into the mechanics of estimating priorities, establishing effects, and interpreting cost-benefit analyses.
- 3) Recognize the range and type of programs with their anticipated significant effects to the Utah Criminal Justice System over a period of one to ten years.
- 4) Appreciate the need for analyzing and attempting to control and/or adjust to events exogenous to the institutional dimensions of the criminal justice system.
- 5) Gain experience in using and designing computer "decision-making" models.
- 6) Develop an awareness of, and appreciation of, the power and limits of quantitative analysis.

#### Simulation elements

UCJS considers the interrelationships between six basic elements.

1. Trends and Developments are general occurrences of significance to the total criminal justice system. There are five state economic trends and

eleven national or local developments that may affect any of the 67 priority levels associated with the dimensions of analysis.

2. Decision Options are 60 alternative program choices which have associated costs and effects.
3. Categories of Effects are the 67 indices of specific interrelationships associated with each of the decision options. Categories of effects are considered on a scale of  $\pm 10$ , with zero indicating no effect.
4. Dimensions of Analysis are groupings of categories of effects into six groups for comparative analysis. These dimensions are: 1) Power Groups, 2) Juvenile Crime, 3) Adult Crime, 4) Public Values, 5) Criminal Justice Establishment, and 6) Socio-Effects.
5. Priorities indicate the comparative importance of each of the 67 categories of effects and the six dimensions of analysis. The priorities indicate the relative importance of each effect both within and between dimensions for each decision option. Priorities are considered on a scale from 0 to 100, with zero indicating no priority.
6. Costs refer to the resource investment in each program.

#### Possibilities of the simulation

UCJS incorporates a wide range of principles, from general systems theory, to cost-benefit accounting. It also allows for the "human" element of planning and decision making to be viewed and considered, since many of the dimensions to which programs are directed are their elements. The suggested

effects (reactions) of groups, as well as the participant's own human factor, enables the user to realize the many behavioral interrelationships that are involved in considering alternative decisions.

The more time, thought, and effort that are expended in obtaining the most realistic view possible, circumstantially, the more viable the model becomes. Man learns from past experiences. The comparisons between past programs where effects are fairly well established and those effects that may occur in the future is invaluable to the professional.

The UCJS simulation has advantages over many other models. The participant can inject his or her actual experiences (knowledge) into the process, thereby adding an even more "realistic" view of the problems at hand. In this way, the simulation can be played in the context of the entire criminal justice system, or it can be adapted to an individual's concerns. Some of the directions this could take are as follows: First, a division could take existing programs and effects germane to their purposes and develop these, with added information, into a separate simulation. Second, using the UCJS simulation, the participant who is concerned with a particular division can choose to investigate only those program alternatives pertaining to that division of the criminal justice system. Although the overall rankings of program effects are ranked against all available alternatives, it is possible to extrapolate the effects of the programs in which the participant is interested and compare their overall effects within categories. This presents the professional with an insight as to how to make his own comparative analysis.

One more advantage of this simulation is that the user may use a portable computer terminal anywhere in the nation and connect by telephone to the nearest computer facility. This enables the representative of any division of the Utah Criminal Justice System to use the simulation as a training or demonstration device in decision analysis with isolated criminal justice segments that exist in Utah.

#### Methodological Procedure

In brief, the procedure followed to establish the simulation of the Utah Criminal Justice System is as follows:

1. Development of a prototype of the Utah Criminal Justice System.
2. Submit to a panel of nineteen experts in the community or criminal justice affairs the prototype for their reactions. This procedure included variations of the Delphi Technique and consultation with professionals in their areas of specialization pertaining to the model.
3. Modification of the model by the researchers and presentation of modification to experts for further reaction.
4. Final modification of the model.
5. Assignment of all variables in the model, including costs and effects.
6. Program the model and values into the computer.
7. Complete a description of the model.
8. Evaluation: Let the participants use the simulation and react to it.

The main criteria for establishment of variables in the simulation was to attempt to reach a near consensus on values and effects in order for anticipated results to reflect the actual relationships involved. In some instances, this was fairly easy to establish; in others, the process was longer.

The nineteen professionals who participated in establishing values for this simulation have been stimulated to provide further assistance in its conceptualization. They have taken the effort to verbalize programs and their effects as they are related to the law, their own divisions, and other relationships within and without the system. In almost every instance they have offered additional valuable insight which has assisted in the formulation of a viable analysis simulation for the Utah Criminal Justice System.

TABLE 16  
 UTAH CRIMINAL JUSTICE SYSTEM: CATEGORY PRIORITIES  
 CORRELATION BETWEEN TOTAL RESPONSES

Respondent	Comparison of responses								
	Delphi Round 1				Delphi Round 2				
	Respondent				Respondent	Respondent			
	1	2	3	4		1	2	3	4
1	1.00	.31	.01	.37	1	1.00	.62	.42	.52
2	.31	1.00	-.01	.27	2	.62	1.00	.23	.49
3	.01	-.01	1.00	.20	3	.42	.23	1.00	.44
4	.37	.27	.20	1.00	4	.52	.49	.44	1.00

Mean correlation = .19

Mean correlation = .45

TABLE 19

UTAH CRIMINAL JUSTICE SYSTEM: PROBABILITIES FOR TRENDS  
CORRELATION BETWEEN RESPONSES AFTER CLARIFICATION

Respondent	ROUND 1			ROUND 2		
	Respondent			Respondent		
	1	2	3	1	2	3
1-YEAR PLANNING PERIOD						
1	1.00			1.00		
2	-.15	1.00		1.00	1.00	
3	-.27	1.00	1.00	1.00	1.00	1.00
	Mean r = .19			Mean r = 1.00		
5-YEAR PLANNING PERIOD						
1	1.00			1.00		
2	.94	1.00		.99	1.00	
3	.91	.99	1.00	1.00	.99	1.00
	Mean r = .94			Mean r = .99		
10-YEAR PLANNING PERIOD						
1	1.00			1.00		
2	.85	1.00		.88	1.00	
3	.96	.85	1.00	1.00	.87	1.00
	Mean r = .88			Mean r = .90		

TABLE 20

UTAH CRIMINAL JUSTICE SYSTEM: PROBABILITIES FOR DEVELOPMENTS  
CORRELATION BETWEEN RESPONSES AFTER CLARIFICATION

Respondent	ROUND 1			ROUND 2		
	Respondent			Respondent		
	1	2	3	1	2	3
1-YEAR PLANNING PERIOD						
1	1.00			1.00		
2	1.00	1.00		.99	1.00	
3	.62	.36	1.00	.07	.32	1.00
	Mean r = .66			Mean r = .52		
5-YEAR PLANNING PERIOD						
1	1.00			1.00		
2	.86	1.00		.89	1.00	
3	.12	.23	1.00	.07	.18	1.00
	Mean r = .40			Mean r = .38		
10-YEAR PLANNING PERIOD						
1	1.00			1.00		
2	.04	1.00		.29	1.00	
3	-.14	.40	1.00	.02	.40	1.00
	Mean r = .1			Mean r = .27		

