

SALT LAKE CITY POLICE DEPARTMENT
Police Component of
A COMPREHENSIVE CAREER CRIMINAL PROGRAM
Program Narrative

I. Coordination of Police-Prosecutorial Activities Against the Career Criminal Element in Salt Lake City

The Police Component of this Police-Prosecutor Career Criminal Program (PPCCP) must be and will be closely integrated into and coordinated with the present efforts of the Office of the Salt Lake County Attorney and, more specifically, with the Career Criminal Unit of the Criminal Division.

A. Background

The Prosecutorial Component of the Career Criminal Program was initiated on July 1, 1975 in Salt Lake County. The program was funded under two separate Federal LEAA Discretionary Grants, which ran consecutively. The two grants, #75-DF-08-0023 and #76-DF-08-0033, were assimilated into the regular functions of the Criminal Division of the Salt Lake County Attorney's Office with the termination of the continuation grant on October 31, 1977. This local assumption of the Federally funded projects speaks for the local commitment of resources to the utility and value of the project to the Salt Lake County area. A review of accomplishments of the projects for the period of July 1, 1975 through September 30, 1977 is as follows:

189 Defendants accepted for priority prosecution;

205 Separate criminal convictions,

54 of the convictions were by trial,
151 were obtained by pleas of guilty.

This resulted in a conviction rate of 94% with the most serious felony charged at 77.5% of the total.

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Of the above convictions, the following categories of crimes were accounted for under the project:

- 26 Robberies
- 65 Burglaries
- 3 Homicides
- 9 Rapes
- 7 Felonious Assaults
- 43 Grand Larcenies
- 3 Kidnappings
- 49 Other - Miscellaneous

At the present time, the Career Criminal Unit is staffed by the Unit Director, two (2) attorneys, the part-time services of an investigator, a Unit secretary, a data collector, and a screening secretary. The Federal grants also included the development of an automated system, the Prosecutor's Management Information System (PROMIS). PROMIS was originally implemented as part of the Career Criminal Program with the information system capabilities extending through the Criminal Division of the County Attorney's Office.

The staffing of the Prosecutor's Career Criminal Unit, since termination of the Federal grants, has been reduced by one full-time attorney's position. As a result, the case load of attorneys under the Unit has increased from 55 to 60 cases to 75 to 80 cases. Investigative capability within the Unit is presently limited to the part-time services of an investigator available to the Unit.

As addressed in Part III-A, "Statement of Program Goals," of this application, the primary, first and overall goal of the project is to increase over the long term, the clearance rates for the selected specific crimes of robbery, burglary and larceny. Other offenses by objective are not specifically addressed therein; however, the project impact upon other offenses will be recorded, documented, and measured. Through the coordinative efforts

of this proposed project with the existent Career Criminal Prosecutorial Component of the County Attorney's Office, this first goal will involve a demonstration that a jurisdiction's rate and incidence of serious and violent crime can be impacted upon by the strengthening and coordination of police efforts to establish a priority emphasis upon the identification, investigation, apprehension and successful prosecution of repeat criminal offenders.

B. Background Purpose of this Proposal

Within the City of Salt Lake, this proposal seeks to formalize a police component, thus creating a comprehensive career criminal program through linkages with the operational prosecutorial career criminal program component already existent. This building of a comprehensive program thus intends to address the following existent general deficiencies in the police-prosecutorial capabilities in mutually dealing with the multiple serious offenders-career criminal elements in Salt Lake City:

1. There exists a present lack of a central coordinative function within the Police Department to work with the prosecutor to facilitate a concentrated police-prosecutorial effort to actively pursue the identification, investigation, arrest and ultimate successful prosecution (conviction) of the career criminal.

No specific or singular source of cooperation, coordination, or communication now exists between the Career Criminal Unit of the prosecutor's office and the Operations and Investigations Bureaus of the Police Department. Functional linkages do exist between individual prosecutors and

officers. However, these linkages generally exist on a case-by-case and subject-by-subject basis. (This general deficiency is addressed by the "Goal #1," the "Related Objectives," and the associated "Evaluation Criteria/Methodology" as set out in Part IV, "Evaluation," of this proposal.)

2. The Career Criminal Unit of the prosecutor's office successfully developed and pursued an effective operation against the career criminal in the Salt Lake area. However, the administrations of the Salt Lake City Police Department and the County Prosecutor's Office mutually agree that there has, to the time of the inception of this proposal, been a distinct lack of full commitment of police resources to the career criminal efforts of the prosecutor's office. In other words, this proposal seeks to develop administrative and operational commitments to the career criminal program, which heretofore were formally nonexistent between the City and the prosecutor. What has existed in the past is an informal and intermittent set of relationships without firm commitments of resources in a coordinated setting. In brief, there has been a failure to get the City Police Department to become fully committed and involved in the anti-career criminal effort initiated by the prosecutor's office. This proposal seeks to facilitate this commitment. (This general deficiency is addressed, as with #1 above, by the "Goal #1," the "Related Objectives," and the associated "Evaluation Criteria/Methodology" as set out in Part IV, "Evaluation," of this proposal.)
3. Without the coordination and full commitments of police resources to the prosecutor's career criminal effort, a maximum utilization of resources

was not possible. For example, without a total commitment of police resources, it is necessary from time to time to commit and utilize the staff (particularly the prosecuting attorneys) of the unit to tasks associated with case preparation and case building - tasks more appropriate to the police function.

C. Appropriate Proposal Response

As a consequence of the preceding deficiency considerations, there exists an expressed concern on the part of both the Salt Lake City Police and the County Prosecutor's Office that casebuilding capabilities are presently insufficient. Thus, it is perceived that the quality of case prosecutions could be improved through the establishment of a coordinated police-prosecution policy toward the problems posed by career criminal elements in the City. Through the formulation and execution of a coordinated policy high level setting of priorities, stronger commitments of police and prosecutorial resources can be focused upon individuals that meet career criminal criteria.

In terms of police operational level priorities, the setting of overall agency policy commitments will seek, through this proposal, to facilitate, develop and capitalize upon and utilize the following creative elements of the LEAA Discretionary Program for 1978:

a. Crime Prevention - The vehicle for this emphasis lies in the use of committed resources of the Police Department as:

1. Technical resource to the neighborhood level community crime prevention activities presently under development by the Salt Lake Association of Community Councils. (The Salt Lake Association of Community Councils (SLACC's) is constituted as a Citizen Participation

Organization serving an advisory capacity to the Salt Lake City Board of City Commissioners. The Association is made up of eight (8) greater neighborhoods, comprised of fourteen (14) councils associated with the SLACC organization. The SLACC organization, therefore, is comprised of elected neighborhood representatives which represent and serve their constituent neighborhoods and sit as elected representatives on the SLACC Board. Typical issues of concern to the SLACC Organization are:

- Zoning and land use
- Parks and recreation
- Shopping and commercial development
- Engineering, including
 - Drainage
 - Traffic flows
- Historic Preservation
- Community development and design, including
 - Redevelopment, rehabilitation, and historic preservation
- Utilization of block grants and other sources for community improvement

(This commitment is addressed by the "Goal #4," the "Related Objectives," and the associated "Evaluation Criteria/Methodology" as set out in Part IV, "Evaluation," of this proposal.)

2. Reordering of Patrol Priorities - This project intent proposes the utilization of committed resources of both directed and non-directed patrol time of police personnel toward pursuing and promulgating proactive crime prevention in the neighborhood residential and commercial setting - i.e., involving patrol resources toward assisting the resident(s) and business person(s) in reducing the threat or probability of becoming the victim(s)/target(s) of

crime. (This commitment is addressed by the "Goal #4," the "Related Objectives," and the associated "Evaluation Criteria/Methodology" as set out in Part IV, "Evaluation," of this proposal.)

b. Improved Service Delivery through Development of a Patrol Resource Model - This project element of intent proposes to extend and expand both directed and non-directed patrol resource allocations to better accommodate increased service delivery demands. This is in response to the increased calls for service demands placed upon the Salt Lake City Police Department, exemplified by an increase in calls for service by 5.1% (or 5,401 calls) in 1977 over the previous calendar year - 1976. This is made necessary due to the present limitations on budget resources for personnel in the City of Salt Lake. Moreover, local government administrative commitments demand the fullest and most expeditious utilization of police personnel resources (through prioritization of service response) before any consideration of increased personnel allocations is possible. Thus, as it should be, additional police personnel resources in Salt Lake City are justified only after it can be demonstrated that present resources are currently being utilized to the best and fullest extent possible. (This commitment is addressed by the "Goal #4" and "Goal #5," the "Related Objectives," and the associated "Evaluation Criteria/Methodology" as set out in Part IV, "Evaluation," of this proposal.)

c. Improvement in the Quality of the Preliminary Criminal Investigation Process - Early and continued involvement of patrol personnel in the initial stages of criminal investigations addresses the critical need

to early on establish the basic elements of the crime, preserve the scene and its evidence, identify key witnesses, and thus set the tone of an orderly and professional handling of the criminal case through the maximum utilization of solvability factors in the process. Associated with this element of the patrol role development process is the design and implementation (through policy) of coordinated patrol and investigative operations. (This element is addressed specifically by the "Goal #3," the "Related Objectives," and the associated "Evaluation Criteria/Methodology" as set out in Part IV, "Evaluation," of this proposal.) With regard to this element, two major and necessary procedural components of patrol and investigative operations must be fully developed. The first component applies to the refinement of reporting techniques and abilities of patrol and investigative personnel, thus generating accurate and timely criminal offense reports which are vital to the quality of case documentation and casebuilding, as well as necessary to the utility of information as support to the need for accurate crime reporting, management of data for strategic planning, and data for operational analysis of crime. The second component applies to the expeditious discovery, identification, collection, maintenance, and control of evidence to thus insure its utility to the casebuilding process and its admissibility in judicial proceedings. (These components are specifically addressed by the "Goal #2" regarding reporting and "Goal #1" regarding skills in recovery and maintenance of evidence, the "Related Objectives" and the associated "Evaluation

Criteria/Methodology" as set out in Part IV, "Evaluation," of this proposal.) These components relate directly to the fourth project element, that of:

d. Provision of an Adequate and Accurate Information Base regarding the incidence, frequency and dispersion of crime, coupled with a comprehensive data base concerning the career criminal element in the City. Two resources apply to this element of this proposed Police Component to the Comprehensive Career Criminal Program. The first is having a tactical information base, through crime analysis, from which basic target area, target crime, and target career criminal data is gleaned. Associated with the existent crime analysis capability, is the second resource, i.e., the utilization of timely and accurate criminal offender record information (criminal histories) on career criminal defendants. Both the crime analysis and criminal history resources are operational within the Police Department at the present time. The Crime Analysis Unit provides summary crime incidence reporting, data profile and specific crime characteristics reporting, basic management/resource allocation reporting, crime tracking and plotting. Both field interview and criminal history data files of the Department's automated information system are in the "file loading and testing - on line phases of development." Modus operandi (M.O.) file capabilities are presently in the preliminary design stage of development. (These components of this project element are addressed by "Goal #1," offense and disposition tracking; "Goal #3," increased patrol involvement and accountability; and "Goal 5," strategic planning; the "Related Objectives," and the associated "Evaluation Criteria/Methodology" of each Goal, as set forth in Part IV,

"Evaluation," of this proposal.) This project element, in suggesting the utility of information resources as tracking-accountability-planning devices, suggests a fifth project element, that of:

e. Provide for and Operationalize Strategic Planning in the management and decision making processes leading to the allocation of police resources against the career criminal. This involves the development of abilities to assess existent conditions, construct predictive models, or forecast future conditions from trend assessments, identify appropriate alternative solutions to problems and situations, set priorities for action, and adequately assess and evaluate impacts of resource utilization and expenditure. Strategic planning, therefore, for the concerns of this proposal, is to be applied in a highly detailed and specific fashion to the selected and targeted career offenders and yet involve a wide range of coordination, detailed orientation, operational direction, and carefully orchestrated dissemination of information to carry out the activities of the project in addressing its goals and in the meeting of its objectives. (This element is addressed by the "Goal #5," the "Related Objectives," and the associated "Evaluation Criteria/Methodology" as set out in Part IV, "Evaluation," of this proposal.)

D. Relationship of this Proposed Police Component to the Prosecutorial Component of the Comprehensive Career Criminal Program

This proposed Police Component of a Comprehensive Career Criminal Program, as previously stated, seeks to capitalize upon and coordinate with the existent prosecutorial capabilities of the Career Criminal Unit of the Salt Lake County Attorney's Office. In this coordination, several

essential existent elements of the prosecutorial function are identified as presently available elements which are essential to the success of a well coordinated and comprehensive career criminal program. Among the most essential elements are the following:

1. Case Evaluation and Screening - Since the implementation of the Career Criminal Prosecution Unit in 1975, the screening and evaluation of all felony cases to identify the career criminal has occurred according to the following approved category profile criteria regarding cases involving individuals who:
 - a. Have more than two felony convictions for homicide, forcible sex offenses, aggravated assault, robbery, or burglary;
 - b. More than three felony convictions;
 - c. Five or more felony arrests for violent crimes or serious property crimes previously listed;
 - d. More than two felony convictions in the last five years; and/or
 - e. Had two or more open cases in District Court for serious crimes.
2. Experienced and Competent Prosecutors Assigned to Handle Career Criminal Cases - Senior prosecutors have been assigned to the Career Criminal Prosecution Unit as originally programmed in the CCP Federal Grants. The individual attorneys originally assigned to the Unit have, since 1975, been reassigned by promotion and transfer. The original grant project director remains as head of the Unit. Two new prosecutors have replaced the initial attorney staff. One has over two years' experience with the prosecutor's office, and the second

has four years' experience. Therefore, sufficient experience, and more importantly, competence, is not an issue with regard to the quality of prosecutorial abilities among the present professional staff of the Unit.

3. Individualized and Specific Case Handling - Career criminal cases are screened, selected, prepared, and prosecuted on an individual basis. The Unit prosecutors are responsible to the Unit director for the thoroughness in which each case is prepared and prosecuted. This verticle handling, i.e. control through supervision, monitoring and case quality evaluation, applies to each prosecutor and his/her caseload.

4. Restrictions and Prohibitions on Plea or Sentence Bargaining - The CCP Unit operates under a "no plea"-sentence bargaining policy. The prosecutor's office reports that, under rare circumstances, there have been instances where lesser charges or lesser included offenses have received pleas where there have been stipulated certainties of incarceration. During the measured 27 months of the Prosecutor's CCP, a 94% conviction rate for career criminal defendants was attained, with 77.5% of those convicted having been convicted of the top felony charge of original filing.

5. Witness Consideration and Coordination - Since 1976, a victim/witness coordination program has been in operation within the County Prosecutor's Office. Case management information is stored, processed, retrieved and utilized for management of the CCP Unit through PROMIS (Prosecutor's

Management Information System). The coordination of witness matters is managed by specific data inputs, processing and output-status reports of the PROMIS system. All CCP cases receive the management reporting support of PROMIS, including matters essential to insure witness coordination and cooperation.

6. Case Data Collection and Analysis to Assess Project Effectiveness -

The ability to assess project effectiveness began in 1976 with the implementation of PROMIS. This automated management information system has been utilized to analyze the efficiency of the CCP. The data base and processing capabilities of PROMIS have been and continue to be used. For instance, this capability was utilized recently in support of the "Executive Summary - Results of PROMIS Cost/Benefit Study," which was completed by the Institute for Law and Social Research (INSLAW) in October, 1977. The system provided primary source data for the ongoing monitoring, evaluation/impact assessments made of the CCP under the Federal discretionary grants. This system capability will continue to be available both as an assessment and management device of the ongoing CCP, as well as a system support to the Police Component of the Comprehensive Career Criminal Program.

7. Representation of the "People" at Parole or Early Release Hearings -

Prosecutors of the CCP are present at parole and early release hearings for the specific purpose of providing background information and recommendations on each career criminal subject. This activity is an ongoing part of the CCP operation.

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8. Availability of Analysis Capabilities - Quantitative analysis services are presently being provided by personnel assigned to the Administrative Services Unit of the prosecutor's office. This Administrative Services Unit operates as a function of the Office of Chief Deputy of the Criminal Division. These services continue to be utilized in the same manner of support given to the CCP Unit during the discretionary grant period (July, 1975 through October, 1977). The aforementioned PROMIS capabilities continue to support these internal analysis capabilities.

These eight elements of the prosecutorial component are regarded as being essential to the broadened scope of a Comprehensive Career Criminal Program - broadened through this proposed and intended development of a police component to support the existent prosecutorial capabilities.

E. Relationship of this Proposed Police Component to the Courts and Correctional Systems

1. The Courts - Two essential elements of the court process are involved with this proposal. They are:

a. The existence of high priority status to the docketing of career criminal cases.

The judicial system in Utah operates under "speedy trial" rules, which provide for a period of ninety days to disposition. Priorities in the docketing of cases are set by the Judiciary and are dictated by the judgements of the court regarding many characteristics of the case, which may change from time to time as a result

of a wide universe of possible motions and procedural dictates under the law and the rules of criminal procedure. With all these matters taken into account, over a 27-month period of measurement the average time from arrest to trial of CCP defendants was 86 days.

b. Speedy preparation of pre-sentence reports.

This element, under the purview of the court, is performed by the Office of Adult Probation and Parole of the Utah State Department of Social Services. In the instance of CCP defendants, the provision of pre-sentence reports in a timely fashion has not been a problem. Such reports, initiated by direction of the court, have met the time frames set for sentencing of defendants in CCP cases.

2. Corrections - Three essential elements of the Corrections process are involved with this proposal. They are:

a. The speedy preparation of pre-sentence reports.

This element of the CCP, as addressed by #1, "The Courts, #b," above, is a functional element of corrections which, in Utah, operates under the purview of the courts with regard to documenting pertinent facts to appropriate sentencing considerations.

b. Functional arrangements in notifying the prosecutor of impending parole or pardon hearings.

This element of the CCP is adequately addressed. As noted previously under D-7, "Representation . . ." the prosecutor is notified and is represented at such hearings. This relationship between the prosecutor's office and Corrections is presently adequate and functional.

c. Provision for the release of pertinent reports.

This element of the CCP involves the flow and exchange of information between Corrections, the courts, the prosecutor and the police - all with specific data needs unique to their own functional requirements. Sufficient information is available from Corrections regarding the status of CCP subjects under the institutional or non-institutional supervision of the Department of Social Services. This flow of information continues to be adequate for CCP needs.

F. Coordination Among Criminal Justice Agencies

The issue of coordination, addressed previously in this Part (refer to Part I, B-1) is a fundamental ingredient of the primary Goal #1 and its related objectives of this application (refer specifically to Part IV, "Evaluation," of this proposal). Therefore, this proposal intends to create a PPC Police liaison function at the administrative level of the Salt Lake City Police Department. Through this liaison function, the Police Department will be brought into a full participative role in the Career Criminal Program . . . a role it has not filled in the past. Liaison contacts and arrangements are presently existent in the Office of the Prosecutor (the Director of the CCP), within the Department of Social Services, and at the District Court. Through the operation of this intended project and these liaison contacts, a fully coordinated Comprehensive Career Criminal Program is possible.

PROGRAM NARRATIVE

Salt Lake City Police Department Police Prosecutor Career Criminal Program

II. Profile

A. The City

The Salt Lake City Police Department serves a city of approximately 180,000 persons residing within an incorporated municipality comprising approximately 70.5 square miles. An analysis of community growth indicates that the population of Salt Lake City has grown from 175,000 persons (1970 census) to the present estimated 180,000 residents. Growth analysis indicates that the cumulative trend of growth will continue through 1980 and beyond, particularly due to expansion of the City through annexation and extension of municipal services as a result of industrial and commercial development within the City. Salt Lake City is the largest city in the state of Utah and present economic forecasts predict an accelerated growth potential for the City due to industrial and recreational growth...a trend reversing an approximate 7% population decline during the 1960's.

A map of the city is included for references as Appendix 1.

B. City Government

The city of Salt Lake is administered by a City Commission elected at large and functions as a municipal corporation serving the resident population, industry and commerce. Approximately 72 miles of state highway and 562 miles of city streets are maintained within the city. The City provides public services and community maintenance resources to its resident population as well as the daily influx of some 180,000 persons who work, shop and seek the various sources of entertainment and recreation available within the city (1976 estimates by the Salt

Lake City Chamber of Commerce). The \$438,155,126.00 1976 valuation of the city is indicative of the extent of public and private resources and enterprises supported by the municipal services maintained by the city of Salt Lake.

A city organizational chart is included for reference as

Appendix 2.

C. Police Department

The Salt Lake City Police Department, headed by E.L. "Bud" Willoughby, has a present authorized filled position strength of 450 persons of which 355 are assigned to sworn positions and 95 are classified as civilian employees of the department.

1. Agency Characteristics:

The present personnel strength and experience characteristics of the police department (July 1977) are illustrated by the following breakdown of personnel by position classification and actual or average experience.

<u>POSITION</u>	<u>TOTAL</u>	<u>EXPERIENCE</u>
Chief of Police	1	29 years
Asst. Chiefs	3	27 years
Captains	10	24 years
Lieutenants	21	20 years
Sergeants	50	18 years
Technicians	7	24 years
Patrol officers	261	4 years
Administrative Asst.	1	30 years
Dispatchers	15	4 years
Jailer	1	22 years
Keypunch Operators	8	3 years

<u>POSITION</u>	<u>TOTAL</u>	<u>EXPERIENCE</u>
Supervisor of Firearms and Maintenance	1	18 years
Police Clerk	58	6 years
Key punch Coordinator	1	10 years
Bomb Technician	1	5 years
Records Bureau Supervisor	6	16 years
Athletic Program Coordinator	1	4 years
Administrative Secretary	1	5 years
Director	1	4 years
Computer Programmer	1	2 years
Artist	<u>1</u>	<u>2 years</u>

Total - Sworn & Civilian *450 Average Exp. 13 years

*(Not including 5 sworn and 1 non-sworn vacancies).

