

STATE OF UTAH

1994 DRUG AND VIOLENT CRIME ENFORCEMENT CONTROL PLAN

149119

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Utah Commission on Criminal
and Juvenile Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

149119



Utah Commission on Criminal and Juvenile Justice
101 State Capitol
Salt Lake City, Utah 84114
(801) 538-1031



850

149119



State of Utah

COMMISSION ON CRIMINAL AND JUVENILE JUSTICE

Michael O. Leavitt
Governor
S. Camille Anthony
Executive Director

101 State Capitol
Salt Lake City, Utah 84114
(801) 538-1031
FAX (801) 538-1024

December 20, 1993

Denise Schulze
State and Local Assistance Division
Bureau of Justice Assistance
U.S. Department of Justice
633 Indiana Avenue, N.W.
Washington, DC 20531

Dear Ms. Schulze:

Enclosed is Utah's application for Drug Control and System Improvement Formula Grant funding in the amount of \$3,057,000 submitted in accordance with the Anti-Drug Abuse Act of 1988. Utah's Drug and Violent Crime Enforcement Control Plan was developed after consultation with federal, state, and local criminal justice personnel. The Commission on Criminal and Juvenile Justice (CCJJ) has been designated by Governor Michael O. Leavitt to administer this grant program.

Intergovernmental review of this application is now taking place. Any comments submitted will be sent to you promptly.

We appreciate the opportunity to administer this federal program. If you have any questions or need additional information, please contact Laura Lewis, Grant Program Manager with CCJJ.

Sincerely,

S. Camille Anthony
Executive Director

Enclosures



TABLE OF CONTENTS

Letter of Transmittal - U.S. Department of Justice	i
Executive Summary	iv
Map of Utah	viii

Utah Drug and Violent Crime Enforcement Control Plan

Nature and Extent of the Problem	2
Summary of Surveys/Substance Abuse and Use Findings	2
Risk Factors/Maternal Drug Use.	6
Drug Availability and Production	7
Drug Trafficking	8
Other Problem Indicators	9
Drug-Related Exposures Requiring Medical Intervention	9
Drug-Related Deaths	10
Alcohol and Drug Arrests	11
Drug Cases Filed in District and Juvenile Court	11
Juvenile Alcohol and Drug Offense Citations	12
Gang-Related Crime.	12
Summary of Accomplishments - War on Drugs.	13
Coordination.	13
Drug Law Enforcement.	13
Prevention.	15
Treatment	16
Drug-Free Workplace.	16
Education, Training, and Public Awareness	17
Legislation.	18
Research and Evaluation	19
Reductions in Drug Use	19
Annual Report - Impact of Currently Funded Grant Programs . . . . .	.21
D.A.R.E. Coordination Program . . . . .	.21
Multijurisdictional Drug Task Forces. . . . .	.22
Drug Prosecution Units. . . . .	.23
Computer Intelligence Program . . . . .	.25
Clandestine Lab Unit . . . . .	.26
Gang Enforcement . . . . .	.27
Financial Crimes Unit/Money Laundering . . . . .	.28
Intensive Supervision Programs. . . . .	.29
Youth Restitution Work Program . . . . .	.30
Treatment for Offenders Program . . . . .	.31
Drug Diversion Programs . . . . .	.32
Crime Lab Programs . . . . .	.33
Criminal History Upgrade Program . . . . .	.35
Fugitive Task Force . . . . .	.36
Child Abuse Prosecution Unit. . . . .	.37

Utah's 1993 Program Strategy . . . . .	.38
Strategy Development . . . . .	.38
Description of Utah's Criminal Justice System. . . . .	.39
Areas of Greatest Need . . . . .	.42
Match. . . . .	.42
Federal Participation in Task Forces. . . . .	.42
Statement on Public Notice Compliance. . . . .	.43
State Administrative Agency Staffing . . . . .	.43
HIV Testing for Certain Sex Offenders Legislation . . . . .	.43
INS Plan. . . . .	.43
Criminal Records Improvement Plan Update . . . . .	.45
Other Grant Fund Resources . . . . .	.53
1994 Strategy Goals and Objectives . . . . .	.55
Resource Needs . . . . .	.57
Programs Planned to Implement the Strategy . . . . .	.59
Attachment A - Programs to be Funded . . . . .	.60
Workplan Detail . . . . .	.61
Evaluation Plan for 1994 Strategy . . . . .	.63
Utah's Strategy vs. the National Strategy . . . . .	.65
National Priorities - Drug Control and Violent Crime . . . . .	.70

Data Summary Forms - Drug and Violent Crimes

Arrests . . . . .	.73
Convictions . . . . .	.74
Sentences . . . . .	.75
Average Sentence Length/Actual Time Served. . . . .	.76
Dispositions . . . . .	.78
Justice Treatment Resources . . . . .	.79
Drug Seizures . . . . .	.80
Non-Drug Seizures . . . . .	.84
Drug Eradication . . . . .	.85
Drug Analysis/Analyses Completed . . . . .	.86
Drug Control Manpower . . . . .	.87

Appendices

A. Utah Substance Abuse Coordinating Council Membership	A.1
B. Utah Commission on Criminal and Juvenile Justice Membership	B.1

EXECUTIVE SUMMARY

Michael O. Leavitt, the Governor of Utah, has designated the Commission on Criminal and Juvenile Justice (CCJJ) as the Utah agency responsible for coordinating and administering the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. This plan responds to the grant guidance provided by the Bureau of Justice Assistance, U.S. Department of Justice, and requests Utah's 1994 formula allocation of \$3,057,000. CCJJ staff consulted with the Utah Substance Abuse Coordinating Council and the Commission Board members in developing the 1994 plan. Utah chiefs of police, county sheriffs, and other criminal justice representatives were also asked to provide input and direction.

The formula grant program has enabled Utah to respond to the most critical criminal justice problems and challenges during the last six years. A review of the programs funded between July 1, 1992 - June 30, 1993 confirmed that the programs have been effective in impacting the problems which were targeted. Several programs now operate with state or local monies, after federal funding was terminated, and one project received national recognition as a model program.

The major focus of the formula grant program in Utah has been targeting the problems associated with drugs. Substance abuse and illegal drug activity are recognized to be among Utah's greatest challenges, as they continue to threaten the well being of every citizen in our state. In June, 1993, a poll conducted by Dan Jones & Associates, 63 percent of respondents ranked drugs as the most severe problem facing Utah. The costs, in terms of economics and human suffering, are staggering. Utah will continue its commitment to drug law enforcement.

Other criminal justice problems have surfaced in Utah during the last few years which have been addressed with the formula funds. In particular, an increase has been noted in the number and severity of juvenile offenses and gang violence; an increased number of child abuse cases; and an audit revealed that Utah's criminal history records were incomplete.

About Utah

Utah is a large state geographically and has a population of 1,770,000 according to 1991 census records. Perhaps more than anything else, Utah is unique because of the large number of children in its population. The median age - 25.7 years - is the youngest in the nation by almost four years. Utah leads the next closest state by 5 percent in the percentage of school age children in its population. This is 50 percent higher than the national average. This is particularly significant because young people are generally arrested for crimes at a much higher rate than older people. Although the Uniform Crime Reports confirm that Utah's juvenile crime rates are below the national average, juvenile crime has increased significantly in Utah during the last decade.

According to the 1990 U.S. Census, 87 percent of Utahns live in urbanized areas - sixth in urban rankings nationwide. Population centers include Salt Lake County (population 725,956), Utah County (population 263,590), Davis County (population 187,941), and Weber County (population 158,330). As would be expected, the crime rates (offenses per 1,000) are usually higher in the urban counties of the state than in the rural counties. The number of arrests for drug and violent crimes are higher in the urban counties, and asset forfeitures occur more frequently in Salt Lake, Utah, Davis, and Weber Counties compared to the rural areas.

Chemicals needed to manufacture methamphetamine drugs are available in Utah and have contributed to the increase in consumption of this drug. The size of the market, ease of manufacturing, and costs vs. profits involved have expanded this drug activity. With the exception of the methamphetamine labs, Utah is an importer of drugs, due primarily to the state's proximity to Mexico and California.

Utah's arid climate, poor soil, and lack of cover make it difficult to grow marijuana, thus encouraging more importation. However, since the price of marijuana increased during the last year, Utah has seen a rebirth of interest in both outdoor and indoor grows because it can be so profitable. As a result, over 10,000 plants were eradicated during calendar year 1993 compared to just over 3,000 plants during 1992.

When considering only illicit or prescription drugs, marijuana appears to be the most readily available drug in Utah. The DEA reports that cocaine is the drug of choice, both for consumption and transportation. Prescription drug abuse is high in Utah and continues to be one of the most difficult areas to monitor, detect, and enforce. Utah drug use surveys of adults and youth reveal drugs are abused at similar rates in rural Utah vs. urban Utah.

Summary of Drug and Violent Crime Problems/Utah's Response

1. Illegal Drug Activity: Utah's accomplishments in fighting substance abuse and illegal drug activity continue to distinguish the state as a leader in the nation's war on drugs. In general, Utah youth and adults continue to use most drugs, including alcohol, tobacco, marijuana, and cocaine at rates significantly lower than the rest of the nation, and surveys show the use of most drugs has decreased among Utahns since the early 1980s. The state's most recent 1992 household survey of Utah youth and adults age 12 and older shows that the use of most drugs has declined since statewide data was gathered in 1989. Declines were noted for marijuana, tranquilizers, stimulants, analgesics, cocaine, and hallucinogens. These declines are particularly noteworthy because similar declines are not reflected in data for the nation as a whole, where rates of drug use remain fairly stable.

The following summarizes the programs which were funded between July 1, 1992 - June 30, 1993 (State Fiscal Year 1993). *The programs listed below specifically targeted illegal drug activities in Utah through education/prevention/treatment; enforcement; intelligence; or forensic lab support.*

- **Drug Abuse Resistance Education (D.A.R.E.):** Over 3,500 children participated in D.A.R.E. presentations and 32 new D.A.R.E. officers were trained at the annual two-week school. *(Final year of funding)*
- **Multijurisdictional Drug Task Forces (14):** Over 3,000 drug-related arrests were made, 252 weapons confiscated, and over \$8 million in illegal assets seized. The numbers of arrests, seizures, etc. have increased compared to previous years in most categories.
- **Narcotics Enforcement/Prosecution Assistance:** Specialized narcotics-related training and prosecution was provided by one state unit and one local unit. *(Final year of funding)*
- **Utah Law Enforcement Intelligence Network (ULEIN):** This is a nationally recognized program with over 46,000 known or suspected criminal's names entered into the ULEIN database, as of June 30, 1993. In addition, over 3,000 photos of criminal suspects have been entered into this system. *(Final year of funding)*
- **Clandestine Lab Unit:** This unit investigated 36 reported labs during SFY 1993, seizing 11 labs, and making 29 arrests. *(Final year of funding)*
- **Financial Crimes Unit:** This unit investigated 23 cases involving money laundering, resulting in seven search warrants, 10 seizure warrants, and one arrest warrant. Property valued at \$639,000 was seized as a result of the warrants served.
- **Drug Diversion Programs (2):** These programs provided an alternative to criminal prosecution for first-time drug offenders. Over 140 offenders chose to participate in this program which requires that they pay for their own drug treatment, addressing the critical issue of user accountability.
- **Crime Lab Support:** Funding continued to support the Cedar City Crime Lab in the southern part of the state, providing crime lab services to seven rural counties. Criminalists analyzed over 700 drug samples submitted and processed 29 requests for latent print analysis. *(Final year of funding)*

Funding has been provided to the Utah Department of Public Safety, the Administrative Office of the Courts, and the Utah Prosecution Council in order to improve the criminal history records. Accomplishments to date include: 1) a new, more flexible repository developed to support the criminal justice community; 2) enhanced data entry screens to ensure data quality; and 3) an improved multiple part 10-print card was developed to aid the prosecutor's identification of declinations, and provide better interaction between jails and prosecution. With federal funding, Utah has been able to significantly improve the criminal history records, and this will continue to be a state priority.

Programs which are now funded through state or local sources include the pharmaceutical diversion unit, two county attorney drug prosecution units, the Utah Law Enforcement Intelligence Network, a juvenile offender diversion program, an adult ISP program, and a fugitive felony task force. Several state programs will be requesting the 1994 Utah State Legislature to assume responsibility for funding effective July 1, 1994 when their formula funding terminates.

Summary of 1994 Programs to be Funded

Due to Congressional cuts in the formula grant allocations, Utah's funding for 1994 is approximately \$500,000 less than the 1993 award (\$3,057,000 compared to \$3,580,000). While this is a significant reduction, Utah was able to minimize the impact on most of the continuation programs. Approximately \$400,000 less has been earmarked for state programs compared to the 1993 awards. This was possible because several state-level programs completed their fourth and final year of eligibility for funding during the 1993 grant award period. Utah reduced the number of new state programs that would have otherwise been funded.

On the local side, the allocation for drug task forces has been reduced by \$90,000. Smaller reductions were made for drug diversion programs (-\$5,000) and the local criminal history program (-\$20,000) to be funded with 1994 monies.

The following summarizes the programs which have been identified to receive 1994 funding. The programs were selected to target Utah's current drug control and violent crime problems:

Local Programs

- Multijurisdictional drug task forces
- Gang enforcement units
- Drug diversion units for first-time drug offenders
- Criminal history upgrade program

State Programs

- Money laundering/financial crimes unit
- Intensive supervision/treatment programs for youthful offenders
- Crime lab personnel and equipment
- Alternatives to detention for youth (day/night reporting, work camps, etc.)
- Drug treatment of adult offenders

The map of Utah on the following page identifies the major population centers and the state's 29 counties.

- **Drug Treatment for Offenders:** During SFY 1993, 577 offenders at the two state prisons participated in group treatment, 186 funded by formula grant monies. The positive urine samples obtained through testing indicated an average positive rate of 1.93 percent for SFY 1993 compared to a 4 percent positive rate in 1990. *(Final year of funding)*

2. Increased Juvenile Crime and Gang Violence: Utah's Juvenile Court and the Division of Youth Corrections have been reporting a rising number of crimes committed by juveniles. The Juvenile Courts alone witnessed a staggering 90 percent increase in criminal referrals during the 1980s, with just over 11,000 juveniles accounting for 18,000 criminal referrals. In 1990, almost 22,000 youths accounted for 34,000 criminal referrals. Juvenile arrests increased from 30 percent to 36 percent, of all arrests made in Utah even though youth ages 12 to 17 represent less than 10 percent of the state's population.

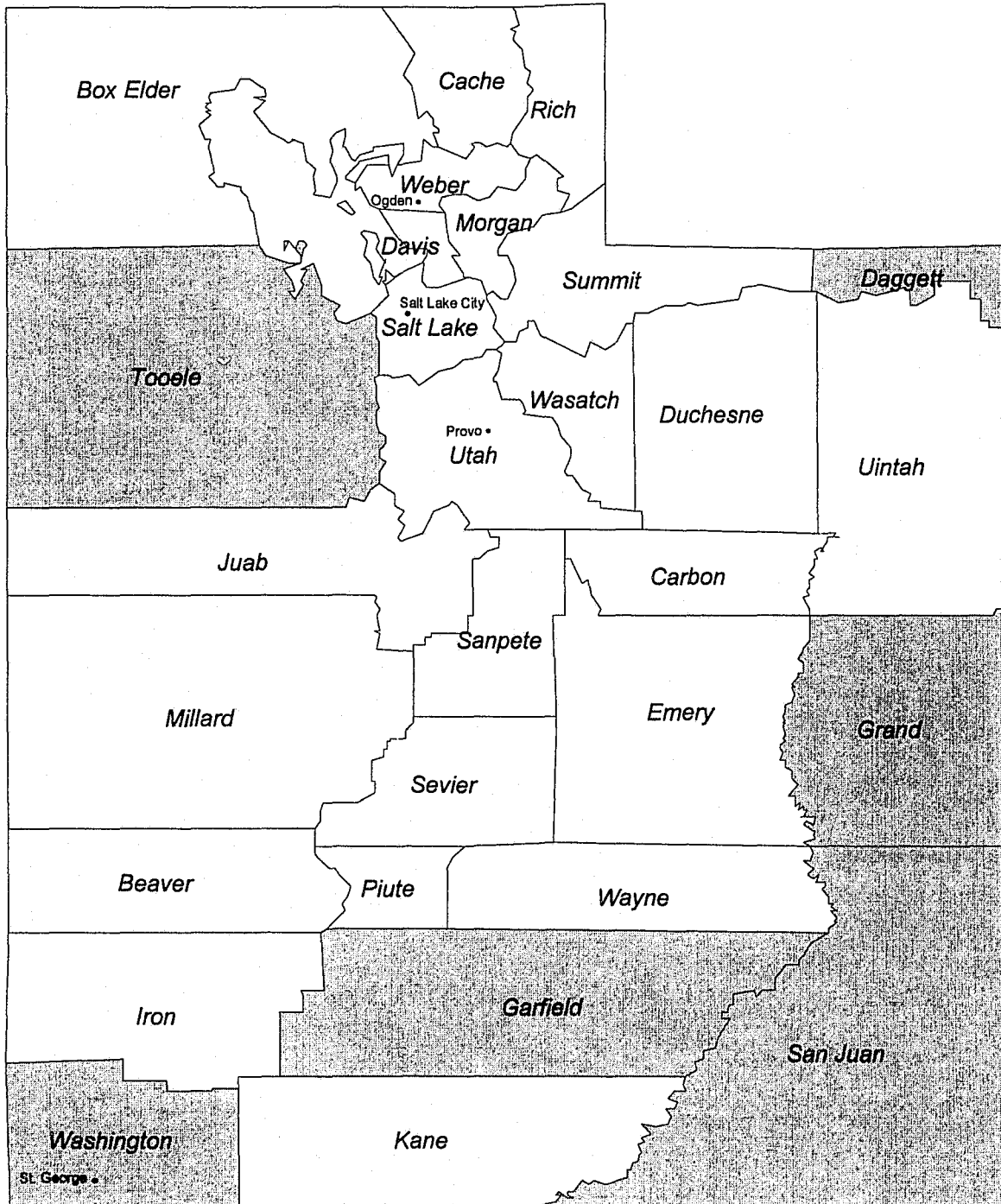
Juveniles accounted for more than 50 percent of all arrests for theft, burglary, arson, car theft and vandalism. During their teen years, four out of 10 youths in Utah are referred to Juvenile Court, three out of 10 for a criminal offense. Gang members demonstrated a propensity for violence, and have an overall higher percentage of violent crimes committed compared to other criminal offenders. *The programs listed below specifically targeted juvenile and/or gang offenders in Utah through enforcement; education/prevention; treatment; or work restitution programs.*

- **Gang Enforcement Programs (2):** The Salt Lake Area Gang Project had identified 1,749 gang members and associates as of June 30, 1993. Gang-related criminal and violent activity increased from 489 cases during the first six months of 1992 to 2,060 cases during the first six months of 1993. Weber/Davis County Gang Project identified 35 gangs their first year of operation, with 358 gang members. Graffiti and gang-related crimes and violence have been identified as critical gang-related problems in Weber and Davis Counties.
- **Juvenile ISP Programs (2):** Thousands of contacts were made with youth in the two programs funded, a successful way of intervening with seriously delinquent youth. One county's recidivism rate was reduced from 58 percent in the control group to 39 percent in the experimental group. The average length of time on probation was reduced from 361 days to 226 days. The other program is also demonstrating success.
- **Youth Restitution Program:** The collection rate for restitution has increased 90 percent for the Juvenile Court statewide since this program was funded in 1990.