TABLE 21

RESULTS OF MODIFIED DELPHI FOR ECONOMIC TRENDS: MUTUALLY EXCLUSIVE;  
PROBABILITY OF OCCURRENCE ADD TO 100

ECONOMIC TREND	Round	1 Year			5 Years			10 Years		
		Respondent								
		1	2	3	1	2	3	1	2	3
1. Severe depression .....	1	0	0.5	0	1	5	1	1	10.0	2
	2	0	0.5	0	1	5	2	1	10.0	4
Mean response = 2.3*										
2. Stagnation .....	1	1	3.5	1	20	15	4	13	25.0	8
	2	1	3.5	2	5	15	5	10	25.0	8
Mean response = 10.0*										
3. Business as usual .....	1	15	90.0	90	50	60	76	75	40.0	65
	2	88	90.0	90	75	60	74	67	40.0	62
Mean response = 69.7*										
4. Brisk expansion .....	1	80	5.0	9	25	15	15	5	22.5	20
	2	10	5.0	7	15	15	15	20	22.5	20
Mean response = 15.0*										
5. Boom condition .....	1	4	1.0	0	4	5	4	1	2.5	5
	2	1	1.0	1	4	5	4	2	2.5	4
Mean response = 4.3*										

\* Mean response is based on the 5-year planning period.

TABLE 22  
RESULTS OF MODIFIED DELPHI FOR DEVELOPMENTS: PROBABILITY (%) OF OCCURRENCE  
WITHIN A CERTAIN PERIOD OF TIME

	Round	1 Year			5 Years			10 Years		
		Respondent								
		1	2	3	1	2	3	1	2	3
1. Local teacher strike .....	1	0	25	10	50	50	41	75	75	65
.....	2	5	25	10	50	50	41	75	75	65
Mean response = 47.0*										
2. Reinstatement of the draft.....	1	0	5	1	25	50	20	50	90	36
.....	2	0	5	2	25	50	25	50	90	50
Mean response = 33.3*										
3. War .....	1	0	1	5	10	25	23	50	60	40
.....	2	0	1	5	15	25	23	50	60	40
Mean response = 21.0*										
4. State unemployment hits 8%.....	1	1	10	1	30	25	7	90	55	14
.....	2	1	10	2	25	25	11	75	55	20
Mean response = 20.3*										
5. Energy boom .....	1	100	100	4	80	80	20	50	40	36
.....	2	100	100	4	80	80	20	40	40	36
Mean response = 60.0*										
6. Ascendancy of right-wing view..	1	80	75	10	80	60	20	50	50	30
..	1	80	75	10	75	60	20	50	50	50
Mean response = 51.7*										

\* Mean response is based on the 5-year planning period.

BRIEF  
FOR PARTICIPANTS

COMPUTER SIMULATION OF THE  
UTAH CRIMINAL JUSTICE SYSTEM

This simulation is an explorator tool for the use of the professional in the Utah Criminal Justice System. It does not pretend to make decisions for the participant, or assume that any one or combination of decisions are "right" or "wrong". It is a profile, made as realistically as possible (under program limitations), of this system to be used to investigate various decision-making alternatives and multi-dimensional relationships that are presented to the user.

At the end of the entire simulation, the computer presents analysis of decisions made during the session -- a summary of moves (number of information requests, innovation successes or failures, additions, early terminations, etc.) made by the participant. It also presents the total number of points accumulated or lost by the participant for all planning periods, ranked with the last ten teams (or individuals) to use the simulation. The ranking with other participants enables the individual to consider the choices made compared to other professionals faced with a similar reality situation and decision choices.

For the participant's use we have included a description of dimensions and categories, trends and developments, and programs. How the effects were rated are usually defined in these descriptions. The simulation printout in crime categories indicates that a plus (+) sign indicates a program has a positive effect on the control of crime. All program effects are educated projections and are considered more viable than a random assignment of values. Program descriptions and cost have been verified, wherever possible, to represent existing and projected circumstances.

APPENDIX A

PROGRAM DESCRIPTIONS

UTAH CRIMINAL JUSTICE SYSTEM

1. TECHNICAL AID TO IMPROVE LOCAL  
CRIMINAL JUSTICE SYSTEMS

Optimum funding: \$200,000

This program is designed to improve the operating agencies' ability to solve their own problems. The objectives are:

1. Within one year to help all districts to produce area-wide plans for improving their criminal justice systems. Plans will be based on operating agency plans and coordinated with local and state planning operations.
2. To assist operating agencies in developing expertise in fiscal administration, procurement, property management, planning, budgeting, and management information.
3. Conduct district-wide training workshops for groups of operating agency personnel as well as individual assistance. Workshops will include the areas of number two, above, as well as an impact of energy development on crime and communities, public relations and other similar topics.

2. UNIFORM CRIME REPORTING

Optimum funding: \$175,000

This system provides a uniform crime report assembly and processing unit on the state level. This unit produces a single master uniform crime reporting information system from which uniform crime reports for all law-enforcement agencies within the state are prepared. Data generated in the field from law-enforcement agencies are forwarded to the Uniform Crime Reporting section located in the Utah Bureau of Identification for coding, which will create individual agency statistical and management reports related to crime activity as well as generating UCR information for submission to the FBI.

3. DECRIMINALIZE PUBLIC INTOXICATION Optimum funding: \$300,000

This program allows for those charged with drunkenness alone to be eligible for treatment instead of jail terms. The program is designed towards eliminating the arrest and re-arrest of persons on charges of public intoxication and placed in jail at a tremendous cost to the taxpayers. It will be financed by doubling the state tax on a barrel of beer to provide central receiving centers to which intoxicants will be taken instead of jail.

4. MISDEMEANANT PROBATION Optimum funding: \$1,000,000

This program is for development of community-based programs for those who otherwise would be incarcerated either in jail or the Utah State Prison. They are placed on probation with participation in a community-based treatment program as a condition of probation.

The program recognizes that those held in jail prior to trial have less of a chance of defending themselves adequately. Full implementation of a statewide misdemeanor probation system should have been completed by June, 1977. Average caseloads for probation/parole officers will be reduced to 50 units per officer by 1980. Different caseloads for intensive, regular, and minimal supervision will begin as a pilot program.

The number of defendants held in jail prior to trial will be reduced through the use of pre-trial release programs and pre-trial services programs. Services provided by a legitimate private or public agency will be used. This relieves pressure on the Utah State Prison and the jails for additional construction of holding space.

5. 90-DAY DIAGNOSTIC UNIT Optimum funding: \$500,000

The program refers a convicted offender to the Division of Corrections for an initial period of 90 days prior to final sentencing in order to identify the rehabilitative resources available to meet his needs.

Only those public offenders who, in the opinion of the District Court Judges, the Utah State Board of Pardons, and the professional staff of the Division of Corrections, do not pose a clear and present danger to themselves or others and who do not present an undue risk to the staff or the community are to be housed in a Neighborhood-based Diagnostic Unit. High-risk offenders go through the 90-day diagnostic unit in the prison environment.

The diagnostic Unit provides, as far as resources will permit, staff and residents, on a volunteer basis, to work with individuals, community agencies, groups, councils, etc. to develop systematic approaches to improving the general environment of the neighborhood in which a Diagnostic Unit is situated.

The objective of this program is to give support to the institutional classification system and to provide judges with information beyond a pre-sentence request for sentencing.