These positions are deployed by general agency function as follows:

<u>DEPLOYMENT</u>	<u>NUMBER OF PERSONNEL</u>
Administrative	11
Administrative Services & Civilian Comp.	16
Airport	10
Crime Laboratory	11
Detective Headquarters	26
Intelligence	5
Central	71
Internal Affairs	3
East Precinct	53
Sugarhouse Precinct	40
Glendale Precinct	38
Northwest Precinct	45
Records Bureau	81

DEPLOYMENTNUMBER OF PERSONNEL

Training

18

SID/VICE Control

22

Total Personnel

*455

*(Plus 5 sworn and 1 non-sworn vacant position)

The deployment of field personnel is accomplished through the use of 186 automobiles (85 marked and 101 unmarked), 11 motorcycles and 8 special purpose motorvehicles. The deployment of the 355 sworn personnel of the department yields a ratio of 1.97 officers to every 1,000 residents of the city. In July 1976, the police department adopted a decentralized form of operations which resulted in the creation of five precinct stations throughout the city. This decentralization was made necessary in order to relieve excessive overcrowding of the Metropolitan Hall of Justice facilities at 450 South 300 East which previously housed all functions and services of the department. A second and yet more primary benefit of the decentralization accomplished a movement of the department's services into the community thus making public access and police response more convenient, faster, and efficient. One direct effect of this decentralization was the elimination of the traffic division of the department and assignment of traffic functions to individual precinct patrol operations. The 12 motorcycle unit and 9 traffic accident automobile unit officers previously assigned to traffic functions handled by the traffic division were, as a result, relieved of specific traffic control, traffic selective enforcement, and motor vehicle traffic accident functions and were assigned to the newly formed five precincts.

At the present time, each patrol officer of the department receives 36 hours of initial training under the Peace Officers Standards and Training (P.O.S.T.) curriculum and 16 additional hours of training in specific procedures related

to traffic control, selective enforcement techniques, and motor vehicle traffic accident investigation methods upon assignment to patrol duties. Training directly related to traffic functions will be intensified through the resources of a recently awarded Highway Safety Subgrant which provides for the deployment of specialized units for Selective Traffic Enforcement and Alcohol-Drug Countermeasures. These units will be deployed in January, 1978.

The organizational structure of the police department was changed in May, 1977 and now provides for the operations of three separate bureaus, each commanded by an executive officer of the rank of Major. The bureaus provide for the administration of Operations, Administration, and Investigations. An organizational chart detailing this structure is provided as appendix 3. A description of this organization follows.

Operations Bureau

The Bureau is divided into three patrol divisions, under which personnel allocations are made, for the present time, by call frequency within each division. As the functions of crime analysis become operational, the availability of personnel deployment alternatives for decision makers will be broadened. The crime analysis function was staffed effective September 1, 1977 with the acquisition of the services of a unit director. The crime analysis unit is assigned as a function directly responsible to the Operations Bureau Commander. The three patrol divisions of the Bureau are assigned to geographically determined areas of responsibility in the city - East, Central and West. Each area is divided into patrol sectors having three shifts each and serve the northwest, central, glendale east and sugarhouse areas of the city. These areas are served by patrol beats which serve as service area designations for assignment of patrol personnel. A map illustrating these service area designations is provided

as Appendix 4. The Operations Bureau also administers the services of the Operations Support Division which comprises specific support services augmenting the patrol function and include a K-9 section, solo motor section, traffic accident investigation section, selective traffic enforcement program/Alcohol-Drug Countermeasures (Step/A-DC) functions, Hit and Run Detail, and the School Crossing Guard Section.

The purpose of these sections, functions and details is to free up the time of the patrol officer by being able to utilize the specialties of the Operations Support Divisions when problems requiring their expertise arise.

The philosophy of the three patrol divisions differ geographically as follows:

Central Patrol Division

The Central Patrol Division is essentially a commercial area. Central is comprised of a highly transient population, which accounts for the many small hotels and other such residential living facilities. There are also large numbers of bars, cafes and entertainment facilities. These factors explain the high call frequency for services and underlie unique policing problems quite different from the rest of the city, such as high rise buildings and large stores, malls and other commercial establishments.

East Patrol Division

East Patrol Division is a mixture of both commercial areas and residential communities. It is a stable area and, as a result, demonstrates very few drastic increases in call frequency for police services. Residents vary from upper to lower income. East is the location for three hospitals as well as the University of Utah. The University's presence creates a high level of transient residents. A major policing problem in the East

Precinct is a high incidence of residential burglaries. Residents are identified as belonging to the Avenues, University, Capitol Hill and Sugarhouse neighborhoods.

West Patrol Division

The West Patrol Division is primarily a residential area, although there is some light commercial activity as well as dense industry. This division includes the Salt Lake International Airport and industrial expansion taking place to the west of the airport. Since it is the fastest expanding residential and industrial area in Salt Lake City, our West Patrol Division presents unique policing problems involved in maintaining manpower and facilities which expand at the same rate as the population and business. These citizens identify themselves as being two separate communities; Rosepark, an area in the northwest, and Glendale, an area in the west central and southwest portions of the city.

Administrative Bureau

The Salt Lake City Police Department maintains its own records and identification units under the Administrative Bureau. The I.D. Section files all mug shots and fingerprint cards and retains all crime scene photographs and fingerprints.

The Records Unit currently maintains all records on arrests and personal identification, crimes, accidents, property and evidence. The Unit is also responsible for indexing and information retrieval and the provision of information assistance to the public. The Records Unit is further charged with the proper indexing, cross referencing, filing and dissemination of reports generated by officers of the department.

Academy Division

The S.L.C.P.D. Academy Division is made up of a Public Information Unit, a Law Enforcement Skills Unit and a Career Development Unit. The Law Enforcement Skills Unit is responsible to prepare new personnel to be knowledgeable in law enforcement skills and to have a working knowledge of the State and local criminal laws. This unit is also charged with giving refresher courses to the veteran personnel toward improving operational skills in firearms training, self defense, assault tactics, and crime prevention and control tactics/techniques.

The Career Development Unit concerns itself with objectives each person wants to achieve in the agency itself, whether it is a career in the uniform, investigative, or administrative services of the department, the Career Development Unit oversees and guides the officer in the direction he/she wishes to achieve during his/her police career.

2. Description of Recent Police Department Improvements

Improvement of police services has been treated as an on-going process within the police department for the last several years. The major developments are treated within the context of the yearly period of occurrence.

Fiscal Year 1971

- Inception of Special Tactical Forces...This program consisted of 20 patrolmen and four (4) sergeants, divided into four teams to deal in special tactics in identification of problem crime areas and utilizing said tactics as a deterrent.

Fiscal Year 1973

- Establishment of a Narcotics Investigation Unit. A special grant was received enabling the formation of a unit of officers to deal with special problems in the field of narcotics.

- Establishment of an Aerial Support Unit. This helicopter unit was used in connection with the Special Tactics Forces, surveillance, and normal patrol duties.

Fiscal Year 1974

- Organization of Strategic Patrol and Coordination Efforts (S.P.A.C.E. Grant). S.P.A.C.E. was a team policing unit designed to give emphasis on neighborhood crime identification and prevention.
- School Resource Program was established with the express purpose of exposing high school age young people within the city to the judicial and law enforcement systems in a formal setting.

Fiscal Year 1975

- Implementation of a Major Felon Unit. This is a small specialized Detective Unit designed to keep track of the individuals committing the major crimes and to work with the County Attorney's Career Criminal staff in the prosecution of the same.

Fiscal Year 1977

- Reorganized the patrol force, from Central Headquarters to a division status to include three (3) divisions within the incorporated city limits.
- The expansion of patrol strategies to include walking beats in high crime areas and implementation of limited directed patrol activities.
- The Detective Division was reorganized to improve the investigative process.
- Organized the Solo Motorcycle Unit. The unit provides support to directed patrol activities identified by Crime Analysis in high crime areas.

- Development of written policies and procedures governing department operations, defining lines of authority, responsibility and accountability (refer to Appendix 5).
- Development of 2 POLICE REPORT WRITING MANUAL, October 2, 1977 defining the guidelines of reporting within the department (refer to Appendix 6).
- Reorganization of the Central Records function including the initiation of first line supervisory review of reports prior to their input to the bureau, transmittal of crime incidence reports to key functions of the department immediately subsequent to the completion of the shifts by reporting officers, review and verification of report completion and accuracy prior to entry of data into manual and automated files, and the re-structuring of manual and machine files/indexes utilizing updated file conversion techniques and equipment applications.
- Development of automated criminal history and criminal offense tracking files in conjunction with the introduction of the crime analysis function as an administrative support resource to the Administrative Bureau of the department.

3. Assessment of the Current Status of Police Operations

It has only been in the past four (4) years that serious interest has been given to the improvement of patrol operations in the Salt Lake City Police Department. This interest has been spurred by a growing awareness by Law Enforcement Administrators of the need to achieve significant crime control gains above and beyond productivity and efficiency levels of the past. The knowledge that patrol elements constitute the first and often the most critical police response to crime and emergency service incidents has led to the questioning

and challenging of traditional methods for conducting patrol operations. Recent research on criminal investigation supports greater developmental emphasis toward patrol. Findings indicate that the primary determinant of successful criminal investigations is the extent and quality of information uncovered by the patrol officer during the preliminary investigation. One such research effort, that cited in the RAND Report - "The Criminal Investigation Process" proposes reforms in the police prosecution investigative processes with a primary focus upon the quality of the preliminary investigative process involving the patrol officer as a key functionary in the quality and thoroughness of crime control efforts. More specifically, the RAND study highlighted the importance of the preliminary investigation process and emphasized the importance of the role of the patrol officer in this process. In summary, when competent and complete preliminary investigations are initiated by the patrol function, then the follow-up or more extensive investigative and prosecutorial actions regarding criminal cases can be made more efficient. When such information is absent or remains undeveloped at the initial investigation stage, then the probability for solving such cases is reduced.

The Salt Lake City Police Department has assumed recently an administrative posture that expresses a concern that the primary focus of police activities should be directed toward objectives concerning the proactive control and prevention of criminal activity. In order to pursue such objectives in the most effective and efficient manner possible, several characteristics of Salt Lake City should be recognized.

- The city incorporates two military base operations, one at Fort Douglas in the East Patrol Division and the Air National

Guard operations immediately adjacent to the Salt Lake City International Airport served by the West Patrol Division and Airport Security unit of the police department.

- The city experiences a regular and sizable influx of persons on tour or vacation who seek sports recreation and entertainment outlets within or near the city.
- The city incorporates the educational, recreational and special activities, both on and off campus, of the University of Utah and Westminster College.
- The City is geographically located in a highly desirable area at the foot of the Wasatch Mountain range which offers amenities associated with the qualities of life desirable to persons and corporations wishing to locate in the area. This factor presently attracts industrial and commercial development within the city.

As a result of many factors, among which the foregoing are examples, the resident population and incorporated area of the city is expanding. The growing role of the city as a commercial, industrial and transportation core center of a greatly expanded metropolitan area necessitates a continuous evaluation of the extent and quality of police service available to the public within the constraints of a closely controlled and restricted budget.

With the appointment of E.L. "Bud" Willoughby and the subsequent administrative reorganization of the department, the department is making a transition from a traditional style to one focusing on contemporary, progressive and innovative police philosophies. In order to match the geographical, commercial/industrial

and population expansion of the city and yet keep within the present restraints of available resources, the department has begun to pursue new approaches through programs which provide the most effective and efficient impact upon crime problems. Consequently, improved utilization of resources is receiving the major attention of the present police administration.

When budgetary conditions permit, the police department has and will continue to expand its patrol operations to meet demands placed on it. However, the administration realizes that basic changes are necessary within the patrol function in order to maximize patrol effectiveness, given a fairly constant level of personnel and budget resources.

Through Police Prosecutor Career Criminal Program, the department, in a multi-year project, will focus a developmental thrust in simultaneous and coordinated implementation of improved police strategies to render more efficient the police investigative and apprehension procedures and abilities. This effort will include the utilization of crime analysis capabilities, the refining and improvement of patrol preliminary investigative procedures, rational tactical resource deployment, specific career criminal identification and apprehension, and coordinated proactive crime prevention operations and utilization and deployment of specific crime attack resources.

4. Assessment of Present Proactive/Reactive Police Activities

The Part I crime statistics for the calendar year 1976 as compared to those of 1975 indicate that the decentralization of patrol functions may have contributed to a decrease of 623 reported Part I offenses (serious criminal offenses) in 1976 over 1975. This 3.3% decrease in Part I offenses was accompanied by an overall increase of 1,518

report calls handled by the department in 1976 over 1975. More specifically, the following breakout of police service activities illustrates the functional workload of personnel of the department for the calendar year 1976 as compared to 1975 and 1977.

<u>ACTIVITY</u>	<u>1975 NUMBER</u>	<u>1976 NUMBER</u>	<u>1977 NUMBER</u>	<u>DESCRIPTION</u>
Investigated	19,068	18,476	17,633	Part I Crimes
Responded to	11,389	10,988	11,279	Traffic Accidents
Investigated	34	17	15	Traffic Fatalities
Arrested	10,089	10,528	11,373	Adults
Arrested	3,038	2,928	3,005	Juveniles
Issued	43,593	35,840	n/a	Hazardous Traffic Violations
Arrested	1,080	737	1,011	Drunk Drivers
Arrested	2,501	2,951	3,219	Public Intoxication
Investigated	394	315	358	Missing Persons Reports
Investigated	1,416	1,242	1,393	Stolen Automobile Reports
Recovered	1,144	1,134	1,032	Stolen Automobiles
Assisted	881	855	n/a	Outside Cases
Recovered	68	111	72	Bicycles
Responded to	97,759	99,525	104,926	Calls for Police Assistance

The total active case load for the calendar year 1976 was 99,525. The number of calls rose to 104,926 in 1977 for an increase of 5.1%. Arrested during the same 1975 and 1976 periods of comparison showed the following total increases:

<u>ARRESTS</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
Adult	10,089	10,528	11,373
Juvenile	<u>3,038</u>	<u>2,928</u>	<u>3,005</u>
Totals	13,127	13,456	14,378

In further clarification and illustration of police workloads and productivity, the following data is provided:

PART I - (Serious Crimes)		1970	1974	1975	1976	1977
LARCENY		9,512	10,606	11,297	11,406	9,941
BURGLARY		4,169	4,912	5,289	4,790	5,150
AUTO THEFT		1,581	1,343	1,416	1,263	1,393
ROBBERY		358	512	580	530	556
AGGRAVATED ASSAULT		265	399	372	364	458
AGGRAVATED SEXUAL ASSAULT		52	116	101	111	124
HOMICIDE		13	18	13	12	11
TOTALS						
PART I CRIMES		15,950	17,906	19,068	18,476	17,633

TRAFFIC ACCIDENTS INVESTIGATED						
ACCIDENTS		7,080	5,678	6,036	5,785	6,219

TOTAL CASE LOAD (Calls for Service)					
CASES		98,686	97,759 (-1%)	99,525 (+1.7%)	104,926 (+5.1%)

By comparison, the following data illustrates the applicable socio-economic factors related to police service in Salt Lake City:

SOCIO-ECONOMIC	1970	1975	1976
POPULATION	179,431	178,127	180,538
DWELLING UNITS	65,020	70,709	71,235
EMPLOYMENT	128,277	143,902	146,673
MOTOR VEHICLES (Passenger vehicles - including pickups)	93,183	103,434	107,247
FLOOR AREA (100's of square feet)	254,218	225,717	239,982
LAND-USE ACREAGE			
RESIDENTIAL ACRES	7,462.0	7,588.9	7,632.2
COMMERCIAL ACRES	1,666.1	1,861.2	1,876.2
INDUSTRIAL ACRES	1,326.6	2,029.9	2,101.8
TRANSPORTATION ACRES	7,656.2	8,116.3	8,116.3
INSTITUTIONAL ACRES	1,860.8	1,894.9	1,898.9
UTILITIES ACRES	253.4	211.1	211.4
PARKS/RECREATION ACRES	1,411.4	1,940.8	1,939.8
AGRICULTURAL ACRES	703.8	547.7	135.2
VACANT ACRES	19,933.8	18,083.3	17,949.6

DATA FROM: Wasatch Front Regional Council of Governments - Surveillance of Land-Use and Socio-economic characteristics 1970, 1975, 1976.

The following data, presented by specific crime category, provides a graphic display of trends of reported crime in Salt Lake City since 1974:

FOUR YEAR TREND ANALYSIS FOR AGGRAVATED SEXUAL ASSAULT (INCL. RAPE)

1974 Through 1977

	1974			1975			1976			1977		
	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total
Aggravated Sexual Assault	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total
	116	39	34%	101	34	34%	101	32	32%	103	35	34%

FOUR YEAR TREND ANALYSIS FOR AGGRAVATED ASSAULT

1974 Through 1977

	1974			1975			1976			1977		
	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total
Aggravated Assault	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total
	399	269	67%	372	252	70%	364	245	67%	458	284	62%

FOUR YEAR TREND ANALYSIS FOR AUTO THEFT

1974 Through 1977

	1974			1975			1976			1977		
	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total
Auto Theft	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total
	1,343	319	24%	1,416	406	29%	1,263	315	25%	1,393	304	22%

FOUR YEAR TREND ANALYSIS FOR HOMICIDE

1974 Through 1977

	1974			1975			1976			1977		
	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total
Homicide	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total	# Actuals	# Cleared	% Cleared of Total
	18	16	88.9%	13	14	107.6%	12	9	75%	11	12	109.1%

ATTACHMENT-

FOUR YEAR TREND ANALYSIS FOR LARCENY (THEFT)
1974-1977ATTACHMENT
1976

1974				1975				1976				1977				
Type	# ACTUAL	% OF TOTAL	# CLEARED	% ACTUAL	# ACTUAL	% OF TOTAL	# CLEARED	% ACTUAL	# ACTUAL	% OF TOTAL	# CLEARED	% ACTUAL	# ACTUAL	% OF TOTAL	# CLEARED	% ACTUAL
Pick Pocket	55	0.5	7	14.3	58	0.5	8	14.3	47	0.4	6	12.8	58	0.7	6	8.2
Shoplifting	1924	18.1	1583	82.3	1931	17.1	1633	84.6	1989	17.4	1647	82.8	1,696	16.9	1,345	82.8
Theft from vehicle	1910	18.0	168	8.8	2110	18.7	215	10.3	1861	16.3	145	7.8	1,967	19.6	140	7.8
Auto Accessory	2106	20.6	145	6.6	2568	22.7	159	6.2	3164	27.6	164	5.2	2,103	21.0	143	5.2
Bicycle Theft	1110	10.5	42	3.8	901	8.0	44	4.9	718	6.3	68	9.5	790	7.9	41	9.5
Theft from Biding.	1814	17.2	224	12.4	1993	17.6	316	15.9	2044	17.8	278	13.6	2,027	20.3	249	13.6
Theft from ven. bus	52	0.5	4	7.7	40	0.4	5	12.5	50	0.4	4	8.0	81	0.8	7	8.0
Theft from	56	0.5	12	21.4	71	0.6	16	22.5	50	0.4	16	32.0	340	3.4	28	32.0
Misc. Theft	1452	13.7	214	14.7	1607	14.2	278	17.3	1481	13.0	250	16.9	879	8.8	96	16.9
Totals	10606		2406		11297		2677		11453		5582		9,941		2,055	
Comp. previous year # +/-				+1568												
				+ 17.3%												

FOUR YEAR TREND ANALYSIS FOR BURGLARY

1974 Through 1977

	1974				1975				1976				1977			
	Base Freq.		% of Total		Base Freq.		% of Total		Base Freq.		% of Total		Base Freq.		% of Total	
PREMISES	# Actuals	% of Total	# Cleared	% Cleared of Total	# Actuals	% of Total	# Cleared	% Cleared of Total	# Actuals	% of Total	# Cleared	% Cleared of Total	# Actuals	% of Total	# Cleared	% Cleared of Total
Burglary - Residence	3,232	65.8	365	---	3,679	69.6	429	---	3,270	68.3	350	---	2,973	57.7	255	---
Burglary - Non. Res.	1,680	34.2	235	---	1,610	30.4	290	---	1,520	31.7	225	---	2,177	42.3	243	---
TOTAL	4,912	---	600	12.2	5,289	---	719	13.6	4,790	---	575	12.0	5,150	---	498	9.7
Type Comparisons By Previous Year	Residential Burglary		# +/-	+447					-409				-297			
			+/- %	+13.8%												
	Non-Residential Burglary		# +/-	-70					-90				+657			
			+/- %	-4.2%												
TOTAL BURGLARY	COMPARISON - PREVIOUS YEAR		# +/-	+377					-499				+360			
			+/- %	+7.7%												