3. Child Abuse: Confirmed reports of child abuse and neglect have risen 335 percent during the last 10 years, with a total of 3,161 reports in 1982 compared to a total of 10,595 reports in 1992. Utah has responded to this problem by establishing a Child Abuse and Neglect Advisory Council and funding three Children's Justice Centers - facilities that are neutral, child friendly, and bring together agencies that must work closely in order to protect child victims of abuse. In addition, a child abuse prosecution unit, housed within the Utah Attorney General's Office, was funded with formula monies, to provide assistance to Utah prosecutors and investigators who need technical or hands-on assistance with investigating and prosecuting child abuse cases. Since 1990, this unit has handled 69 active cases. Seventeen convictions were obtained during the first three years, 12 of those during SFY 1993.

4. Improving Utah's Criminal History Records: A 1990 state audit revealed that Utah's criminal history information was not complete. With legislative backing, CCJJ developed a Criminal History Record Improvement Plan in order to systematically address this system-wide program.

UTAH



According to the 1990 U.S. census, 87 percent of Utahns live in four counties - Salt Lake, Utah, Davis, and Weber counties. Twenty-three of the 29 counties participate in drug enforcement task forces (non-participating counties are identified by gray shading).



THE NATURE AND EXTENT OF THE PROBLEM IN UTAH: STATEWIDE INDICATORS OF SUBSTANCE USE/ABUSE, AVAILABILITY, PRODUCTION, AND TRAFFICKING

SUBSTANCE USE/ABUSE

During 1989, 1990, and 1992 several statewide surveys were conducted to assess the use of alcohol and other drugs among Utahns.

1989 School Survey¹

During the late winter and early spring of 1989, the Utah Division of Substance Abuse and the Utah State Office of Education jointly conducted a statewide random survey of approximately 43,000 students in grades five through twelve. Thirty-nine of Utah's 40 school districts participated. The findings were compared with data collected on Utah students in 1984, and with data collected on high school seniors in the United States in 1988.

1989 Household Incidence and Prevalence Survey²

In 1989, the Utah Division of Substance Abuse commissioned a statewide household incidence and prevalence survey of over 5,200 adult Utah residents, ages 18 and older. Findings were compared to data collected in a 1982 incidence and prevalence survey also conducted by the Division.

1990 College and University Study³

In 1990, the Utah Division of Substance Abuse commissioned a study for the purpose of measuring the prevalence of substance use at Utah's colleges and universities. Comparisons were made between the students and the general adult population surveyed in the 1989 household study.

1992 Household Incidence and Prevalence Survey⁴

In 1992, the Utah Division of Substance Abuse again commissioned a statewide household incidence and prevalence survey of over 2,392 Utah residents, ages 12 and older. Findings were compared to the 1989 incidence and prevalence survey, and school survey mentioned above.

Alcohol

Alcohol is the drug most frequently used by Utahns of all ages. The average age at which Utah youth first try alcohol is just under 13 years.

Almost half of Utah students in grades 7-12 have tried alcohol, 22 percent used alcohol in the past month, and about one percent consume alcohol on a daily basis. Over 56% of those 12 years or older have tried alcohol and 25% use alcohol regularly. Among Utah's college/university students, 57 percent report having tried alcohol and a little over one-quarter report regular use.

¹Stephen J. Bahr. Drug Use Among Utah Students, 1989.

²Dan Jones & Associates, Inc. Utah Household Survey on Substance Abuse, 1989.

³Dan Jones & Associates, Inc. Utah Colleges and Universities Study on Substance Abuse, 1990.

⁴Dan Jones & Associates, Inc. Utah Household Survey on Substance Abuse, 1992

Although trend data is unavailable for Utahns ages 12-17, significant declines in alcohol use continue among 18-25 year olds and those over 25. In fact, 31 percent of 1992 young adults in Utah (age 18-25) report regular alcohol use, compared to 39 percent in 1989. Utahns use alcohol at lower rates than the nation as a whole.

Tobacco

Tobacco is the second most frequently used substance among Utahns. One-third of students in grades 7-12 report having tried tobacco, with 13 percent reporting use in the past month and five percent reporting daily use. Thirty-nine percent of Utahns age 12 and older have used tobacco in their lifetime, and 17 percent are regular users of tobacco products. Among Utah's college/university students, a little over one-third report having tried tobacco products in their lifetime and 12 percent report regular use.

From 1984 to 1989, there were significant decreases in the percentages of Utah students in grades 7-12 who reported ever having used tobacco and who reported use in the past month. The number of students who reported ever using cigarettes, however, increased slightly. As the second most commonly used substance, tobacco is used regularly by nearly one in five Utahns (17.6 percent). Utahns use tobacco at substantially lower rates than youth and adults in the nation as a whole.

Marijuana

Marijuana is the third most frequently used drug among Utah youth, and the most commonly used illegal drug among adult Utahns.

Sixteen percent of Utah secondary students report having tried marijuana and six percent report use in the past month. About one in five residents has used marijuana. Regular use among Utahns aged 26 and above fell from 3.1 percent in 1989 to 1.4 percent in 1992, while 18-25 year olds exhibit even greater declines at 6.4 percent from 13.3 percent. Slightly over one-quarter of Utah's college/university students report trying marijuana during their lifetime, while one in twenty report regular use.

The decrease in marijuana use among Utah's 7th-12th grade students from 1984-1989 was the most dramatic of any of the substances surveyed, with lifetime use decreasing from 22 percent to 16 percent, and past month use cut in half from 12 percent in 1984 to six percent in 1989. Marijuana use among Utah youth and adults is lower than the nation as a whole.

Cocaine

About four percent of Utah's students in grades 7-12 have tried cocaine, and almost two percent report use in the past month. Less than one percent of Utahns age 12 and over (0.5%) qualify as regular cocaine users, while 8 percent have tried cocaine at least once in their lifetime. Twelve percent of Utah's college/university students report having used cocaine at least once in their lifetime, and about one percent report regular use.

Cocaine use among Utah youth has decreased significantly since 1984. Regular use of cocaine dropped in Utah from 1.7 percent to 0.5 percent among adults. Snorting cocaine remains Utahn's most common method of using this illicit drug. The average age, according to 1992 data, for first using cocaine is between 20 and 21 (up from an average of 16 in 1989).

Regular use of crack, the highly potent rock form of cocaine, is very limited in Utah with 0.2 percent of Utahns using crack within the past 30 days and 1.4 percent ever using it. Less than one-half of one percent of respondents age 18 to 25 used crack within the past month, and less than 4 percent of this age group have ever used crack.

Heroin

One percent of Utah youth and adults report having tried heroin at least once in their lifetime. Regular use of heroin among Utahns remains at a minimum, with 0.1 percent reporting having used this substance within the past 30 days.

Pain Medications

Significant numbers of Utah students report using over-the-counter and prescription pain medications (analgesics) for non-medical purposes, with 16 percent of students in grades 7-12 reporting having tried pain medications, and eight percent reporting use in the past month. About two percent of Utah adults report regular use of pain medications. Regular use of analgesics among college/university students is similar to use rates in the general adult population, at two percent; however, lifetime use is higher at 11 percent. Abuse rates are especially high among students age 26 and older.

The number of Utah students in grades 7-12 who have ever tried pain medications increased from seven percent in 1984 to almost 17 percent in 1989, while the percentage who reported regular use remained the same. Lifetime use of analgesics appears to have increased slightly among adult Utahns since 1982, while regular use decreased for the 18-25 year old population and increased for adults over age 26. The percentage of Utah adults who have ever tried pain medications, however, is higher than the U.S. averages, especially among those over age 26.

Amphetamines

Almost 10 percent of Utah secondary students report having tried amphetamines, with about four percent reporting regular use. About one in seven Utah adults has used amphetamines. Among college/university students, 12 percent report having used amphetamines for nonmedical purposes, while slightly over one percent report regular use. Both lifetime and regular use of amphetamines among Utah students in grades 7-12 have decreased significantly since 1984. Utah seniors, however, use amphetamines at about the same rate as seniors throughout the United States as a whole. Although lifetime and regular use of amphetamines among adult Utahns appear to have decreased slightly since 1982, lifetime use in Utah is higher than the national average.

**Barbiturates/
Sedatives**

Almost four percent of Utah's 7th-12th grade students report having tried barbiturates, and close to two percent report use in the past month. Regular nonmedical use of sedatives among Utahns over age 17 is currently measured at 0.9 percent, reflecting no significant changes since 1989 (0.7 percent). Lifetime use of sedatives among adult Utahns declined from 8.2 percent in 1989 to 5.4 percent in 1992. Similarly, seven percent of college/university students in Utah report having tried barbiturates/sedatives, with less than one percent reporting use on a regular basis.

Use of barbiturates/sedatives for nonmedical reasons has decreased significantly among Utah's secondary students since 1984, but has doubled among Utah adults since 1982. The proportion of Utah students who use barbiturates is lower than for students in the nation as a whole. The lifetime use of barbiturate/sedative drugs is somewhat higher among Utah adults than among adults in the United States.

Tranquilizers

Slightly over four percent of Utah's secondary students report having tried tranquilizers, with fewer than two percent reporting use in the past month. About one in ten 18-25 year old Utahns has used tranquilizers for nonmedical purposes. Among Utah's college/university students, about seven percent report having used tranquilizers for nonmedical purposes, with less than one percent reporting regular use.

Use of tranquilizers among Utah youth has dropped sharply since 1984, with Utah seniors showing use rates similar to the national averages. Use has decreased slightly among Utah adults since 1982, matching a downward trend in use among adults in the nation as a whole.

Hallucinogens

Slightly over one percent of Utah youth report having tried PCP, with less than one percent reporting use in the past month. Nearly five percent of 7th-12th graders report having tried LSD at least once in their lifetime, and nearly two percent report use in the past month. Slightly over four percent report having ever tried psychedelic mushrooms ("shrooms"), with less than two percent reporting use in the past month. About one in five Utahns ages 18-25, and one in twenty over age 35, have tried hallucinogenic drugs. Use of hallucinogens among Utah's college/university students appears to be higher than in the general adult population, with about 12 percent reporting having tried hallucinogens and about one percent reporting regular use.

Utahns may well be in line with the nation regarding percentage of regular hallucinogen use (0.5 percent for Utah vs. 0.3 percent for the nation). However, it appears that Utah's 12-17 year olds are just as likely or slightly more likely to use hallucinogens than their national counterparts.

Inhalants

Eleven percent of Utah students in grades 7-12 report having tried inhalants, and slightly greater than four percent report use within the past month. Inhalant abuse appears to be primarily a problem among young adults, with about 11 percent of 18-25 year old Utahns reporting having tried inhalants, compared to less than five percent of Utahns ages 26 and older. Regular use of inhalants in the general adult population is less than one percent. Similarly, about six percent of Utah's college/university students report they have tried inhalants, and less than one percent report regular use.

Lifetime and regular use of inhalants among Utah youth have not changed since 1984; and, while regular use of inhalants is the same for Utah high school seniors and seniors in the United States, the proportion of Utah seniors who have tried inhalants is significantly lower than the number in the nation as a whole.

**Risk
Factors**

While the majority of Utah youth do not use drugs, many are exposed to risk factors which may influence them toward drug use in the future. Among the risk factors for adolescent substance abuse identified in the literature are friends who use drugs, a family history of alcoholism or other drug abuse, and easy availability of drugs. The 1989 school survey revealed that large numbers of Utah adolescents live in environments where they are exposed to these risk factors on a regular basis. For example, more than one-third of Utah's secondary students report that they personally know someone who uses illegal drugs regularly, and 20 percent report that they personally know someone who sells illegal drugs. One-fifth of the students reported that during the past month they had been around people using marijuana. One in five students reported that at least four of their best friends use alcohol on a regular basis, while more than 10 percent reported having four or more close friends who have experimented with marijuana. Twenty-two percent of the students reported that a family member has an alcohol problem, and 13 percent reported a family member with a drug problem.

**Maternal
Drug Use**

During the summer of 1991, the University of Utah conducted a study for the Utah Division of Substance Abuse, for the purpose of estimating the prevalence of substance abuse among pregnant women in Utah.⁵ An anonymous survey was conducted among women delivering babies in ten hospitals along Utah's Wasatch Front. Urine drug screens were conducted on 792 women to determine the presence of alcohol and other drugs in the mother's system at the time of delivery.

The prevalence rate for detection of substances of abuse was 7.8 percent. Drugs detected included alcohol, marijuana, cocaine, and illicit amphetamines (opiates and other drugs used for pain control during delivery were excluded). It is hypothesized that this is probably an underestimation of the actual rate because positive urine samples indicated only recent substance use. Utilizing this conservative prevalence rate, it can be estimated that approximately 2,800 infants are born annually in Utah hospitals to mothers who abuse alcohol and other drugs during pregnancy. Utah's prevalence rate for substance use during pregnancy is similar to other states.

⁵Karen F. Buchi, M.D., Richard Chase, and Michael Varner, M.D. Drug and Alcohol Use by Pregnant Women in Utah: A Prevalence Study. Study conducted by the University of Utah for the Utah Division of Substance Abuse, 1991.

**DRUG
AVAILABILITY
AND
PRODUCTION**

There is no completely reliable means of assessing the quantity of drugs produced or transported into Utah, although data are available regarding quantities seized. Data from a variety of sources, however, does provide valuable information regarding the availability of drugs in Utah.

According to the Drug Enforcement Administration (DEA), Utah is basically a conduit for transporting drugs and an importer rather than a manufacturer or grower of drugs, with the exception of methamphetamine. Utah's arid climate, poor soil, lack of cover, and proximity to Mexico and California encourage drug importation. Marijuana appears to be the most readily available drug in the state, followed closely by cocaine.

Although most marijuana is imported from Mexico, some is grown in Utah. The price of marijuana in Utah was \$150-\$200 an ounce during 1993, about the same as in 1992. "Operation Greenleaf" is a joint effort between the Utah Division of Investigation (UDI), Department of Public Safety; the Utah National Guard; and local law enforcement agencies targeting the eradication of marijuana. The results of "Operation Greenleaf" efforts from 1989 through 1993 provide an indicator of marijuana production in Utah:

Year	Results of "Operation Greenleaf"		
	Marijuana Plants Destroyed	Arrests	Asset Seizures
1989	4,506	4	\$2,500
1990	1,000	3	-0-
1991	1,399 outdoor plants 412 indoor plants	39	\$1,105 cash 5 vehicles (worth \$28,000) \$1,800 misc.
1992	2,892 outdoor plants 375 indoor plants	61	8 firearms (\$825) 1988 truck (\$5,000) cabin and 5 acres (\$45,000)
1993	10,015	64	-0-

Cocaine is found throughout Utah, and is supplied mainly from sources in California. The average cost for an ounce of cocaine during 1993 was over \$2,000, up from \$600 to \$1,000 per ounce in 1992. "Crack" cocaine is available for purchase in limited quantities in Utah, and sells for between \$900 to \$1,200 per ounce.

According to the DEA and the UDI, the use of methamphetamines in Utah has increased substantially since 1986. These dangerous stimulant drugs are becoming increasingly popular because they are easier to obtain and have a more controlled effect than other drugs. Clandestine laboratory investigations verify that methamphetamine is being manufactured in Utah, with the finished product most often being transported out of state.

The cost of methamphetamine in Utah during 1993 ranged from \$1,000 to \$1,500 per ounce, up from \$600 to \$1,000 per ounce in 1992. The smokeable form of meth known as "ice" was rarely encountered during 1993.

During calendar year 1993, 15 clandestine methamphetamine labs were seized by state and federal law enforcement officers in Utah. Thirty-seven arrests were made as a result of 36 lab investigations. Eleven cases are still pending. Some of the labs were capable of producing several million dollars worth of methamphetamine a month. There were 10 labs seized during 1991 and 11 during 1992.

The source of the black tar heroin in Utah is almost exclusively from southern Mexico. Heroin sold for \$11,000 per ounce in Utah during 1993. A major problem with black tar heroin is that the users are typically street people or professional criminals. The user's drug habit is typically funded by burglary, prostitution, credit card fraud, and other criminal activity.

Law enforcement officers throughout the State have seen an increase in the availability of LSD. It is easily manufactured and inexpensive, selling for \$3 to \$10 per dosage unit (DU), \$300 per sheet (100 DUs), and \$3,000 "book" (1,000 DUs).

DRUG TRAFFICKING

Utah has 2,500 isolated, non-controlled airstrips which provide a convenient means for drug smugglers to transfer drugs to vehicles for shipment through the United States. In addition, over 65 public airports throughout the state are not manned on a 24-hour basis, but can be lit from a plane by using the plane's radio tuned to a specific frequency. (Source: UDI)

Utah's freeway network connects California with the eastern United States, providing a convenient route for the flow of drugs east and west. UDI agents investigate all Utah High Patrol (UHP) and local drug interdiction highway stops in an effort to tie the carriers and cases to drug dealers. Criminal organizations are identified and disrupted throughout the country, with the cooperation of federal, state, local police agencies, and drug task forces.