6. COMMUNITY CORRECTION CENTERS Optimum funding: \$800,000

These are commonly called "Halfway Houses" and are provided for pre-parolees nearing release from prison.

These centers are work-oriented and provide employment opportunities and social adjustment programs. All five community correction centers belong to a separate section of the Division of Corrections.

Objectives of this program are to provide for the offender and the community, the skills and orientation necessary for successful re-entry into the community.

7. DIVERSION OF STATUS OFFENDER Optimum funding: \$ 15,000

The purpose of this program is to divert the youth from involvement in the criminal justice system when the only offense is because of his or her status as a juvenile. The program includes 24-hour crisis intervention where a professional meets with both the parents and the juvenile in order to prevent the offender from acquiring a criminal record.

8. 60-DAY JUVENILE OBSERVATION Optimum funding: \$960,000

This is a unit called a Youth Service Center devoted for convicted delinquents. The juveniles placed in this center are ones that a juvenile judge is considering sending to the Youth Development Center (State Industrial School). Final disposition of the youth is made after this initial observation period.

9. GROUP HOMES Optimum funding: \$1,700,000

Group homes have been specifically developed as an alternative placement to institutions.

Group homes are regularly filled to capacity, and often have waiting lists for placement. The Division of Family Services has been designated as the public welfare agency responsible for contracting with private group homes or operating them directly. The majority of group homes are located in Utah and Salt Lake counties. Presently there are 20 privately owned and operated group homes, a group home operated by the Division of Family Services, and 2 group homes operated by the Granite Mental Health Center.

Before beginning operation a group home must be licensed by the Division of Family Services. Because of the lack of planning, group homes have not specialized their services to meet the needs of special types of children. Because there are so few group homes available, children are often placed wherever space is available rather than in the group home that can best meet their needs.

10. COURT ADMINISTRATOR'S OFFICE Optimum funding: \$300,000

This office serves as an administrative system for district, city and justice courts, subject to central direction by a judicial council, which enables these courts to provide uniformity and coordination in the administration of justice.

The court administrator is appointed by the Judicial Council and serves at the pleasure of the council and/or Utah Supreme Court. His duties are as follows: organize and administer all non-judicial officers of the courts; implement the standards, policies, and rules of the Judicial Council; formulate and administer a personnel administrative system (including both pre- and in-service training); prepare and administer the district court budgets and assist city and justice courts in their budget, fiscal, and accounting procedures; conduct studies and collect data in evaluation future court needs, develop uniform procedures for court management (including master court calendars); act as court liaison; establish personnel policies; establish uniform hours for court sessions; schedule trials and court sessions and designate judges to preside; call individuals to serve as judge pro tem; and perform other duties as assigned by the chief judge of the Judicial Council. In addition, the administrator is charged with the responsibility of planning, conducting, and supervising an annual judicial conference for all courts of the state where policies and ideas are exchanged.

11. PRETRIAL RELEASE (ROR) Optimum funding: \$230,000

This program was established to end overcrowding in the county jail. It is designed to free many offenders without bail on their own recognizance with their promise to appear for trial. This is basically directed towards responsible clients who have more to lose than to gain by missing an appearance at court.

12. CONSOLIDATION OF COURTS AND DISTRICT ATTORNEY Optimum funding: \$2,250,000

This program was established for the abolishment of district attorney offices

and having the county attorney assume these responsibilities in order to create a single prosecution system.

The major goal of this program is to have one attorney handle each case from issuance of complaint to final disposition. The county attorney who issues the original complaint also handles all matters of the case prior to conviction. He issues the felony complaint, issues any necessary search warrants, conducts line-ups, conducts the preliminary hearings, and prepares and presents evidence in any pre-trial evidentiary and suppression hearings. The same attorney also conducts the trial on any post-trial motions.

The single-prosecution system requires that if, upon conviction, a defendant is put on probation and then violates the terms of his probation, the same attorney conducts the probation violation hearing. The program, therefore, involves the attorney with the most knowledge of the case to effectively prosecute and deal with it at any stage of the proceedings.

13. PUBLIC DEFENDER SYSTEM Optimum funding: \$900,000

This system provides representation to indigent individuals charged with felony offenses and in some cases indigent individuals charged with a misdemeanor offense.

The Public Defender System is for the purpose of providing counsel for every person financially unable to employ counsel who faces the possibility of deprivation of his liberty. Although originally this program was designed to help individuals charged with felony offenses, it has been expanded to represent individuals charged with a misdemeanor offense, providing they did not knowingly and intelligently waive their right to counsel where there was a possibility of incarceration if convicted. At the present time there is also a Career Criminal Division to provide counsel to those offenders charged by the Salt Lake County Attorney's Office as "career criminal." The objectives of the Career Criminal Unit are: (1) to specifically handle the cases designated career criminal by the county prosecutor so as to minimize the necessity of continuance and delay, requisite with the constitutional rights and interests of the client; (2) to reduce the total case load for each of the attorneys dealing with the defense of career criminals to under 90 cases per year; and (3) to make certain that the constitutional rights of all individual defendants classified as "career criminal" are protected at all stages of the proceedings.

14. CAREER CRIMINAL PROJECT Optimum funding: \$275,000

The purpose of this project is to identify and organize units to prosecute

the habitual offender. The goals and objectives of the project are as follows:

1. Identify offenders whose criminal histories indicate repeated commission of dangerous criminal acts.
2. Speedily dispose of the career criminal cases with improved conviction rates.
3. Increase the capabilities of the county attorney's office to identify and handle the habitual offender.
4. Improve the conviction rate as charged for those offenders identified as career criminals.
5. Coordinate the information flow regarding the career criminal through sentencing and post-sentencing stages to ensure that the correctional phase will be more effective.

15. COMMUNITY CRIME PREVENTION Optimum funding: \$400,000

A crime prevention unit is an informational source to inform citizens and businessmen of practical measures in combating crime.

This program includes campaigns against specific crimes; i.e., residential and business burglaries, auto theft, illegal narcotics, rape, bad checks, shoplifting, and employee theft. Crime prevention units also concern themselves with the elimination of the opportunity for crime through the presence of police patrols and "hardening the site" to foil commission of crime. These measures include Vacation House check, In-Service training, Neighborhood Watch, Security Survey, and a Property Marking program.

16. YOUTH BUREAUS Optimum funding: \$300,000

A youth bureau is a specialized division of a police or sheriff's department, composed of one or more full-time juvenile officers, who handle all youth-related offenses for that department.

When a youth officer comes in contact with a juvenile, he has three options available to him: (1) counsel, warn and release; (2) release the juvenile over to his parents; or (3) referral to the Juvenile Court or another appropriate agency for services. The ultimate goal of the youth officer is to use the appropriate option available to him to prevent the child from having any further contact with the juvenile justice system.

17. SELECTIVE TRAFFIC ENFORCEMENT Optimum funding: \$250,000

This deals with most traffic accidents and conducts intensive scrutiny in traffic to weed out drunk drivers or people driving under the influence of drugs.

This division replaces the Traffic Division that was disbanded in 1976. It also deals with seasonal problems such as double parking during the holiday seasons, and an alert for shoplifting from cars during this time.