FOUR YEAR TREND ANALYSIS FOR ROBBERY

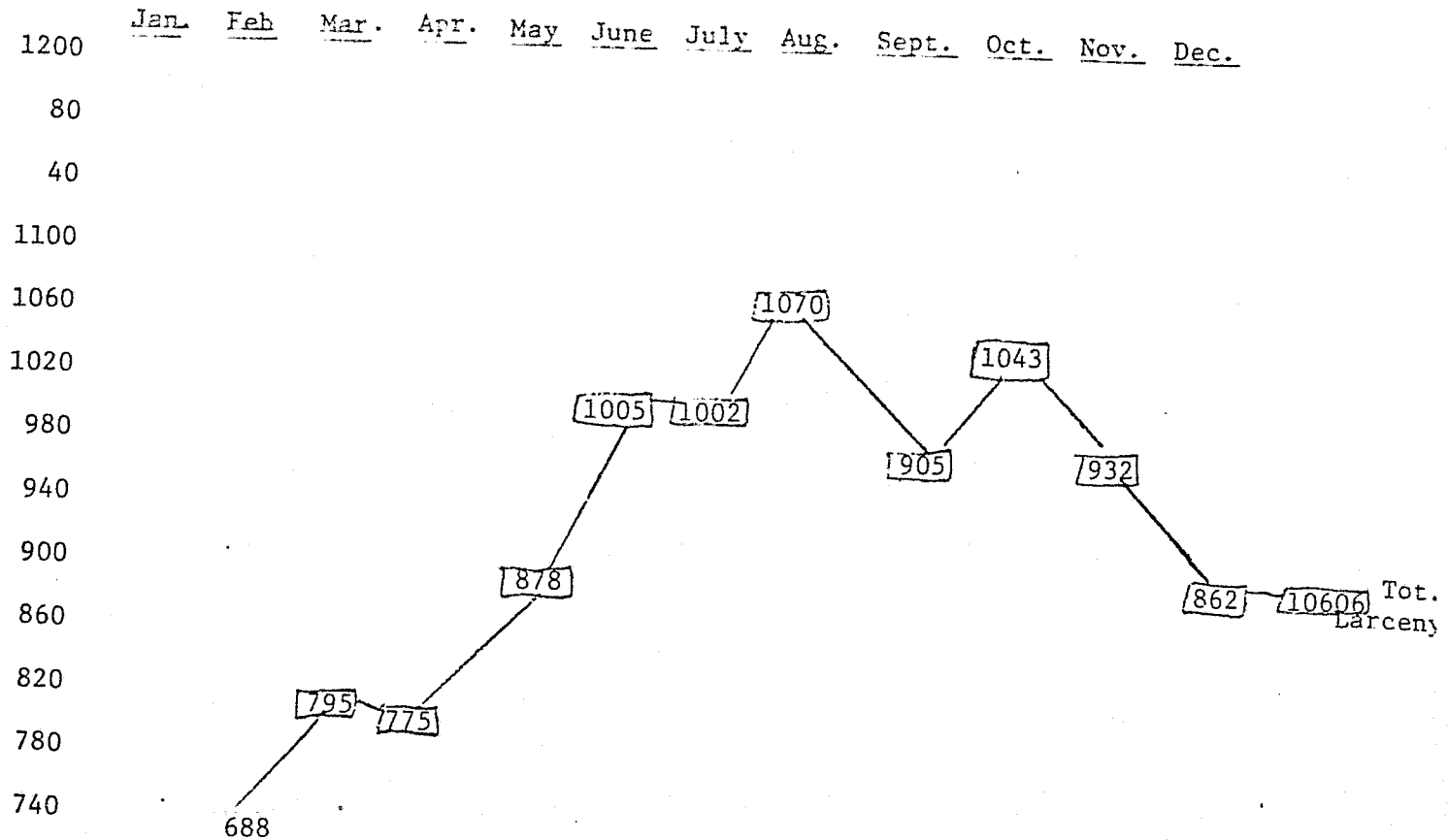
1974 Through 1977

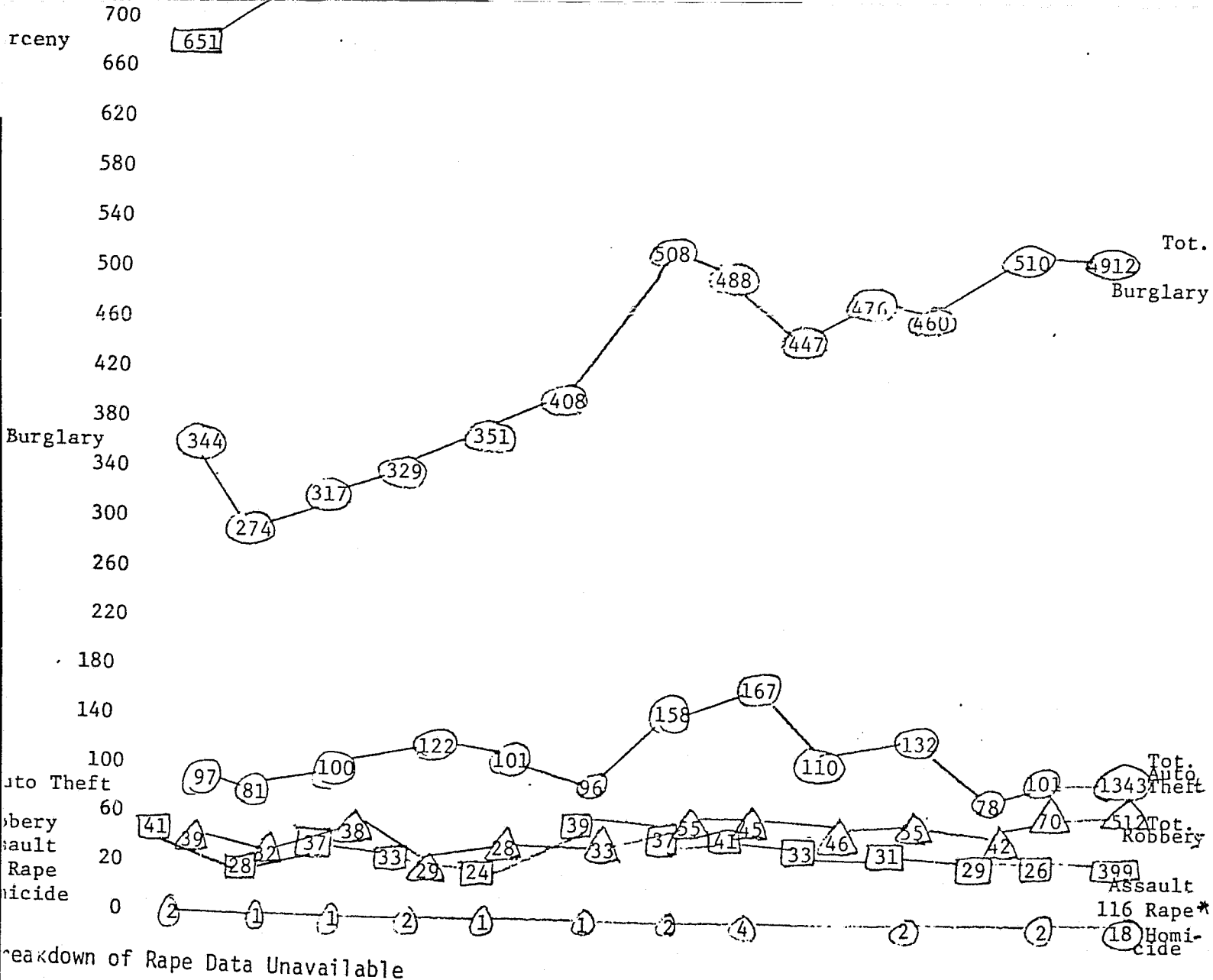
	1974			1975			1976			1977		
	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total	Base Freq.	% of Total	% Cleared of Total
ROBBERY TOTALS	# Actuals 512	# Cleared 130	25.4%	# Actuals 580	# Cleared 196	33.8%	# Actuals 530	# Cleared 161	30.4%	# Actuals 556	# Cleared 178	32.0%

ATTACHMENT-

Scale:
3/16" = 20 Crime
Incidents

1974

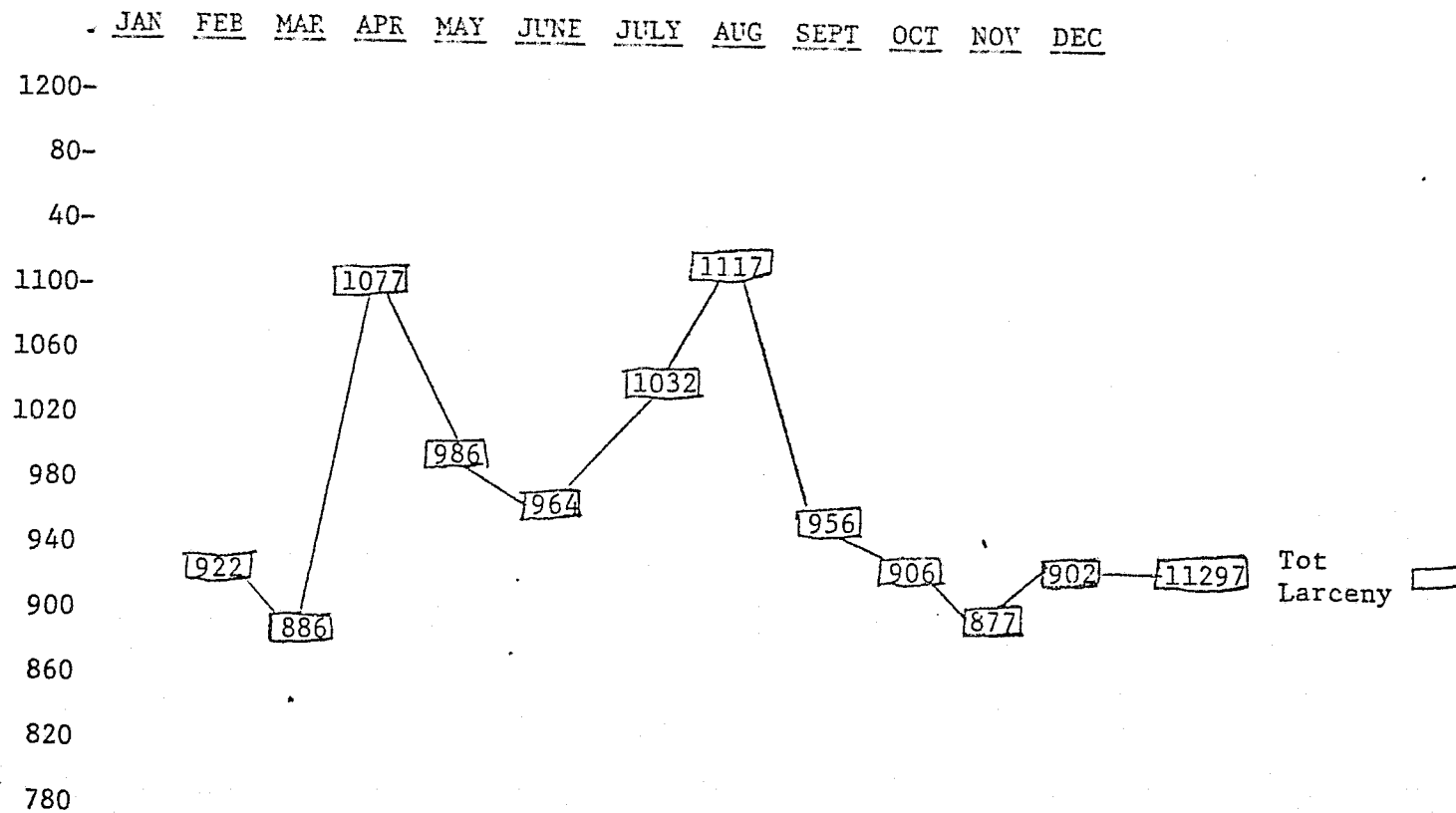


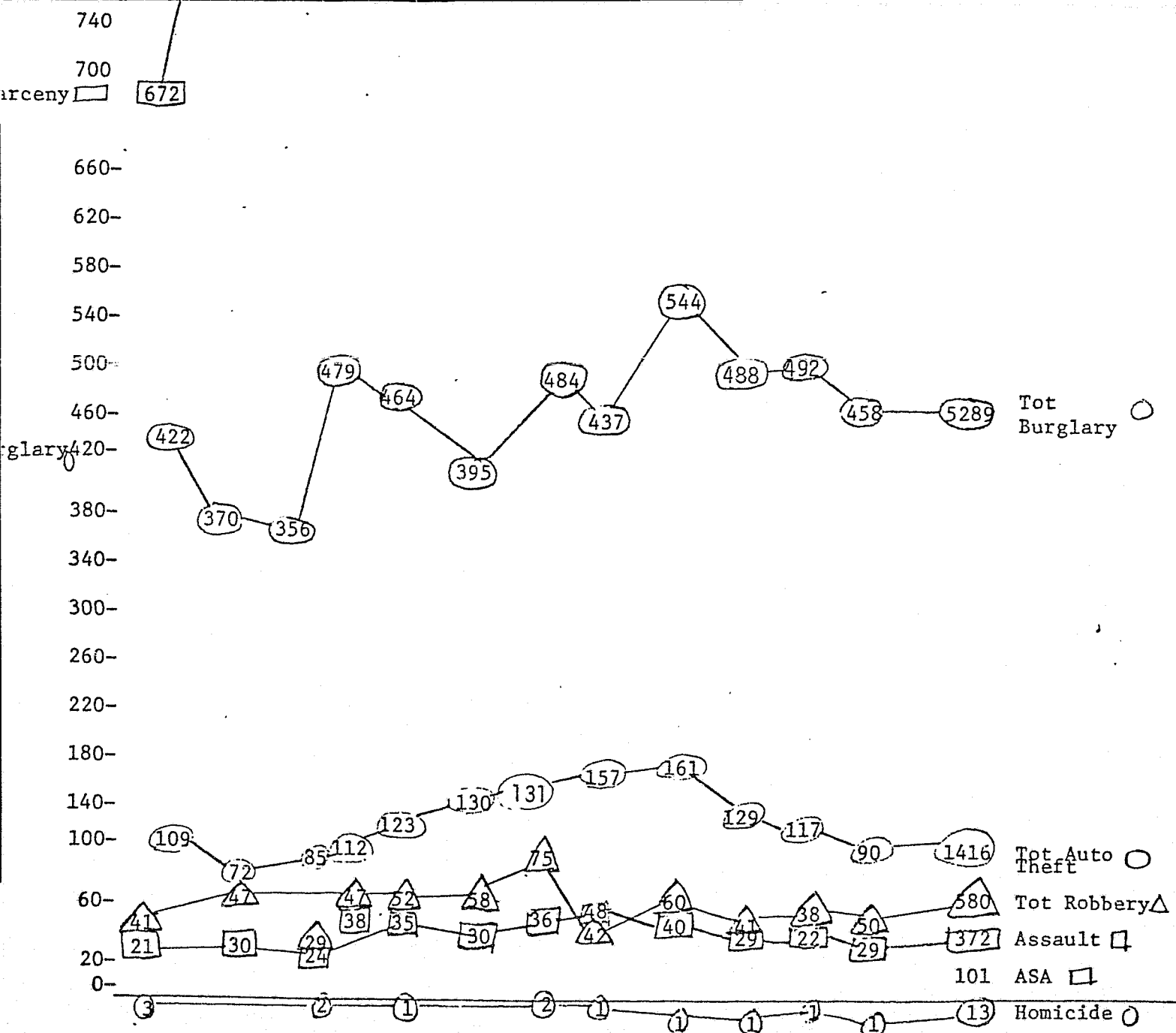


ATTACHMENT

Scale:
3/16" = 20 Crime
Incidents

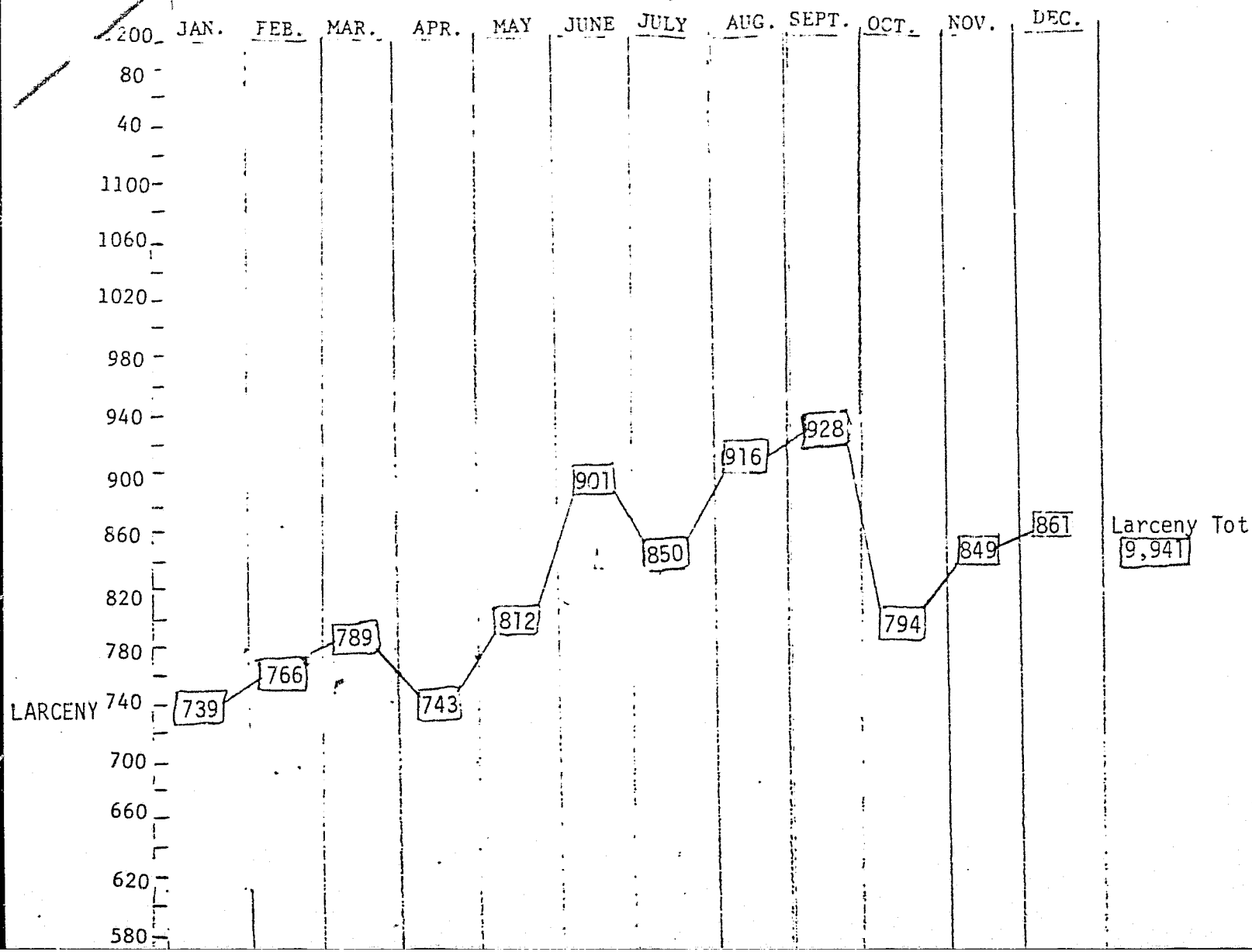
1975





1977

ATTACHMENT



BURGLARY

540

500

460

420

380

340

300

260

220

180

140

TO THEFT 100

ROBBERY Δ

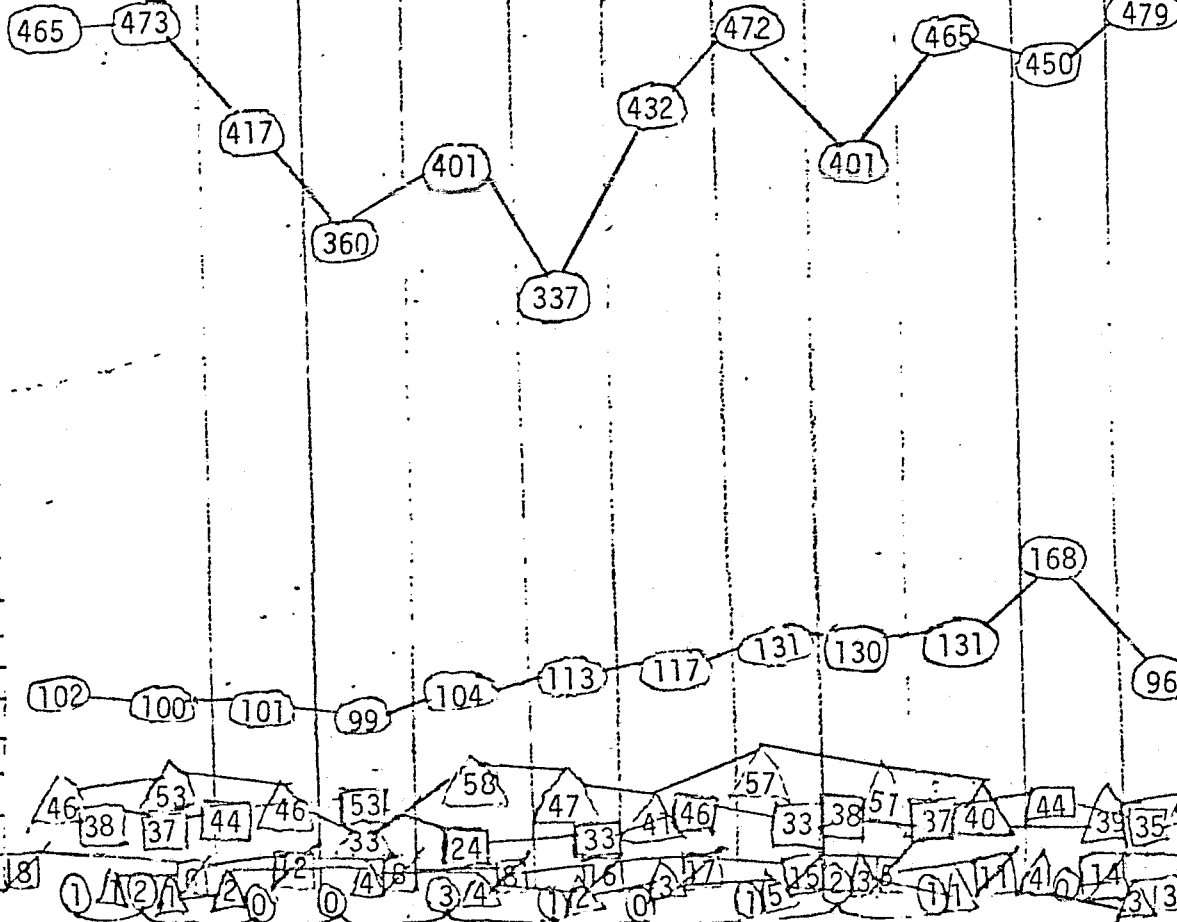
ASSAULT □ 50

GG. SEX

ASSAULT □ 20

KIDNAP Δ

OMICIDE ○ 0



Burg. Tot.

5,150

Auto Thef

1,393

Robb. Tot.