Overall, Utah ranks among the top states in the country for drug seizures on interstate freeways, according to EPIC reports. From July 1, 1992 - June 30, 1993 (SFY 1993), the Utah Highway Patrol investigated 998 drug interdiction cases on Utah freeways and highways, compared to 854 cases between July 1, 1991 - June 30, 1992. Troopers confiscated 2,530.65 pounds of marijuana; 701.35 kilograms of cocaine; and 1.4 kilograms of methamphetamine during SFY 1993. In addition, they seized 110 vehicles, and over \$934,577 in currency. Almost 9 percent of those individuals stopped for transporting drugs through Utah carried weapons.

The Drug Interdiction Unit with UDI targets transportation of drugs through airports, trains, and buses, and dealing of drugs at hotels/motels. From July 1, 1992 - June 30, 1993, the task force made 79 arrests. Seizures included over 78 pounds of marijuana, 1,355 grams of cocaine, and over \$218,000 in currency.

**OTHER
PROBLEM
INDICATORS**

The Intermountain Regional Poison Control Center in Salt Lake City reported the following number of calls regarding exposure to drugs that required medical intervention (*Source: Poison Control Center Annual Reports*):

Drug	Calls to Poison Control Center Regarding Exposure to Drugs Requiring Medical Intervention, 1987-1992					
	1987	1988	1989	1990	1991	1992
Amphetamines	137	137	135	100	84	82
Cocaine	32	32	43	25	42	26
LSD	27	17	22	18	27	16
Marijuana	12	11	20	11	14	9
Mescaline/Peyote	4	4	3	1	4	0
Heroin	1	6	2	10	7	5
PCP			2	1	2	1
Inhalants (Amyl/ Butyl Nitrites)				4	0	1
Hallucinogenic Mushrooms					2	1
Other/unknown						29

The Utah Department of Public Safety/Highway Safety Office collects accident data regarding motor vehicle accidents in which alcohol and other drugs are contributing factors. Data for 1987-1992 are as follows:

Type of Accident or Fatality						
	1987	1988	1989	1990	1991	1992
<u>Alcohol-Related</u>						
•Total Accidents	2,181	1,939	1,995	1,960	1,896	2,014
•Fatal Accidents	79	93	74	53	64	63
•Fatalities (people killed)	82	105	82	60	76	69
<u>Other Drug-Related</u>						
•Total Accidents	83	122	56	57	63	89
•Fatal Accidents	1	1	1	0	2	3

The Division of Laboratory Services, Utah Department of Health reported the following drug-related deaths for calendar year 1991 and 1992:

DRUGS	1991	1992
Cocaine only	5	8
Cocaine/alcohol only	1	3
Cocaine/Morphine/others	12	5
Cocaine/other drugs	3	4
TOTAL	21	19

Methadone	0	0
Methadone/other drugs	0	3
TOTAL	0	3

Morphine only	2	2
Morphine/alcohol only	1	5
Morphine/cocaine/others	see listing under cocaine	
Morphine/other drugs	1	3
TOTAL	16	15

Amphetamines (causes of death attributed to other causes such as gun shot, stabbing, etc.)	4	6
Cannabinoids (found with combination of other drugs and/or in homicide cases.)	7	7
TOTAL	11	13

The Department of Public Safety/Bureau of Criminal Identification reports arrest data annually. In its Crime in Utah reports for 1990-1992, arrests for alcohol and other drug-related offenses were reported as follows:

Type of Violation	1990		1991		1992	
	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile
	Alcoholic Beverage*	26,760	4,219	25,183	3,821	24,320	3,635
Controlled Substance:						
•Possession	2,227	515	2,554	455	4,477	943
•Sale and Manufacture	579	61	596	86	1,109	144
Total Arrests	29,566	4,795	28,333	4,362	29,906	4,722

*Includes driving under the influence, liquor law violations, and drunkenness.

The following summarizes drug cases filed in Utah Courts, as reported by the Administrative Office of the Courts:

UTAH DISTRICT COURTS

State Fiscal Year	Cases Filed in Utah District Courts	
	Total Cases	Drug-Related Cases
1989	4,215	1,199 (28%)
1990	4,599	1,235 (27%)
1991	4,304	939 (22%)
1992	4,766	939 (20%)
1993	6,752	1,432 (21%)

UTAH JUVENILE COURT

Calendar Year	Juvenile Court Referrals for Drug Offenses	
	Felonies	Misdemeanors
1990	442	1,563
1991	197	930
1992	221	1,173
1993 (Jan - Sep)	275	1,491

The Utah Court Administrator's Office estimates that approximately 10 percent of the felony and misdemeanor cases filed in the Utah Circuit Courts are for drug-related offenses. Based on this estimate, 3,075 drug-related offenses occurred during SFY 1993.

In 1989, new juvenile alcohol and other drug statutes were passed and created new penalties for youth who violate these laws. Included were 20-100 community service hours; a \$150 fine (now a surcharge), with revenues appropriated to the Juvenile Court for administration of the community service program and to the Utah State Office of Education for prevention programs; and suspension of the driver license. The driver license suspension is mandatory on a first drug offense and on a second alcohol offense, and discretionary on a first alcohol offense. The Department of Public Safety received the following citations for juvenile alcohol and other drug offenses for calendar years 1990-1993:

YEAR	DRUG CITATIONS	ALCOHOL CITATIONS
Calendar Year 1990	418	547
Calendar Year 1991	462	711
Calendar Year 1993	232	403
Jan. 1 - Sept. 30, 1993	581	541

The Salt Lake Area Gang Project report that there were 1,749 identified gang members and associates in Salt Lake County, as of June 30, 1993. Over 92 percent were males (1,615) and 65 percent (921) were adults.

The unit provided comparison data which reveals increasing criminal and violent activities by gang members. The following compares criminal activity from the first six months of 1992 to the first six months of 1993:

<u>CASES:</u>	<u>1/92 - 6/92</u>	<u>1/93-6/93</u>
HOMICIDE:	3	3
ASSAULTS:	156	345
BURGLARY/LARCENY:	28	72
ROBBERY:	25	21
DRIVE-BY SHOOTINGS:	7	35
WEAPONS OFFENCE:	30	86
GRAFFITI/VANDALISM:	167	1387
PUBLIC PEACE CRIMES:	73	111
	<u>489</u>	<u>2060</u>

SUMMARY OF ACCOMPLISHMENTS - UTAH'S WAR ON DRUGS

Utah is committed to the implementation of a comprehensive strategy in its war on drugs. The strategy must be focused upon both demand and supply reduction, and targeted at all aspects of the problem and at meeting the needs of all citizens. Toward these objectives, the state has developed a drug control strategy that strives for a balanced and coordinated continuum of criminal justice, prevention, and treatment services, accompanied by supportive education and training, legislation, research/evaluation, and other efforts. The result has been measurable success in reducing drug use/abuse among Utahns since the early 1980's.

Coordination

- The Utah Substance Abuse Coordinating Council was established by the 1990 Utah Legislature to provide leadership and generate unity for the state's war on drugs. The Council is composed of 15 key state officials and has four subcommittees in the areas of criminal justice, judiciary, prevention, and treatment. The Council presents an annual report of priorities and recommendations for action to the governor and the legislature.
- The Utah Department of Public Safety and the Utah Department of Corrections collaborated to develop the Utah Law Enforcement Intelligence Network (U.L.E.I.N.), which serves as an automated, centralized repository of intelligence information extending to all law enforcement agencies in the state. The network has received national recognition as a model system to promote information sharing and greater coordination and cooperation among all criminal justice agencies. U.L.E.I.N. is now funded through the Utah Department of Public Safety.
- In 1990 and 1991, the Utah Department of Public Safety sponsored a Governor's Criminal Justice Summit to better identify and coordinate drug law enforcement efforts. A Governor's Summit on Gang Violence was held in October, 1993 to address this growing problem in Utah. Recommendations from the summits were published and distributed to the governor, legislature, and criminal justice contacts.

Drug Law Enforcement

Task Forces

- There were 13 drug law enforcement task forces in Utah as of July 1, 1993, funded in part with Federal Anti-Drug Abuse monies. The task force jurisdictions cover 95 percent of Utah's population.
- Between July 1, 1992 and June 30, 1993, the task forces: reported making over 3,000 arrests (1,558 for marijuana, 813 for cocaine, 138 for amphetamine/ methamphetamine, 98 for LSD, and 410 for other drugs); reported seizing over \$8.5 million in assets, including vehicles, currency, real property, weapons, etc., with approximately \$600,000 in forfeitures awarded by the courts; and seized over 400 weapons during drug-related arrests, including 87 handguns, 92 rifles, 46 semi-automatic handguns, 48 shotguns, 27 knives/cutting instruments, 77 explosive devices, and three machine guns.

Local, State, and Federal Efforts

- "Operation Greenleaf", a joint effort between the Utah Department of Public Safety, the Utah National Guard, and local law enforcement agencies, resulted in 64 arrests during calendar year 1993. This operation resulted in 10,015 marijuana plants being destroyed during calendar year 1993 compared to 3,267 during calendar year 1992.
- Fifteen clandestine methamphetamine labs, capable of producing several million dollars worth of methamphetamine a month, were seized during calendar year 1993, resulting in 37 arrests. A total of 36 lab cases were investigated during this period of time, with eleven cases still pending. The Utah Department of Public Safety Clandestine Lab Team responds and assists, as does the Drug Enforcement Administration.
- From July 1, 1992 - June 30, 1993, the Utah Highway Patrol investigated 998 drug interdiction cases on Utah freeways and highways, compared to 854 between July 1, 1991 - June 30, 1992. Troopers confiscated 2,530.65 pounds of marijuana (street value: \$1,000/pound); 701.35 kilograms of cocaine (street value: \$22,000/kilo); and 1.4 kilograms of methamphetamine (street value: \$10,000/kilo). In addition, they seized 10 vehicles (up from 79 during SFY 1992), and over \$934,577 in currency. Almost 9 percent of the individuals stopped for transporting drugs through Utah carried weapons.
- The Drug Interdiction Task Force targets transportation of drugs through airports, trains, and buses, and dealing of drugs at hotels and motels. From July 1, 1992 - June 30, 1993, the unit made 79 arrests. Seizures including over 78 pounds of marijuana; 1,355 grams of cocaine; and over \$218,000 in seizures. Approximately \$22,100 was forfeited to the unit during this period of time.
- The Financial Crimes Unit with UDI assists with the recovery of assets and the tracking of drug proceeds, among other responsibilities. The Highway Drug Interdiction Unit with UDI investigates pipeline cases across the country.
- In response to Utah's high per capita consumption rate for several critical prescription drugs, a Pharmaceutical Diversion Unit was established in the Utah Department of Commerce/Division of Occupational and Professional Licensing in 1988. Data is collected and utilized to identify unusual drug prescription and utilization patterns. Formula funds established this program, but it has been funded by the state since July 1, 1992.
- The Utah Narcotic Officer's Association (UNOA) was formed during 1991 to foster cooperation and to pursue drug law enforcement training, legislation, and community involvement. The second annual UNOA conference was held in April, 1993 with over 200 officers in attendance.
- The Department of Public Safety, Weber State University, and Cedar City Crime Labs have been enhanced through upgrading of equipment and provision of training to technicians in support of the drug task forces. As a result, the time required to analyze samples and the backlog of cases have been reduced, and "inconclusive" results has significantly decreased.

Prevention

- Beginning in 1983, with funding provided by a legislative increase in the beer tax, a **statewide network of substance abuse prevention specialists** was established in Utah to provide leadership and technical assistance for the establishment of school and community-based prevention programs.
- The **PK-12 Prevention Dimensions Program** is a Utah-developed drug education curriculum in place in all of Utah's 40 school districts. The curriculum goals are to build self-esteem, healthy life skills, and knowledge about alcohol, tobacco, and other drugs. It involves a partnership among substance abuse, education, and health agencies. A longitudinal evaluation of the curriculum indicates that it is effective in delaying the onset of alcohol and other drug use, decreasing substance use, and preventing an increase in intentions to use drugs in the future. Since 1983, over 15,000 Utah educators have completed training in curriculum implementation.
- The **D.A.R.E. (Drug Abuse Resistance Education) Program**, which involves law enforcement officers conducting drug prevention lessons in elementary school classrooms, is taught as a supplement to the PK-12 Prevention Dimensions Curriculum. In 1992, 49 local law enforcement agencies and 173 schools participated in the program. To ensure a coordinated effort, a **Memorandum of Understanding** is jointly signed by local law enforcement, education, and substance abuse officials.
- The **Governor's Youth Council** was established in 1984 to facilitate the involvement of young people from throughout Utah in a "networking group to plan and coordinate drug-free activities that promote positive youth lifestyles". The Council membership consists of three senior high school students appointed from each of Utah's 40 school districts and representing the 10th, 11th, and 12th grades (120 total). The Council also has an Executive Committee and a Statewide Planning Team which are structured to represent the 13 local substance abuse authorities.
- The 1991 and 1992 Utah Legislatures allocated permanent funding for substance abuse prevention programs at four of Utah's institutions of higher education: Dixie College, Salt Lake Community College, Southern Utah University, and the University of Utah.
- In May of 1992, the Utah Division of Substance Abuse and the Southwest Regional Center for Drug-Free Schools and Communities jointly sponsored a **Prevention "Think Tank"** for the purpose of charting the future course of prevention in Utah. Participants representing a variety of disciplines developed a position paper to guide the development and implementation of the prevention process in Utah, toward establishing a framework for continuing to increase the quality of prevention services in the state.

Drug-Free School Recognition

- Since the initiation of the U.S. Department of Education's **National Drug-Free School Recognition Program** in 1987, 13 Utah schools have been honored for their exemplary drug-free school programs. National recognition winners to date include: Northwest Intermediate (1987-88); Timpview High and West High (1988-89); Lehi High and Murray High (1989-90); Rose Park Elementary, Highland High and Pleasant Grove High (1990-91); Municipal Elementary, Granite Park Junior High and Cyprus High (1991-92); and Lincoln Elementary and Orem High (1992-93).

Treatment

- A cigarette tax increase by the 1991 Utah Legislature provided \$1.9 million in new funding for youth substance abuse treatment. In SFY 1992, 2,000 additional youth received treatment services, and a total of 3,503 youth were admitted to treatment services in SFY 1993. Prior to the new funding, only about 500 youth could receive services annually.
- In 1991, the Department of Human Services established an **Executive Task Force on Maternal Drug Use and Drug-Exposed Infants** to develop long-term, integrated, multidisciplinary programs throughout Utah to meet the specific needs of drug-dependent women and their children. The Task Force presented its recommendations to the legislature in October, 1992.
- In 1991, three pilot jail diversion projects were established in Salt Lake, Weber, and Davis Counties to provide treatment for drug abusing criminal offenders. In addition, the new Gunnison facility of the Utah State Prison System developed a 30-day intensive pre-release substance abuse treatment program for inmates being discharged. In 1992, two pilot first-time drug possession offender treatment diversion programs were established in Davis and Weber Counties.
- In July of 1992, a new treatment program was opened at the Utah Alcoholism Foundation House of Hope in Salt Lake County to provide treatment for women with substance abuse problems and their dependent children. The **House of Hope Mother-Child Program** is a residential treatment program for up to six women and eight dependent children, ages 0-6. The program also provides day treatment for six additional women, including day care for their children. The program is one of only ten such facilities in the country and the only one of its kind in Utah.
- In July of 1993, the Utah Division of Substance Abuse awarded funding to three pilot sites in Weber, Salt Lake and Utah Counties, to be utilized to establish prevention and intervention/treatment programs for pregnant women with substance abuse problems. Funding for these programs was made possible through a \$200,000 building block appropriation by the 1993 Utah Legislature, which the Division combined with existing federal funds.

Drug-Free Workplace

- In late 1991, the Utah Council for Crime Prevention (UCCP) Drugs in the Workplace Task Force, composed of public and private sector agency, organization, and business leaders, finalized a manual entitled **Guidelines for a Comprehensive Drug-Free Workplace Program for the State of Utah**. The model, which is distributed to employers in training seminars, includes guidelines for formulating a drug-free workplace policy, education and prevention programs, employee assistance programs, management training, and drug testing procedures. During 1992 and to date in 1993, the UCCP, in cooperation with the Salt Lake Valley Drug Abuse Prevention Coalition Drug-Free Workplace Task Force and others, has developed and conducted five training seminars for over 100 agencies/businesses in Salt Lake County. Between late September and early November of 1993, seven additional seminars will be conducted, including one in Utah County and one in St. George. The expansion outside of Salt Lake County for the latter two seminars is made possible through funding support provided by the U.S. Attorney's Office.

**Awareness,
Education and
Training**

- Each June, Utah hosts the internationally acclaimed **University of Utah School on Alcoholism and Other Drug Dependencies**. The School consists of 21 separate group sections, including: American Indian; Community Action and Management; Counselors: School and Youth; Criminal Justice; Current Issues; Dental; Drugs: Treatment and Rehabilitation; Education and Prevention; Employee Assistance Program and Managed Care; Family; Introductory; Nursing; Nutrition; Older Adults; Pharmacists; Professional Treatment; Rehabilitation Counselors; Volunteer Training; Women: Treatment and Prevention; Youth; and Physicians. The School held its 42nd Annual Session on June 20-25, 1993.
- The Utah Division of Substance Abuse annually sponsors a **Fall Conference on Substance Abuse**. The 1992 conference drew nearly 800 participants. The XV Annual Fall Conference was held in October of 1993, and included four tracks: Community-Based Prevention, Criminal Justice, Prevention/Education and Treatment.
- In April 1991, the first **Utah Drug Academy Narcotics Officer Training Course** was conducted as a cooperative effort of the Attorney General's Office, the Department of Public Safety, and the Drug Enforcement Administration. Over 100 officers from throughout Utah attended sessions during the two-week course, and 80 completed the course and were awarded certificates. The second annual UNOA conference was held during April, 1993, and over 200 officers attended.
- In 1992, the **Utah Partnership for the Prevention of Substance Abuse (UPPSA)** was formed collaboratively by leaders in the business, media, advertising, education, and substance abuse prevention/treatment communities to increase awareness of alcohol and other drug abuse in Utah. The Partnership's mission is as follows: *"To increase the awareness of the citizens of Utah regarding the abuse of alcohol and other drugs through a statewide mass media substance abuse prevention campaign."*
- **Drug Enforcement Training** has been initiated through the Department of Public Safety/Division of Peace Officer Standards and Training (POST Academy) to better prepare Utah's law enforcement officers to address the unique challenges of drug law enforcement.
- The **Utah Federation for Drug-Free Youth** annually hosts a **Life Skills Conference**, the largest of its kind in the nation. In 1993, the conference drew over 10,000 youth, parents, educators, substance abuse professionals, community leaders, and volunteers.
- The Utah Federation for Drug-Free Youth, in collaboration with the Utah Division of Substance Abuse and the Southwest Regional Center for Drug-Free Schools and Communities, has conducted three training seminars for trainers in parenting programs, and has a fourth scheduled for May of 1994. In cooperation with the Division, the Southwest Regional Center and the Utah State Office of Education, the UFDY has also conducted seven community mobilization trainings throughout the state, and has three more scheduled for 1994. These trainings bring together teams of community leaders and volunteers to address needs and to create action plans for building healthy, drug-free communities.