18. FIRST OFFENSE SHOPLIFTING PROGRAM Optimum funding: \$50,000

These are special clinics provided for first offenders and their parents. The goal of this program is to provide a more efficient and economical means of handling shoplifting cases and provide an alternative to processing through the criminal justice system.

Juveniles caught shoplifting will be brought to a special police out-post, where they will be processed and referred to the clinic. At the clinic, the juveniles discuss the factors that constitute shoplifting, receive a training session in self-control, and view a film on shoplifting. The parents will participate in discussions on what constitutes shoplifting and the psychological aspects of shoplifting.

Since a great deal of "white-collar" crime is a variation of shoplifting, it is hoped that these clinics will also act as deterrents of potential crimes of this type by adults and juveniles.

19. UPGRADE CORRECTIONS PERSONNEL Optimum funding: \$250,000

This program provides executive training for top and middle management personnel in correctional agencies. In-service training for adult probation and parole agents, Division of Corrections support personnel, community treatment personnel are included in this training. Another objective is to develop a curriculum for in-service training for jailors and correctional officers and in-service training for Juvenile Court personnel and juvenile detention center personnel.

20. ABOLISH PAROLE Optimum funding: \$100,000

To abolish parole, it would take a change in the constitution of the State of Utah. However, it is an innovation that has been considered in the past as

well as presently. This program would mean that each offender would serve the pronounced sentence to the limit of that sentence. However, still existing would be "Good Time" provisions where offenders are allowed time off from sentence because of good behavior at the institution. Typically, this provision would have to remain because it is one of the main areas of control over the prisoner that the Division of Corrections has.

21. NEIGHBORHOOD JUVENILE PROBATION Optimum funding: \$850,000

This provides direct services to communities in Utah by giving community-based services to the child, family, and community. Probation avoids the negative effects and expense of removal of a child from his home, family, and community to an institution.

Children are placed on probation when the court determines they have sufficient strengths and controls to remain in the community. Probation counselors provide support for the child and his family and exercise control over his delinquent tendencies. While on probation, a child may be required to attend counseling therapy sessions, participate in recreational activities, etc. The family may participate in family therapy with the probation counselor or another agency allied with the court. The probation counselor is responsible for the child's relationship with the family, community, and the law.

22. MENTAL HEALTH SERVICE TO JUVENILE COURT Optimum funding: \$93,000

Mental health needs of children are provided by the comprehensive mental health center in the area in which they live. Some of the larger comprehensive mental health centers have a specialized unit to serve the youth under age 18 and one has a small residential program.

The Salt Lake County Youth Service System program has contracted with the three mental health centers in Salt Lake County to provide mental health services to their clients and provide staff to the youth service system.

The Adolescent Residential Treatment Center (ARTC) serves Salt Lake and Tooele Counties and is associated with the Granite Mental Health Comprehensive Community Health Center. It has two specialized group homes that serve children from 12 to 17 years of age, with severe behavioral problems. Referrals are made to the program from the Juvenile Court. The program was developed in coordination with the Juvenile Court Judges in the area it serves.

23. DEVELOP COMPREHENSIVE STATE JUDICIAL SYSTEM Optimum funding: \$150,000

This system will assist all the State's Trial Courts to speed the processing of court cases, particularly criminal cases.

It is also designed to improve the maintenance and accuracy of court records and enable more efficient use of jurors and witnesses. This program is under the Division of The Court Administrator.

24. CIRCUIT COURTS Optimum funding: \$2,000,000

This is a new statewide misdemeanor court system. It will have 33 Circuit Court Judges of which 25 are present City Court Judges. First year expenses include salaries of the 33 Circuit Court Judges, 3 Trial Court Executives, 4 secretaries, and substitute Judges; Employee benefits and travel; Rentals of land and buildings; office equipment and furniture; and aid to local governments.

25. SWAP - STATEWIDE ASSOCIATION OF PROSECUTORS Optimum funding \$105,000

This association provides assistance to city and county attorney offices in such areas as internal office management, paper flow, and the brief bank. The activities of SWAP are as follows:

1. To function as a clearinghouse for training both pre-service and in-service for state prosecutors.
2. To aid, when called upon, in the coordination of prosecutorial activities.
3. To function as a liaison among various arms of prosecution and to assist prosecutors through the creation of a long-range planning unit and other research assistance to provide legal assistance not in opposition to that required of the attorney general by statute.
4. To provide pertinent information on new cases in criminal law and important points of law related to prosecution through the publication of a monthly newsletter.
5. To upgrade the image and role of prosecution through the creation and continuation of a professional organization.

6. To distribute updated sections of the Utah Criminal Code outline and Prosecutors Handbook, and with the assistance of the authors, indices and cross references to each.

7. To aid in the implementation of standards and goals as suggested and approved by the Law Enforcement Planning Council task force on prosecution/court standards.

26. ECONOMIC CRIME UNIT Optimum funding: \$400,000

This is a separate unit with the Justice Division of the Office of the Utah State Attorney General's office whose specific purpose is to investigate and prosecute "economic crime" or "white collar crime." Some of the objectives of the Economic Crime Unit are:

1. Evaluating the extent of criminal activity in securities and land sales area.
2. Investigating and effecting the prosecution of individuals and organizations deemed to be guilty of white collar crime.
3. Developing an information system on securities and land sales crime activities and practitioners.
4. Assisting in the establishment of public education programs designed to inform businessmen and the public of the threat of white collar crime activities.
5. Assisting local and county agencies in the development of intelligence and methods of combating white collar crime.

27. MAJOR FELON UNIT TO ASSIST POLICE INTERJURISDICTIONAL COOPERATION Optimum funding: \$125,000

This program is enhanced by a system of intelligence information exchange, and procurement of additional crime scene investigation equipment. It is designed to help with technical assistance and research enabling information exchange among the various police units within the state. Its primary goal is to reduce the major crime or set of crimes within a geographical location.

28. ABOLISH THE INDETERMINATE SENTENCE Optimum funding: \$10,000

This program is aimed at establishing a fixed sentence more in line with the crime committed. It would eliminate such sentences as 5 years to life, 5-15 years, etc. In most instances, sentences would be shorter, the exceptions would be those crimes considered as heinous by society.

The goal of this program is to eliminate widely separated sentences awarded different offenders for the same crime. Prescribed would be a narrower range of prison terms for each crime. A burglar, for example, could be sentenced only to one of three terms. Most would be expected to receive two-year terms, but a judge could also sentence a prisoner to 16 months if he finds mitigating circumstances. Aggravating circumstances would bring three years in prison.

Violent criminals would face especially tough sanction because their penalty could be enhanced. First-degree robbery by a person armed with a pistol, for example, would bring an extra year in prison just for the use of a gun.

29. JUVENILE PREVENTION AND DIVERSION Optimum funding: \$400,000

These are those public organizations that work to prevent juveniles from coming in contact with the justice system or that provide services to children either before or as an alternative to processing through the juvenile justice system.

These organizations include Youth Bureaus (under the direction of Law Enforcement Agencies, see program 16); Youth Service Bureaus (not administratively related to any criminal justice agency); and school districts and private Youth Organizations. All continue to work in their own way to help the youth of this State. Implementation of the program is only directed towards those organizations that are related to the criminal justice system.