65

Agg. Assault

458

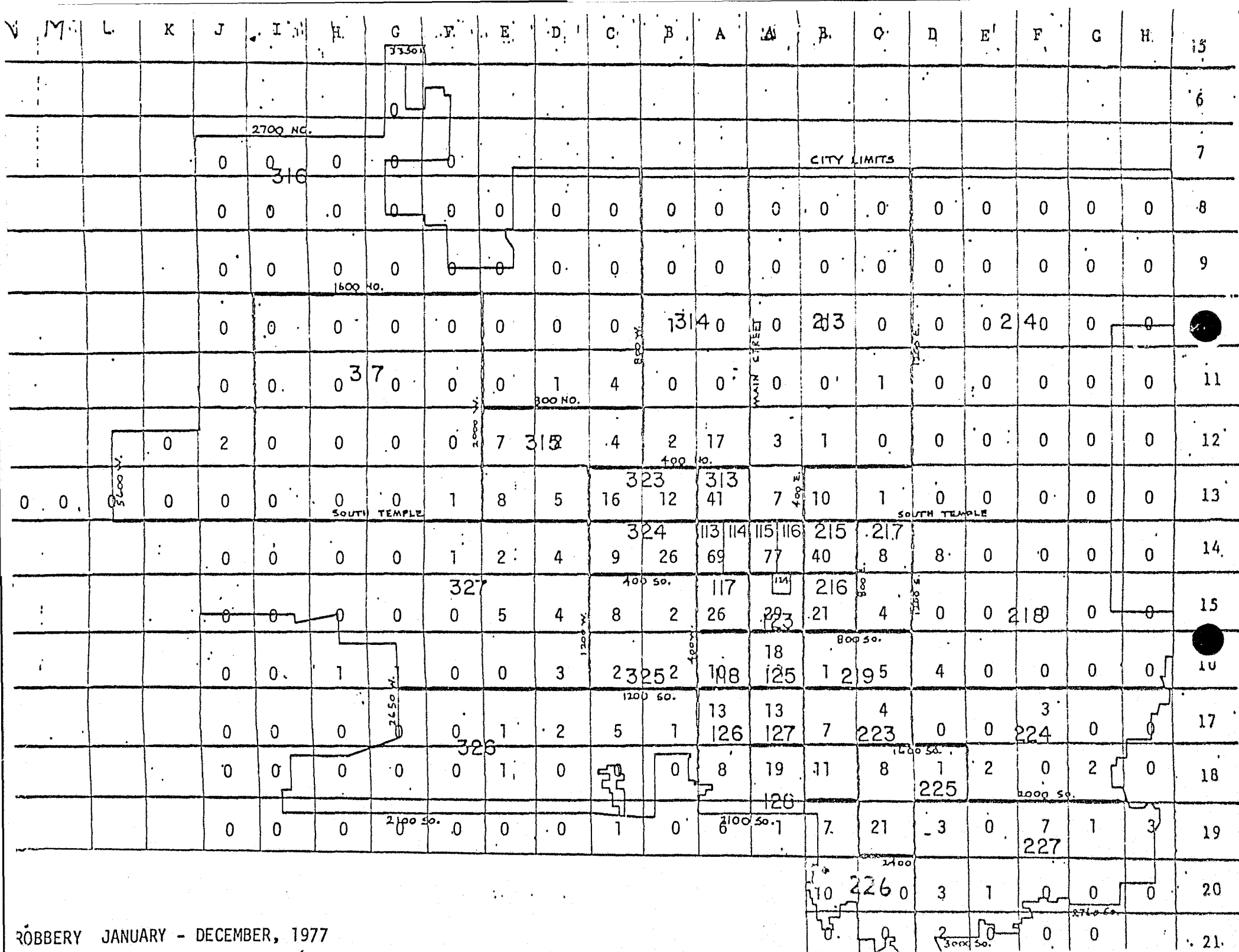
ASA 124

Kidnap 33

Homicide 17

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HOMICIDE/AGGRAVATED ASSAULT JANUARY - DECEMBER, 1977



ROBBERY JANUARY - DECEMBER, 1977

V	W	L	K	J	I	H	G	F	E	D	C	B	A	A	B	O	D	E	F	G	H	I
							316															5
							10															6
					2700 NO.																	7
				0/0	0/0	0/0	0/0	0/0									CITY LIMITS					
				0/0	0/0	0/0	0/0	0/0	0/2	0/1	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	8
				0/0	0/0	1/0	0/0	0/0	1/0	0/0	0/4	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	9
				0/0	0/0	0/0	0/0	0/0	8/0	14/1	7/2	2/3	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	10
				0/0	0/0	0/0	0/0	0/0	4/1	42/10	17/6	1/0	5/2	6/0	4/0	3/0	0/0	0/0	0/0	0/0	0/0	11
				0/0	0/1	0/0	0/1	0/1	62/5	315	29/8	69/3	43/2	22/5	18/1	18/0	6/0	2/0	0/0	0/0	0/0	12
0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/1	1/2	49/7	22/10	36/6	72/9	12/11	134/2	69/7	42/5	24/0	0/0	0/0	0/0	0/0	13
				0/0	0/0	0/0	0/0	0/1	3/1	22/4	41/2	16/14	36/29	61/32	215	217						14
				0/0	0/0	2/0	3/8	1/0	6/5	51/1	65/3	1/11	69	62/29	145	116						15
				0/0	0/0	0/0	0/0	0/1	3/3	34/0	38/3	4/9	55/22	108	89/4	49/7						16
				0/0	0/0	0/0	0/0	0/1	2/8	33/3	33/0	3/7	28/26	127	40/3	223	33/6	12/3	224	17/0	1/0	17
				1/0	0/0	0/0	0/0	1/1	1/7	0/0	4/6	6/1	20	83	54/3	54/8	38/2	13/8				18
				0/0	0/0	0/0	0/0	0/0	0/3	1/0	0/1	1/0	1/1	10/5	42/8	17/8	11/13	15/2	16/11	13/2	6/0	19
																						20
																						21

RES. BURGLARY/NON-RES. BURGLARY JANUARY - DECEMBER, 1977

V	M	L	K	J	I	H	G	F	E	D	C	B	A	Δ	β	α	γ	δ	ε	ζ	η	15
							0/0															6
							2700 NO.															7
				0/0	0/0	0/0	0/0	0/0														8
				0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/2	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	9
				0/0	0/0	0/0	0/0	0/0	0/0	0/0	2/1	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	10
				0/0	0/0	0/0	0/0	0/0	3/4	12/7	2/3	5/5	0/0	0/0	2/3	0/0	0/0	0/0	0/0	0/0	0/0	11
				5/1	0/0	0/0	0/0	0/0	3/1	22/21	11/4	0/0	1/1	1/4	2/2	1/2	0/0	0/0	0/0	0/0	0/0	12
				0/0	29/11	0/0	0/0	0/0	1/0	30/28	13/9	27/17	14/14	44/44	23/8	13/5	0/2	1/1	0/0	0/0	0/0	13
1/1	0/0	0/0	0/0	0/0	0/1	0/0	1/0	6/1	23/31	12/10	41/33	23/43	43/94	98/13	36/59	32/21	15/12	11/3	2/1	0/0	0/0	14
				0/0	0/0	0/0	0/0	0/0	5/3	10/15	16/10	30/30	113/114	115/106	27/27	32/27	9/17	1/0	0/1	0/0	0/0	15
				0/0	0/0	0/0	2/1	1/3	11/11	13/16	21/14	9/7	117/78	66/58	216/71	33/26	8/11	3/1	21/8	0/0	0/0	16
				0/0	0/0	0/0	0/0	1/0	7/4	15/13	11/8	25/25	56/34	71/57	26/26	22/21	15/13	5/6	7/11	5/24	12/8	17
				0/0	0/0	0/0	0/0	2/0	2/3	7/12	6/3	12/8	27/28	51/52	21/30	223/223	19/15	12/5	224/224	14/14	2/1	18
				1/0	1/0	0/0	0/0	1/2	7/2	0/1	9/5	9/4	28/34	17/20	11/13	13/16	6/3	9/7	6/3	9/3	0/0	19
				0/0	0/0	0/0	0/0	0/0	5/3	0/0	6/10	5/2	10/5	4/3	23/22	46/37	6/10	1/12	6/11	23/16	7/3	20
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LARCENY - AUTO PARTS/LARCENY FROM AUTO JANUARY - DECEMBER, 1977

OTHERS JANUARY - DECEMBER, 1977

V	W	L	K	J	I	H	G	F	E	D	C	B	A	W	B	O	D	E	F	G	H	I
							3130															5
							1/0															6
				2700 NO.																		7
			0/0	0/0	0/0	0/0	0/0	0/0														8
			2/0	0/0	2/0	3/0	1/0	4/1	0/1	1/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	9
			0/0	0/0	0/0	0/0	0/0	1/3	0/0	12/1	3/1	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	10
			0/0	0/0	0/0	0/0	0/0	11/3	10/2	18/5	9/4	1/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	11
			3/1	0/0	0/0	0/0	0/0	6/5	32/15	47/11	22/4	5/7	11/5	21/1	5/0	0/0	0/0	0/0	0/0	0/0	0/0	12
			0/0	51/29	1/0	1/0	1/0	11/1	80/23	29/15	100/32	32/19	123/17	80/22	75/7	12/7	9/3	0/0	0/0	0/0	0/0	13
0/0.7/1.	3/1	3/0	8/1	3/0	2/0	1/1	35/3	143/30	46/18	154/59	323/59	118/59	313/139	253/73	266/69	77/23	51/10	2/1	0/0	0/0	1/0	14
			0/0	0/0	0/0	0/0	1/0	55/11	93/20	118/67	324/167	127/167	113/114	115/116	215/149	217/72	135/17	5/1	0/0	0/0	0/0	15
			0/0	0/0	0/0	0/0	2/0	6/0	50/15	33/16	101/41	29/31	478/188	469/323	216/163	169/51	81/18	15/22	5/1	0/0	2/0	16
			0/0	0/0	0/0	1/0	5/1	43/16	50/16	60/31	20/25	163/16	298/108	298/325	176/102	122/9	35/60	96/22	76/7	19/4	7/5	17
			0/0	0/0	0/0	0/0	3/2	56/10	35/16	44/21	69/17	220/50	169/126	107/127	107/69	90/51	117/19	34/9	102/2	10/2	2/0	18
			0/0	0/0	0/0	0/0	8/2	54/7	8/2	34/6	40/10	120/40	194/104	107/120	142/48	57/21	38/11	24/9	35/4	0/0	0/0	19
			3/0	33/2	8/2	8/2	21/2	31/2	1/2	36/11	12/9	114/20	93/33	219/40	214/35	130/23	85/11	92/13	53/13	11/0	0/0	20
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NO REPORTS/SERVICE JANUARY - DECEMBER, 1977

N	M	L	K	J	I	H	G	F	E	D	C	B	A	W	P	O	N	E	F	G	H	I
							3130															15
							3															6
							2700 NO.															7
				0	0	0	0	0	0													8
				0	2	5	5	3	16	4	20	2	0	0	0	0	0	0	0	0	0	9
				0	0	2	1600 NO.	2	0	15	1	91	8	0	0	0	0	0	0	0	0	9
				1	0	0	0	0	168	238	173	103	314	1	0	213	0	0	2	4	0	0
				21	0	0	37	1	4	98	693	470	57	178	151	164	74	0	0	0	0	11
				0	604	4	10	2	49	1095	315	612	1025	628	2378	641	425	166	133	4	0	12
33	29	9	3	36	6	8	21	121	1009	524	1516	1600	323	313	2128	1731	774	477	88	0	1	13
				0	1	3	13	6	204	735	1412	1636	324	113	114	115	116	215	217			14
				6	0	7	86	91	455	625	1130	394	3406	117	5495	216	8	3543	1286	479	1932	15
				0	3	5	47	32	292	792	795	2326	1820	3671	1956	1079	800 SO.	29	593	422	313	16
				0	0	1	2	43	348	533	485	431	1210	2339	984	1181		223	674	384	521	17
				39	7	1	2	76	286	36	246	896	1756	1122	1033	573	1280 SO.	225	309	356	324	18
				13	59	18	27	53	149	24	230	80	358	558	1325	1382	624	345	590	227	491	19
																578	226	465	577	312	170	20
																31	209	325	55	10	4	21

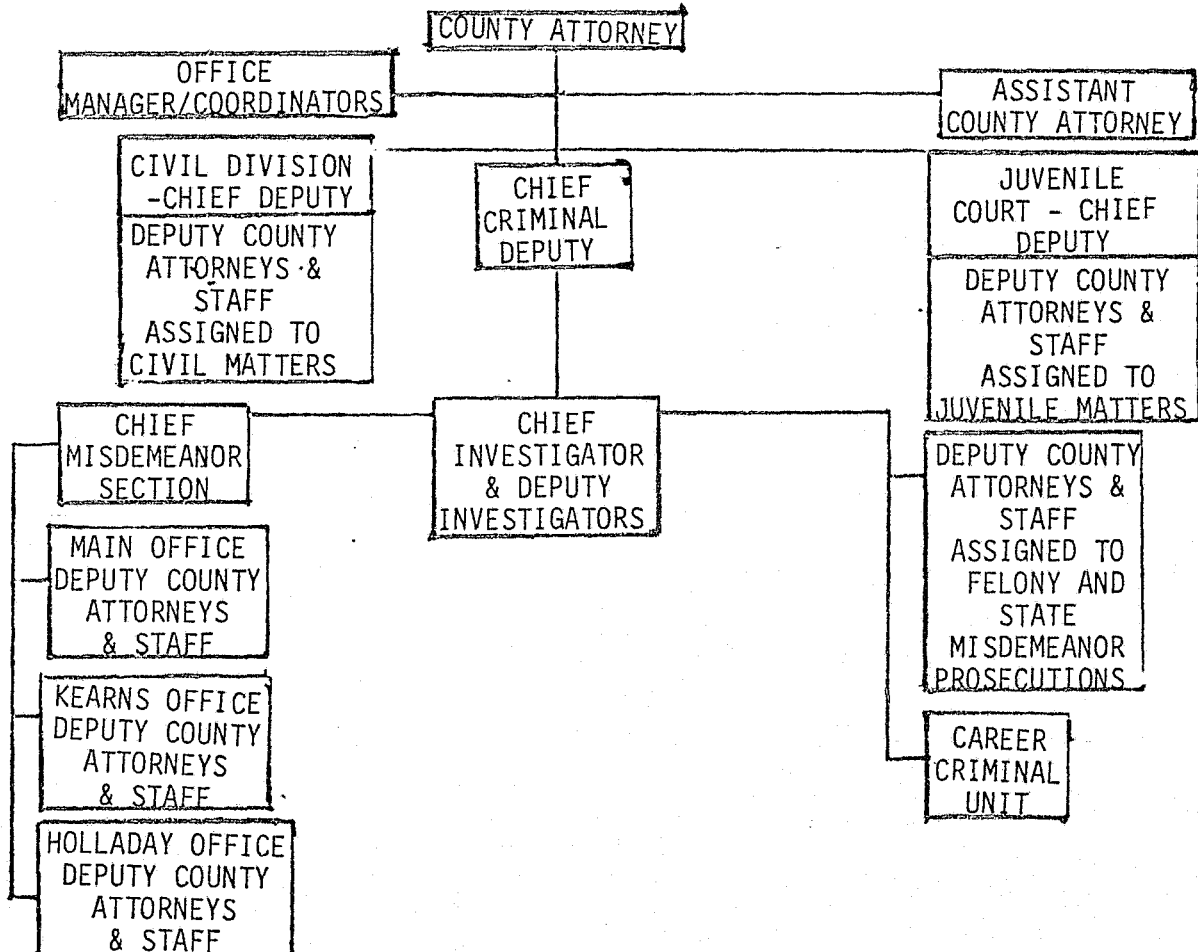
TOTAL SERVICE JANUARY - DECEMBER, 1977

The preceding data regarding 1977 is now graphically arranged to show the dispersion of calls for service (crime and non-crime related events) throughout the city according to geographical grids which have the dimension of four city blocks on a side (1/2 mile). Thus, the identification of specific high reporting areas, by service classification, is made possible.

(Numerator - Denominator information used in copus.)

D. Prosecutor

The prosecutorial function rests under the authority of the Salt Lake County Attorney's Office and is administered by the County Attorney, who is elected to a four-year term of office by the qualified voters of the County at large. A unified prosecution concept was implemented in 1973, under which vertical processing of all felony and misdemeanor cases occurs from arraignment to final disposition. The County Attorney serves as legal representative in civil, juvenile, and criminal matters on behalf of the County. In these functions, the County Attorney has county-wide jurisdiction over all felonies and state code misdemeanors, County ordinance violations and juvenile offenses that occur within the County or the municipalities located within its boundaries. The organization of the County Attorney's Office is diagramed below:



The present staff of the County Attorney's Office consists of 42 attorneys, one legal advisor, three investigators, one Administrative Services Director, and seventeen persons assigned to data analysis, coordination, case screening, secretarial and clerical functions. The Prosecutor's Office is supported in its management information requirements by an operational Prosecutor's Management Information System (PROMIS). Through the documentation and accounting of prosecutorial activities provided by PROMIS, the following performance indicators are registered regarding the activities of the Prosecutor's Office since 1976:

PERFORMANCE INDICATORS		1976 ACTUAL	1977 EST.	1978 BUDGET
DEMAND	# Requests for felony & misdemeanor complaints thru Case Screening Unit	3,744	3,713	3,728
	# Requests for traffic complaints thru Case Screening Unit	540	474	507
	# Requests for misdemeanor complaints in Satellite Unit (traffic included)	6,573	6,340	6,456
	# Investigations requested by attorneys and outside agencies	259	215	237
	# Victims warranting counseling intervention (new program initiated 9/1/77)	n/a	n/a	108
	# Witnesses to be advised of court appearances	16,645	20,252	21,265
	# Cases bound over to 3rd District Court	1,316	1,112	1,214
	# Training sessions requested	71	36	56
WORKLOAD	# Felony complaints issued by Case Screening Unit	2,296	2,100	2,198
	# Misdemeanor complaints issued by Screening Unit	661	913	787
	# Complaints issued by the Satellite Unit	4,820	4,560	4,690
	# Investigations conducted	194	150	172
	# Victims provided special counseling	n/a	n/a	108
	# Victims/witnesses assisted through CJ process	4,133	5,063	5,194
	# Case continuances sought and obtained	1,284	1,577	1,430
	# Felony cases prosecuted (dispositions) MHJ	1,556	1,333	1,445
	# Misdemeanor cases prosecuted (dispositions) MHJ	840	714	776
	# Cases prosecuted at Satellite Unit (disp.)	1,824	1,812	1,820
	# Career criminal cases prosecuted (dispositions)	148	210	200
	# Major fraud cases prosecuted (dispositions) (new program in 1978)	n/a	n/a	36
	# Training sessions scheduled/hours	71/172 hrs	36/120 hrs	56/200 hrs

PERFORMANCE INDICATORS (cont.)		1976 ACTUAL	1977 EST.	1978 BUDGET
PRODUCTIVITY	Cost/Hours per complaint screened - average	\$24.50/1 hr	\$24.75/1 hr	\$25.00/1 hr
	Cost/Hours per average investigation	\$144/17 hrs	\$115/9 hrs	\$323/23.5 h
	Cost per case average for felony prosecution	n/a	\$ 316	\$ 346
	Cost per case average for career criminal prosecution	n/a	\$1,923	\$2,115
	Cost per case average for major fraud prosecution	n/a	n/a	\$3,445
	Cost per average for misdemeanor prosecution	n/a	\$ 96	\$ 105
	Cost per average for Satellite Unit prosecution	n/a	\$ 84	\$ 92
	Cost/Hours per training session provided - average	2.5 hr/\$145	3.3 hr/\$194	3.3 hr/\$203
	Cost/Hours per victim counseled - average	n/a	n/a	\$129/18 hrs
	Cost per witness assisted through CJ system	\$4.40	\$4.50	\$4.75
	Cost/average per witness contacted	\$1.20	\$1.25	\$1.30
EFFECTIVENESS	# Felony defendants convicted or pled guilty	865/56%	855/64%	860/60%
	# Misdemeanor defendants convicted/pled guilty	539/64%	407/57%	473/61%
	# Satellite Unit defendants convicted/pled guilty	1,272/70%	1,308/72%	1,325/73%
	# Charges resulting from special investigations & % successfully prosecuted	23/61%	12/66%	30/70%
	# Career criminal defendants convicted/pled guilty	83/56%	131/62%	135/68%
	# Major fraud defendants convicted/pled guilty	n/a	n/a	26/72%
	# Court appearances saved for witnesses	8,000	9,075	9,000
	# Disposition letters sent to victims/witnesses	n/a	2,816	3,000
	# Victims/witnesses counseled in cases where defendants were convicted or pled guilty	n/a	n/a	80/74%
	# Persons receiving training	1,495	950	2,000

The PROMIS system is operated by the Salt Lake County Data Processing Department, under the agreement of understanding between this Department and the County Attorney's Office.

E. Public Defender

The Salt Lake County Legal Defenders are financed through the County with both State and County funds. There were twelve full-time and two part-time attorneys representing qualified defendants last year. In general, public defense services are provided to defendants who, due to a lack of sufficient personal financial resources, could not afford adequate legal counsel for defense of criminal charges brought against them. The Legal Defender's Office employs two full-time investigators, one social worker, three law clerks, and four secretary/receptionists. The Office handles approximately 70% of the criminal defense workload in the County.

F. Bail Release

At the present time, there are four privately owned and operated bail bonding services within the County, all of which operate within the City of Salt Lake. These agencies provide the amount of cash bond stipulated by the Court for a percentage fee cost to the defendant or person(s) willing to pay the fee on the defendant's behalf.

G. Pre-Trial Release

Defendant screening occurs at the point of initial incarceration or intake at the County Jail. This screening, administered by the State Department of Social Services, involves approximately 1,000 defendant interviews per month, of which approximately 550 defendants are assigned to the appropriate pre-trial release status. Three general categories of services are provided to defendants under the pre-trial release program:

1. Personal Recognizance - provided to defendants facing less severe offense charges;
2. Supervised Release - provided to low risk defendants facing more serious offense charges (felonies) wherein extenuating circumstances such as first offense, personal character, and controlling influences, e.g., family and/or employment, allow for release from 24-hour custody; and
3. Placement under the Supervision of TASC (Treatment Alternatives to Street Crime) - a program providing for treatment of defendants charged with drug-related offenses and who are dependent upon or addicted to chemical substances.

H. Corrections

All persons convicted and sentenced for felony crimes of the State are referred and processed through the following Utah State Correctional Institutions:

1. Division of Corrections, Department of Social Services - The State Board of Corrections sets overall policy and exercises appointive authority for the Warden of the Utah State Prison, the Chief Agent of Adult Probation and Parole, and the membership of the Board of Pardons. The Board of Corrections consists of seven members, appointed by the Governor of the State of Utah, and its members serve staggered four-year terms.
2. Utah State Prison - The prison is located at the Point of the Mountain in southern Salt Lake County. The purpose of the institution is to provide for the confinement of felons lawfully committed or sentenced to the penitentiary from the Courts of the jurisdiction, i.e., the District Courts.

The prison has been functioning above the maximum capacity of 850 inmates for some time. The population of 901 in July, 1977 continues to escalate and is forecasted to exceed 940 inmates during 1978.

3. State Board of Pardons - The Board of Pardons consists of three members who serve four-year terms each. The Board of Pardons is charged with the responsibility to determine:

The type and time of release of prison inmates, and

When and under what circumstances a parolee may be returned as a violator of his/her conditions of parole.

4. State Adult Probation and Parole - The primary responsibilities of AP&P are:

To provide pre-sentence investigations for the Courts;

To provide pre-parole investigation and supervision of persons released from the prison under conditions of parole; and

To provide probation and parole supervision for persons referred to the section by the Board of Pardons and the Courts.

The AP&P administers the operation of halfway house facilities and programs which provide for supervision, assistance and living accommodations and treatment services for persons sentenced under misdemeanor and felony convictions, and who are under process for release from confinement at the penitentiary or from the Salt Lake County Jail.

5. State Youth Development Center - The Utah Code specifies that any child between the ages of eight and seventeen, who has been adjudged delinquent and who has been committed to the State Industrial School by the Juvenile Court becomes the responsibility of the Center until he/she reaches the age of nineteen years. At the present time, the average daily population

of the Center is 150 youth - an average daily population reduction of 41 youth from 1973. This reduction is due primarily to the use of group homes and shelter care as alternatives to institutionalization. The population of the Center is characterized by youth who average 6.38 adjudications and 22 previous arrests at the time of placement under the custody of the Center.