- In August of 1992, the Utah Division of Substance Abuse, in cooperation with the Utah Association of Alcohol and Drug Program Providers and Salt Lake County Division of Substance Abuse, sponsored a **State Prevention Training**. The purposes of the training were to provide participants with the opportunity to develop or enhance their knowledge of prevention and presentation skills, and to strengthen the prevention services network.
- The Salt Lake Valley Drug Abuse Prevention Coalition, Utah Council for Crime Prevention, Utah Federation for Drug-Free Youth and Utah PTA are working cooperatively to promote and educate Utah citizens about the state's **Drug-Free School Zones**. Regulatory street signs and decals to be displayed in homes have been developed. Training is conducted for parents, educators and youth; and Utah's prosecution agencies and organizations are encouraged to vigorously prosecute drug law violations occurring in Drug-Free School Zones.

Legislation

- **Subcommittee of Utah Substance Abuse Coordinating Council (1993):** An Act creating a Judiciary Subcommittee on the Utah Substance Abuse Coordinating Council; and adding new members to the Council and its existing Criminal Justice, Prevention, and Treatment Subcommittees.
- **Money Laundering by Drug Dealers (1993):** An Act allowing for forfeiture in money laundering by financial transaction or by transportation. This bill creates an asset forfeiture procedure in money laundering cases that may take place parallel to the money laundering charge.
- **Distribution of Criminal Surcharge (1993):** An Act modifying the distribution of criminal surcharge monies; providing for the allocation of 2.5% of the collected surcharge to the **Substance Abuse Prevention Account (SAPA)**, and 7.5% of the collected surcharge to the **Intoxicated Driver Rehabilitation Account**.
- **Civil Public Nuisance and Eviction (1992):** An Act to expand the definition of nuisance to include drug houses; providing for the abatement by eviction of unlawful drug houses; and providing for private citizens and businesses to seek abatement by eviction in court.
- **Clandestine Drug Lab Act (1992):** An Act to outlaw clandestine drug lab operations in Utah.
- **Drug Precursor Act (1992):** An Act to enhance Utah's efforts to curtail illegal precursor chemical trafficking related to the manufacturing of illicit and dangerous substances.
- **Expanded Drug-Free Zones (1991):** An Act to expand Utah's Drug-Free School Zones statute to include additional areas where youth congregate, including: public and private vocational schools or post-secondary institutions; preschools and child care facilities; public parks, amusement parks, arcades, and recreation centers; churches and synagogues; shopping malls, sports facilities, stadiums, arenas, theaters, movie houses, and playhouses; and parking lots/structures. Within the Drug-Free Zones, penalties for violations of Utah's controlled substances, imitation controlled substances, and drug paraphernalia laws are enhanced.

- **State Employees Drug-Free Workplace (1990):** An act to prohibit the use of controlled substances and alcohol by State employees during work hours. It provides for drug testing of employees 1) in "highly sensitive" positions; and 2) when there is a reasonable suspicion that the employee is using drugs unlawfully.
- **Utah Substance Abuse Council (1990):** An Act to create the Utah Substance Abuse Coordinating Council and subcommittees to coordinate the state's efforts to curb substance abuse.
- **Substance Abuse Prevention Amendments (1989):** An Act to impose an additional financial penalty (originally a \$150 fee on fine, amended in 1991 to an 85 percent surcharge) on both juvenile and adult drug offenses to fund drug abuse prevention programs. The Act also enables courts to order juveniles who violate alcohol or other drug laws to perform 20-100 hours of community service.
- **Drug and Alcohol Testing Act (1987):** An Act to specify procedures and guidelines for private employers to conduct drug and alcohol testing of employees, and limiting liability of employers arising from testing. Utah's statute has been called the best in the nation.
- **Mandatory School Reporting of Drug Use (1986):** A statute requiring educators to report students' drug use to parents.
- In order to describe the nature of the drug problem in Utah, and to monitor and evaluate the effectiveness of drug control efforts, regular surveys and program evaluations are commissioned by the **Utah Division of Substance Abuse**. The most recent include:
 - 1992 - Utah Household Survey on Substance Abuse (residents ages 12 and older)
 - 1991 - Survey of Parental Attitudes Toward Drug Abuse Prevention
 - 1991 - Prevalence Study of Drug and Alcohol Use by Pregnant Women in Utah
 - 1990 - Survey of Drug Use Among Utah College and University Students
 - 1989 - Utah Adult Household Survey on Substance Abuse
 - 1989 - School Survey of Drug Use Among Utah Students in Grades 5-12 (in cooperation with the Utah State Office of Education)
 - Ongoing Longitudinal Evaluation of the Utah PK-12 Prevention Dimensions Program (since 1984)

Research and Evaluation

Reductions in Drug Use

- A 1989 household survey of adult Utahns ages 18 and older indicates that, since 1982, the regular use of alcohol, tobacco, marijuana, pain medications, cocaine, amphetamines, and inhalants has decreased.
- A 1989 school survey of Utah youth in grades 7-12 shows substantial declines in the past-month use of all drugs since 1984, with the exception of a small increase in cigarette smoking. The regular use of marijuana, cocaine, tranquilizers, barbiturates, PCP, and heroin decreased by 50 percent or more. Lifetime use, or numbers of youth who have ever tried marijuana, amphetamines, cocaine, tranquilizers, barbiturates, PCP, and heroin decreased by 25 percent or more.

- The 1992 household survey of Utah youth and adults ages 12 and older shows that the use of most drugs in Utah has declined since previous statewide data was gathered in 1989. The most notable declines in use are for commonly used drugs: alcohol, tobacco, and marijuana. This is particularly noteworthy because similar declines are *not* reflected in data for the nation as a whole, where use rates for these substances have remained fairly stable. The survey also shows that Utahns continue to report the use of alcohol, tobacco, marijuana, and cocaine at rates significantly lower than the rest of the nation.

IMPACT OF CURRENTLY FUNDED GRANT PROGRAMS

Federal funding provided by the Omnibus Anti-Drug Abuse Act of 1986, and the subsequent amendments to the Act, has allowed Utah to greatly enhance its criminal justice system efforts. Grant funding in the amount of \$3.546 million was awarded to Utah to be allocated to state and local programs during SFY 1993 (July 1, 1992 - June 30, 1993).

Ten out of the 21 Authorized Program Purposes were selected in order to target Utah's most critical criminal justice problems. The summary of program activities funded under the Utah Statewide Drug Enforcement and System Improvement Plan follows.

• D.A.R.E. PROGRAM COORDINATION (Purpose #1 - One project)

Program Goal:

- Provide technical assistance, training, and D.A.R.E. supplies to law enforcement agencies implementing D.A.R.E. in Utah schools.

Program Objectives:

- Prepare, distribute, and obtain signatures on the Memorandum of Understanding (MOU - Utah D.A.R.E./Prevention Dimensions Program Partnership) for local communities.
- Conduct on-site coordination of existing D.A.R.E. communities to monitor community coordination.
- Schedule annual D.A.R.E. training and inservice meetings in-state.
- Purchase and distribute D.A.R.E. program T-shirts and other supplies to participating law enforcement agencies.

This program was established to provide leadership and direction for D.A.R.E. programs in Utah, and has been funded since 1990. A critical responsibility was to ensure that Drug Abuse Resistance Education (D.A.R.E.) programs coordinate with existing prevention services. Funding was provided to the Department of Public Safety, which subcontracted with the Utah Council on Crime Prevention (UCCP). Representatives from prevention agencies have been added to the council's Substance Abuse Task Force. Participants have been instrumental in developing a coordinated strategy for local D.A.R.E. implementation.

The following D.A.R.E. activities occurred between July 1, 1992 - June 30, 1993:

- Over 3,500 Utah youth participated in D.A.R.E. presentations.
Over 25,600 D.A.R.E. T-shirts were purchased with grant funds.
Over 180 D.A.R.E. flags were purchased and distributed to new D.A.R.E. schools.
Over 21,690 rulers; 4,135 pencils; and 5,000 book covers imprinted with the message "Crush Out Drugs" were distributed, courtesy of Cadbury Beverage.
- National D.A.R.E. Day celebration was held in Utah on September 10, 1992. Thirty-three agencies/communities participated in this media event.
- Thirteen local on-site assessment visits were conducted throughout the year.
- D.A.R.E. staff provided assistance to 48 law enforcement agencies, 75 communities, and 223 schools. Eighty-nine officers were trained.
- Eleven new departments were trained for the 1993/1994 school year, and 15 departments expanded their D.A.R.E. programs.
- Thirty-two new D.A.R.E. officers were trained at the annual two-week school.
- Forty-four D.A.R.E. officers were trained at the annual D.A.R.E. Refresher Course.

• **MULTIJURISDICTIONAL DRUG TASK FORCES** (Purpose #2 - Fourteen projects)

Program Goals:

- Remove specifically targeted narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.
- Promote and foster the exchange of confidential narcotics information and intelligence on drug dealers between local, state, and federal criminal justice agencies.

Program Objectives:

- Investigate, prosecute, and convict narcotics conspirators.
- Reduce fractional and duplicative investigations and prosecutions.
- Enhance the recovery of criminal assets acquired with funds traceable to criminal activities.

Fifteen multijurisdictional task forces originally received funding during this reporting period to enhance drug law enforcement. One task force voluntarily terminated because of personnel difficulties. Some units concentrated on street-level drug enforcement while others concentrated on mid-to-high-level drug enforcement. The counties involved in each task force which submitted consortium data between July 1, 1992 - June 30, 1993 are listed below:

Weber/Morgan	Cache/Rich/Box Elder
Garfield/Kane	Utah County
Sevier/Wayne/Piute/Sanpete	Juab/Millard
Uintah/Duchesne	Salt Lake Metro
Iron/Beaver	Davis Metro
Carbon/Emery	Wasatch Area
Major Drug Offender Program	DEA/Local

The following tables summarize the task force activities during Fiscal Year 1993 - July 1, 1992 through June 30, 1993 - and document the effectiveness of the drug task forces. The numbers have increased over last year in almost every instance.

TABLE 1
TASK FORCE ARRESTS BY TYPE OF OFFENSE:

CULTIVATING	POSSESSION	DISTRIBUTION	OTHER(a)	TOTAL
98	1585	1207	127	3017

(a) Includes the following Consortium Project offense type categories: Buying, Cultivating/Manufacturing, Transporting/Importing, Using/Consuming, and Other.

TABLE 2
TASK FORCE ARRESTS BY TYPE OF DRUG:

COCAINE(a)	CANNABIS(b)	AMPHETAMINE(c)	OTHER(d)	TOTAL
813	1561	184	459	3017

(a) Includes "Crack".

(b) Includes hashish.

(c) Includes other stimulants.

(d) Includes the following Consortium Project drug type categories: Heroin, Other Opiates, Hallucinogens, Barbiturates, Other Depressants, Other, and Unknown.

**TABLE 3
TASK FORCE DRUG REMOVALS BY TYPE OF DRUG: (a)**

COCAINE(b)	CANNABIS(c)	AMPHETAMINE(d)	BARBITURATE(e)	HALLUCINOGEN	OTHER(f)
1771.16 kg	2831.21 kg	6.74 kg	169.40 DU	29765.60 DU	7.05 kg

(a) Hallucinogens and Barbiturates measured in dosage units (DU); all others in kilograms (kg). Does not include marijuana plants removed. Does not include dosage units reported for drugs other than Hallucinogens and Barbiturates.

(b) Includes "Crack".

(c) Includes Hashish.

(d) Includes Other Stimulants.

(e) Includes Other Depressants.

(f) Includes the following Consortium Project drug type categories: Other Drugs, Unknown Drugs.

**TABLE 4
NUMBER OF TASK FORCE ASSET SEIZURES BY TYPE OF ASSET:**

WEAPONS	VEHICLES	CURRENCY	FINANCIAL INSTRUMENTS	PROPERTIES	OTHER	TOTAL
252	238	234	9	42	282	1057

**TABLE 5
ESTIMATED VALUE OF TASK FORCE ASSET SEIZURES BY TYPE OF ASSET:**

WEAPONS	VEHICLES	CURRENCY	FINANCIAL INSTRUMENTS	PROPERTIES	OTHER	TOTAL
\$84,292	\$711,384	\$2,707,034	\$9,923	\$5,132,945	\$46,607	\$8,692,185

- **NARCOTICS ENFORCEMENT/PROSECUTION ASSISTANCE PROGRAM (Purpose #2)** Note: Two drug prosecution units were funded during SFY 1993, one at the state level and one at the local level. These two programs have been reported on separately because their goals and objectives differ.

State Assistance to Narcotics Enforcement

Program Goal:

- Provide specialized training and technical assistance to law enforcement officers and prosecutors regarding narcotics-related criminal justice issues.
- Remove specifically targeted narcotics trafficking offenders through prosecution and conviction, at the request of county attorneys in Utah.

Program Objectives:

- Provide technical expertise and advice to drug investigators and prosecutors.
- Implement drug case guidelines and procedures.
- Develop and implement statewide training programs.
- Facilitate local drug prosecution at the request of the county attorneys.
- Participate in the formulation of policy statements and legislative proposals directed toward effective drug enforcement.

During its first year of funding, the State Assistance to Narcotics Enforcement (S.A.N.E.) unit was responsible for developing and coordinating the first "Utah Drug Academy" with over 70 officers in attendance. The Drug Academy was co-sponsored by the Utah Peace Officers Standards and Training (P.O.S.T.) Division. The two-week basic and advanced drug enforcement course was DEA approved, with most of the instruction being provided by Utah law enforcement officers. This academy is now taught twice a year at P.O.S.T.

S.A.N.E. also provided the leadership in establishing the Utah Narcotic Officer's Association. This association sponsored the first annual conference March 1-4, 1992, with 130 officers in attendance. The second annual conference was held April 3-7, 1993 with over 200 officers in attendance. The S.A.N.E. unit's major accomplishments for July 1, 1992 - June 30, 1993 are as follows:

- Completed the Utah Handbook on Prosecution of Drug Cases - 400 pages of informational text, case law, and forms in ready, usable format to assist agents and prosecutors with drug law enforcement and prosecution. This manual included an in-depth discussion of the law on specific drug-related topics; legal forms (i.e. search warrants, forfeitures, etc.); federal sentencing guidelines applicable to cases involving major quantities of drugs and/or firearms, etc.); policy guidelines applicable for investigative agencies for coordinating state and federal investigations and prosecutions, etc. The Handbook is used as the training manual for the Utah Drug Academy conducted twice a year by P.O.S.T.
- Sponsored a one-day symposium followed by a two-day strategy and implementation workshop in an effort to develop a comprehensive Clandestine Drug Lab strategy. Representatives from a variety of governmental agencies with health, safety and environmental concerns participated.
- Continued to support P.O.S.T. by providing specialized narcotics training for both the Academy cadets and Drug Academy.
- Provided inservice training to local agencies and participated in mid-year and annual meetings of the Utah Peace Officers Association. Seventy-seven hours of training was provided to 845 officers during SFY 1993. Maintained regular contact with drug task force officers throughout the state and provided consultation/technical assistance for Utah county attorneys.
- Participated in the Utah Substance Abuse Coordinating Council, serving on the Criminal Justice Subcommittee.
- Researched and drafted amendments to the Utah Money Laundering Statute, resulting in more effective investigations of financial crimes.

Davis County Attorney's Office Drug Prosecution Unit

Program Goals:

- Remove specifically targeted narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.
- Promote and foster the exchange of confidential narcotics information and intelligence on drug dealers between local, state, and federal criminal justice agencies.

Program Objectives:

- Investigate, prosecute, and convict narcotics conspirators.
 - Reduce fractional and duplicative investigations and prosecutions.
 - Enhance the recovery of criminal assets acquired with funds traceable to criminal activities.
- Funding was provided in 1990 to the Davis County Attorney's Office to enhance prosecution of drug law offenders. The number of drug-related cases handled by the Davis County Attorney's Office increased from 168 during 1988 to 488 during 1990. The increases were largely attributed to strike force efforts in Davis County, and a corresponding increase in seizure/forfeiture cases. With federal funding, Davis County Attorney's Office was able to handle the increasing caseload resulting from the narcotic strike force efforts. This program is now fully funded through the Davis County Attorney's Office.

The charts on the following page summarize the grant program activity for the Davis County Attorney's Office, during the six months this program was funded during SFY 1993.

SFY 1993 DRUG PROSECUTION STATISTICS - DAVIS COUNTY

	Felony Charges	Cases Tried	Convicted of Felony	Convicted of Misdemeanor	Not Convicted
7/1-12/31 1992	117	78	45	2	6

	Misdemeanor Charges	Cases Tried	Convicted of Misdemeanor	Not Convicted
7/1-12/31 1992	246	77	42	5

It should be noted that several individuals who were charged with felonies were diverted into a drug diversion program during this reporting period. Handling first time offenders in this manner reduced the caseload on the court. In addition, those who were diverted were required to pay for their own drug treatment - a "user accountability" approach to the drug use problem.

● COMPUTER INTELLIGENCE PROGRAM (Purpose #2 - one project)

Program Goals:

- Provide the Utah law enforcement community with a central repository of current criminal intelligence information which can be accessed electronically.

Program Objectives:

- Train personnel and establish electronic links with local, state, and federal law enforcement agencies in Utah enabling them to access and contribute to the Utah Law Enforcement Intelligence Network (ULEIN).

Funding was utilized by the Department of Public Safety to maintain a statewide database of known and suspected criminals, including drug dealers, gang members, and sex offenders. Although formula funding for this program terminated June 30, 1993, state funding enabled this program to expand its scope in Utah.