30. JUVENILE COMMUNITY BASED PROGRAMS Optimum funding: \$300,000

These programs are directed towards upgrading the aftercare services provided for juvenile offenders. The purpose of aftercare is to successfully place juveniles in the community from the institution and to ensure community adjustment.

These services have been directed to a child released from the State Industrial School. Aftercare services have been transferred to the Division of Family Services district offices. Presently there are five full-time and twelve

part-time staff providing aftercare services. Training is provided on the Division's aftercare policy and procedure.

New to this program in 1978: Develop victim restitution programs which require the child to take responsibility for his criminal offenses.

31. CITIZEN DISPUTE SETTLEMENT Optimum funding: \$74,000

Minor crime cases arising from neighborhood and family disputes are screened by local authorities and referred to hearing officers for mediation. Hearings are held during the day, evenings, or weekends for the convenience of the desputants and normally within one week after complaint is filed.

Law students, trained as mediators, will meet with the disputants to help with the process. Goal is to divert up to 98% of this kind of offender from normal processing and thus save time and money for the State. The effects for the offender involved in minor criminal conduct is that he or she will be spared the stigma of an arrest record.

32. UPGRADE POLICE TRAINING Optimum funding: \$150,000

This program ensures that all police officers in the state are adequately trained to perform their functions. This objective is met by providing 320 hours of basic training and 40 hours of in-service training to every sworn officer, including town marshals, reserve officers, mid- and upper-management personnel, specialists, and support personnel.

This program is also designed to establish the training needs of officers, specialists, and executives and to train officers in the specialized area of terrorism and hostage negotiations.

33. OFFICER INSTRUCTOR IN SCHOOL Optimum funding: \$500,000

Police officers are used in Junior and Senior High Schools as instructors. These officers serve to give the students a fuller awareness of the law, law enforcement, citizen rights and protection. They do not serve in a primary position of enforcing regulations on school property, but rather in a public service capacity to facilitate a better understanding of the young into the purposes and procedures of the criminal justice system.

34. T.V. SURVEILLANCE AND APPREHENSION Optimum funding: \$150,000

This program provides for the installation of TV cameras in high-frequency crime areas. Local authorities and the legislature combine to provide the authority to install TV cameras in select high-frequency areas. The program is designed to detect criminals in the process of committing a crime.

A certain number of TV installations are to be permanent, with other units protable to be placed into high-suspect areas as criminal activity increases. This program of surveillance will be highly advertised except for the actual location of the cameras. A pilot program would be established in 16 high-crime areas along the Wasatch Front. This program is designed to deter potential and repeat offenders from assuming that they can repeatedly commit criminal activities in designated areas.

35. UNIFICATION OF CORRECTIONS Optimum funding: \$100,000

The overall goal of this program is to develop a statewide corrections program. The general goals are:

1. Establishment of a full-time Board of Pardons, capable of handling the increased complex and time-consuming role with which they are statutorily vested.
2. Establish a planning and program evaluation unit within the Division of Corrections.
3. To assist in the establishment of a statewide coordinated rehabilitation program.
4. Unify juvenile and adult corrections to provide more efficient, less overlapping, more compatible programs. This would also give more visibility to corrections, hopefully better resolving corrections problems.

36. NATIONAL ACCREDITATION OF THE CORRECTIVE SYSTEM Optimum funding: \$50,000

This program is to encourage reform of national and state corrective systems and awarding a public seal of approval to prisons that meet minimum standards.

To qualify for accreditation, a system must comply with 90 percent of the standards the commission considers "essential", 80 percent of those ranked as "important", and 70 percent of others classified as "desirable".

37. SHOCK PROBATION Optimum funding: \$10,000

The purpose of this program is to release the prisoner before the typical contamination by seasoned criminals takes place.

Shock probation allows a felony prisoner to apply to the courts for release within 130 days. Except for those offenders doing time for a first-degree felony (such as murder and rape) and other hard felonies and serious drug offenses for which the minimum term is high, any inmate is eligible. Success of this program depends on extensive post-sentence investigations of the offender.

38. UPGRADE JUVENILE JUSTICE COURT PERSONNEL Optimum funding: \$56,000

The goal of this program is to meet ULEPC Corrections Standard 3.10, "Staff Development". Most of the juvenile justice personnel in Utah are unable to meet these standards. Training is generally seen as a luxury and not enough money is allocated for it in regular budgets. The objectives of this program are:

1. To provide at least 40 hours in-service training to at least 75% of Juvenile Court personnel.
2. To provide 50 hours in-service training for at least 45 juvenile detention center personnel.
3. To develop a curriculum for group home personnel.
4. To provide at least one 8-hour training session for group home personnel.
5. To provide specialized training for law enforcement officers working with juveniles.

39. EARLY DETECTION-STIFF SENTENCE FOR JUVENILE OFFENDERS Optimum funding: \$7,800,000

All offenders are tested, and if shown to be potential intensive or hard-core criminals, they are given long sentences irregardless of age.

Researchers have found that more dangerous, highly active criminals are involved in serious crime before they reach the age of 13. It is now conceivably possible to identify these "intensive" or hard-core criminals at an early age. This program will test and screen all juveniles involved in any delinquent behavior. If they are detected as being an intensive criminal, they will receive long sentences at the time when the punishment will do the most good.

The aim of this program is to have maximum confinement and treatment at that age when behavior can best be altered. Confirming this action are studies showing that over a full career, the average intensive offender commits about 10 times as many crimes as the intermittent offender, yet is 5 times less likely to be arrested for any one crime.

Costs attributed for this program include added time of incarceration and the costs for testing delinquents.

40. CONTINUING JUDICIAL EDUCATION Optimum funding: \$36,000

The purpose of the program is to continue to provide adequate training to all judges of the state. Costs of this program exclude the costs for education of Juvenile Judges and Justices of the Peace.

In addition to in-service training for currently appointed judges, this program would provide training for new judges and court support personnel who are appointed as a result of New Circuit Court legislation.

41. VICTIM/WITNESS ASSISTANCE Optimum funding: \$200,000

The program is designed to assist victims and witnesses of crimes; plea negotiations; and provide police legal advisors and management training. This program will begin with a pilot project in the Salt Lake County Attorney's Office dealing with the problems of victims and witnesses. Training will be made available to all prosecutors including city attorneys. Objectives of the program are as follows:

1. Provide at least minimum assistance to victims and witnesses of crimes.
2. To distribute and implement, with the assistance of the Statewide Association of Prosecutors, the adopted standards and goals dealing with the prosecutor and especially those dealing with plea negotiation.
3. To continue the existence of police legal advisors in the county attorney's offices in the more populated areas of the State.

4. To train county attorneys in basic office management through continued in-state training being supplied by SWAP. To also continue out-of-state training when it is felt this training is beneficial.

42. NEIGHBORHOOD YOUTH RESOURCE CENTER Optimum funding: \$100,000

This is a community center open to youth in high crime areas. The center would be open 12 hours per day, and the goal is one of crime prevention. A center would provide the following:

1. Crisis intervention, or immediate short-term aid.
2. Individual plans for long-term comprehensive assistance.
3. Counseling and education assistance to groups of youngsters.
4. Referrals to cooperating agencies and careful monitoring and follow-up.
5. Legal referrals.