6. Group Homes

The number of licensed group homes throughout the state varies from time to time but averages approximately 29-35 licensed facilities. The group homes provide residential treatment to five to twelve children at a time who live in the home on a 24-hour basis under the supervision of home parents. The children attend regular community schools (or special programs), are permitted freedom in the community under the supervision of the home parents, and receive casework-counseling-treatment services as needed from social services resources. There are presently six group homes in Salt Lake County.

7. Shelter Care

The number of licensed shelter care homes in the State is presently 125, of which some 59 are providing services in Salt Lake County. Shelter care parents, under the supervision of the Department of Social Services, provide short-term care for children pending juvenile court disposition - children who do not require the secure custody of a detention facility.

8. Juvenile Detention - The State of Utah is presently pursuing the concept of area-wide or regional detention services. Cooperative arrangements exist between State and County agencies for the maintenance of detention facilities and programs. These detention facilities house youth of 16 years and older whose conduct endangers the safety or welfare of others or who are facing felony charges before the District Court. One such facility is utilized by Salt Lake City and the County.

9. Community Based Corrections - Salt Lake County initiated a community based corrections program in 1974. This program, replicating the Des Moines Project, provides for pre-trial release (both supervision and service), volunteer services coordination, mental health and job development programs and operation of a minimum security facility.

Operating under the State Department of Social Services, three halfway houses provide offender-oriented community reintegration support through two facilities located in Salt Lake City and one in Ogden, Utah

In addition to the above noted support programs, a community located 90-Day Diagnostic Center began operation in Salt Lake City in January of this year. The initiation of this program in a location removed from the minimum security facility at the Point of the Mountain, was brought about by a trend of prison inmate population growth which began in 1975 and resulted in a present overcrowding of the institution. This overcrowding has excluded 200 inmates during 1977 - that is the housing of over 900

inmates in prison facilities designed to adequately house and work with an ideal or optimum maximum number of 700 inmates with a maximum holding capacity of 850 inmates.

In addition to the aforementioned community based pre-trial release and community located diagnostic services, which are provided in Salt Lake County, the Salt Lake City/County Jail facility provides for short and extended term custody of both defendants and persons appropriately sentenced to the jail by the Courts. The jail facility was designed originally to accommodate no more than 310 inmates and later was remodeled to house a maximum of 345 persons. In August of 1977, the facility was holding 400 inmates, and by November, 1977, the number was reduced to 361. The previously described court service programs have helped to reduce the jail population; however, there continues to be a space problem in administering the jail.

I. The Courts

On January 4, 1896 Utah was granted full status as a State, and shortly thereafter, a constitution was adopted which was patterned after the United States Constitution. The Utah Constitution established a judicial branch of government composed of the Supreme Court, seven District Courts, and Justice of the Peace Courts in as many counties, cities and towns as choose to maintain them.

1. The Supreme Court - The Court consists of four Associate and one Chief Justice. Each justice serves a term of elected office of ten years and is not allowed to be affiliated with any political party or have an active part in party politics of any kind. The Chief Justice is designated as

the justice having the least amount of time remaining on the bench. A bi-partisan nominating commission serves to fill any vacancies that may occur in the Supreme Court. All justices running for re-election must, even if unopposed, receive a majority of the votes cast or the position is vacated and must be filled by the Judicial Nominations Commission. A judicial qualification committee, since 1969, sits to recommend the "removal, suspension, censure, reprimand, or retirement of any Supreme Court or District Court Judge." Specified grounds for removal are:

willful misconduct in office;
conviction of a felony;
persistent failure to perform duties; and
use of alcohol or drugs to the detriment of judicial obligations.

The retirement of justices of the Supreme Court is mandatory at age 72. A decision of the Court is deemed rendered by concurrence of three or more justices. The workload of the Court over the last three years was as follows:

Cases	Filings		
	1974	1975	1976
Civil	218	246	327
Criminal	73	128	111
Misc.*	<u>98</u>	<u>88</u>	<u>118</u>
TOTAL	389	462	556
Law and Motion**			
	110	223	213

	Dispositions		
	1974	1975	1976
Opinions	213	271	181
Dismissals	<u>100</u>	<u>97</u>	<u>93</u>
TOTAL	313	368	274

*Miscellaneous matters include, among other things, appeals from interlocutory orders, juvenile court matters and writs of review.

**Examples of law and motion matters include motions to dismiss, motions to consolidate appeals and petitions for extraordinary writs.

The Supreme Court exercises original jurisdiction in issuing writs of mandamus, certiorari, prohibition, quo warranto and habeas corpus. Each of the Supreme Court Justices has the power to issue habeas corpus writs to any part of the State. In other cases, the Court has only appellate jurisdiction and may review final judgements of the District Courts. In cases of equity appeals may be on questions of law and fact. When cases are appealed on questions of law, the appeal must be limited to questions of law. Any final District Court decisions can be appealed to the Supreme Court, provided that the appeal is consistent with the law and the rules of the Court. The Supreme Court may, by certiorari, review decisions of the District Court on cases appealed to the District Court from lower courts regarding the jurisdiction of the court.

2. The District Courts - From as early as 1850, the Territory and later the State, has been divided into Districts. From 1850 until statehood in 1896, there were only three districts in the territory. The State Constitution, then as now, provides for seven District Courts, thus serving the intent to

place the Courts in access to all the State's citizens in the counties. Each District serves several counties. The Legislature, by Constitutional provision, may change the territorial boundaries of any Judicial District, increase or decrease the number of districts, or the number of judges serving the districts. At the present time, there are 24 District Judges serving in the seven districts. The District serving Salt Lake City and County comprises a jurisdiction of three counties (Salt Lake, Tooele, and Summit Counties) and is served by 11 judges.

The kinds of cases and matters of law over which the District Courts exercise jurisdiction are not limited by the statutes or the Constitution with the exception that the jurisdiction and power of the Court must be original. This original power and jurisdiction extends to the handling of appeals from inferior courts and administrative tribunals. All felony cases are prosecuted before the District Court, after they have received preliminary hearing in the lower courts where the defendant is bound over to the District Court. The District Court serves as an appellate court for City and Justice of the Peace Courts. Each District Court is recognized statewide and has the power to adjudicate cases within the county in which the court sits. Districts which have more than one judge are presided over by a Chief Judge elected from the peer judges of the District and serve terms set by local rule. The presiding judge serves as the Chief Officer of the District.

The District Courts serve as the appellate court for the Justice of the Peace Courts and the City Courts and supervise the same. In handling

appeals from the lower courts, the District Courts completely re-try the case, making decisions upon fact and law as though the case were originally filed in the District Court.

As of June, 1977, the twenty-four judgeships serving the Districts of the State were distributed as follows:

- 1st District - one judge
- 2nd District - five judges
- 3rd District - eleven judges (Salt Lake & Tooele Counties)
- 4th District - four judges
- 5th District - one judge
- 6th District - one judge
- 7th District - one judge

Each of the seven districts is administered by a trial court executive - an executive who, under the supervision of the presiding judge, assists in managing the various functions and activities of the courts in the districts. These court administrators enable each presiding judge to devote more time to judicial duties and less time to administrative matters concerned with conducting the business of the courts in the 29 counties of the State. During fiscal year 1977 (July 1, 1976 to June 30, 1977), there were a total of 30,308 cases filed in the District Courts and 26,121 cases were closed with a disposition rate of 86%. Salt Lake County experienced the highest proportion (49.3%) of cases filed in the State (or 14,942) and 12,264 cases were closed for a disposition rate of 82% in the District serving Salt Lake County.

The overall breakout of filings for the County for the District Courts during the fiscal year 1977 as compared to previous years by type of action is listed on the following page.

(3rd DISTRICT)		1972	1973	1974-75	1975-76	1976-77	1 Year Increase Decrease
SALT LAKE COUNTY							
Civil:	Filed	9,867	10,521	12,325	11,739	12,035	+296
	Closed	10,651	9,901	10,297	10,913	9,700	-1,213
Criminal:	Filed	1,022	1,201	1,220	1,395	1,414	+19
	Closed	978	1,275	1,315	949	1,216	+267
Probate:	Filed	1,457	1,473	1,459	1,467	1,493	+26
	Closed	1,361	1,439	1,282	1,435	1,348	-87

Criminal and civil case filings and dispositions in the District Courts serving Salt Lake County during the fiscal year 1977 were as follows:

CIVIL CASE FILINGS BY DISTRICT AND COUNTY

District & County	Divorce	Complaints	Personal Injury	Writs	Eminent Domain	Appeals	Mental Hearings	Probate	TOTAL
3rd Salt Lake	<u>4,350</u>	<u>6,605</u>	<u>428</u>	<u>144</u>	<u>30</u>	<u>84</u>	<u>394</u>	<u>1,493</u>	<u>13,528</u>
TOTAL STATE	9,228	12,301	75	203	125	117	802	3,484	27,010

CIVIL CASE DISPOSITIONS BY DISTRICT AND COUNTY

District & County	Dis-mitted	Clerk Judgment	Summary Judgment	Defaults	Non-Jury Trial	Jury Trial	Appeals	Mental Hearings	Probates Closed	TOTAL
3rd Salt Lake	<u>2,609</u>	<u>266</u>	<u>499</u>	<u>5,112</u>	<u>591</u>	<u>128</u>	<u>27</u>	<u>468</u>	<u>1,348</u>	<u>11,048</u>
TOTAL STATE	6,520	894	823	8,743	1,804	246	63	829	2,921	22,843

CRIMINAL CASE FILINGS BY DISTRICT AND COUNTY

District & County	Homicide	Burglary	Theft	Drug Offenses	Forgery	Robbery	Sex Offenses	Other	Appeals	TOTAL
3rd Salt Lake	<u>62</u>	<u>296</u>	<u>211</u>	<u>206</u>	<u>73</u>	<u>77</u>	<u>51</u>	<u>209</u>	<u>229</u>	<u>1,414</u>
TOTAL STATE	111	533	458	450	180	132	132	763	593	3,334

CRIMINAL CASE DISPOSITIONS BY DISTRICT AND COUNTY

District & County	Dismissed	Pleas of Guilty	Non-Jury Trial	Jury Trial	Appeals Closed	TOTAL
3rd						
Salt Lake	<u>227</u>	<u>730</u>	<u>22</u>	<u>123</u>	<u>114</u>	<u>1,216</u>
TOTAL						
STATE	580	1,591	131	304	393	2,999

The workload of the eleven judges of the 3rd District (including Salt Lake, Tooele, and Summit Counties) averaged 1,429 new filings per judge as compared to the average of 1,263 new filings per judge handled by the 24 District Judges statewide. Dispositions averaged 1,160 per judge for the 3rd District and 1,076 per judge state wide.

3. The City Courts - The Utah Constitution provides that such other courts inferior to the Supreme Court may be established under law. The State Legislature, in exercising this power, has created the courts of city jurisdiction. Under the statutes, cities of the first through third class and all cities serving as seat of the county may, at the discretion of the cities' governing bodies, establish a court and office of judge over the court. At present, there exist seventeen City Courts in the State. In the cities where a City Court has been established, the judge over the court is the ex-officio Justice of the Peace for that city and no other city. As such, no other Justice of the Peace may hold office in that city. These provisions thus require that the City Courts assume the duties of the Justice of the Peace office in the city. Judges of the City Courts serve six-year terms of office and must stand for election. The city courts exercise exclusive jurisdiction over civil and criminal matters,

violations of city ordinances, and misdemeanors within the county in which the city is located. City Courts also conduct felony preliminary hearings. The City Courts generally have jurisdiction in civil cases in which the amount claimed is less than \$2,500 - exclusive of costs. In the instance of counterclaim being filed in a City Court case exceeding \$2,500, the case must be filed in District Court. The power of the City Court to issue process and subpoena is statewide, once criteria for jurisdiction are met.

The administration of the City Courts is similar to that occurring in the District Courts (refer to "2 - The District Courts" above). The City Courts are served by the City Clerk's Office; however, the supporting personnel allocations do not include a court recorder. As such, the City Courts are not of record and appeals are retried or processed as trials de novo in the District Courts. As with the District Courts, a Presiding Judge is selected from the judges of the city. The court administration of the Presiding Judge is assisted by the appointment of a City Court administrator for the courts in Salt Lake City and Ogden.

During fiscal year 1977 (July 1, 1976 to June 30, 1977), there were a total of 471,958 cases filed in the seventeen City Courts of the state and 397,131 cases were closed with a disposition rate of 84%. Salt Lake City experienced the highest proportion (56.1%) of cases filed among the City Courts or 264,724 and 211,873 cases were closed for a disposition rate of 80% in the City Court serving Salt Lake City. City judges in the Salt Lake City Court (6 judges) averaged 8,088 new filings, as compared to the average of 6,833 new filings for the 25 municipal judges in the state.

The overall breakout of filings and dispositions for the Salt Lake City Court during the fiscal year 1977, by type of action, was as follows:

CITY COURT FILINGS BY TYPE OF CASE

CITY COURT	CIVIL			CRIMINAL			TRAFFIC			TOTAL
	Complaints	Small Claims	New Trials	State ¹	City ²	New Trials	Moving	Non-Moving	Parking Tickets	
Salt Lake	7,182	1,028	0	2,770	7,582	1	29,967	0	216,194	246,161
TOTAL FOR ALL CITY COURTS	18,811	7,546	57	9,103	17,243	46	90,561	26,834	313,992	464,865

1 - Felony Preliminary Hearings and State Misdemeanors.

2 - Violation of City Ordinances.

CITY COURT TRAFFIC DISPOSITIONS

CITY COURT	Dismissed	Bail Forfeiture	Guilty Pleas	Non-Jury Trials	Jury Trials	Total Traffic Dispositions
Salt Lake	1,397	187,992	5,211	2,940	40	197,580
TOTAL FOR ALL CITY COURTS	7,779	299,172	40,045	5,925	226	353,642

CITY COURT CRIMINAL DISPOSITIONS

CITY COURT	Dismissed	Bound Over	Guilty Pleas	Bail Forfeiture	Non-Jury Trial	Jury Trial	Total Criminal Dispositions
Salt Lake	322	2,633	318	801	13	1,896	5,983
TOTAL FOR ALL CITY COURTS	5,556	8,442	735	2,376	65	4,558	22,380

4. The Justice of the Peace Courts

Under the Utah Constitution, the Legislature is empowered to determine and set the number of Justices of the Peace to be elected and also to fix by law the powers, duties and compensation for the Justices of the Peace. The Justices of the Peace are elected or appointed with precincts established by the County Commissions or within the cities and towns. There are 179 Justices of the Peace serving throughout the State in 203 Justice Courts. There exists no requirement that the Justice of the Peace be a member of the Bar. Any person who is a qualified elector may run for and hold office. He/she must reside in and hold court in the precinct city or town in which he/she is elected or appointed. Most Justices of the Peace serve on a part-time basis.

The territorial jurisdiction of the Justice of the Peace Courts is restricted to the precinct or city limits in civil cases and to the county boundaries in criminal cases. The Utah statutes set forth in some thoroughness the types of civil cases which may be heard, but generally, the claim cannot exceed \$300, deal with matters relating to title or possession of real property, or the legality of tax issues. Criminal case jurisdiction of the Justice of the Peace Courts lies to the hearing of misdemeanor cases punishable by a fine not exceeding \$300 or confinement not exceeding six months or both.

During the six-month period of January 1, 1977 to June 30, 1977, 149 Justices of the Peace submitted 769 individual monthly statistical reports reflecting the workload of their courts. On the following page is a total computation of the caseload reported by those 149 Justices by category.

Traffic offenses

Driving under the influence	1,448	
License violations	4,965	
Speeding	40,824	
Other moving violations	9,479	
Parking tickets	6,486	
Other non moving violations	<u>16,893</u>	
Sub total	80,095	88.5% of Total

Criminal Misdemeanors

Assault and Battery	267	
Intoxication	913	
Possession of Narcotics	610	
Theft /petty Larceny	613	
Bad Check Offenses	1,243	
Animal Offenses	925	
Fish and Game Offenses	754	
Parks and Recreation Offenses	407	
Planning, Zoning or Health Violations	69	
Other Misdemeanors	<u>2,913</u>	
Sub total	8,714	9.6% of Total

Criminal Felonies

Preliminary Hearings	<u>148</u>	
Sub total	148	.16% of Total

Civil Cases

Small Claims	1,296	
Other Civil Cases	<u>258</u>	
Sub total	1,555	1.7% of Total

Total Caseload	<u><u>90,512</u></u>	
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CONTINUED

1 OF 2

The foregoing data is now generally documented within the 1976 Uniform Crime Reports and those of previous years as well as the monthly/annual reporting compiled by the Salt Lake City Police Department over the past several years. This information is presented as the documentation of baseline data upon which the stated objectives - as addressed by the "Statement of Deficiencies" (refer to Part II of this application) and the statement of "Deficiencies, Goals and Objectives" (refer to Part III of this application) are both formulated and upon which assessments of future activities (including this proposal) will be based.

III. Statement of Deficiencies/Needs

A. Specific Deficiencies

This request for resources to support a Police Prosecutor Career Criminal Program in Salt Lake City is in response to the present concern to address the following deficiencies:

1. The clearance rates of selected serious Part I offenses (more specifically the crimes of robbery, burglary and larceny) are in need to be increased. For example, although the incidence of robbery in 1976 for Salt Lake City dropped by 16.7% over the 1975 uniform crime reported rate, the number of cleared robbery cases decreased by 1.7%. This compared to an 8.4% increase in 1975 cleared cases over the corresponding 1974 time period... The trend continued into 1977 with no appreciable increase in the percentage of cleared cases (25.4% in 1974, 33.8% in 1975, 30.4% in 1976 and 32.0% in 1977); although the incidence of reported robberies showed some trend toward increase in 1977 over 1976. (Please refer to the preceding "Trend Analysis for Robbery" in this section of this proposal.) Trend analyses for serious Part I crimes are provided for appropriate examination in this section. It should be noted that although the Index for Part I crimes in Salt Lake City decreased by 843 reported offenses in the calendar year 1977 over 1976, five serious offense classifications - burglary, auto theft, robbery, aggravated assault, and aggravated sexual assault - all increased.
2. Responsibility for the taking of initial reports of serious crimes is a fixed, understood and accepted responsibility of patrol.

However, there exists no specific accountability for the accuracy and thoroughness of the initial reporting of serious offenses by patrol officers nor are there existent standards backed by comprehensive training against which the acceptability of initial reporting is measured. The supervisory review of the initial investigation and reporting of serious crimes is not standardized, occurs intermittently, and is often delayed.

3. The involvement of patrol resources as integral elements of the identification investigation and apprehension of activities of patrol are not presently given specific direction as to patrol responsibilities and levels of accountability in the prevention of or to the incidence and investigation of serious crimes. The accountability of patrol functions in the crimes investigation process is presently limited to the securing of the crime scene and the taking of initial reports. The depth of initial investigation is presently left to the reporting officers' discretion according to the limitations of individual professional abilities, knowledge, experience and competence. This request for resources to initiate PPCCP activities will initially focus upon the enhancement of the skills of patrol personnel to upgrade patrol performance and increase the involvement of patrol personnel in the criminal intelligence and investigative processes through to a more direct role of patrol functions in the apprehension of serious crime offenders and multiple crime perpetrators. The specific allocations of patrol

resources with intent and purpose to identify uncommitted patrol time has not yet been accomplished. As a consequence, the strategic direction of patrol activities is not possible on a protracted basis.

4. Protracted and specific involvement of patrol personnel and the identification interpretation and understanding of high crime incidence - high risk areas is not perfected or efficient at the patrol beat level nor is the recognition of and response to community level high crime risk specifically fixed at the level of patrol responsibility.
5. No formal system exists to serve in prioritizing appropriate responses to identified community crime problems.

B. General Statement of Needs

The aforementioned deficiencies (referring to Part A above) identify specific areas of concern regarding needed improvements that are directly associated with and related to the substance of this request for Police Prosecutor and Career Criminal resources from LEAA. None of these deficiencies can be resolved through a singular activity. The noted deficiencies will require multiple strategies - strategies that will specifically address the later outlined goals and objectives of this application (refer to the deficiencies and corresponding goals and objectives as presented in sequence - as in "A-1 through 5 - deficiencies" - above). The deficiencies identify needs specifically related to the following appropriate responses:

- Need for relevant Administrative/Management decisions.

- Need to embark upon a comprehensive personnel training program containing specific training objectives and demonstrative service skills achievement in terms of specific personnel performance standards and productivity levels in field operations.
- Need to better utilize and capitalize upon existing and potential personnel training and educational achievements as well as levels of competency in job performance.
- Need to better coordinate existing police field resources through the implementation of short and midrange planning for police resource allocations.

These needs are closely associated with the deficiency related to tasks as outlined in the evaluation component of this application (refer specifically to part II, Section A) as well as the expressed objectives as they are related to the corresponding deficiencies under the following Part II - "Deficiencies, Goals and Objectives." Each objective, for the purpose of evaluation, will be addressed in Part IV of this application in terms of the appropriate task activities; activities either to be supported through the utilization of resources from this subgrant proposal or those existent and/or those redirected resources presently or potentially available to the department.

IV. Deficiencies, Goals and Objectives

The following data, presented in charted narrative form, expresses the appropriate goals and objectives as they are related to the specific deficiencies as provided in Part II- A - "Specific Deficiencies" number 1 through 5 of this application.

DEFICIENCIES

1. Poor clearance rates for Part I (serious) offenses - specifically for the incidence of robbery, burglary and larceny.

GOALS

- Increase the clearance rates for the selected specific crimes of robbery, burglary and larceny.

(this is a long term goal programmed for subsequent years. Specific directed patrol activities addressed by deficiency #3 and deficiency #5)

- Increase the knowledge and skill levels of patrol personnel in dealing with specific serious criminal offenses.

(this is a short term goal programmed for the immediate attention and resources of this subgrant application)

OBJECTIVES

1. Through training related activities -
 - a. Provide training to officers assigned to patrol/line investigative functions in subject matter to include:
 - (1) Identification of the basic elements of proof to establish serious crime offenses including the elements and standards for prosecutorial and judicial acceptability of cases;
 - (2) Identification of the elements and development of skills in the interviewing of suspects, victims and witnesses;
 - (3) Promulgation of the basic elements and associated procedures related to crime scene processing including -
 - (a) identification, prosecution, recovery, and processing of physical evidence;
 - (b) accurate recording and depiction of crime scenes through the proper and acceptable use of photographs of audio-visual documentation; and

Improved Preliminary Investigations by Patrol

16A

DEFICIENCIES

GOALS

OBJECTIVES

Improved Preliminary Investigations by Patrol

- (c) Identification of specific solvability factors and their use in the deployment of available investigative resources in extended investigations.
- (4) Promulgation of the basic elements and standards of acceptable report writing to include-
 - (a) Preparation of supplementary reports and documentation of case follow-up activities.
- (5) Identification and utility of basic investigative techniques including
 - (a) Legal aspects of
 - (1) search and seizure
 - (2) interrogation
 - (3) warrantless arrest, and
 - (4) admissibility of evidence

--The training to be accomplished by the 1st month of the project duration subject to pre/post testing and performances assessment - refer to Part "Evaluation" of this application.