As of June 30, 1993 over 46,000 known or suspected criminal's names have been entered into the ULEIN database. Information was contributed by more than 75 federal, state and local criminal justice entities currently participating in this program. A training manual for participating agencies was written during the last year, and distributed statewide. In addition, a "photo-imagery" program was successfully implemented, housing 3,000 photos of criminals or suspects as of June 30, 1993. This system has the ability to search the data with the most obscure information (e.g. a description of a tattoo) and develop a list of suspects. The following categories on known and suspected criminals are tracked by the system:

- General criminal activity
- Telephone numbers and addresses
- Asset evidence - seized and forfeited
- Organized criminal activity
- Narcotics
- Photograph file
- Sex Offenders under the Department of Correction's jurisdiction
- Gang information
- Cash transaction records and inmate accounts

As of June 30, 1993, the following law enforcement entities which were fully participating in this intelligence program:

- Thirteen drug task forces
 - Utah's three gang units
 - Seventeen sheriff's offices
 - Twenty-nine police departments
 - Two county attorney's offices
 - Utah Department of Public Safety (Motor Vehicle Investigations/Division of Investigations)
 - Department of Corrections (Adult Probation and Parole/Sex Offenders)
 - Drug Enforcement Administration (DEA)
 - Federal Bureau of Investigation (FBI)
 - Alcohol, Tobacco, and Firearms (ATF)
 - U.S. Customs
 - Utah Wildlife Resources
 - National Park Service.
-
- **CLANDESTINE LAB UNIT** *(Purpose #3 - one project)*
- Program Goals:**
- Remove specifically targeted clandestine lab conspiracies and offenders through investigation, arrest, prosecution, and conviction.
 - Promote and foster the exchange of confidential narcotics information and intelligence on clandestine labs between local, state, and federal criminal justice agencies.
- Program Objectives:**
- Investigate, prosecute, and convict clandestine lab conspirators
 - Dismantle clandestine labs and dispose of the hazardous chemicals.
 - Reduce fractional and duplicative investigations and prosecutions.
 - Enhance the recovery of criminal assets acquired with funds traceable to criminal activities.

Federal funding established this highly trained and equipped unit. It has statewide jurisdiction to respond to clandestine labs. The Special Emergency Response Team (S.E.R.T.) is responsible for entering the lab and arresting the suspects; the chemist terminates the manufacturing process and identifies chemicals; and the hazardous materials team dismantles the lab and processes the evidence. The Utah Department of Public Safety agents supervise the investigation and interview suspects. Between July 1, 1992 - June 30, 1993, the Clandestine Lab Team accomplished the following:

- Investigated 36 reported labs, often in response to requests for assistance from local task forces. Eleven labs were confirmed during this reporting period, resulting in a total of 29 arrests. As of June 30, 1993, there were 13 cases still under investigation. This unit pays for the initial clean-up at the lab site, and DEA pays for transportation and disposal of the chemicals confiscated.
- Provided training schools throughout Utah, certifying 38 individuals as clandestine lab investigators.
- Updated the Clandestine Drug Laboratory Investigation Procedure Manual.
- Obtained necessary training by attending conferences and training programs sponsored by the Clandestine Lab Investigator's Association (CLIA), DEA and other law enforcement agencies.
- Purchased all needed equipment and supplies (including respirators, Nomex fire retardant suits, disposable boots and gloves, goggles, spark resistant flashlights, etc.)

• **GANG ENFORCEMENT PROGRAMS** (Purpose #7 - Two projects)

Program Goals:

- Suppress gang-related crime through investigation, arrest, prosecution, and conviction.
- Promote and foster the exchange of gang information and intelligence between local, state, and federal criminal justice agencies.
- Mobilize the community against gang activity in partnership with law enforcement.

Program Objectives:

- Investigate, prosecute, and convict gang-related offenders in a coordinated fashion.
- Collect and maintain intelligence on gang members and gang-related crimes.
- Provide training to law enforcement officers and civilians regarding gang suppression methods.

During this reporting period, there were two gang units which received federal funding. The Salt Lake Area Gang Project is a multi-jurisdictional gang suppression and diversion task force operating in Salt Lake County, with state and local participation. This task force was established in 1990 and its goal is to focus gang interdiction efforts at both the enforcement and rehabilitation levels. This unit 1) investigates gang-related crime; 2) promotes cooperation between agencies as gang members are tracked; 3) gathers and shares intelligence on gang activities (with the assistance of an analyst); and 4) sponsors an annual conference to provide training to law enforcement, educators, and social service contacts. An advisory board composed of civic leaders has been organized to identify and develop community-based programs designed to educate youth, parents, teachers, and community members about gangs.

The Salt Lake Area Gang Project provided comparison data which reveals increasing criminal and violent activities by gang members. The following compares criminal activity from the first six months of 1992 to the first six months of 1993:

<u>CASES:</u>	<u>1/92 - 6/92</u>	<u>1/93-6/93</u>
HOMICIDE:	3	3
ASSAULTS:	156	345
BURGLARY/LARCENY:	28	72
ROBBERY:	25	21
DRIVE-BY SHOOTINGS:	7	35
WEAPONS OFFENCE:	30	86
GRAFFITI/VANDALISM:	167	1387
PUBLIC PEACE CRIMES:	<u>73</u>	<u>111</u>
	489	2060

As of June 30, 1993 the Salt Lake Area Gang Project had identified 1,749 gang members and associates. Reviewing the group demographics, 607 (35%) were juveniles while 1,142 (65%) were adults. Ninety-two percent of the gang members and their associates which were identified were males (1,615 males vs. 134 females).

The Weber-Davis Gang Project completed its first year effective June 30, 1993. There are three officers assigned to this unit which combats gang activities through prevention, intervention, diversion, arrest and prosecution in Weber and Davis Counties. Intelligence gathering was the focus of the gang unit's first year of operation. Intelligence was collected by 22 participating law enforcement agencies, Adult Probation and Parole, Juvenile Court, and the Division of Youth Corrections (DYC), and submitted to the Ogden City Police Department where the unit detectives are housed. The intelligence information was entered into the Utah Law Enforcement Intelligence Network (ULEIN), making it available to participating agencies statewide. It was disseminated locally via weekly information bulletins and monthly intelligence meetings.

Between July 1, 1992 - June 30, 1993, the Weber-Davis Gang Project identified 35 gangs in their jurisdiction and 358 gang members - 197 juveniles and 161 adults. A review of the demographics reveal that 312 gang members were males compared to 46 females. To aid in the identification of gangs and gang members, officers work extra shifts on Friday and Saturday nights from 8:00 pm to 2:00 am. Officers responded to all suspected gang activity, made arrests, photographed gang members and graffiti, and patrolled high-risk areas.

● **FINANCIAL CRIMES UNIT** *(Purpose #9 - One project)*

Program Goals:

- Implement a centrally coordinated program to investigate financial crimes, arrest and prosecute the offenders, and identify the assets that have been acquired through illegal activities in the state of Utah.
- Promote cooperation and intelligence sharing pertaining to money laundering and other collateral offenses with local and federal law enforcement agencies.

Program Objectives:

- Investigate, prosecute, and convict major money laundering/structuring offenses through the use of cash transaction receipts, confidential informants, and financial institutions.
- Increase awareness of the money laundering problem and encourage cooperation from banking/financial institutions and other related organizations.
- Enhance the recovery of criminal assets acquired with funds traceable to criminal activities.

Major organized criminal activity has the potential to generate large amounts of cash. Such illegal profits must be made to appear legitimate before these proceeds can be freely used by criminals - a process known as money laundering. The threat of incarceration is not a major deterrent to individuals accumulating enormous sums of money.

Financial Crimes Investigations Unit was formed to combat this illegal activity. During SFY 1993, this unit accomplished the following:

- Investigated 23 cases involving money laundering activity, resulting in seven search warrants, 10 seizure warrants, and one arrest warrant.
- Seized property valued at \$639,000 as a result of money laundering investigations.
- Developed productive working relationship with the FBI, DEA, IRS, U.S. Customs, and U.S. Marshal's Office. A major case was worked in conjunction with the FBI and IRS, which resulted in the termination of a major health fraud operation involving millions of dollars. Criminal indictments are being held, pending review by the U.S. Attorney's Office.
- Established a close working relationship with individual members of Utah's banking industry. Monthly meetings are held with bank compliance officers, resulting in identifying money laundering offenses.
- Pursued financial investigation training by attending workshops and seminars specifically tailored to money laundering, structuring, and illegal asset identification.

● **INTENSIVE SUPERVISION PROGRAM FOR OFFENDERS ON PROBATION AND PAROLE PROGRAM** (Purpose #11 - Three projects)

Program Goal:

- Provide a cost-effective sentencing/placement option which satisfies punishment, public safety, and treatment objectives.

Program Objectives:

- Provide a cost-effective community option for offenders who would otherwise be incarcerated.
- Administer sanctions appropriate to the seriousness of the offense.
- Promote public safety by providing surveillance and risk control strategies indicated by the risk and needs of the offender.
- Increase the availability of treatment resources to meet offender needs.
- Promote a crime-free lifestyle by requiring ISP offenders to be employed, perform community service, make restitution, and remain substance-free.

The three projects funded were designed to promote a crime-free lifestyle by requiring offenders to be employed, perform community service, make restitution, and remain substance-free. One program targeted adults and was administered by the Department of Corrections. Two programs targeted youth, one being administered by NYC, and the other being administered by the Juvenile Court.

Department of Corrections: The Adult ISP Program was established in Weber and Davis Counties expanding the ongoing intensive supervision efforts in those counties. Department of Correction's officials have determined that the offenders, for the most part, adhere to the ISP regulations while actually participating in the program. Officials are in the process of evaluating the recidivism rate after the offenders are released from the program to determine the long-term impact of ISP programs. The following summarizes the program activities from July 1, 1992 - June 30, 1993.

● Number of offender contacts:	5,993
● Number of offender violations:	349
● Number receiving drug therapy:	677
● Number of urines tested:	1,601
● Number of positive urine tests:	131 (8%)
● Electronic monitoring (EM) days used:	11,111
● Number successfully completing EM:	77
● Number unsuccessfully completing EM:	39
● Number completing program:	71
● Number returned to prison:	68

In June, 1993, a training workshop was sponsored by the ISP program entitled "A New Direction for Intensive Supervision Programs in Probation and Parole." Fifty staff members from the Utah Department of Corrections attended this training, which emphasized the importance of drug treatment and intervention in addition to intensive supervision.

Division of Youth Corrections: The Alternatives to Secure Confinement program (also known as the PATHWAY project) is an intensive drug and alcohol program specifically geared to meet the needs of delinquent youth with primary substance abuse problems. The project title, **PATHWAY**, is an acronym that reflects the philosophy, objectives, and intervention strategies that guide this program: Positive Approaches To Habilitation With Addicted Youth.

PATHWAY consists of four major areas of focus: 1) identification, assessment, and selection of targeted youth; 2) networking community resources; 3) direct treatment; and 4) intensive supervision and monitoring, which includes five face to face contacts per week, random urinalysis, and family involvement. A youth's length of involvement with the program varies according to individual needs and progress. Average expected length of participation is six months to one year.

Between July 1, 1992 - June 30, 1993, 183 assessments were completed by this unit. Ninety-two of those were selected to participate in Project PATHWAY and ninety-one were referred to other appropriate resources. During this reporting period, 6,824 contacts were made with allied agencies and community resources; 7,013 direct treatment contacts were made with PATHWAY youth; 674 urinalysis screens were conducted, resulting in 141 positive for drug use and 533 negative. A total of 93 terminations from the program occurred during FY1993, fifty-three considered successful and 40 considered unsuccessful. The unsuccessful terminations were due to drug use or delinquent activity requiring a more restrictive placement.

Juvenile Court: The Juvenile ISP Program has been in operation since July 1, 1990 and was implemented in Davis and Salt Lake County (urban areas). Fifty percent of the project participants had been involved in violent offenses while 75 percent had been involved in drug offenses. Youth were ordered into the ISP program, with the expectation that repeat offenses would be reduced or suppressed, community service hours completed, restitution and fines paid, and other court orders satisfied. Specific conditions of probation included home confinement; daily face-to-face contact with the probation officer; random drug screening test; school or work attendance; and electronic monitoring. The period of intensive probation supervision is approximately 90 days.

This grant program allowed the Juvenile Court to develop a new intervention to deal with serious delinquent youth in a cost-effective way. At the beginning of SFY 1993, there were 154 youth on probation. During the year, 568 were placed into the ISP Program (90 percent male), with the average age of the youth being 15.5 years. The youth averaged two felony and six misdemeanor arrests on their record at the time they were placed on probation.

The Juvenile ISP Program is being formally evaluated. The major factors being considered in this evaluation are recidivism (% of youth referred back to the court during the first year after being placed on probation) and length of time on probation. Some of the preliminary statistics are now available and are encouraging:

- The Second District (Davis County) recidivism rate was reduced from 58 percent in the control group to 39 percent in the experimental group. The average length of time on probation was reduced from 361 days to 226 days.
- The Third District (Salt Lake County) recidivism rate was reduced from 80 percent in the control group to 51 percent in the experimental group. The average length of time on probation was reduced from 511 days to 212 days.

● **YOUTH RESTITUTION WORK PROGRAM** (Purpose #13 - One project)

Program Goals:

- Foster and enhance the use of restitution as an effective disposition in juvenile courts.
- Hold juvenile offenders accountable in a manner directly proportional to the seriousness of their offenses, and furnish compensation to victims of juvenile crime.

Program Objectives:

- Provide some redress for the damages or loss suffered by victims of juvenile crimes.
- Reduce recidivism of juvenile offenders.
- Increase community confidence in the juvenile justice system.

Funding is provided to the Juvenile Court to target first-time offenders and provide them with a means to pay restitution to their victims, with the purpose to break the cycle of crime. This program targets youth in several of Utah's cities and towns, including Logan, Brigham City, Vernal, Roosevelt, Moab, Blanding and Tooele. Four half-time restitution/probation officers manage the program, with an average caseload of seven youth per officer. The program is seasonal to some extent, since several of the work sites involve outdoor work. The following summarizes program activities between July 1, 1992 - June 30, 1993:

• Number of youth who participated:	544	
• Number of victims affected:	460	
• Monetary restitution ordered:	\$62,820	
• Restitution collected:	\$42,502	(68%)
• Youth ordered to provide restitution:	201	
• Youth completing program:	168	
• Youth rearrested during year:	45	
• Youth incarcerated (as result of re-arrest):	25	

As noted, 168 of the 201 juveniles assigned to provide restitution completed the program. Most of the remaining juveniles continue to work in the program. The collection rate for restitution has increased to 90 percent for the Juvenile Court statewide since this program was funded, in large part due to the federal grant support. Community and criminal justice response has been positive, as the juveniles are held accountable for their actions and work to reimburse victims for their losses.

• **DRUG TREATMENT FOR OFFENDERS PROGRAM** *(Purpose #13 - One project)*

Program Goals:

- Reduce the number of offenders within the correctional system, who upon parole or termination of sentence, return to substance abuse related criminal activity.

Program Objectives:

- Provide drug screening, education, and treatment to offenders within Utah's correctional facilities.
- Conduct urine tests, randomly and for cause, to verify drug use by offenders.
- Reduce recidivism of adult offenders.

Federal funding was provided to the Department of Corrections (responsible for two state prisons in Utah) to expand the treatment services being provided in order to break the cycle of drug abuse and reduce recidivism when offenders are paroled. Funds were used to hire needed personnel, including a full-time therapist; three contract therapists; an education specialist; a full-time urinalysis technician; a part-time office technician; and a part-time secretary.

The main focus of the program was to provide group and/or individual substance abuse therapy to inmates screened and found in need of this service. The three primary drugs of choice for the offenders targeted included alcohol, cocaine, and marijuana. During SFY 1993, 577 offenders participated in group treatment, 186 of whom were in groups funded by formula grant monies. In addition, 450 offenders were enrolled in the self-help drug education lessons, and 831 offenders were enrolled in awareness/education classes. Urine testing was conducted randomly and for cause, and disciplinary sanctions imposed on those inmates testing positive. The results indicate that both drug testing and sanctions have a beneficial impact.

The positive urine samples found through the analysis program indicated an average positive rate of 1.93 percent for the SFY 1993, compared to a 4 percent positive rate in 1990. In addition, program data indicates that only 23 percent of parolees who have received group therapy or other substance abuse services violate their parole due to drug-related offenses, while 48 percent of those who have not received treatment violate their parole due to drug-related offenses. This would indicate that this grant program has successfully impacted the target population. Treatment has proven to be cost effective in terms of reducing recidivism and the cost of incarceration, and justifies increased treatment for offenders.

• **DRUG DIVERSION PROGRAMS** *(Purpose #13 - Two projects)*

Program Goals:

- Provide an alternative to criminal prosecution for first-time drug offenders which targets user accountability by requiring offenders to pay for their own drug treatment.

Program Objectives:

- Identify first-time drug offenders and offer them the option to divert into a drug treatment program *which the offender pays for* rather than be criminally prosecuted.
- Track the diverted offenders to ensure successful completion of their treatment programs, or proceed with criminal prosecution.

Two model programs were established through county attorney's offices in Davis and Weber Counties. Services are rendered to clients in a variety of settings, in relation to the offense charged and the seriousness of the addiction. The treatment program is devised after the initial assessment of the problem, ranging from six months of group treatment for marijuana use to 18-24 months of group and individual treatment for more serious additions. Urine tests on all clients are conducted on a random basis at least twice a month for the term of the diversion, which usually ranges from six to twenty-four months.

In Weber County, half of the 180 individual screened did not qualify for the diversion program, and another 35 clients declined to enter the program. Reasons for choosing not to divert included the length of time involved and demands of the program. Another consideration was the cost of the program in relation to the sentence they would receive. A total of 54 clients participated in the diversion program during SFY 1993. Seven clients have successfully completed the treatment while 13 were terminated from the program, due to re-arrest, continued drug use, or unexcused absences from treatment. Thirty-four clients remain in the program. The drugs of choice include marijuana and prescription drugs.

Davis County admitted 89 clients into the diversion program during SFY 1993. Six clients completed their treatment successfully while 11 were terminated as unsuccessful. Those clients were usually discharged because of continued drug use, re-arrest, or failed urinalysis. The drugs of choice included marijuana (60 percent); cocaine (25 percent); and stimulants (15 percent). Seventy-two clients remain in the program.