Emphasizing its role as a community center, it would also sponsor recreational and cultural programs, counseling for youths on probation, and legal education for neighborhood residents. Heritage exploration may also be included in the community program.

43. VOLUNTTER POLICE RESERVES Optimum funding: \$75,000

Law enforcement personnel are supplemented by utilization of trained volunteer reserves. Applicants over the age of 21 are screened for good health and moral character and then appear before a selections committee which votes upon their acceptance into the program. Those accepted receive a minimum of 60 hours of training in police procedures and policy, plus Red Cross emergency medical training. After one year as probationary patrolmen and more in-service training, they can become senior patrolment and drive a patrol car without an accompanying regular officer. On-going service training is required of these officers. They do not receive a salary but are allotted minimum uniform expenses.

44. ESTABLISHMENT OF CONTROLLED PROTOTYPE PROGRAMS Optimum funding: \$250,000

To realistically evaluate programs, a separate department of research is developed to implement new programs on a randomly selected basis.

This procedure would also entail a control group randomly selected and a before-after study conducted on the effectiveness of the program. For some innovations, complete cooperation of the courts, corrections, and law enforcement agencies will be necessary.

45. VICTIM COMPENSATION PROGRAM Optimum funding: \$300,000

This program recognizes that the justice system has a responsibility to the victim of a crime that often goes beyond simply stating the facts.

The plan is primarily for victim compensation to pay medical and other bills resulting from commission of a crime. In September, 1977, the United States House of Representatives approved a bill to help provide compensation for victim injuries. Under this bill, States with programs to compensate victims of violent crimes could receive federal funding for up to 25 percent of the cost. The maximum compensation for any victim would be \$25,000. Under this legislation, no federal money could be paid that duplicates compensation paid by insurance and no funds would compensate such property losses as stolen cars. As of January 16, 1978, there were 22 states that now have compensation plans.

46. UNIT MANAGEMENT IN CORRECTIONAL FACILITIES Optimum funding: \$50,000

Decentralization of authority and decision-making by trained personnel within the correctional situation is considered to increase the effectiveness of the facility.

Trained personnel within the correctional situation are believed capable of facilitating corrective and administrative duties without the intervention of those from above. Under this program, unit managers and other personnel have responsibility for effectiveness, security, etc. of their unit. Responsibility for effectiveness is considered the keyword for this project to work. Personnel within a unit (as well as the unit manager) are expected to have more incentive to excell in their duties.

47. USE VOLUNTEERS IN JUVENILE COURT

Optimum funding: \$15,000

Volunteers are used in preparing, compiling and filing reports in order to save court costs and expedite court procedures. Each volunteer will be trained in correctional philosophy, interviewing techniques, relationships and termination principles and a family-centered approach to the juvenile and his problem. Group processing will be stressed during training, and upon completion, the volunteer will be assigned to field units according to the needs of the unit and the interests of the volunteer.

Probation officers will be given primary responsibility for the supervision of the volunteers. The purpose of this project is to improve the overall service of the probation service to the young client. It is believed that positive relationships between probation officers and volunteers will be important to the success of this program.

48. JUROR UTILIZATION AND MANAGEMENT PROJECT

Optimum funding: \$60,000

This program is designed to promote better utilization of jurors. The project examines the methods by which jurors are called, selected, and serve the courts. It also examines different mechanisms that are involved in payments made to jurors. Upon completion of the project, recommendations will be made that will:

1. Promote more effective selection of jurors.
2. Utilize juror time more effectively.
3. Create a mechanism for speedy and uniform payment of juror fees.

Some reforms will necessarily involve some legislative and administrative changes. Upon implementation of this program, there would be zero cost involved. It is projected that because of the more efficient uses of jurors that a savings to the criminal justice system would occur.

49. PLAINCLOTHES BICYCLE PATROL

Optimum funding: \$100,000

This project attempts to reduce localized burglary and theft rates in neighborhood areas where bicycle patrols are more mobile and effective than patrol cars.

Police officers dressed in casual clothes would patrol streets, alleys, and business areas on the alert for crimes in progress, or signs of attempted entry. After a pilot program to determine the areas of high (burglary, theft, etc.) crime, the program would be announced and highly publicized to the public. The goal of this program is one of deterrence as well as one of apprehension.

50. UPGRADE INFORMATION SERVICES

Optimum funding: \$300,000

This program would upgrade the present information services within the State in order to increase their effectiveness. The Law Enforcement Information system, Court Information System, Corrections Information System, and the Juvenile Information System are in need of additional facilities and capabilities. As there becomes an increasing number of cases processed each year in these divisions, it is apparent there are storage and retrieval problems. In some divisions, information is fragmented, and that system would require extensive update to become effective. It is important that all systems deliver maximum service, and an attempt to coordinate efforts towards this goal is imperative.

51. COMMUNITY-BASED PRISONS

Optimum funding: \$2,500,000

Selected communities in the population will be encouraged to construct facilities for the treatment of offenders. These facilities will house no more than 60 prisoners. Housing will be of two types: 1) traditional design, and 2) "open institutions" for the offender of more simple crimes who are not considered a danger to the community.

Upon recommendation of staff authorities, furloughs for these inmates will be considered. Members of the community will be encouraged to interact with offenders in order to form long-term relationships and community involvement.

52. RECOUPMENT PROGRAM

Optimum funding: \$50,000

Prisoners are to make restitution for the crime committed. Monetary restitution will be determined on a case-by-case basis and members of the victim's family or the victim himself will play a role in the determination of payment. In some cases, restitution may take the form of work or other activities. This process will be supervised by a court-like structure within Corrections and all subsequent releases will, in part, be contingent upon making satisfactory restitution.

53. DIAL-A-TEEN EMPLOYMENT CENTER

Optimum funding: \$49,000

The purpose of the program is deterrence and rehabilitation by implementation of an employment center which offers businesses and homeowners a chance to hire, at hourly rates, teenagers for part-time employment.

This service is designed and monitored by the probation division of the Juvenile Court and Corrections. They help to enlist the help of all teenagers, businesses, and the public to support the hiring of teenagers for part-time employment. The office is provided with adult and teenage help, and lists of any teenagers by area will be kept so that, if possible, the job for which he/she reports will cost a minimum of transportation and other expenses.

It is hoped that this program will assist the teenager to refrain from indulging in crime, and provide him or her with the experience and references necessary for permanent jobs once they are out of school.

54. COURTROOM MONITORING

Optimum funding: \$50,000

This program would work through volunteer organizations where involved citizens would visit certain courtrooms on specific days for observation of courtroom proceedings. These volunteers would record their observations, and at the end of a specified time (example, six months), would submit these reports to the proper authorities such as The Bar Association, Court Administrator's Office, Defenders Association, etc.

Observations would include the number of times a court was visited, name of judge, prosecutor, defense attorney, etc. It would also state information concerning the amount of time jurors were milling around with nowhere to go, the hours the courtroom was not utilized, and delays that occurred because a witness, defendant, or plaintiff did not appear in court, etc.

This citizen group would have no authority but would be rendering a service to the system by offering the layman's observations of actual proceedings.