DEFICIENCIES

2. Officers are not thoroughly trained in reporting techniques and procedures nor are they held accountable for accurate, timely and thorough serious crime reporting.

GOALS

- Create, through training and improved first line supervision, a patrol force capable of generating accurate, complete and timely criminal offense reports.

OBJECTIVES

Improved Preliminary Investigations by Patrol

1. Officers will be trained to write reports which are complete and accurate through the following specific training content mechanisms:
 - a. The elements needed to establish the occurrence of specific crime:
 - b. The information necessary to proceed with the criminal investigation process.
 - c. The need for and utility of specific elements of data to support management information, crime reporting, and crime analysis.
 2. Administrative decisions will be made which fix review responsibility for report content at the field supervisory level.
- The activities to be accomplished by the 12th month of the project duration subject to the pre/post - testing and performance evaluation refer to part IV "Evaluation" of this application.

DEFICIENCIES

3. Involvement of Patrol in the identification, investigation and apprehension of serious/multiple crime offenders is deficient.

GOALS

- Realize increased patrol involvement in the identification, investigation and apprehension of serious/multiple crime offenders.

OBJECTIVES

Career Criminal Identification

1. Through administrative direction, develop, by 12th month of the project duration, specific standards of patrol performance through:
 - (a) The fixing of specific accountability; &
 - (b) Provision of specific mechanisms for supervisory review of patrol performance.
2. The organization and execution of a comprehensive police component of a career criminal program that will
 - (a) Identify and document known career criminal offenders, and
 - (b) Organize a system that will -
 - (1) provide line officers with regular updated career criminal information reports
 - (2) Provide mechanisms for patrol officer input into the career criminal information system.
 - (3) Provide for the tracking of activities of career criminals;

DEFICIENCIES

GOALS

OBJECTIVES

Career Criminal Identification

- (c) Develop and maintain an informant control program,
- (d) Train officers in the following skill areas:
 - (1) Techniques of field interviews and interrogation.
 - (2) Utilization of informants and creation/administration of a field intelligence and informant maintenance system
 - (3) Techniques of conducting a hasty on scene field photo identification inquiry
- The activities to be accomplished by the 12th month of the project duration subject to pre, post testing and performance - refer to Part IV "Evaluation" of this application.

DEFICIENCIES

4. Understanding of responsibility for identification and interpretation of high incidence/risk crime occurrences is not fixed at the patrol level.

GOALS

- Provide patrol officers with strategic tactical crime information and provide a working knowledge, through training, in appropriate strategy alternatives thus making patrol time more manageable and directed.

OBJECTIVES

1. By the 1st month of the project duration:
 - a. Provide command officers with knowledge of strategic information and its use so that the most appropriate manpower resource allocations can be made to produce uncommitted patrol time for directed patrol functions when and where it is most needed.
 - b. Make command personnel responsible for administrative decisions on manpower allocations and scheduling of resources in accordance with needs identified by regular statistical and strategic information reporting.
 - c. Provide tactical information and knowledge of its use to command and supervisory officers on a routine and timely basis:
 - (1) Training will be provided concerning the role of the supervisor/manager in the management of group decision making/utilization of group inputs.

Initiate a Patrol Planning Model

DEFICIENCIESGOALSOBJECTIVES

Initiate a Patrol Planning Model

- (2) Training will be provided in the utility of specific strategies toward combating identified crime problems and the interpretation of patterns and frequencies of crime incidence which are impactable through alternative responses such as -
 - (a) Patrol deployment
 - (b) Target hardening
 - (c) Citizen education
 - (d) community involvement
- (3) Patrol officers will be trained in field implementation techniques including -
 - (a) Individual time/task management.
 - (b) Target hardening.
 - (c) Citizen contacts
- The activities to be accomplished by the 1st month of the project duration subject to pre/post testing and performance - refer to Part Evaluation Narrative.

IV

DEFICIENCIES

5. No formal systems exist which serve to prioritize appropriate responses to identified community crime problems.

GOALS

- To create a system of prioritization of responses to crimes and service needs which would aid command and supervisory officers in decision making.

OBJECTIVES

Initiate a Patrol Planning Model

1. The administration will define priorities for response to service and crime problems.
2. Command officers will be trained in the appropriateness of priority response and proactive commitments of police resources based upon service requirements indicated by the -
 - a. Incidence of serious crimes by actual or potential
 - (1) Severity in -
 - (a) loss
 - (b) life/safety hazard, and
 - (2) Frequency,
 - b. Impact of citizen attitudes
 - (1) Expected or accepted levels of criminal activities
 - (2) Desired reduction in the incidence of criminal offenses, and
 - c. Impact of external factors such as political/citizen review of police activities.

A. Statement of Program Goals

Five major goals are established for this proposed project effort as illustrated by the foregoing matrix. They are:

1. Increase over the long term, the clearance rates for the selected specific crimes of robbery, burglary and larceny. The data presented in the appendices 7 - for Robbery - "Three Year Trend Analysis for Robbery - 1974 thru 1976"; 8 - for Burglary - "Three Year Trend Analysis for Burglary - 1974 thru 1976"; and 9 - for Larceny - "Three Year Trend Analysis for Larceny - 1974 thru 1976" all indicate that improvements police operations can reasonably target increases in the rates for clearance of these crimes as well as improve the proactive direction of police and community resources to reduce the incidence of these crimes city wide and in high crime risk areas of the city (refer to appendix 10 for an illustrative map-diagram depicting the areas of high crime incidence in Salt Lake City). These high risk areas accounted for a cumulative 30.4% of the occurrence of the three crimes city-wide during the first three months of 1977. The high risk area incidence accounted for 48.5% of the robberies, 14.0% of the burglaries and 44.7% of the reported larcenies city-wide during the same seven month period of 1977.
 - Increase over the short term, the knowledge and skill levels of patrol personnel in dealing with specific serious criminal offenses. This goal is related to the aforesated long term goal and is identified for an immediate focus of the attention and resources of this application.
2. Create, through training and improved first line supervisor, a patrol force capable of generating accurate, complete and timely criminal offense reports. This goal, short term in nature, applies to the acquisition of concise,

accurate, and timely information through training, application of standards of acceptability and quality, and adequate review for accuracy, at the line and first line supervisory levels of operations.

3. Realize increased patrol involvement in the identification, investigation and apprehension of serious/multiple crime offenders. This goal is short term in nature and will be addressed by the establishment of specific patrol performance standards,

4. Provide patrol officers with strategic tactical crime information and provide a working knowledge, through training in appropriate strategy alternatives, thus making patrol time more manageable and directed.

This goal is short term in nature and is related to the previously stated goals as a promulgation of strategic and tactical methodologies that are applicable to the specific operational related goals (#1 & 2) and the operational performance standards addressed by goal #3.

5. To create a system of prioritization of responses to crimes and service needs which would aid command and supervisory officers in decision making. This goal is related to the aforesaid third goal which is related to the identification of strategy alternatives and the second stated goal which relates to the mechanisms in the defining of specific patrol performance standards particularly with regard to the quality of the initial criminal investigation process as it relates to adequate case building, prompt adjudication and impact through increases in entered pleas and convictions.

B. Statement of General Program Tasks Related to the Specific Objectives

The general goal statements, as discussed in the preceding matrix and the statement of Program Goals, are presented in the order of the overall corresponding related tasks to be addressed by this application. The major task components are as follows.

- Improved Preliminary Investigations by Patrol;
- Career Criminal Identification; and
- Initiate a Patrol Planning Model.

Through the Police Prosecutor Career Criminal Apprehension Program, the Salt Lake City Police Department will utilize the expanded program resources to carry out the aforementioned tasks as follows:

1. Improved Preliminary Investigations by Patrol

This task will consist of a four-fold task component consisting of: Training will be provided to all line officers in the specific operational skills in identification of the basic essentials of fact to establish the occurrence of a criminal offense, the elements of proof, the elements for acceptability of cases for prosecution; and the essentials of process and procedure involving techniques of interviewing, field interrogation, crime scene search, identification and preservation of evidence, fingerprinting, crime scene photography and illustration, report writing/documentation, functions of field intelligence and intelligence information development and maintenance, on scene inquiries, the utility of solvability factors in criminal investigations, individual time/task management, target hardening, crime prevention techniques, citizen contacts, recognition of the patterns and frequencies of crime incidence and the utility of specific and selection of alternative responses to problems. Each of these training subjects relate to the improvement of personnel competency in the implementation of the three objectives related tasks supported by this project.

- a. This training will be provided to each line officer in subject increments totalling forty (40) hours per officer.
- b. Training will be provided to all first and second level supervisors in the elements of supervision, utilization of management by

objectives techniques, personnel/program/activity assessment, directed patrol techniques, the utilization of accountability in management, and the review for and utility of solvability factors in the criminal investigation process.

- This training will be provided to each line first and second level supervisor in subject increments totalling thirty (30) hours for each supervisor.

c. Acquisition of training equipment consisting of color video tape production, recording, play back and monitoring devices... The utility of this equipment for training purposes seeks to increase the quality of recorded training programs and extend the versatility of the training media in the basic, advanced, specialized and inservice training programs intended under this project task as well as the general ongoing training programs pursued by the Salt Lake City Police Department. The equipment will be acquired with first consideration given to the compatability of the system with existing resources of Police Departments in the nation - for example the system operated by the Denver, Colorado Police Department which has extensive library and technical support resources.

d. Implementation of a criminal case investigation solvability factors system based upon existing research and experience from functional systems previously implemented and currently in operation in police agencies in selected areas and states of the nation. This system implementation will operationalize management resources in criminal investigations by utilizing data which is based upon the priority of specific elements in the criminal investigation process and the relations of these elements to the

criminal investigation process and the relating of these elements to the potential or non-potential clearance of criminal cases. The final result of this effort seeks to generate information enabling the investigating officer and his supervisor to prioritize the elements of an investigation thereby making the most effective use of preliminary and extended investigative time and resources.

- e. Acquisition of an automated information system designed to facilitate fast accurate search and retrieval of latent fingerprint records and files. The Salt Lake City Police Department has acquired, through its own resource funds, sixty field crime scene processing evidence kits for utilization by the field officers under the implementation of this project. This equipment, coupled with the previously outlined training program, will serve to facilitate an increase in the quality and quantity of latent print evidence turned in for possible suspect identification by patrol officers. The present facilities for print storage and retrieval are not adequate to accomodate this increase. It is felt that upgrading the patrol investigations would not be fully effective without changes in the identification systems. Whatever system is acquired it must be able to store and adequately retrieve print records, personal descriptions, pictures, and modus operandis on selected individuals. This information will support the field criminal investigation activities, enhance the implementation of the Career Criminal Identification Component of this project (refer to Task 2 below), and enhance the utility of specific crime analysis functional components such as criminal history, multiple offense - offender analysis, offense probability forecasting and offense tracking.

2. Career Criminal Identification

The Salt Lake City Police Department currently has no specific operational guidelines or resources to use as a reference by officers in the recognition of significantly active criminals in the community. This project task component provides for a two phase operation involving identification and implementation.

a. Identification would involve setting specific criteria as to previous criminal activity and identifying a specific number of individuals (no less than 50) as career criminals presently active in the Salt Lake City area. The criteria used for selection will be:

- (1) Offenders with a state or federal law violation conviction, and a specified number of arrests by the Salt Lake City Police Department for state law violations.
- (2) Individuals identified by the above criteria will have their records reviewed by the Crime Analysis Unit and selection will be made for their potential identification as a career criminal.
- (3) The final 50 selections will be made by the Patrol Division Chiefs, the Chief of the Investigative Division, a representative from the District Attorney's Office, the Crime Analysis Unit Director, the P.P.C.C.P. Director, and the Commander of the Operations Bureau of the Department.

All members of the Department will be encouraged to nominate candidates for consideration by this committee.

The committee will exercise considerable judgement in regard to their selection procedure. The criteria will be carefully adhered to, and every effort made to insure that the individual's rights are not violated. The list will be reviewed at least quarterly

to determine whether the individual should be maintained in the listing and whether new names should be added. All materials distributed to Officers will be serial numbered and once an individual is removed from the list, all numbered materials will be retrieved and destroyed. Each notebook (see below) will be issued by name and serial number to the officers and each individual page will be numbered, thus facilitating retrieval control on individual information. The officer will be responsible for maintaining confidentiality of the notebook and its contents. Operational policies will provide that any losses must be immediately reported to the Division Commander.

b. Implementation involves:

- (1) Providing patrol officers identification notebooks, and,
- (2) Field interview procedures.

- Notebooks -

Once the identification phase has been accomplished, a ring binder notebook containing information of 50 career criminals will be issued to all Patrol Operations personnel. A page will be devoted to each individual and will include a recent photograph, full name and aliases, physical description, addresses of residence, addresses of associates and frequented locations, vehicle description, modus operandi operation, and information for officer safety including type of weapons usually carried, etc. Knowledge and recognition of the above facts by patrol officers will be the main objectives of the program. Audio visual equipment will be acquired and utilized for roll call updates and information review will be maintained on a daily basis at the beginning of each shift. Visual aids and repetitious audio visual

review of career criminal data, wanted persons, stolen property, suspects, etc., will be utilized.

The P.P.C.C.P. Director, with the assistance of the Crime Analysis Unit Director, will have a chief responsibility for the periodic updating of information for the notebooks and the audio/visual presentations, including additions and deletions as appropriate and arranging periodic roll-call briefings to present new and relevant information on active career criminals. Identified career criminals will have their records folder flagged and any transactions (added entries, record checks, etc.) will be reported to the Crime Analysis Unit Director. Additionally, a card file of career criminal listings will be maintained in the Communications Center, so informational elements are available to the Dispatch personnel. When radio transmissions are used, the page number of the individual rather than the name can be utilized. All records pertaining to the career criminal program will be housed in the police Intelligence Unit with immediate access by the P.P.C.C. Director, the Crime Analysis Unit Director and the Evaluation Data Specialist of the CAU/PPCC. The Intelligence Unit Commander would also be responsible for information exchanged with other front range police agencies.

Within six months following project implementation, patrol officers will be held responsible by their supervisors to recognize names, photographs, and criminal specialties of 80% of the designated active career criminals. A post test of this assessment is provided in the "evaluation" component of this project application.

• Field Interviews

Simultaneously with the dissemination of notebooks to Operations personnel, those designated career criminals and their vehicles will be identified in the Career Criminal files, M.C. files and criminal history files of the Salt Lake City Police Department records system. Whenever an officer checks either one of these individuals or his car, a career criminal hit response will be returned. On the receipt of this hit, the officer will be responsible for completing a field interview form. These forms will then be submitted to the Director of the PPCCP and in summary to the Crime Analysis Unit for extraction of Intelligence information. Extracted Intelligence data from these forms will then be disseminated to Operations personnel on a regular basis and entered in the automated F.I. file. Additionally, a coordinated effort will be undertaken with the Salt Lake District Attorney's Office to facilitate prosecution of identified career criminal offenders.

The foregoing Career Criminal Identification task related activities are constructed with the intent to be executed through the coordinated management of project activities by the PPCCP Director, the Director of the Crime Analysis Unit, and the operational police field commanders through the Major in command of the Operations Bureau of the Police Department.

3. Initiate a Patrol Planning Model

The basic model of patrol planning will utilize the methods and techniques of directed patrol management. A patrol resource allocation planning model will be developed by the Director of the PPCCP. This development

process will be assisted by the functions and resources of the Crime Analysis Unit and the management input and involvement of the Patrol Division Commanders through the Major in Command of the Operations Bureau of the Department. The model will be initiated in a manner insuring that specific crime, service, and community problems are addressed in a systematic/rational manner making the most effective use of available patrol resources.

- a. Base sector data will be analyzed to determine more efficient patrol boundaries. Reallocation of patrol resources will be based on analysis of calls for service, location, approximate time of occurrence, type of call and average time to complete, natural barriers, and specific citizen/police hazards.
- b. Specific controls will be established on the patrol workload to enable officers to perform specific directed patrol and crime prevention activities. Manpower allocations will be increased during peak workload times. A comprehensive workload analysis, coupled with specific crime incidence density and frequency data will be completed to facilitate this effort. Work has just been initiated by the Crime Analysis Unit to develop this patrol utility data base.
- c. An effective strategy for call prioritization will be developed by the PPCCP Director assisted by the functions and resources of the Crime Analysis Unit and the management input and involvement of the Patrol Division Commanders through the major in command of the Operations Bureau of the Department. The basic intent of this strategy aims at identifying and allowing selected non-emergency calls received during high workload periods to be diverted to periods with lower demand. The implementation of this strategy will be

The foregoing elements would serve to ensure that patrol resources are available during peak periods of service, and for situations requiring immediate police presence. More officers will be responding to controlled workload conditions, thus, freeing enough time to perform directed patrol activities. As indicated under B-1 "Improved Preliminary Investigations by Patrol" above, a training block for supervisory personnel will be designed to enable them to make the best use of analytical information in determining tactical patrol activities. All patrol officers and supervisory personnel will receive a training course including a study of directed patrol techniques and benefits. Instructions will be given dealing with how to use uncommitted patrol time most effectively by directing this time to targets or areas of potential crimes as identified by the crime analysis function. This training will be conducted by department personnel as well as outside experts working on a consultant basis.

- d. To facilitate the adequate and most judicious deployment of patrol resources, this project will further provide an additional 20 tactical alarm devices to further augment 20 portable tactical alarm units recently acquired through existing department budgetary resources. The high target area concentration of robbery incidence in the city demands that the department avail itself of every device possible to proactively respond to these crimes and yet conserve personnel resources and minimize risk to the public wherever and whenever possible.

C. Existing Resources Available to Support PPCCP

Several existent resources of the police department are available and will provide appropriate operational support to the PPCCP. Each will be briefly

discussed in terms of the functional relationship of the resource(s) to the project.

1. Crime Analysis

A high priority of the Salt Lake City Police Department relates to the development of an internal crime analysis capability. Preliminary work has been pursued in this regard and beginning September 1, 1977 as this effort has been fully staffed. This unit has the primary responsibility of providing operational personnel with information regarding crime patterns and data identifying career criminals and suspects. The unit operates with some computer capability which presently consists of a developing criminal history file, automated offense tracking by grid, and monthly generation of UCR base data. The crime analysis unit will operate, supported by those automated files, in a primarily manual mode utilizing criminal incident reports (beginning October 1, 1977 with the implementation of a new report system - refer to Appendix 6), intelligence reports, field interview data, arrest and disposition data, and communications with other criminal justice agencies. This unit will facilitate attainment of the objectives of the CCPPC effort as detailed in Part III Section B of this application.

- e. A principal focus of the initiation of this Patrol Planning Model is the enhancement of the role of the patrol officer. As mentioned in the statement of deficiencies/needs (Part II-A Subsection 3 - "involvement of patrol resources"), the enhancement of patrol skills and involvement of patrol in the criminal intelligence and investigation processes seeks to upgrade the role of the patrol officer in the apprehension of serious and multiple crime offenders. The enhancement of this specific role, coupled with the active involvement of the patrol officer in community level crime

prevention activities, the enhancement of patrol skills, the sophistication of management and accountability through patrol planning, the prioritization of patrol activities and initiation of directed patrol all are brought to focus upon making the patrol officer the most important resource of the police department. This focus of importance upon the patrol officer seeks to reverse the recent trend of patrol turnover that is presently set at 14% annually. It is recognized that many factors contribute to turnover of personnel. However, through the specific enhancement of patrol personnel skills, knowledge and involvement it is a specific and intended concern of this grant implementation to improve supervisory skills, increase patrol competency, and expand patrol involvement in combating the serious crime problems experienced in Salt Lake City.

The training and skills enhancement efforts of this grant implementation seek to re-define patrol relationships in the organization. This is to be accomplished through improved knowledge levels and skills improvement of first line supervisors to include promulgation of modern management and supervisory techniques which include organizational development and operational team deployment concepts as they apply to directed patrol through patrol planning models. In the team deployment concept, each new member of the patrol force is made a member of an operational unit where in participating management opportunities are provided and utilized in resolving tactical deployment and service/resource demand problems.

2. Crime Prevention

The Crime Prevention section of the program is geared toward both

the prevention of crimes through increased interaction from the officer in the community, and planned tactical operations designed to decrease the opportunity to successfully commit crimes.

Specifically, there will be three components of the Salt Lake City Police Department's Crime Prevention strategy:

- a. Pro-active prevention
- b. Target hardening through citizen interaction
- c. Opportunity reduction or risk factor.

a. Pro-active prevention

The pro-active prevention component of the program will center around the training program for all patrol officers and supervisors. Officers will be provided with a 16 hour training block aimed at:

- (1) Developing sensitivity for a pro-active posture toward crime prevention as a valuable component of patrol strategy.
- (2) Enabling officers to perform required routine patrol duties effectively integrated with crime prevention components.

The program would include recognition of crime prevention problems in specific districts and abilities to go out of service to resolve these problems. Specific crime prevention techniques would be explained and a Crime Prevention Operations Manual will be developed, providing officers information on conducting neighborhood meetings, starting "block watch" programs, conducting building security checks, and other target hardening activities. All training would be relevant to the officer working within a specific geographic district, utilizing limited time the patrol officers has between calls for service.

Ten hours of Crime Prevention training for mid-management personnel will be designed to make supervisors supportive of crime prevention strategies and aware of the time needed by patrol officers to implement them.

These efforts will be coordinated through the existent crime prevention unit which operates with direct responsibility to the Major in command of the Operations Bureau of the Department (refer to Appendix 3 of this application).

One patrol division Chief and four Lieutenants, including commanders from each of the three patrol shifts, will be sent to a selected crime prevention training program. Upon completion of this program, they will be responsible for developing and teaching the in-service training programs. In addition to their training capabilities, these specific command officers should prove invaluable to the expansion of the Crime Prevention Program since they occupy positions vital to the actual operational stages.