It is too early to determine the success of this program. The project directors are reviewing the first year's statistics and reassessing their strict approach to program violators. At this time, one positive urine test results in terminating the client from the program. The counselors involved in the program have asked that they be provided more discretion in deciding whether a client should remain in the program, and their judgement is now being considered.

● **CRIME LAB SUPPORT PROGRAMS** (Purpose #15 - Four projects)

Program Goal:

- Strengthen the capabilities of the Utah crime labs and criminalists in the forensic examination of evidence.

Program Objectives:

- Purchase state-of-the-art equipment to more accurately and quickly collect and analyze evidence (e.g. drug analysis, DNA examination, crime scene investigation, etc.).
- Provide training to criminalists to ensure proper use of equipment and to develop technical skills needed to implement new technologies, testify in court with confidence, etc.
- Establish a system of electronic tracking of evidence submitted to each crime lab.

The State of Utah Crime Lab (Salt Lake City), the Northern Utah Criminalistics Laboratory, and the Cedar City Crime Laboratory received funding to upgrade equipment and lab procedures, as well as provide training to technicians during SFY 1993. The following summarizes the project activities.

Cedar City Lab: Funding was provided effective July 1, 1990 to establish a crime lab in Cedar City, which is in the southern part of Utah. A criminalist was hired during the spring of 1991 and received orientation training at the State Crime Lab, Utah Department of Public Safety for several months. Equipment and glassware was purchased, and the lab was set up in on the campus of Southern Utah State University. The lab was opened during August, 1991 and serves law enforcement agencies in Millard, Beaver, Piute, Garfield, Kane, Washington and Iron Counties. Between July 1, 1992 - June 30, 1993, the Cedar City Lab received 744 samples for drug analysis, and the criminalist actually analyzed 713 samples. In addition, 29 requests of latent print analysis were processed.

State of Utah Crime Lab - DNA Analysis: DNA Analysis funding was provided in March, 1990 to purchase equipment and supplies in support of DNA testing. In addition, the two criminalists assigned to this unit received FBI training in order to develop the expertise required in DNA analysis. The criminalists worked for two years to build a database with Caucasian, Hispanic, and Afro-American samples of DNA before conducting tests that would be used as evidence in court. The criteria testing results demonstrated consistency with the national DNA database, and the FBI Proficiency Studies demonstrated no deficiencies in Utah's database.

After extensive investigation, testing, and validation processes, the crime laboratory is now capable of DNA-RFLP analysis. The DNA technology has provided the criminal justice community in Utah with a powerful investigative tool. Between SFY 1993, the Crime lab processed 11 DNA cases.

State of Utah Crime Lab - Computerized Evidence Tracking System (ULETS): The three forensic laboratories in Utah process physical evidence from crime scenes for all the Utah law enforcement agencies. During July 1, 1992 - June 30, 1993, an estimated 7,350 evidence cases were processed by these labs. Services included examination and/or analysis of latent prints, firearms, toolmarks, gunshot residue, DNA, serology, trace evidence, controlled substances, and documents. Crime scene investigation and photographic services were also provided.

Funding was provided to develop a computer-based evidence tracking system to control and preserve the chain-of-custody so necessary for court credibility. The system not only tracks evidence within each lab, it also links the three labs electronically so information can be exchanged. The computer-based evidence tracking system was incorporated into the Utah Law Enforcement Intelligence Network (ULEIN) to facilitate its implementation, and allow law enforcement agencies throughout the state to access the tracking system.

During this reporting period, eight computers and three laser-jet printers were purchased, and the necessary computer programs were written to support this program. Communications lines have been installed and the software provided to all three labs: The program is now being tested, and software changes made to ensure the most effective system possible. The tracking system should be fully operational by January 1, 1994.

Northern Utah Crime Lab: Crime Scene Investigation funding was awarded to the Northern Utah Criminalistics Laboratory to establish a unit responsible for collection, preservation, and documentation of evidence found during crime scene investigations in Weber County. Evidence is processed and results are provided to the participating agencies to assist in the identification of criminals.

The caseload for technical services continued to increase during the reporting period. Perpetrators have been arrested and cases cleared as a direct result of having the same technicians respond to crime scenes throughout Weber County. The following summarizes the program activity for the Crime Scene Investigation Unit between July 1, 1992 - June 30, 1993:

CRIMES AGAINST PROPERTY		CRIMES AGAINST PERSONS	
Traffic	148	Assault	114
Residential burglary	336	Aggravated assault	76
Criminal mischief	162	Robbery	27
Vehicular theft	84	Child abuse/neglect	22
Found property	60	Death	56
Vehicular burglary	835	Rape	27
Business burglary	265	Homicide/attempted homicide	11
Theft	102	Sexual abuse	9
Suspicious circumstances	11	Sexual assault	20
Arson/incendiary	29	Shooting	11
Drugs	26	Miscellaneous	95
TOTAL:	2,058	TOTAL:	468

• **CRIMINAL HISTORY UPGRADE PROGRAMS** (Purpose #15 - Three projects)

Program Goals:

- Produce a criminal justice information system that is accurate, complete, timely, and secure which is 98 percent accurate in reporting arrests, dispositions, and declinations.

Program Objectives:

- Increase the quality and timeliness of fingerprint data through the use of education and live-scan technology.
- Electronically transmit criminal history arrest information from local law enforcement agencies to the state repository.
- Routinely obtain prosecution declinations, and to consult with prosecutors to aid in disposition reporting.
- Automate the interface between Utah's automated fingerprint technology (AFIS) and Utah's criminal history file.
- Improve the ability to track disposition, current legal status, and custodial history.
- Provide direct access to criminal history data by court personnel.
- Produce a comprehensive data dictionary to be used for all future criminal justice information system designers.
- Use pre-sentencing investigation reports to find missing dispositions for application to the state repository.

In 1990, a state audit revealed that Utah's criminal history information was not complete. With legislative backing, CCJJ developed a Criminal History Record Improvement Plan in order to address this system-wide problem. Formula funds were awarded starting with the 1991 federal award, with the major accomplishment being the development of a new, more flexible repository to support the Utah Criminal Justice community.

During SFY 1993, federal funds were awarded to the Department of Public Safety, the Administrative Office of the Courts, and to the Utah Prosecution Council. The project accomplishments during this reporting period are as follows:

Department of Public Safety: One responsibility of this project involved training booking agency's and prosecutor's personnel, to ensure that the information from the booking agency was provided to the central repository. An ambitious training schedule was developed, with 27 regional workshops held in order to meet with booking agency personnel throughout the state. A total of 145 personnel were trained, including 11 court personnel. This training concentrated on the use of the new fingerprint card and raised awareness of the importance of criminal history information.

In addition, a researcher was hired to research dispositions for felony arrests without dispositions, particularly targeting felony cases stored in the suspense file. To date, 2,417 disposition records have been reviewed and 1,283 have been matched with needed disposition information (53.1 percent). During this reporting period, the Department of Public Safety was given access enabling them to research dispositions on several court systems as well as the Salt Lake County Jail system. This has resulted in greater research capabilities and additional matches.

Administrative Office of the Courts: Responsibilities of this project included 1) improving the court database capabilities; 2) assuring "quality control" - transferring correct data into the court system; and 3) obtaining data in an electronic form. In order to accomplish these goals, the technical infrastructure in various courts had to be upgraded by purchasing computer equipment, and rewriting the case management database software. In addition, the Offense Table had to be revised and enhanced; the electronic transfer of data and filings had to be implemented; and training had to be provided to judges, court clerks, and filing parties was provided. This is an on-going project, but all components are being implemented according to the projected timeline.

Utah Prosecution Council: The goal of this project was to train secretaries working in the court system regarding the new methods for tracking criminal histories. Four regional conferences were held during SFY 1993. During the training, the new forms were distributed, reviewed, and questions answered. The secretaries were aware of the problems with the old system and were anxious to assist in implementing the new reporting network by accurately inputting information. Forty-five secretaries had received this training by the end of June, 1993. Two additional conferences are scheduled during the fall of 1993.

• **FUGITIVE TASK FORCE** *(Purpose #16 - one project)*

Program Goals:

- Remove specifically targeted prison escapees, parole and probation violators, fugitives from justice and other persons wanted on felony warrants of arrest through investigation, arrest, prosecution, and conviction.
- Promote and foster cooperation and support among officers assigned by local, state, and federal agencies to track and arrest fugitives in Salt Lake County.

Program Objectives:

- Investigate, prosecute, and convict fugitives from justice.
- Recover stolen property and return it to its rightful owner.
- Reduce fractional and duplicative investigations and prosecutions.

The Federal Bureau of Investigation (FBI), Utah Department of Corrections, Salt Lake County Sheriff's Office, Salt Lake City Police Department, and West Valley City Police Department joined together in this task force. These law enforcement agencies had devoted only limited manpower and time to the proactive pursuit of fugitives in the past. However, it was recognized that apprehending felony fugitives significantly impacts the violent crimes as well as property and drug crimes. By working together, all participants are able to readily share information and actively assist each other in the capture of wanted individuals who have avoided arrest through flight or concealment.

Although the task force goal was to capture 50 high risk fugitives during the first year of operation, 207 arrests were made as of June 30, 1991. Between July 1, 1991 - June 30, 1992, 495 arrests were made, and over \$185,000 in stolen property was recovered.

The Fugitive Task Force obtained funding from the FBI effective October 1, 1992. For this reason, the formula grant funding was terminated effective September 30, 1992 as per the subgrantee request, after only three months of funding during this reporting period. Between July 1 - September 30, 1992, 93 arrests were made.

• **CHILD ABUSE PROSECUTION ASSISTANCE UNIT** (Program Purpose #18 - One project)

Program Goals:

- Conduct or assist with child abuse investigations and prosecution.

Program Objectives:

- Investigate, prosecute, and convict child abuse offenders (either co-counsel or lead counsel), or assist county attorneys with these responsibilities.
- Assist with child abuse investigations and prosecutions, upon request from the county attorneys, in preparing child testimony, preparation of experts, and/or providing legal research or case law standards.
- Respond to citizen complaints by victims, their families, etc. regarding inadequate investigation or prosecutorial efforts in child abuse cases.

The Child Abuse Prosecution Assistance Unit, funded since 1990, is comprised of two full-time prosecutors, one full-time investigator, one full-time paralegal, and one full-time secretary. Those selected for these positions have substantial experience in the area of child abuse investigation and prosecution.

This unit, housed with the Utah Attorney General's Office, maintains a "state-of-the-art" effort in responding to the problems of child physical and sexual abuse. Unit personnel provide assistance to prosecutors and investigators who need technical or actual hands-on assistance with investigating child abuse cases. The unit assumed the prosecution and/or investigation function on cases when there was a request from a county attorney.

The Child Abuse Unit supports a multi-disciplinary approach to child abuse cases, encouraging Division of Family Services, law enforcement, and prosecutors to work together and share information. The unit reviews and responds to complaints referred to the Attorney General's Office by victims or their families, treatment professionals and other concerned citizens regarding the inadequate investigative or prosecutorial efforts in child abuse cases. This unit maintains up-to-date training on all developments in the area of child abuse, and child abuse investigation and prosecution, with the goal of being a resource for others involved in prosecution of these cases. The Child Abuse Unit provides training statewide, and has assumed a leadership role in proposing and lobbying for legislative changes to child abuse laws.

Since 1990, this unit has handled 69 active cases. Seventeen convictions were obtained during the first three years of operation, 12 of which were obtained during SFY 1993. Three were obtained by jury trial (two for child homicide and one for 2nd degree felony child physical abuse). One conviction was obtained in a bench trial. In addition, the following activities occurred during SFY 1993:

- Consultation support provided for county attorneys: 113 cases
- Assistance/consultation on active child abuse investigations by law enforcement: 28 cases
- Citizen inquiries handled: 149 inquiries

1994 DRUG AND VIOLENT CRIME ENFORCEMENT STRATEGY

Strategy Development

The Law Enforcement Coordinating Committee (LECC), U.S. Attorney's Office, includes federal, state, and local criminal justice representatives, many of whom serve on the Criminal Justice Subcommittee of the Utah Substance Abuse Coordinating Council. To avoid duplication of effort, the Criminal Justice Subcommittee members assisted with the development of the state strategy. The draft document was provided to the U.S. Attorney's Office for review and input.

The Utah Substance Abuse Coordinating Council was established by the Utah Legislature during its 1990 General Session, and became effective July 1, 1990. The Council consists of a 15-member executive body and four subcommittees - Criminal Justice, Judiciary, Prevention, and Treatment. This is a broad-based council with representation from the federal, state, and local levels. The Judiciary Subcommittee was added to the council during the 1993 legislative session. Representatives from the judiciary had served on the Criminal Justice Subcommittee prior to a separate subcommittee being established. (See appendix A to review the Utah Substance Abuse Coordinating Council Membership list.)

The overall purpose of the council is to coordinate Utah's multi-faceted efforts to curb substance abuse. It is charged to report its recommendations to the Governor and Legislature annually, on or before September 30. The progress on the council's previously identified priorities and recommendations were summarized, and recommendations for action were discussed in the report.

The Criminal Justice Subcommittee members facilitate the planning, development, implementation, and evaluation of criminal justice services. They provide direction for more effective coordination and integration of services, and the efficient use of the resources available to Utah for eliminating substance abuse. Utah's "Open Meetings Law" requires that all government-sponsored meetings be open to the public, with announcements and agendas posted in advance.

The workplan was reviewed in particular by the Criminal Justice Subcommittee members as well as the CCJJ members. (See appendix B to review the CCJJ membership list). In addition, input was obtained from the Utah Sheriff's Association, the Utah Chiefs of Police Association, and the Utah Legislature's Judiciary Interim Committee.

Federal, state, and local agencies were asked to provide data regarding the nature of the drug and violent crime problems in Utah, including:

- U.S. Drug Enforcement Administration (DEA)
- Utah Division of Investigation (UDI), Utah Department of Public Safety
- Division of Substance Abuse, Utah Department of Human Services
- Utah Department of Health
- Utah Department of Corrections
- Utah State Office of Education
- Highway Safety Office, Utah Department of Public Safety
- U.S. Attorney's Office
- Utah Court Administrator's Office

Direction was also provided by participants in the Utah Governor's Summit on Violence held during October, 1993. Recommendations from this summit addressed youthful offenders; intelligence and information gathering; gangs, drugs, and violence in the schools; curfews; and gun control.

Utah's Criminal Justice System

Crime in Utah is defined as all behaviors and acts for which society provides formally sanctioned punishment. Violent crime refers to events such as homicide, rape, and assault that may result in injury to a person. Robbery is also considered to be a violent crime because it involves the use of threat of force against a person. Child sexual abuse is considered to be a violent crime even if no force occurs.

Felonies in Utah are the more serious crimes. They are for crimes which a person may be sentenced to prison. Misdemeanors are less serious crimes for which offenders are typically fined or sent to jail.

Criminal justice responsibilities and authority are shared between state and local jurisdictions in Utah. There are 29 elected Sheriffs (one in each county) and 135 local police departments throughout the state. Statewide, there are 3,129 law enforcement officers: 1,603 municipal officers; 1,175 sheriff's officers; and 351 state officers. Statistically, there are 1.77 officers per 1,000 population compared to the national average of 2.1 per 1,000.

There are 28 jails in Utah, managed by county sheriffs in the various jurisdictions. In addition to housing individuals for misdemeanor sentences, the jails often house inmates from the Department of Corrections when the inmate population exceeds available bed space. Approximately 25-30 percent of those serving time in jails are prison inmates. The jails in Weber, Davis, Salt Lake, and Utah Counties are the most severely overcrowded in the state.

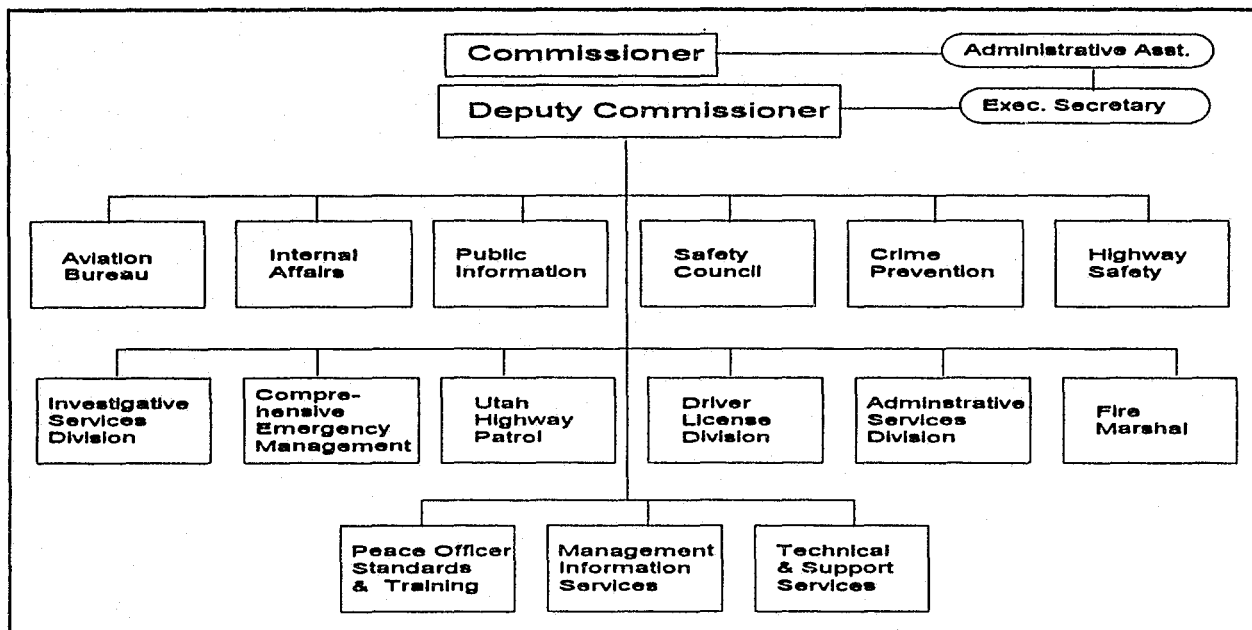
Utah has the ninth lowest prison incarceration rate in the nation, housing 143 offenders per 100,000 population compared with the national average of 310 per 100,000. However, Utah's incarceration rate has increased steadily during the 1980s and 1990s, and can be expected to continue to grow.