55. NEIGHBORHOOD BASED LAW ENFORCEMENT

Optimum funding: \$200,000

This program decentralizes the delivery of police services. A team of officers assumes the around-the-clock responsibility for crime control and police services within a specific area of the community. Officer responsibilities are

expanded to include investigative work and community relations services. With decentralization, decision-making becomes a product of teamwork, allowing officers a stronger voice in planning actions and policies that affect them directly. It is anticipated that these elements increase office job satisfaction, as well as improve the quality and quantity of police services to the community.

56. VOLUNTEER PROBATION COUNSELOR Optimum funding: \$100,000

This program utilizes lay volunteers who counsel high-risk probationers, misdemeanants of ages 16-25.

Volunteers are screened and those accepted into the program receive extensive training. The program is intended to provide services to the offender and society by family counseling, training of marketable skills, and/or help in job placement.

57. INDUSTRIAL PARK

Optimum funding: \$1,000,000

This project provides meaningful work by making available work opportunities in private industry that are established on prison premises. The program is intended to be a method of restitution, rehabilitation, and help the offender pay for the cost of incarceration.

58. COORDINATE AGENCIES DEALING WITH JUVENILES

Optimum funding: \$1,500,000

This is a new program involving the coordination of Salt Lake County Institutions dealing with the treatment of all juveniles. It is scheduled to begin July, 1978, and funded by a grant from the Division of Family Services. The program is directed towards all juveniles, not just those who are or have been in contact with the Juvenile Justice Division.

59. ANTI-FENCING PROGRAM

Optimum funding: \$200,000

The program is primarily for the identification of, and the apprehension of those individuals who sell or buy stolen property. In order to be effective, the program includes both the buying of stolen goods, and the selling of stolen goods. The goal is to apprehend those criminals who are extensively involved in this traffic.

60. POLICE CAREER CRIMINAL PROGRAM Optimum funding: \$300,000

This focuses upon the utilization of police staff to identify and gain evidence of the career criminal's participation in continuing crime. The program calls for more extensive knowledge of those who have been identified as "career criminals", their M.O.; an investigation of their whereabouts as suspects to certain crimes committed; extensive and complete investigation of the scene of a crime to determine if it can be connected with a known career criminal; the gathering of evidence of criminal acts of the career criminal in order to lead to prosecution and conviction.

APPENDIX B

DESCRIPTION OF DIMENSIONS AND CATEGORIES

POWER GROUPS: Priority levels for power groups are determined by the effect (influence) these categories have upon the Utah Criminal Justice System.

	<u>Priority Level</u>
1. Neighborhood Councils - residents in a geographical area who take an active interest in actions which affect them.	28
2. L.D.S. Church - the official position of the church and the position and/or attitudes of the membership who take an active interest in actions which affect them.	68
3. News Media - press, television, radio, and magazine industries.	50
4. Women's Groups - influential groups that are actively involved in supporting or opposing actions which affect the citizens of the state. This includes the League of Women Voters and the Committee on Status of Women.	20
5. Minority Committees - various organized minority groups (ethnic, racial, sex, age, etc.); interested in civil rights.	20
6. Influential Families - those families whose money, name, or church affiliation, along with a stated position on a subject, can influence planning.	23
7. Business and Industry - includes owners and managers of locally owned business as well as large, national, heavy industry with plants or factories in the state.	45
8. Professional Organizations - represent professionals who have advanced training and specific skill.	30
9. Federal Government - public service employees and their respective departments/agencies.	55
10. Attorney General's Office - interprets law and is consulted on new legislation and programs.	33
11. Governor's Administration - governor, lieutenant governor/ secretary of state, auditor, treasurer, and other elected and appointed officials who advise the governor on administrative matters.	65
12. Legislature - individual legislators and legislative committees who screen proposed programs and budget; vote on proposed legislature.	88

JUVENILE CRIME: Priority levels for juvenile crime categories are determined by the priority the Utah Criminal Justice System places upon these crimes in planning, developing, and implementing programs.

	<u>Priority Level</u>
1. Criminal Homicide - murder, willful felonious homicide with malice aforethought; and manslaughter, felonious homicide without malice aforethought.	85
2. Robbery - stealing or taking anything of value from a person by force or violence or by putting in fear.	60
3. Aggravated assault - assault with intent to kill or for the purpose of inflicting severe bodily injury.	63
4. Burglary - breaking or entering or unlawful entry with the intent to commit a felony or theft.	60
5. Theft (Larceny) - theft or stealing of property that is not taken by force and violence or by fraud.	50
6. Auto Theft - stealing or attempted theft of a motor vehicle.	30
7. Simple Assault - assaults which are not of an aggravated nature.	33
8. Status Offenses - all offenses designated as such by provision of local or state statutes as offenses by juveniles (includes runaway).	25
9. Sex Offenses - forcible rape, prostitution, commercialized vice, and all other local sex statutes (includes attempts).	48
10. Vandalism - willful or malicious destruction, injury, disfigurement, or defacement of property without the consent of the owner or person having custody or control.	50
11. Narcotics - offenses related to narcotic drugs, such as unlawful possession, sale, use, growing, and manufacturing of narcotic drugs.	50
12. All others - arson; embezzlement; receiving, buying, or possession of stolen property; weapons infractions; gambling; driving under the influence; forgery and fraud; and all other offenses of state or local laws (except traffic).	10

ADULT CRIME: Priority levels for adult crime are determined by the priority the Utah Criminal Justice System places upon these crime categories.

	<u>Priority Level</u>
1. Murder - willful felonious homicide by one human being against another with malice aforethought.	88
2. Manslaughter - felonious homicide by one human being against another without malice aforethought.	43
3. Robbery - stealing or taking anything of value from the care, custody, or control of a person by force or by violence or by putting in fear.	70
4. Assault - assault with intent to kill or for the purpose of inflicting severe bodily injury.	75
5. Burglary - breaking or entering or unlawful entry with the intent to commit a felony or theft (includes attempted forcible entry).	70
6. Theft (Larceny) - theft or stealing of property not taken by force, violence, or by fraud (includes shoplifting, pocket-picking, theft of bicycles, etc.).	48
7. Auto Theft - unlawful taking or stealing or attempted theft of a motor vehicle.	45
8. Forcible Rape - the carnal knowledge of a female, forcibly and against her will in the categories of rape by force, assault to rape, and attempted rape (excludes statutory offenses).	68
9. Forgery - making, altering, uttering or possessing with intent to defraud, anything false which is made to appear true (includes counterfeiting). Includes attempts.	43
10. Other Sex - statutory rape, offenses against chastity, common decency, morals, and the like (includes attempts).	38
11. Narcotics - offenses related to narcotic drugs, such as unlawful possession, sale, use, growing and manufacturing of narcotic drugs.	73
12. All Others - included in this category are arson, simple assault, embezzlement, receiving or buying or possession of stolen property, vandalism, weapons infractions, prostitution and commercialized vice, gambling, driving under the influence drunkenness, vagrancy and all other offenses of state or local laws.	20

PUBLIC VALUES: The priority levels for public values are determined by the comparative proportion of the public to hold these values.