Several operational changes are necessary to adequately implement a Crime Prevention effort. Improved manpower allocations and workload controls must be implemented to provide additional uncommitted patrol time dedicated to directed crime prevention activity. These concepts were discussed more fully under the directed patrol segment of the Patrol Planning Model-Task Component of Part III Section B of this application. Portable radio units will be provided to all mobile patrol units for implementation of the above activities. Officers must have flexibility in patrolling their assigned areas, making public contacts, conducting community meetings, business and residence security checks, and still be readily accessible for emergency

and service calls. The necessary radio equipment will be acquired by department fund resources in conjunction with the development of computer aided dispatch capabilities to be operational in the spring of 1978.

b. Target Harding through Citizen Interaction

Community involvement in the crime prevention programs will be stressed as a top priority. Citizen contacts and neighborhood watch programs have already been mentioned. In addition, when special problems are identified, community groups with specific capabilities will be organized to assist in crime reduction. Much work in this regard has been initiated through the active participation of top administrative and operation unit commanders in the neighborhood meetings and activities of the Salt Lake Association of Community Councils. The Chief of Police has made himself available to the public at these meetings which have, since September first, occurred on a weekly basis in various neighborhoods of the city. This effort will continue.

IV. Evaluation

The evaluation of project accomplishments/impact will be measured by specific evaluation criteria that is aligned with and directly applies to the stated objectives of this application - (referring specifically to Part III - A "Deficiencies, Goals and Objectives" of this proposal).

The Objectives and corresponding Criteria/Methodology will be presented in a form consistent with the specified three general Tasks - (A) Improved Preliminary Investigations by Patrol; (B) Career Criminal Identification: and (C) Initiate a Patrol Planning Model.

(Evaluation will be accomplished by internal evaluation personnel resources as provided in the budget narrative of this application).

GOALS

- Increase the knowledge and skill levels of patrol personnel in dealing with specific serious criminal offenses.

(this is a short term goal programmed for the immediate attention and resources of this subgrant application)

OBJECTIVES

- c. To identify and target 50 career criminal subjects and, through the application of project resources under goal #3 and the objectives thereunder, successfully pursue the prosecution of 25% or 12 of the targeted career criminal subjects during the project duration.
-
- 2. Through training related activities -
 - a. Provide training to officers assigned to patrol/line investigative functions in subject matter to include:
 - (1) Identification of the basic elements of proof to establish serious crime offenses including the elements and standards for prosecutorial and judicial acceptability of cases;
 - (2) Identification of the elements and development of skills in the interviewing of suspects, victims and witnesses;

EVALUATION CRITERIA/METHODOLOGY

- 2. The evaluation of training activities under this task will consist of the following functional controls and measurements.
 - a. The PFCCP Director in consultation with the commanders of the Operations and Administration Bureaus, will formulate the general curriculum of the training appropriate to the stated objectives of this task. This curriculum will be documented as a training control.
 - b. As under "2" above, the PFCCP Director will formulate the general requirements of subject course curriculum and set the specific perimeters of course/lesson/lecture and presentation plans that will be utilized in each training course and subject segment.

A.

Improved Preliminary Investigations by Patrol

GOALS

1. Increase the clearance rates for the selected specific crimes of robbery, burglary and larceny, which are perpetrated by the career criminal offender. *

OBJECTIVES

1. Through the development a centrally administered and coordinated police career criminal component of a COMPREHENSIVE CAREER CRIMINAL PROGRAM -
 - a. To increase the number of identified career criminal subjects by a minimum of 72% (or 50 individuals meeting the career criminal criteria) during the project duration.
 - b. To reduce by half the present 28% of the total career criminal prosecutions which are not pursued due to insufficiencies in the cases. This number was 19 of the total 69 base cases presented in the 1977 baseline year which received dispositions.

EVALUATION CRITERIA/METHODOLOGY

1. Offense/disposition tracking, first by selected specific serious offenses (robbery, burglary, larceny) in target high incidence/risk areas will be accomplished. Expanded tracking to include rape and aggravated assault will occur at a later date on a demand basis. These functions are assigned by responsibility to the Crime Analysis Unit and will utilize the existent PROMIS data capabilities of the Prosecutors' office.

1977 data will be used as the baseline for evaluation.

*(This is a long term goal with objectives programmed for subsequent years with specific objective milestones set under this project referring to 1-a thru b above).

GOALS

OBJECTIVES

EVALUATION CRITERIA/METHODOLOGY

Improved Preliminary Investigations by Patrol

- (3) Promulgation of the basic elements and associated procedures related to crime scene processing including -
 - (a) identification, prosecution, recovery, and processing of physical evidence;
 - (b) accurate recording and depiction of crime scene through the proper and acceptable use of photographs of audio-visual documentation; and
 - (c) Identification of specific solvability factors and their use in the deployment of available investigative resources in extended investigations.
 - (4) Promulgation of the basic elements and standards of acceptable report writing to include-
 - (a) Preparation of supplementary reports and documentation of case follow-up activities.
 - (5) Identification and utility of basic investigative techniques including
 - 2. Consistent with 1-d above, pre and post test assessments will be made of each training segment to determine (a) prior knowledge and (b) learning levels from the course content.
- c. As under "a" and "b" above, the PPCCP Director will be responsible, assisted by the director of the S.L.C.P.D. Training Academy, for review and approval of all training course/lesson plans, prior to the provision of each specific training segment.
 - d. Each instructor, whether from the staff of the police department, or representing a criminal justice agency or function, or from a consultant services resource will provide in writing, a detailed course/lesson plan for review and approval by the director of the PPCCP and the Director of the SLCPD Training Academy prior to the presentation of the training segment. The lesson plan shall include course materials utilized in the segment as well as a specific pre and post test examination consistent with the training segment curriculum and course content.

GOALS

2. Create, through training and improved first line supervision, a patrol force capable of generating accurate, complete and timely criminal offense reports.

Improved Preliminary Investigations by Patrol

OBJECTIVES

- (a) Legal aspects of
 - (1) search and seizure
 - (2) interrogation
 - (3) warrantless arrest, and
 - (4) admissibility of evidence

--The training to be accomplished by the 12th month of the project duration subject to pre/post testing and performances assessment - refer to Part IV "Evaluation" of this application.

1. Officers will be trained to write reports which are complete and accurate through the following specific training content mechanisms:
 - a. The elements needed to establish the occurrence of specific crime
 - b. The information necessary to proceed with the criminal investigation process,
 - c. The need for and utility of specific elements of data to support management information, crime reporting, and crime analysis.

EVALUATION CRITERIA/METHODOLOGY

3. Consistent with 1-d and 2 above, a subsequent test will be made to determine retention of subject matter - generally on a period of 6 months following the training session.
4. Consistent with 2 and 3 above, the periodic personnel evaluation by supervisors will contain an assessment of learning/skills improvement as related to on the job competency.

1. The evaluation of training activities order this task will consist of the same functional controls and measurements as under Goal #1 above.

GOALS

OBJECTIVES

EVALUATION CRITERIA/METHODOLOGY

Improved Preliminary Investigations by Patrol

2. Administrative decisions will be made which fix review responsibility for report content at the field supervisory level.
- The activities to be accomplished by the 12th month of the project duration subject to the pre/post - testing and performance evaluation refer to part IV "Evaluation" of this application.

2. The promulgation of report writing instructions has been established (refer to Appendix 6). Policy will be formulated and documented within the first three months of the project period consistent with the procedures for report writing as expressed in Appendix 6. Supervisory level training regarding the manual and the reporting procedures has been accomplished during September, 1977.

B. Career Criminal Identification

GOALS

3. Realize increased patrol involvement in the identification, investigation and apprehension of serious/multiple crime offenders.

OBJECTIVES

1. Through administrative direction, develop, the 2nd month of the project duration, specific standards of patrol performance through:
 - (a) The fixing of specific accountability; &
 - (b) Provision of specific mechanism for supervisory review of patrol performance.
2. The organization and execution of a comprehensive police component of a career criminal program that will
 - (a) Identify and document known career criminal offenders, and
 - (b) Organize a system that will -
 - (1) provide line officers with regular updated career criminal information reports
 - (2) Provide mechanisms for patrol officer input into the career criminal information system.
 - (3) Provide for the tracking of activities of career criminals;

EVALUATION CRITERIA/METHODOLOGY

1. Efforts will be initiated by the PPCCP Director, with the advise and council of the Chief of Police/and the Bureau Commanders to develop through promulgation of operational orders and procedures and administrative guidelines regarding personnel performance standards and periodic review of personnel professional development needs.
2. Assessments will be initiated after the 12th month of project duration to measure against an 80% accuracy of response, that patrol officers will be able to recognize, identify, and recall 80% of the selected career criminals by photograph, name and specialty.

Tracking, inputs and periodic reporting formats will be developed by the 6th month of project duration and made operational by the 9th month of the project duration.

GOALSOBJECTIVESEVALUATION CRITERIA/METHODOLOGYCareer Criminal Identification

(c) Develop and maintain an informant control program,

(d) Train officers in the following skill areas:

(1) Techniques of field interviews and interrogation.

(2) Utilization of informants and creation/administration of a field intelligence and informant maintenance system

(3) Techniques of conducting a hasty on scene field photo identification inquiry

-- The activities to be accomplished by the 12th month of the project duration subject to pre/post testing and performance - refer to Part IV "Evaluation" of this application.

2-d Consistent with A-1-4 of the preceding training evaluation component, assessment will be made of the training provided pursuant to the attainment of this objective B-2-d (1-3).

C. Initiate a Patrol Planning Model

GOALS

4. Provide patrol officers with strategic tactical crime information and provide a working knowledge, through training, in appropriate strategy alternatives thus making patrol time more manageable and directed.

OBJECTIVES

1. By the 12th month of the project duration:
 - a. Provide command officers with knowledge of strategic information and its use so that the most appropriate manpower resource allocations can be made to produce uncommitted patrol time for directed patrol functions when and where it is most needed.

Thus-

- (1) Proactive crime prevention activities will be accommodated as a function of directed patrol, and
 - (2) Through patrol resource allocation, provide for expanded service capabilities through both directed and non-directed patrol time allocations.
- b. Make command personnel responsible for administrative decisions on manpower allocations and scheduling of resources in accordance with needs identified by regular statistical and strategic information reporting.

EVALUATION CRITERIA/METHODOLOGY

1-a & b

Efforts will be initiated by the PPCCP Director, with the advise and council of the Chief of Police and the Bureau Commanders to develop, through promulgation of operational orders and procedures and administrative guidelines regarding personnel performance standards and periodic review of personnel professional development needs.

GOALS

Initiate a Patrol Planning Model

OBJECTIVES

- c. Provide tactical information and knowledge of its use to command and supervisory officers on a routine and timely basis.
- (1) Training will be provided concerning the role of the supervisor/manager in the management of group decision making/utilization of group inputs.
 - (2) Training will be provided in the utility of specific strategies toward combating identified crime problems and the interpretation of patterns and frequencies of crime incidence which are impactable through alternative responses such as -
 - (a) Patrol deployment
 - (b) Target hardening
 - (c) Citizen education
 - (d) community involvement
 - (3) Patrol officers will be trained in field implementation techniques including -
 - (a) Individual time/task management
 - (b) Target hardening
 - (c) Citizen contacts
- The activities to be accomplished by the 12th month of the project duration subject to pre/post testing and performance - refer to Part I Evaluation Narrative.

EVALUATION CRITERIA/METHODOLOGY

- 1-c Consistent with A-1-4 of the preceding training evaluation component, assessment will be made by the training provided pursuant to the attainment of their objective. (4-1-(6-1 thru 3).

GOALS

5. To create a system of prioritization of responses to crimes and service needs which would aid command and supervisory officers in decision making...

Thus-

To implement strategic planning in patrol operations management.

Initiate a Patrol Planning Model

OBJECTIVES

1. The administration will define priorities for response to service and crime problems.
2. Command officers will be trained in the appropriateness of priority response and proactive commitments of police resources based upon service requirements indicated by the -
 - a. Incidence of serious crimes by actual or potential
 - (1) Severity in
 - (a) loss
 - (b) life/safety hazzard, and
 - (2) Frequency
 - b. Impact of citizen attitudes
 - (1) Expected or accepted levels of criminal activities
 - (2) Desired reduction in the incidence of criminal offenses, and
 - c. Impact of external factors such as political/citizen review of police activities.

EVALUATION CRITERIA/METHODOLOGY

1. Efforts will be initiated by PPCCP Director, with the advise and council of the Chief of Police, and the bureau Commanders to develop, through promulgation of operational orders and procedures and administrative guidelines.
2. Consistent with A-1-4 of the preceding training evaluation component, assessment will be made by the training provided pursuant to the attainment of their objective 5-2-(a-c).

V. Project Summary

The Project obviously will not function in a vacuum. As Project activities proceed as intended toward the satisfaction of the objectives provided in Part IV, "Evaluation" of this application, there are considerations that are suggested. They are:

A. Description of the flow of Career Criminals through the "Criminal Procedure" (Refer to the chart as Appendix 7, "Criminal Procedure Flow Chart"). The construct of the Salt Lake County Prosecutor's Office and its Career Criminal Unit is described in Part I-A, "Background," of this application. Each criminal case is screened and reviewed prior to assignment to a prosecutor within that unit. This screening includes both intake and evaluation review to insure that pertinent facts and necessary documentation is present from which judgements to assign the case to Career Criminal status will be made by the Chief Deputy of the Criminal Division. The criteria for determination of "Career Criminal Status" is set forth in Part I-D-1, "Case Evaluation and Screening" of this application. Thus, a Career Criminal case, once designated, will be assigned to a unit prosecutor who will determine whether immediate action (prior to arraignment) is necessitated by the facts of the case. The prosecutor will review the case reports, interview the investigating officer(s), and attend a lineup if required by the circumstances of the case. The prosecutor will work closely with the investigating officers and the Project director to insure that the chain and integrity of evidence has been preserved. The prosecutor will determine what the circumstances of defendant custody can or will be and develop the requisite and appropriate recommendation(s) as to bail and release.

The arraignments of incarcerated defendants normally occur the morning following the arrest. Bail reduction hearings are procedurally not heard by the arraigning court until twenty-four (24) hours have elapsed from arraignment to allow the prosecutor to re-confirm the criminal history of the defendant. The prosecutor attends such bail hearings as necessary. At the time of arraignment, the City Court Arraignment Judge is notified by the prosecutor that the defendant's profile is consistent with the Career Criminal Selection Criteria and thus special handling of the case should be deemed reasonable by the court - thus a request for special setting for preliminary hearing is set before the bench (request for calendaring within a three week maximum period). From this time frame, ample time for witness interviews, case law research, and trial preparation is afforded.

Inter-office procedures are currently established and followed for the preparation of subpoenas, witness call and pertinent data collection to insure careful case preparation. Witnesses are personally notified to insure presence at trial or other hearings of the case. It is the policy of the Career Criminal Unit to oppose all motions for continuance in career criminal cases. By agreement with the District Court, the backup judge assigned to the criminal bench takes special career criminal trial settings, as necessary, to insure speedy processing of career offender cases.

At the time of arraignment of the career offender in the District Court, the unit prosecutor procedurally asks the court to direct the preparation of the offender profile (pre-sentence report). This procedure, when granted, interrupts the delay of two or three weeks between conviction or plea entry and sentencing. Once the prosecution is successfully completed on a career

offender case, efforts to inform the sentencing judge are formally initiated concerning the recidivistic nature of the defendant with recommendation to appropriate disposition of the court. At sentence imposition, the prosecutor informs in writing the Board of Pardons outlining the circumstances of the crime for which the defendant was guilty of entered plea with the prosecutor's recommendation for strict enforcement of the sentence.

B. Impact of the Project

1. Impact on the Prosecutor's Office - Through the improved coordination with the prosecutor of police activities, the improved levels of police skill, and the improvement of case building quality, it is expected that the processes involved in case preparation and prosecution of career criminal offenders will be streamlined. This streamlining effect will result in the better use of prosecutorial resources in the allocation of more time to the relevant detail of criminal cases and less time toward after-the-fact case building in the preparation of lower quality criminal cases.

An expected result of the Project implementation forecasts a long term result in increased clearances of serious specific crimes with an inferred accompanying increase in criminal caseloads. However, balanced against the expected increase in career criminal caseloads is the accompanying improvement in the quality of casebuilding and preparation - thus, there exists the potential for a more expeditious handling of case prosecutions which holds a high potential of offsetting the negative effects of the increased career criminal caseload.

2. Impact on Jail-Detention Facilities - As previously indicated in Part II, "Profile," "H-Corrections," specifically sub-paragraph "9-Community Based Corrections," the point of initial detention, i.e., the Salt Lake County Jail, has been operating above maximum capacity, against which court service programs are aligned to help reduce the jail population. From the assumed increased custodial requirements posed by the detention of career criminal defendants, an expected impact can be identified in the low probability for career criminal defendant qualification for alternative court service programs. Thus, this proposal assumes the need for additional detention capacities, rather than a reduction in the detention requirements placed upon the present County Jail inmate accommodations. This matter of existent over-capacity use of the jail facilities is presently being addressed by the expanded utility of alternative court service and referral programs wherein higher priorities for detention are assigned to specific offender classifications, such as the career criminal and serious offense defendant. This will be balanced with a corresponding high priority set for the development, expansion and increased use of alternatives to detention for offenders of less serious crimes.

3. Impact upon the Courts and Court Docketing - A major impact of this Project, as previously stated, is to improve the quality of criminal case preparation through the enhancement of the police role in the preliminary investigation process, drawing of prosecutorial expertise into the casebuilding process through improved coordination of the police-prosecutorial roles, and the facilitation of a more expeditious handling

of the career criminal case through the court processes and proceedings. Major impediments to the realization of speedy trial or court disposition arise through a number of potential and actual instances of procedure related directly to the inferences of police competence and case quality that arise in both preliminary hearings and at trial, such as motions to suppress, questions of admissability, issues of procedure, and the like.- matters that constantly test the veracity of case quality and court treatment through judicial procedure of cases that could have been better researched, prepared, and presented. Such issues are reflected in the number of continuances of career criminal cases that have occurred as many as thirteen times in a single case during 1977 in Salt Lake City. The potential impacts of this Project upon the docketing of criminal cases will be immediately identifiable through the greater use of special career criminal trial settings presently afforded by the District Court. Thus, it can be expected that greater attention can be focused upon the career criminal case proceedings than is presently given to criminal cases before the courts in general.

4. Impact upon Correctional Agencies and Facilities - A major impact upon the Division of Corrections from this Project can be expected. As previously indicated in "Part II, Profile, H-Corrections," specifically subparagraphs 2 and 9 (the Utah State Prison and Community based Corrections), the Utah State Prison has been operating above maximum capacity for some time. In addressing this problem, a 90-Day Diagnostic Center began operation outside the Prison in January of 1978. The Center, located at the old St.

Mark's Hospital facility in Salt Lake City, serves to provide a relief to overcrowding of the institution through transfer of the diagnostic function from the Point of Mountain to Salt Lake City. Thus, the overcrowding of the institution is, for the present, relieved. It is clearly the intent of this Project, through the pursuit of its goals and objectives, to identify, investigate, arrest, prosecute, convict and insure the incarceration of the career criminal. Thus, the increasing of the population of the facilities at the Point of the Mountain is specifically intended by the Project.

C. Case Evaluation and Screening (Approach)

Case Evaluation and Screening serves as the initial point of target offender identification. The criteria, as presented in Part I-D-1 of this proposal, is intended to insure uniformity and consistency in the execution of the Project against career criminal offenders. These functions, although coordinated by the Project director, will be administered at the point of offender entry by the Prosecutor's Office. As such, the integrity of Project assessments and evaluation of goals accomplishment is externalized and not housed entirely within the Project - so should it be. The qualitative assessment of police anti-career criminal activities are assessable through the quality of casebuilding and presentation in the prosecutorial and court processes . . . i.e., case quality measurable under the adequacy of cases in the test of prosecution, in preliminary hearings, at trial, and against plea.

The treatment of career criminal cases will continue to be treated with uniformity and specificity through the following associated Project elements, as addressed in Part I of this application.

1. Administrative coordination of the Project with the prosecutor and courts functions;
2. Case Evaluation and Screening;
3. Use of experienced prosecutors specifically assigned to handle Career Criminal cases;
4. Individualized and specific case handling in the prosecutorial and court processes;
5. Witness consideration and coordination;
6. Uniform assessment;
7. Representation of the "people" at all key points of the case and its disposition;
8. Utilization of verification and analysis capabilities; and the
9. Allocation of high priority status to the docketing of Career Criminal cases.