Each county has a county attorney, who is elected in most cases. However, sparsely populated counties may contract for these attorney services. The county attorney's staff size varies from county to county, depending on population and case load. Some rural counties have only a part-time county attorney, while the Salt Lake County Attorney's Office has 43 criminal attorneys and 13 civil attorneys.

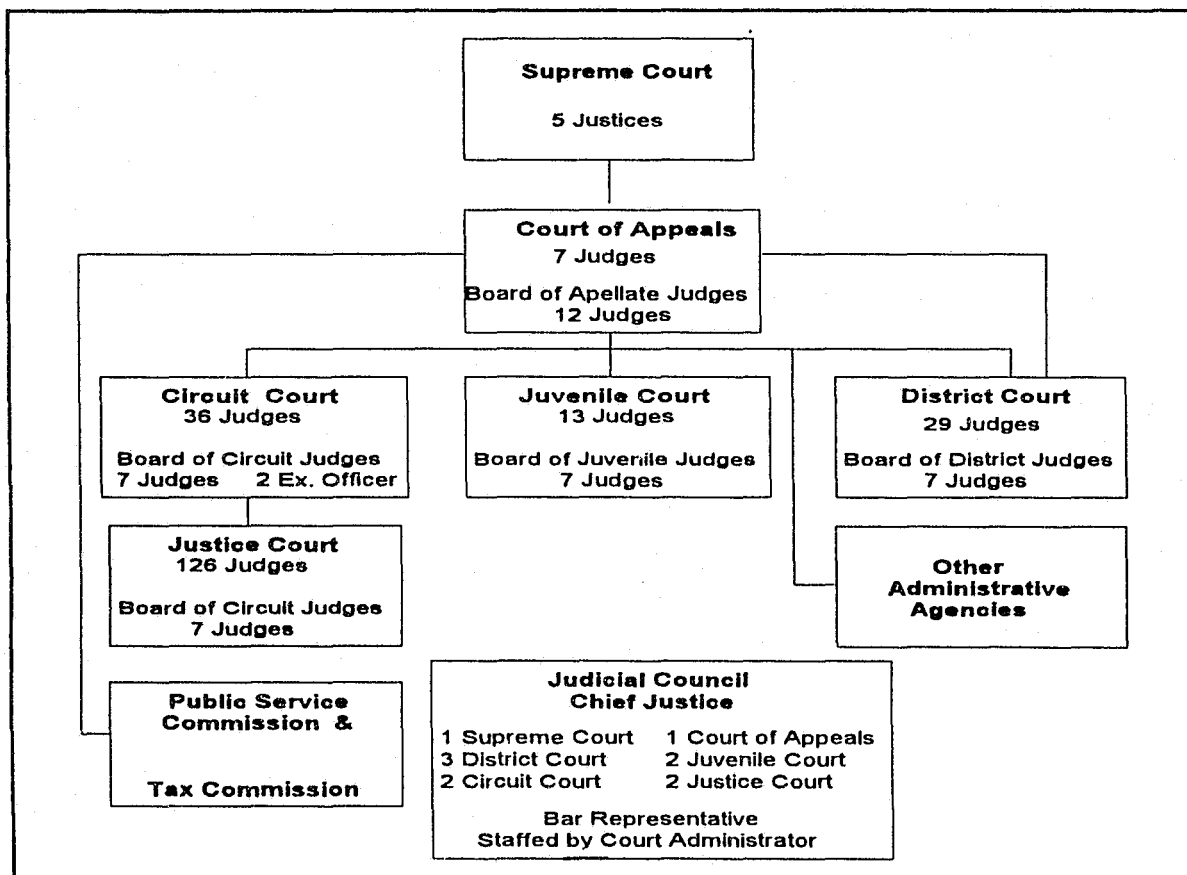
The major criminal justice agencies at the state level include the Utah Department of Public Safety, the Utah Department of Corrections, the Administrative Office of the Courts, and the Utah Division of Youth Corrections.

The Department of Public Safety's mission is diverse, but a major component is to prevent criminal activity and to identify and apprehend persons violating state criminal statutes. Programs to address crime include the Utah Highway Patrol's interdiction efforts targeting the transportation of drugs; the maintenance of three crime labs which provide services to state and local law enforcement agencies; and the establishment of an intelligence system which houses information on criminal activity and individuals available to federal, state, and local law enforcement entities. Other programs targeting criminal activity include the Clandestine Lab Unit, the Airport/Hotel Unit, and the Money Laundering Unit.

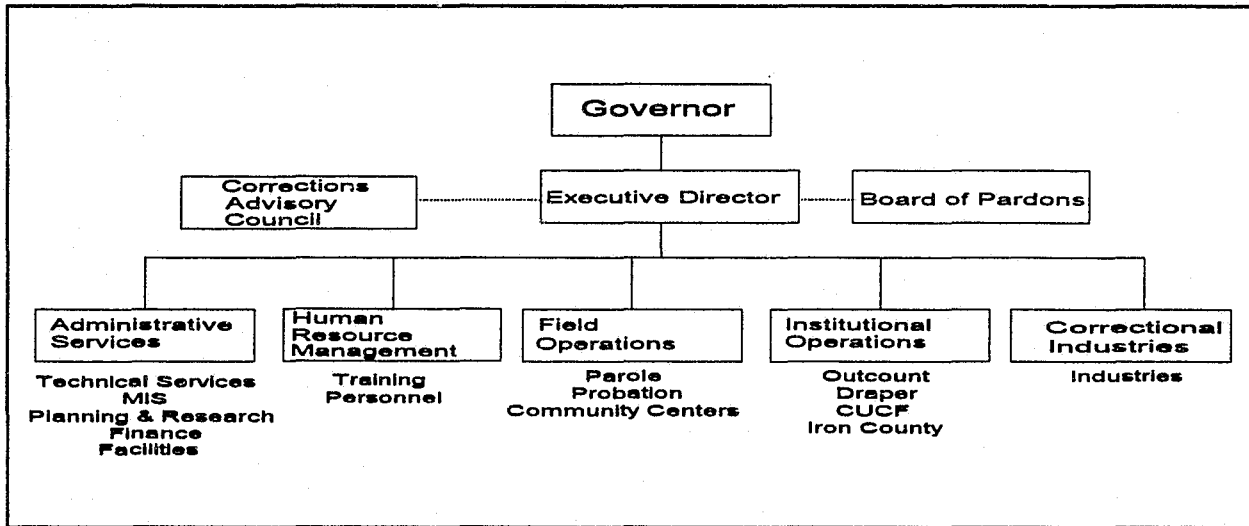
The Department of Public Safety is organized as follows:



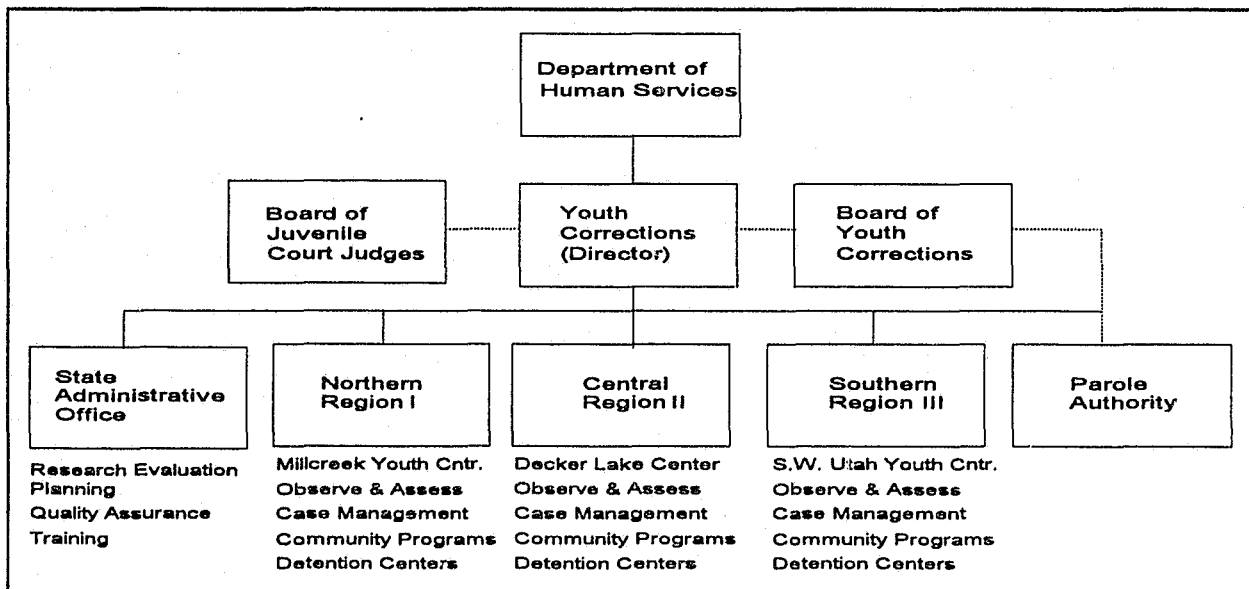
During 1991, the Administrative Office of the Courts initiated a court consolidation plan which will eliminate the Circuit Courts during the next five years. The Circuit Courts are to be consolidated into the District Court system, in order to effectively deal with increased demands for facilities and personnel. The consolidation plan, enacted by the 1991 Legislature, will produce major savings in coming years. The Utah State Court structure is as follows:



The primary mission of the Utah Department of Corrections is community protection, and its secondary mission is to provide offenders with the necessary tools to be competitive - enhancing the prospects of success in the free world. Safety and security are vital, but correctional programming (including intensive supervision programs, drug testing, and drug treatment) is an important component in habilitating offenders. The department is organized as follows:



The mission of the Utah Division of Youth Corrections is to provide a continuum of supervision and rehabilitation programs which meets the needs of the youthful offender in a manner consistent with public safety. These services and programs individualize treatment and control the youthful offender for the benefit of the youth and the protection of society. The Division is organized as follows:



Areas of Greatest Need

As would be expected, the crime rates (offenses per 1,000 population) are usually higher in the urban counties of the state than in the rural counties. The number of arrests for drug and violent crimes are higher in the urban counties, and asset forfeitures occur more frequently in Salt Lake, Utah, Davis, and Weber Counties compared to the rural areas of the state. However, Utah drug use surveys of adults and youth reveal drugs are abused at similar rates in rural and urban Utah.

While drug enforcement has been a high priority in the urban counties in Utah for years, rural counties were limited in their efforts to target the drug problems because of the lack of personnel. Many rural Utah counties are economically depressed, resulting in understaffed law enforcement agencies. Because of confirmed drug abuse rates and the need for drug law enforcement, CCJJ representatives agreed that the areas of greatest need included both urban and rural areas. Population and drug use rates are considered important components whenever any funding is awarded. Drug enforcement task forces have been identified as the highest priority in the state for pass-through funding, followed by gang enforcement, felony fugitive arrests, first-time drug offender diversion programs, and criminal history upgrade.

The areas of greatest need are not defined geographically in Utah, rather they are defined by the drug problems in this state. Programs are funded in order to address the highest priority drug and violent crime problems, both at the state and local levels. Unless the grant applications submitted target these problems, as identified in the workplan, it is unlikely that funding will be provided. Grant applications are reviewed and scored by a committee of individuals with criminal justice and/or technical writing expertise. Committee members make funding decisions after reviewing all grant applications.

Match

At least one State agency will be requesting federal funds that require a waiver of the project-by-project match. Since their overall commitment to drug enforcement is in addition to their previous efforts, CCJJ is requesting this waiver to be approved for state agencies. Local applicants will be required to match funds on a project-by-project basis, although the match for the project may be provided by several local governments. One unit of local government will be required to ensure that the required match amount is provided.

Federal Participation with Drug Task Forces

Because there are only eight agents with the Drug Enforcement Administration in Utah, BJA waived the condition of federal participation with the drug task forces. Instead, state representatives from the Division of Investigation, Utah Department of Public Safety, were required to participate in the management and operations of the task forces. The state agency participation requirement will continue for the 1994 funding year.

It should be noted, however, that effective July 1, 1993, three drug task forces consolidated into the DEA/Salt Lake Metro Drug Task Force, including the Salt Lake Metro Drug Task Force; the Interdiction Unit (targets the transportation of drugs through airports, etc.); and the DEA/Local Task Force. All officers are housed in the DEA office with the exception of some agents assigned to the Salt Lake International Airport. All agents are cross-designated as DEA agents, facilitating effective drug investigations.

Public Comment on Utah's 1994 Drug and Violent Crime Enforcement Control Plan

Utah's application requesting the 1994 formula grant allocation was made public during the week of December 13-17, 1993. An invitation for public comment was printed in the legal notices section of the two major daily newspapers in Utah: *The Deseret News* and *The Salt Lake Tribune*. These daily newspapers are distributed to towns and cities throughout Utah.

In addition, four other newspapers in smaller cities and towns were selected to print this announcements. By printing this announcement in the selected newspapers, the public had an opportunity to provide comment by the December 22 deadline. Comments were incorporated into the body of the application.

State Administrative Agency (SAA) Staffing

The grant program manager is the only staff member which is assigned full-time by CCJJ. This individual is responsible for the day-to-day management of the Drug Control and System Improvement Formula Grant Program. Responsibilities include consulting with various criminal justice contacts regarding Utah's annual drug and violent crime strategy and workplan; developing all required grant applications and reports; developing grant application kits; announcing the availability of funds; reviewing and scoring grant applications on an annual basis and making awards in conjunction with a review committee; processing all paperwork involved in establishing grant programs; authorizing grant change requests from subgrantees; and monitoring all grant programs. In addition, the grant program manager is responsible for any legislative effort that is required in response to congressional mandates.

Other CCJJ staff provide program support to the formula grant program on a part-time basis. One program specialist is responsible for the fiscal monitoring of the grant programs, ensuring that the requests for reimbursement are accurate, and that proper documentation exists for all reimbursements. This individual spends up to 60 percent of his time with this responsibility.

The CCJJ fiscal officer spends 5 percent of his time in support of the grant program, mainly in processing grant reimbursements. One secretary spends approximately 25 percent of her time with the grant program, assisting with the compilation of applications and reports; inputting IPR information and consortium data; and setting up new subgrantee files. The CCJJ executive director spends up to 5 percent of her time with grant related issues (defining current drug and violent crime problems; determining the workplan allocations; making contacts regarding legislation, etc.).

HIV Testing for Certain Sex Offenders

In compliance with a Congressional mandate, the Utah Legislature passed a bill which provides rights to victims of sexual offenses. These rights include: 1) the right to request mandatory testing of the convicted sexual offender for Human Immunodeficiency Virus (HIV); 2) the right to be informed of the HIV test results of the convicted offender, counseling regarding HIV disease, and referral to health care and support services; and 3) the right to request free HIV testing for themselves. An enrolled copy of the legislation was provided to BJA during March, 1993, having met the standards provided in a BJA checklist. CCJJ was notified on December 7, 1993, that Utah was deemed to be in compliance with all aspects of Section 1804 of the Crime Control Act of 1990 regarding HIV testing of certain offenders.

INS Plan

The Immigration and Naturalization Service (INS) Plan has been submitted to and approved by the Bureau of Justice Assistance. Utah is in full compliance with this plan. The state's initiative is summarized on the following page.

ALIEN IDENTIFICATION INITIATIVE

This initiative was begun to comply with federal statutes which require States to provide notification within 30 days of conviction, of aliens and suspected aliens, to the Immigration and Naturalization Service (INS). The agreement follows an outline provided by the Bureau of Justice Assistance to aid states in the effective implementation of these statutes.

HISTORY

For the past seven years the state repository, housed at the Utah Bureau of Criminal Identification, has provided the local INS office with photocopies of "10 print cards" from each jurisdiction. These cards are used by the booking agencies to provide fingerprint identification, personal data, and detailed charge information to the Bureau. The charges on these cards include both felony and misdemeanors. Copies are provided to INS where the place of birth, as designated, is other than the United States. Usually less than four weeks old, this data provides valuable and timely information to INS to help identify individuals for further investigation.

Starting in April 1992, BCI augmented the information supplied to INS by sending photocopies of misdemeanor citations. Further, the repository added the INS identification number (A number) to the automated file to enhanced Utah's ability to identify aliens. The repository also provided INS with a computer printout of felony and misdemeanor convictions that occurred between January 1985 and April of 1992 which contained over 7,000 names.

CURRENT PROCESS

Each month as part of the disposition update process, INS receives a printout of the last 30 days of misdemeanor/felony convictions of the target group.

A copy of the letter of agreement has been signed and returned to the Bureau of Justice Assistance insuring Utah's compliance with this regulation.

LETTER OF AGREEMENT

The State of Utah will provide a listing from the state repository of ALL felony and misdemeanor convictions on individuals that have been identified as aliens or suspected aliens because of their place of birth.

This printout will contain;

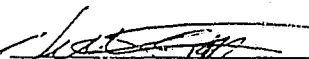
NAME
PLACE OF BIRTH
STATE ID
STATE OFFENCE CODE LITERAL
OFFENCE TRACKING NUMBER
DATE OF ARREST
COURT OF CONVICTION
CASE NUMBER
CONVICTION DATE

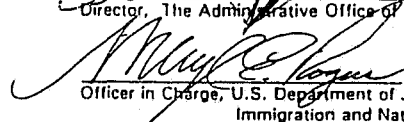
After April 1992 printouts will be provided each month as part of the disposition update process and will include the last 30 days of misdemeanor and felony convictions of the target group.

Upon request, the Court Clerks will provide free certified copies of convictions to Immigration and Naturalization.

 3/27/92
Director, Commission on Criminal and Juvenile Justice


Commissioner, Department of Public Safety


Director, The Administrative Office of the Courts


Officer in Charge, U.S. Department of Justice
Immigration and Naturalization Service

UPDATE ON THE CRIMINAL HISTORY RECORD IMPROVEMENT PLAN

Work continues on improving the quality and completeness of the criminal history file. Over the past year we have concentrated on improving the collection *process*. Members of the Criminal Justice Records Improvement Task Force determined that through real improvements in the collection methodology, Utah could achieve high sustainable reporting rates for dispositions. This effort has concentrated on new software development and in better education of criminal justice personnel. As a result Utah has seen an improvement in the reporting of dispositions, and the accuracy of arrest data.