	<u>Priority Level</u>
1. Kill Offenders - individuals who feel it is proper to kill rather than to incarcerate or attempt rehabilitation of those offenders of murder or other heinous crimes.	30
2. Physically Incapacitate Them - those individuals who believe that maiming or corporal punishment is desirable for the more serious range of offenses. This also includes those considered to be habitual offenders in the lesser crime categories.	8
3. Lengthen Time of Incarceration - those individuals who believe that the majority of prison sentences are too short and that longer periods of incarceration would better serve justice.	60
4. Restitution to Fit the Crime - these individuals believe that present sentences do not always reflect the severity of the crime. They advocate punishment and/or restitution in direct relationship to the crime committed and the damages occurred.	93
5. Lighten Sentences for Most Crimes - these individuals believe that in most cases the longer the sentence, the more hardened the offender becomes, and that justice would be better served by lighter sentences for most crimes.	30
6. Rehabilitation - individuals who believe it is the purpose of the criminal justice system to rehabilitate offenders; that all offenders can indeed be helped to lead more productive, non-criminal lives by various rehabilitative methods.	40
7. Free Them - Radical Return - those individuals who feel most all punitive measures are unjust and/or ineffective (includes maximum time of rehabilitation). They profess that the radical return of the offender into the community is best for the individual and society.	9

CRIMINAL JUSTICE ESTABLISHMENT: This priority level has been determined by the priority level the Utah Criminal Justice System places upon these categories.

	<u>Priority Level</u>
1. Staff Morale - the extent to which the employee is satisfied with his/her job and relationships with co-workers and clients.	65
2. Staff Security - measures the professional's belief that his/her job can be permanent regardless of funding or political considerations.	80
3. Staff Status Enhancement - the degree to which the professional can enhance his/her status within the division and with other professionals in the field; and the degree of autonomy provided the professional.	60
4. Volunteers - individuals who donate time and talent to helping in some area of the criminal justice system.	43
5. Improve Working Conditions - the degree to which program will improve conditions in which the professional performs duties, and/or provides new or improved facilities which increase effectiveness and efficiency.	45
6. Board of Corrections Satisfaction - the extent to which decisions or programs support board planning and recommendations.	48
7. Board of Pardons Satisfaction - the extent to which recommendations of the board are implemented and cooperation with the board is emphasized.	55
8. Law Enforcement Satisfaction - the degree to which law enforcement personnel receive cooperation from other agencies and feel they have adequate funding to enforce the law and develop new programs.	55
9. Court Satisfaction - the extent to which programs and decisions allow the courts to feel they can operate effectively; have cooperation with other agencies; adequate funding.	55

CRIMINAL JUSTICE ESTABLISHMENT (continued)

	<u>Priority Level</u>
10. Corrections Administration Satisfaction - the degree to which freedom and funding allows the administration to develop and implement long and short-term programs; receive cooperation from other criminal justice agencies; feel programs show positive results.	55
11. Social Services Satisfaction - the extent to which programs and planning help to further the overall physical and mental well-being of the citizens of the state.	45
12. Criminal Satisfaction - the degree to which the offender is satisfied with a program or decision. Many offenders are likely to have views in opposition to aims of a particular program or decision.	38

SOCIO-EFFECTS: This priority level is determined by the priority the Utah Criminal Justice System places on these categories.

	<u>Priority Level</u>
1. Community Involvement - measures the degree to which citizens take an active interest in and understand the goals of the Utah Criminal Justice System.	45
2. Government regulation - measures the amount of government complexity and control in relation to a crime program.	53
3. Deterrence - measures the degree to which the program is aimed at the prevention of crime or ameliorating the effects of crime.	40
4. Justice - measures the degree to which all persons are treated equally regardless of age, class, sex, race, etc., as a result of the crime program.	45
5. Police Effectiveness - measures the degree to which the program increases the apprehension and prosecution of offenders.	40
6. Cooperation - measures the degree to which the program fosters cooperation between the various levels of the criminal justice system and private agencies.	50
7. Court Effectiveness - measures the degree to which the program increases the effectiveness of the judicial process.	38
8. Personal Rights - measures the effects of the program on personal rights of citizens.	60
9. Physical Safety - measures the degree to which the physical safety of citizens is affected as a result of the program.	68
10. Mental Security - measures the degree to which the citizens feel safe and secure from crime.	48
11. Monetary Savings - measures the impact of the program on monetary savings of the citizens from the effects of crime.	50
12. Investment Security - measures the degree to which the program increases the security of citizens to invest in homes or businesses.	50

#### INTER-DIMENSIONAL PRIORITY STATUS

	<u>Dimension</u>	<u>Priority Level</u>
1.	Power Groups	80
2.	Juvenile Crime	58
3.	Adult Crime	70
4.	Public Values	75
5.	Criminal Justice Establishment	50
6.	Socio-Effects	40

APPENDIX C

DESCRIPTION OF ECONOMIC TRENDS:  
LOCAL AND NATIONAL DEVELOPMENTS

ECONOMIC TRENDS

Trends are mutually exclusive; the rating for each planning period adds to 100

Probability of occurrence in a 5-year period: on scale of 1-10

1. <u>Severe Depression</u> : similar to the 1930's; decreasing employment growth, perhaps more than 15% unemployment rate; declining revenues to government.	1
2. <u>Stagnation</u> : employment growth about 2% per year; 8% unemployment; stringent budget limitations.	2
3. <u>Business as usual</u> : 2-1/2 - 4-1/2% growth in employment; modest state budget; 4-1/2 - 7% local unemployment.	10
4. <u>Brisk Expansion</u> : 4-1/2 - 5% state growth in employment; 4-5% local unemployment; increasing budget.	3
5. <u>Boom condition</u> : 6% employment expansion; 3% local unemployment; rapidly growing economy; increasing government budget.	1

DEVELOPMENTS

Developments are considered by the probability represented by PERCENTAGES of occurrence within a time frame	Probability of occurrence in a 5-year period
1. <u>Local Teacher strike</u> costs UCJS \$50 thousand: resulting in large numbers of youth with spare time on their hands.	47
2. <u>Reinstatement of the draft</u> yields UCJS \$300 thousand: decreases potential UCJS client population.	33
3. <u>War</u> yields the UCJS \$650 thousand: affects the C.J.S. in that high-risk clients are taken from the system.	21
4. <u>State unemployment hits 8%</u> and costs UCJS \$550 thousand: a job displacement situation resulting in more high-risk clients entering the criminal justice system.	20
5. <u>Energy Boom</u> costs UCJS \$500 thousand: increases the high-risk individuals to enter the state.	60
6. <u>Ascendance of right-wing views</u> costs UCJS \$1 million: as a result at period's end appear to dominate the political scene; no acceptance of further reform.	52
7. <u>Death of LEAA</u> (Law Enforcement Assistance Administration costs UCJS \$1.5 million: LEAA deemed extravagant concept. The Agency is eliminated; 30% reduction in federal funds entering the state.	35
8. <u>Prison system ruled unconstitutional</u> costs UCJS \$7 million: Court rules that prisons as we presently know them constitute cruel and unusual punishment. Alternatives must be found.	1
9. <u>Prison Riot</u> costs UCJS \$4.5 million: Full-scale prison riot. National Guard called in.	10

10. <u>Police Strike</u> costs UCJS \$900 thousand: Local police in one or more of the Wasatch Front areas go on strike leaving a skeleton force for emergency service only.	3
11. <u>Withdrawal of Federal Funds</u> costs UCJS \$4.5 million: Total withdrawal of Federal funding for criminal justice programs.	4