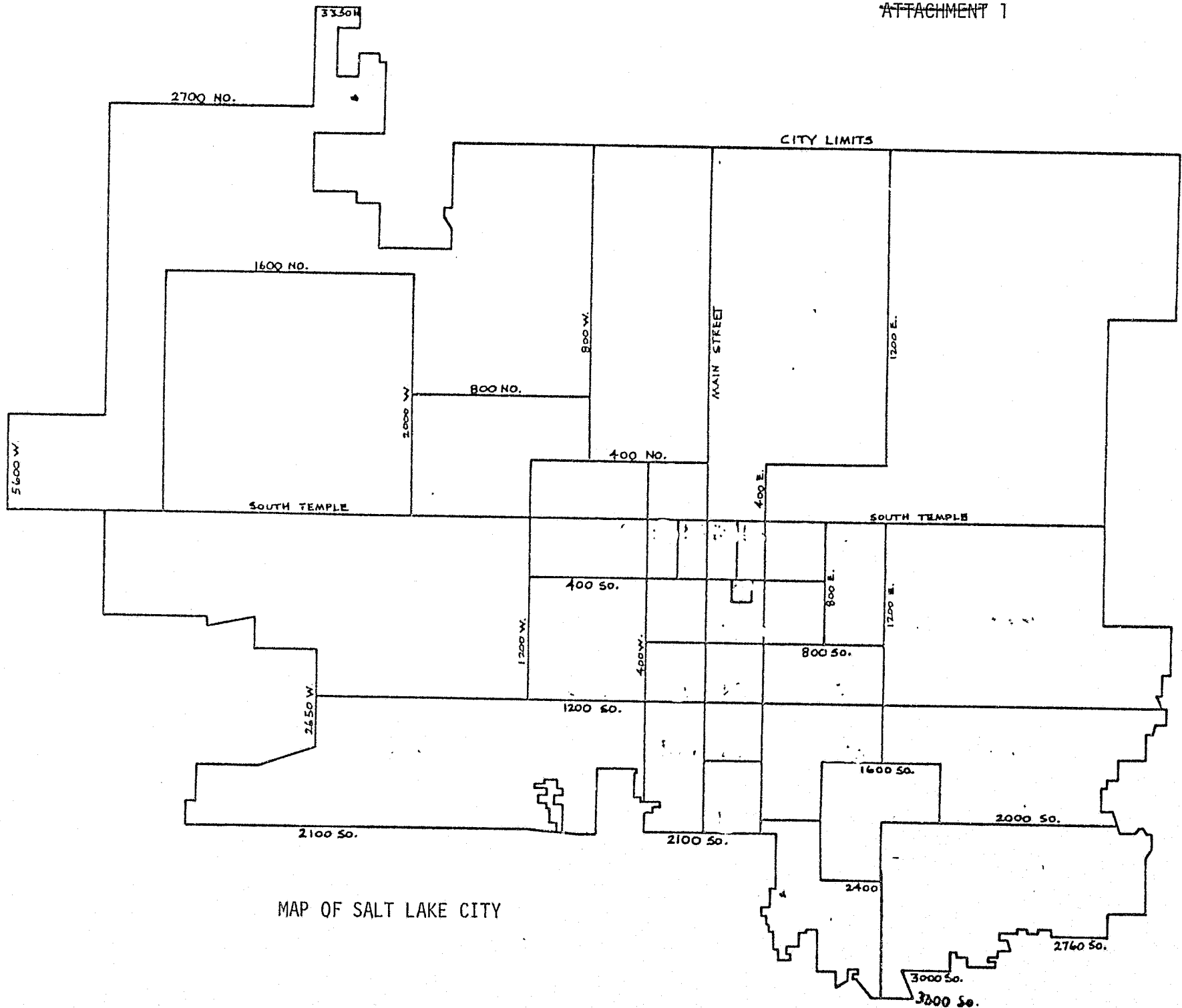
D. Citation of Pertinent Statutes

The Career Criminal component of the Prosecutor's Office is not presently functionally involved in the identification of habitual offenders who pose the greatest threat to community security. The Career Criminal Unit and the Prosecutor's Office in general do not have the resources to actively pursue the initial identification and investigation of Career Criminal offenders. This role, a key function of this Project, falls under this Project coordination to the police; however, the Salt Lake County Attorney's Office has established a track record since 1975 in serving a prominent role in the sponsoring to fruition (into law) three bills specifically designed to deal with the career criminal:

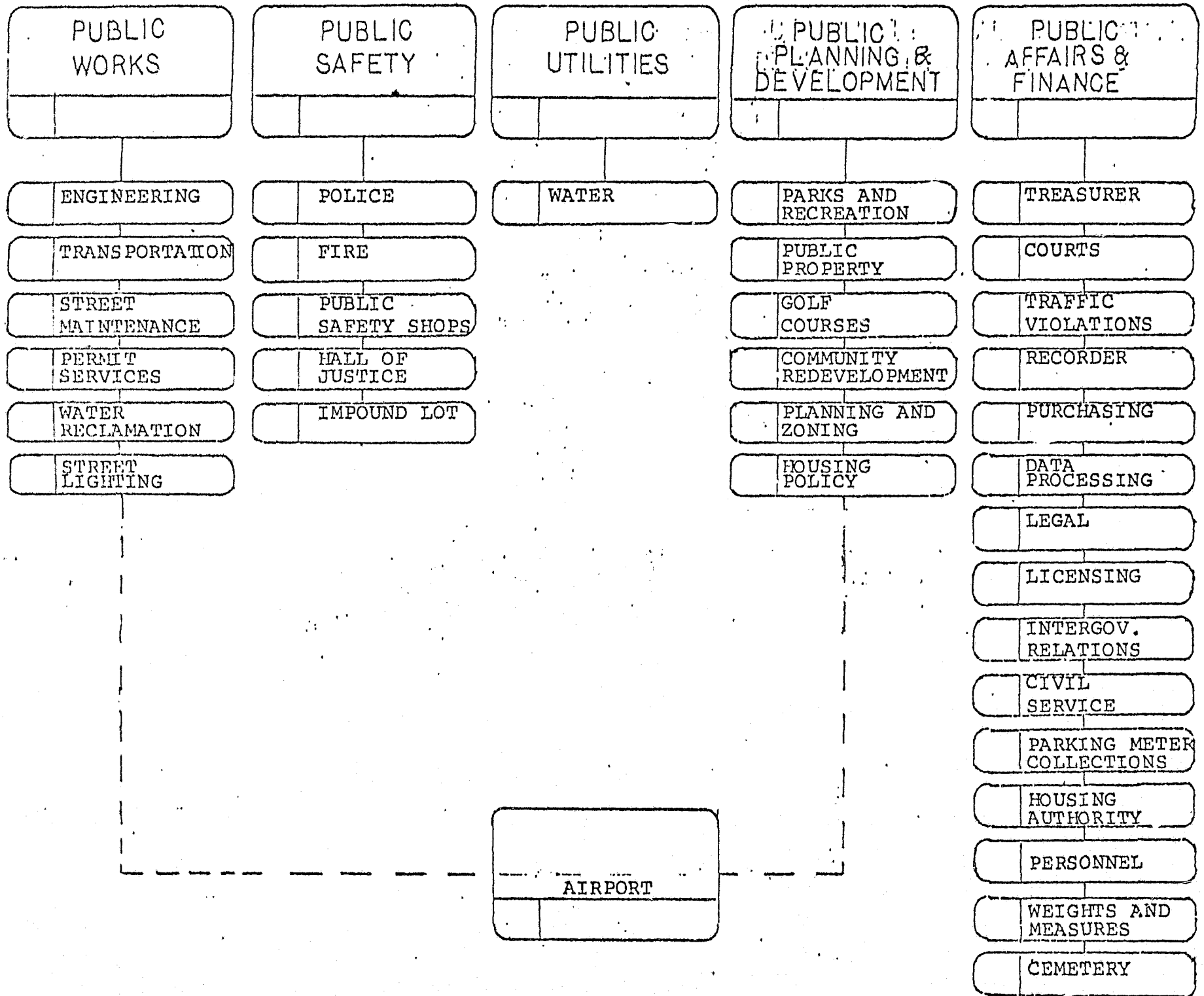
The first bill, The Habitual Criminals Act (HB51) targets upon the twice previously convicted offenders who are again arrested and charged with felony

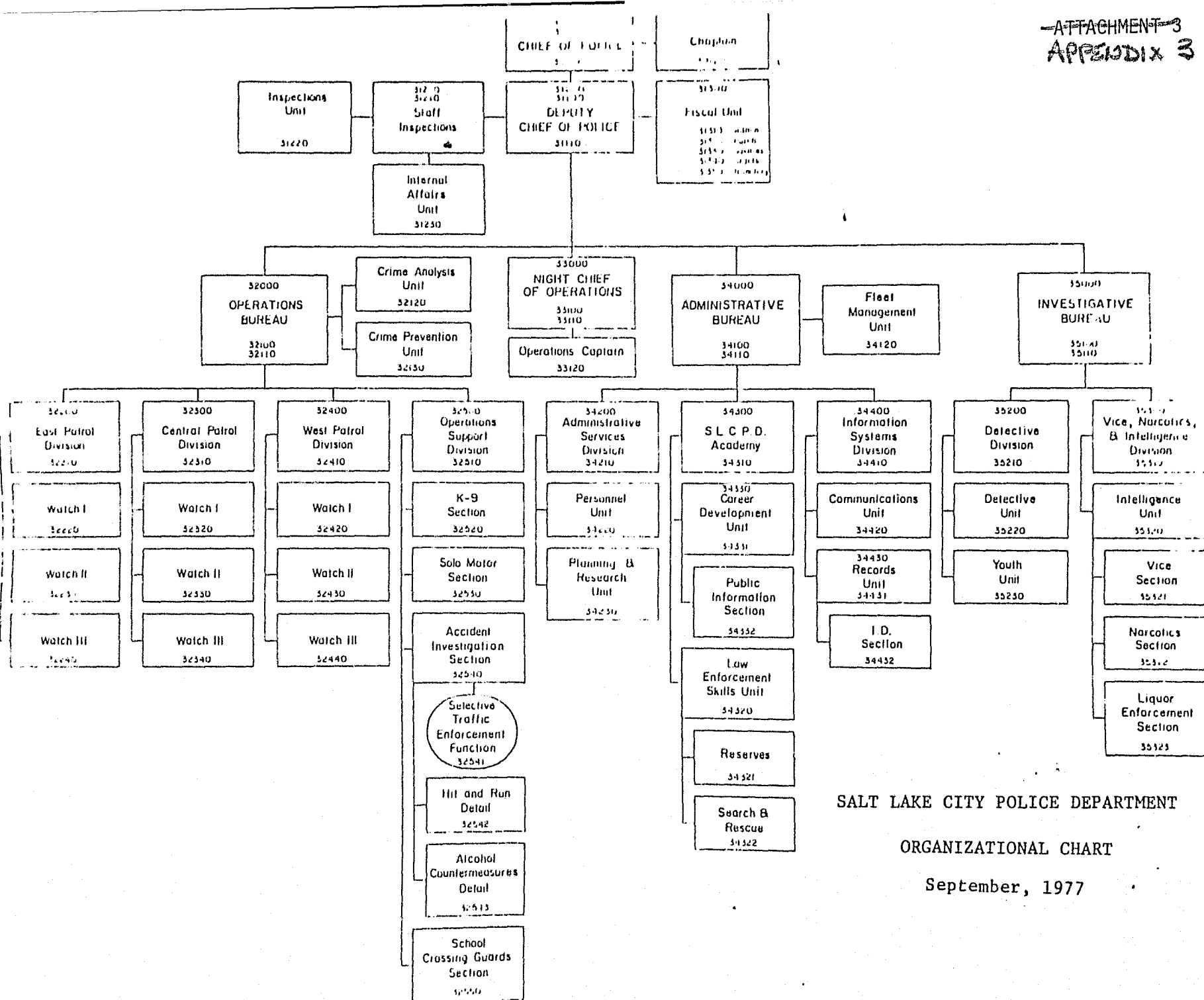
crimes (refer to the text of HB51 as Appendix 8). The second bill, The Police Authority to Stop and Question Suspects, sets the legitimacy and expands the standard under law of the police to act through probable cause to question the actions of persons in public places (refer to the text of HB67 as Appendix 9). The third bill provided for the authorization of additional judges, thus allowing for the appointment of additional trial judges to minimize the backlog of cases, both the trial and preliminary hearings (refer to the text of HB172, Additional Judges, as Appendix 10).

APPENDIX 1
ATTACHMENT 1



SALT LAKE CITY CORPORATION



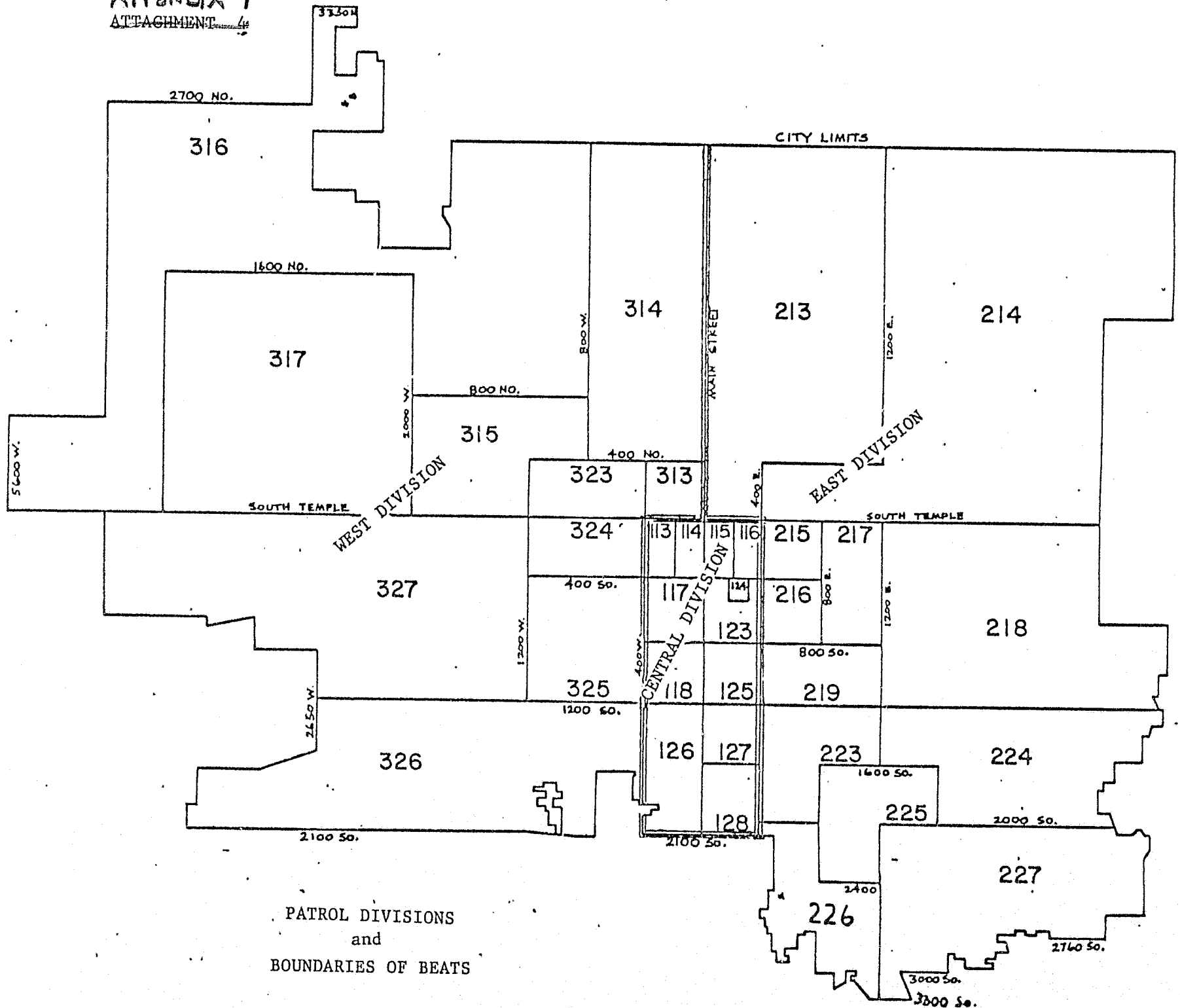


SALT LAKE CITY POLICE DEPARTMENT

ORGANIZATIONAL CHART

September, 1977

APPENDIX 4
ATTACHMENT 4



APPENDICES 5 & 6

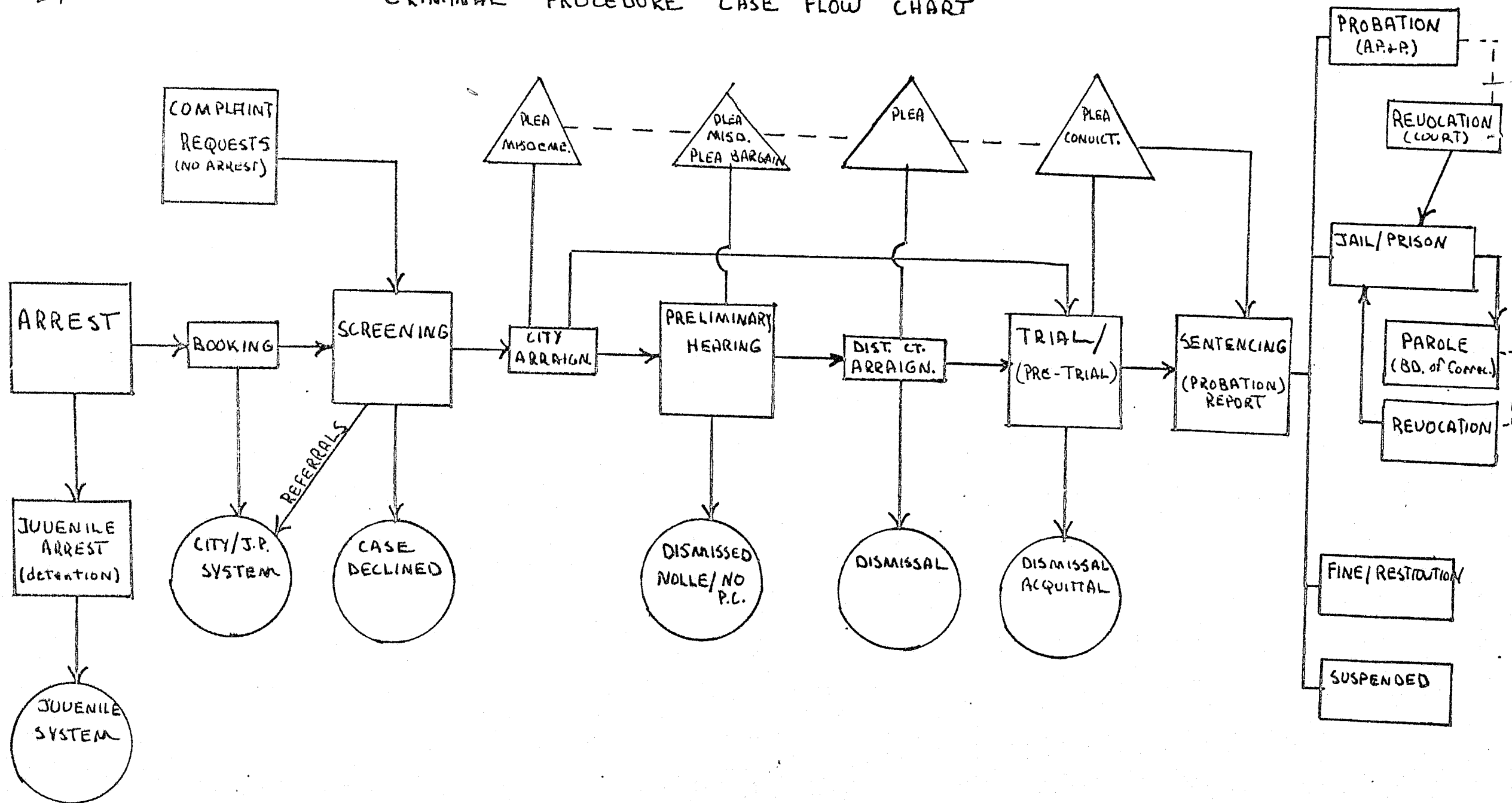
WERE SUBMITTED

WITH ORIGINAL

APPLICATION

IN 1977

CRIMINAL PROCEDURE CASE FLOW CHART



HABITUAL CRIMINALS

1975

GENERAL SESSION

Engrossed Copy

H. B. No. 51

By T. Quentin Cannon

Harold T. Newman

AN ACT ENACTING PART 10, CHAPTER 8, TITLE 76, UTAH CODE ANNOTATED 1953; RELATING TO HABITUAL CRIMINALS; PROVIDING PROCEDURES FOR DEALING WITH HABITUAL CRIMINALS AND PUNISHMENT.

Be it enacted by the Legislature of the State of Utah:

Section 1. Part 10, Chapter 8, Title 76, Utah Code Annotated 1953, is enacted to read:

76-8-1001. Any person who has been twice convicted, sentenced, and committed for felony offenses at least one of which offenses having been at least a felony of the second degree or a crime which, if committed within this state would have been a capital felony, felony of the first degree or felony of second degree, and was committed to any prison may, upon conviction of at least a felony of the second degree committed in this state, other than murder in the first or second degree, be determined as a habitual criminal and be imprisoned in the state prison for from five years to life.

76-8-1002. (1) In charging a person with being a habitual criminal, the information or complaint filed before the committing magistrate shall allege the felony committed within the State of Utah and the two or more felony convictions relied upon by the State of Utah.

(2) If the defendant is bound over to the district court for trial, the county attorney shall in the information or complaint set forth the felony committed within the State of Utah and the two or more previous felony convictions relied upon for the charge of being a habitual criminal. If a jury is impaneled, it shall not be told of the previous felony convictions or charge of being a habitual criminal.

The trial on the felony committed within the State of Utah shall proceed

H. B. No. 51

as in other cases.

(3) If the court or jury finds the defendant guilty of the felony charged, then the defendant shall be tried immediately by the same judge and jury, if a jury was impaneled, on the charge of being a habitual criminal, unless the defendant has entered or enters a plea of guilty to the charge of being a habitual criminal.

(4) No conviction may be admissible to establish the status of a habitual criminal if it was set aside on the basis of the defendant's innocence.

POLICE AUTHORITY TO STOP AND QUESTION SUSPECTS

1975

GENERAL SESSION

Engrossed Copy

H. B. No. 67

By Douglas F. Sonntag

David R. Irvine

AN ACT AMENDING SECTION 77-13-33, UTAH CODE ANNOTATED 1953, AS ENACTED BY CHAPTER 203, LAWS OF UTAH 1967; RELATING TO THE AUTHORITY OF A POLICE OFFICER TO STOP AND QUESTION SUSPECTS; AND PROVIDING A CHANGE IN THE STANDARD FOR INITIATING A STOP OF A SUSPECT.

Be it enacted by the Legislature of the State of Utah:

Section 1. Section 77-13-33, Utah Code Annotated 1953, as enacted by Chapter 203, Laws of Utah 1967, is amended to read:

77-13-33. A peace officer may stop any person in a public place whom he has probable cause to believe:

- (1) is in the act of committing a crime;
- (2) has committed a crime; or
- (3) is attempting to commit a crime;

and may demand of him his name, address and an explanation of his actions.

ADDITIONAL CITY JUDGES

1975

GENERAL SESSION

Engrossed Copy

H. B. No. 172

By M. Byron Fisher

C. DeMont Judd, Jr.

AN ACT AMENDING SECTION 78-4-2, UTAH CODE ANNOTATED 1953, AS AMENDED BY CHAPTER 146, LAWS OF UTAH 1959, AS AMENDED BY CHAPTER 215, LAWS OF UTAH 1967, AS AMENDED BY CHAPTERS 252 AND 254, LAWS OF UTAH 1969; AS AMENDED BY CHAPTER 203, LAWS OF UTAH 1973; RELATING TO CITY COURTS; PROVIDING FOR AN INCREASE IN THE NUMBER OF CITY JUDGES.

Be it enacted by the Legislature of the State of Utah:

Section 1. Section 78-4-2, Utah Code Annotated 1953, as amended by Chapter 146, Laws of Utah 1959, as amended by Chapter 215, Laws of Utah 1967, as amended by Chapters 252 and 254, Laws of Utah 1969, as amended by Chapter 203, Laws of Utah 1973, is amended to read:

78-4-2. At the municipal election to be held in the year 1951, and sexennially thereafter, city judges shall be elected by the qualified electors of their respective cities in the manner provided by this act. In cities having a population, as determined by the last official census and each official census thereafter, of 30,000 and less than 65,000 there may be no more than two city judges; in cities having a population of 65,000 and less than 150,000, there may be four city judges, or any number more than four as determined by the governing body of the city; in cities having a population of 150,000 or more, there may be five city judges, or any number more than four as determined by the governing body of the city; and in other cities having a city court there may be no more than one city judge, provided, however, that there shall be no reduction in the number of, or the salaries of, city judges during the term for which they are

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selected. Said judges shall be known as judges of the city court, and their term of office shall be for six years beginning at twelve o'clock noon on the first Monday of January succeeding their election. However, when any judge reaches the mandatory retirement age provided by law, he shall retire and the office held by him shall become vacant.