While the majority of time and money has been allocated to process improvements, Utah has also allotted some resources to research missing dispositions. A close examination of this data has resulted in an improved disposition reporting rate for 1990 and 1991 and, as an added benefit, has provided insight into new system improvements.

In general, Utah's objective remains unchanged. That is, to produce a criminal justice information system that is accurate, complete, timely and secure. To accomplish this task, a plan for record improvement was developed, submitted, and approved by both the Bureau of Justice Assistance and the CCJJ. Included in this plan were goals, objectives and milestones, as outlined below:

Goals:

- Improve the process to obtain court dispositions with the correct Offense Tracking Number
- Regularly obtain prosecutor declinations
- Speed identification of suspects
- Improve the disposition reporting rate of *old* criminal history data
- Produce a complete criminal justice data dictionary

Objectives:

- Use pre-sentencing investigation reports to find missing dispositions for application to the state repository
- Increase the quality and timeliness of fingerprint data through the use of education and live-scan technology
- Electronically transmit criminal history arrest information from local law enforcement agencies to the state repository
- Routinely obtain prosecution declinations/use prosecutors to aid in disposition reporting
- Explore technology to automate the interface between the automated fingerprint technology (AFIS) and criminal history file
- Improve the ability to track dispositions, current legal status and custodial history
- Provide direct access to criminal history data by court personnel
- Produce a comprehensive data dictionary to be used for all future criminal justice information system designers
- Complete a comprehensive data quality audit

To organize and achieve the objectives, the plan was implemented using 26 milestones noted in appendix. The four major components of these milestones are:

- Train jail, prosecutor, court and state personnel in the criminal history *process*.
- Develop a new automated system for the courts and correct the most pressing problems in the existing court system.
- Provide better access to criminal justice computer applications by the Utah Bureau of Criminal Identification to aid them in finding missing dispositions.
- Better track system improvements.

Outlined below are some of the accomplishments completed between December 1, 1992 and December 30, 1993.

- We have successfully changed the flow of Offense Tracking forms in all 29 counties to include prosecutors in the criminal history reporting process.
- The Salt Lake County Jail and the Salt Lake County Prosecutor Office share a common index to aid in the transferal of Offense Tracking Numbers from the jail to the prosecutor's office.
- Six regional training sessions were conducted by the Utah Prosecution Council to train prosecutors and their staff in their responsibilities in reporting declinations and providing Offense Tracking Numbers to the courts.
- All 29 county jail sites have been trained in proper fingerprint techniques and in the proper handling of 10-print cards.
- The Salt Lake County Jail has installed a live-scan fingerprint device to provide better quality fingerprints to the repository and speed the identification of suspects.
- The Bureau of Criminal Identification has "on-line" access to Courts, Corrections, and the Salt Lake County Jail to improve the ability to research missing dispositions.
- Courts has developed a prototype Offense Table to aid in the systematic identification and classifications of criminal offenses within the state.
- Courts has improved the ability of the old automated system to track Offense Tracking Numbers in Salt Lake, Weber and Utah Counties.
- Salt Lake County electronically reports declinations to the repository.
- Courts have published standards for electronically filing documents from the county prosecutor's offices to the courts.
- Courts has successfully updated their technology to support a new case management system.
- An extract of disposition from the Department of Corrections database was created and used to update missing data within the repository.
- The Department of Public Safety has successfully researched and matched over 3,000 dispositions.
- The software development is complete to allow electronic filing from the Salt Lake County Prosecutors Office to the Courts.

The culmination of Utah's effort is an increase in the felony disposition reporting rate as summarized in the table below.

Year	Number of Dispositions 1992	Number of Dispositions 1993	Increase as a Percent of all Dispositions	Felony Disposition Reporting Rate
1992	Not Reported	16,390	N/A	61.63%
1991	16,873	19,640	16.40%	73.54%
1990	16,262	17,708	8.89%	69.65%
1989	15,540	16,270	4.70%	59.76%
1988	15,523	15,844	2.07%	67.48%
1987	17,982	18,220	1.32%	65.68%
1986	18,386	18,493	0.58%	58.70%
1985	21,228	21,277	0.23%	65.12%
Before 1985	145,713	150,016	2.95%	43.90%

The success of the 1993 research efforts have increased the disposition reporting rate for 1990 - 1991 felonies from under 50 percent to over 70 percent. If additional resources could be allocated to this function, similar results could be achieved for other years.

PLAN FOR 1994 FUNDS - CRIMINAL HISTORY RECORD IMPROVEMENT

The expenditure of 1993 funds was outlined in the plan submitted in conjunction with the 1993 formula grant application. The following summarizes the activities to take place utilizing 1994 funds in conjunction with state funds.

GOAL: Speed identification of suspects.

OBJECTIVE: Increase the quality and timeliness of fingerprint data through the use of education.

Since the late 1980s the Department of Public Safety has been engaged in the development of the Western Area Identification Network. This cooperative project has enabled Utah along with California, Idaho, Washington, Oregon, Montana, and Nevada to purchase an Automated Fingerprint Identification System (AFIS). With the use of this technology, Utah has greatly improved its ability to identify and track criminals.

The first characteristic of a useful AFIS system is the ability of Law Enforcement to use this technology to identify suspects or solve crime. These identifications rest with the quality of the prints. Only when the prints are of high quality can we expect latent searches to yield suspects and the 10-print searches to provide real identification information.

The second characteristic of a useful AFIS system is the speed with which the identifications can be made. Early identification aids law enforcement, stops early release of identified felons, and provides critical information to the enforcement agencies as suspects pass through the criminal justice system.

IMPLEMENTATION PLAN:

Continue fingerprint education to provide local law enforcement agencies with the training required to accurately complete the 10-print cards and the importance of timely submission of these cards to the repository. Training will also be available on fingerprinting techniques to increase the quality of the fingerprint database.

OBJECTIVE: Increase the quality and timeliness of fingerprint data through the use of live scan technology.

The live-scan project would provide local law enforcement agencies with the capability of using new technology during the fingerprinting and identification process. It will also greatly enhance the quality of fingerprints in the Automated Fingerprint Identification System (AFIS), and speed the identification of suspects. The following sections provide background on the current situation, and the problems and opportunities related to the implementation of live-scan technologies.

In addition, problems have been identified with the current manual fingerprinting and booking process.

The traditional inked and rolled printing process is very slow. Each suspect's fingerprints are rolled three times. One card is generated for the Federal Bureau of Investigation, the second card is provided to the Department of Public Safety, Bureau of Identification (BCI) and the third card is for the booking agency. In Salt Lake County, for example, it takes approximately 15 minutes to roll one set of fingerprints.

Usually the quality of the fingerprints decreases as each print is taken. The first and best card is usually retained by the booking agency. The second card is sent to BCI and used for identification and input into AFIS. The last and poorest quality card is sent to the Federal Bureau of Identification. As a result, cards are often returned to the booking agencies because of poor fingerprint quality and the identification databases are populated by second or third quality prints.

IMPLEMENTATION PLAN:

Integrate the existing criminal history file with the new court system. This can be accomplished through the purchase of a communications gateway from courts new system to the state mainframe computer which houses the Criminal History File.

OBJECTIVE: Complete a comprehensive data quality audit.

The completed audits have been valuable to the operation of the criminal history upgrade *process*. Through the use of these audits, problems have been defined, and improvements have been made to the Criminal History File.

IMPLEMENTATION PLAN:

The sample sizes of the three previous audits of the repository have contained 50 cases. We would like to increase the sample size of the 1994 audit. An increased sample size would enhance the ability to clearly define system problems and derive statistically sound conclusions on reporting rates.

GOAL: Produce a complete criminal justice data dictionary.

OBJECTIVE: Produce a comprehensive data dictionary to be used for all future criminal justice information system designers.

Lack of common data standards for identification, offense codes or common procedures for handling forms continues to cause confusion and data losses throughout the criminal justice system. A unified data dictionary with common codes and data structures would aid in data collection and the improve data quality.

Lack of coherent definition is especially pronounced in the court system. The State of Utah does not have a comprehensive list of offenses which courts and prosecutors can use. This inhibits the electronic filing of reports. More importantly, the quality of data in the Criminal History File is compromised by redundant and misleading coding.

IMPLEMENTATION PLAN:

To maintain and improve the Offense Table along the lines of the forgoing objectives, the following activities need to be accomplished:

- Substantive revision of the current bail schedule: Updating, evaluating and editing, when necessary, all items in the current bail schedule to assure that they are legally sound.
- Defining all items clearly: each item should be fully and clearly defined, listing all its elements in the statutory language where possible. Some thought should also be given to what scope the Offense Table should have, and then the Offense Table should be reviewed to assure that it covers the needed scope.
- Use *Folio Previews* to provide text search and retrieval to the new court system. Use new graphical user interface tools for the new Offense Table. The Offense Table could then be incorporated into the existing Utah Law on Disc, and hypertext links could be installed between the Offense Table and the textual resources of Utah Law on Disc.

GOAL: Regularly obtain prosecutor declinations.

OBJECTIVE: Routinely obtain prosecution declinations/use prosecutors to aid in disposition reporting.

In Utah, the prosecutions system has been one of locally elected county officials. Not surprisingly this has meant that the policy and procedures vary considerably between each county. Implementation of a standardized method of information collection and dissemination is extremely difficult in this situation. Often the requirements of the state agencies have been perceived by the counties as unnecessary. In addition, the Bureau of Criminal Identification has lacked sufficient resources to evaluate and include these officials in the criminal history process.

Courts in Utah are also diverse. In Salt Lake County alone there are many circuit and justice court judges. This has made the current process of sending the Offense Tracking Forms and the Offense Tracking Number (OTN) directly from jails to the correct court nearly impossible. Loss of the OTN Form makes the eventual match of the arrest and disposition a overwhelming task.

IMPLEMENTATION PLAN:

Increase the role of prosecution in the criminal history process by changing the flow of criminal history forms. With a new system, the booking agencies will send the OTN forms from the jail to each county prosecutor. When prosecution receives this form it will: 1) Attach the OTN form directly to the information and forward it to the appropriate court with the arrest charges; or 2) the prosecutor will send the BCI a copy of the form with new charges and then forwards a copy of the amended form with the attached "information" to court; or 3) use the form to send BCI a declination.

This procedure must be modified at the county level to meet local prosecutors needs and can only be accomplished through a statewide education program to help prosecution understand their new responsibilities.

OBJECTIVE: Electronic transmission of declinations.

The sheer volume of the workload in four counties (Salt Lake, Weber, Utah and Davis) makes implementation of a manual process of sending forms from jails to prosecution and from prosecution to the repository very difficult.

IMPLEMENTATION PLAN:

Expand the Salt Lake County pilot project to Weber and automate the processes of sending arrest data from jails to the prosecutors and transmit declinations from prosecutors directly to the repository.

GOAL: Improve the process to obtain court dispositions with the correct Offense Tracking Number.

OBJECTIVE: Explore technology to automate the interface between the automated fingerprint technology (AFIS) and the criminal history file.

Timely identification of suspects is crucial for the operation of a modern criminal justice system. We suggest that integration of the AFIS and Criminal History File (CCH) must be explored. Additional training of the data processing staff responsible for both AFIS and CCH should lead to positive interactions of these systems.

OBJECTIVE: Improve the ability to track dispositions, current legal status and custodial history.

The Department of Corrections has operational responsibility for pre-sentencing investigation reports, probation and parole history, as well as current legal status. With these responsibilities, they should be both major users and contributors to the criminal history database. The following is a description of their contributions and uses of the data.

Pre-sentencing Investigation Reports (PSI):

The Department of Corrections provides the court with historical data on convicted felons prior to sentencing. This data includes prior convictions and past conduct on probation or parole. Currently, incomplete criminal history data prohibits widespread use of this database to complete the pre-sentencing reports. If custodial data and disposition known to Corrections could be shared with repository and Correction's database effectively, the pre-sentencing investigation process could be used to correct the omissions in the criminal history file, and reduce the time commitment necessary to produce these reports. Over time, this "checking" of the repository could increase the number of reported dispositions and the availability of custodial information on the criminal history database.

Probation and Parole Supervision Reports:

Through these reports, Corrections could provide the repository with the current legal status (prison, street address, special program etc.) and contribute data on probation and parole experience. However, Correction's database system is 12 years old. It cannot support the level of system interaction that is required to receive and supply the rest of the criminal justice system.

IMPLEMENTATION PLAN:

Correction's new database system must have the following characteristics:

- PSI's and other reports that are generated on the new Correction's computer system should be transferred directly to court system. These reports will be filled out by agents on the computer. By transferring the report to the court, via the computer, the courts will receive information in a more timely manner.
- Receives referrals from the Court database. These will be electronic referrals which will speed up the referral process. In addition, the system could search for relevant forms and information and begin gathering necessary referral information for processing.
- Receives rap sheets from criminal history file (BCI).
- Receives Court disposition information. This will generate the next level of offender management forms, etc.
- The new system should access the Statewide Warrant System and allow for the entry of Board of Pardons to enter warrants and other warrant-type information.
- Allow for the transfer of files electronically throughout the state, eliminating the problems with slow file transfers or missing files.

OBJECTIVE: Provide direct access to criminal history data by court personnel.

The current court system does not provide access to the criminal history file for judges or court clerks. Often the data is transferred from BCI and loaded into the criminal history file before problems with data quality are found. Lack of interaction between the court system and the criminal history file produces omissions and errors in both files.

IMPLEMENTATION PLAN:

Integrate the existing criminal history file with the new Court system. This can be accomplished through the purchase of a communications gateway from Courts new system to the state mainframe computer which houses the Criminal History File.

OBJECTIVE: Complete a comprehensive data quality audit.

The completed audits have been valuable to the operation of the criminal history upgrade *process*. Through the use of these audits defined problems have been defined, and improvements have been made to the Criminal History File

IMPLEMENTATION PLAN:

The sample sizes of the three previous audits of the repository have contained 50 cases. We would like to increase the sample size of the 1994 audit. An increased sample size would enhance the ability to clearly define system problems and derive statistically sound conclusions on reporting rates.

GOAL: Produce a complete criminal justice data dictionary.

OBJECTIVE: Produce a comprehensive data dictionary to be used for all future criminal justice information system designers.

Lack of common data standards for identification, offense codes or common procedures for handling forms continues to cause confusion and data losses throughout the criminal justice system. A unified data dictionary with common codes and data structures would aid in data collection and the improve data quality.

Lack of coherent definition is especially pronounced in the Court system. The State of Utah does not have a comprehensive list of offenses which courts and prosecutors can use. This inhibits the electronic filing of reports. More importantly, the quality of data in the Criminal History File is compromised by redundant and misleading coding.

IMPLEMENTATION PLAN:

To maintain and improve the Offense Table along the lines of the forgoing objectives, the following activities need to be accomplished:

- Substantive revision of the current bail schedule: Updating, evaluating and editing, when necessary, all items in the current bail schedule to assure that they are legally sound.
- Defining all items clearly: Each item should be fully and clearly defined, listing all its elements in the statutory language where possible. Some thought should also be given to what scope the Offense Table should have, and then the Offense Table should be reviewed to assure that it covers the needed scope.
- Use *Folio Previews* to provide text search and retrieval to the new court system. Use new graphical user interface tools for the new Offense Table. The Offense Table could then be incorporated into the existing Utah Law on Disc, and hypertext links could be installed between the Offense Table and the textual resources of Utah Law on Disc.

GOAL: Improve the disposition reporting rate *old* Criminal History data

OBJECTIVE: Continue to research and update missing dispositions.

The success of the 1993 research efforts have increase the disposition reporting rate of 1990 and 1881 felonies from under 50 percent to over 70 percent. If additional resources could be allocated to this function, similar results could be achieved for future years.

IMPLEMENTATION PLAN:

Hire additional contract workers to research missing dispositions in the years 1989-1992.

Other Grant Fund Resources

The U.S. Department of Housing and Urban Development provides funding in Salt Lake and Davis Counties, Salt Lake City, and in Ogden City in support of drug elimination activities, as outlined below:

The Salt Lake County Housing Authority is receiving a total of \$500,000 from two different grant years targeting Public Housing Drug Elimination. Such grants are used for drug prevention, education, and treatment activities; physical improvement such as fencing, lighting, and locks; and increased law enforcement. The 1992 grant for \$250,000 covers the grant period from December 4, 1992 through June 3, 1994. The 1993 grant for \$250,000 covers the grant period from July 29, 1993 through July 28, 1994.

The Davis County Housing Authority is also a recipient of a Public Housing Drug Elimination grant for \$77,000. The grant period is from December 18, 1992 through May 1, 1994.

The Salt Lake City Housing Authority is the recipient of two grants, one for \$148,276 targeting Public Housing Drug Elimination, and one for \$124,921 targeting Public Housing Sports Program. The drug elimination grant period is from June 2, 1993 through June 1, 1995. The sports program grant period is from July 17, 1992 through January 16, 1994. The sports program is operated through the Boys and Girls Clubs of Greater Salt Lake City, but the grant is administered by the Salt Lake City Housing Authority.

The Ogden Housing Authority is the recipient of \$120,000 in support of a Public Housing Youth Sports Program. The funds are used for capital upgrades at the Marshall White Community Center, as well as for sports, cultural, educational, and recreational activities. The grant period is from July 17, 1992 through January 16, 1994.

The Division of Substance Abuse, Utah Department of Human Services was provided \$10,847,287 in federal block grant funds to be used for drug prevention activities as well as drug and alcohol treatment programs. Over \$2,327,307 will be spent in support of drug and alcohol prevention while \$8,519,980 will be spent for drug and alcohol treatment. The funding is awarded through the Department of Health and Human Services, with the funding to be expended between July 1, 1993 through June 30, 1994.

The Division of Substance Abuse, Utah Department of Human Services was awarded \$977,604 in "Drug-Free Schools and Communities Act" Governors discretionary funding to be expended between July 1, 1993 through September 30, 1994.

The Utah Division of Investigation, Utah Department of Public Safety, was awarded \$90,000 in discretionary funding in support of an Organized Crime Narcotics Trafficking Enforcement Program (OCN). The award period is July 1, 1990 - September 30, 1994.

The Utah State Office of Education was awarded \$3,212,269 in "Drug-Free Schools and Communities Act" funding effective July 1, 1993 - September 30, 1994.

CCJJ was awarded \$350,000 in discretionary funding from the Bureau of Justice Statistics in support of upgrading the criminal history programs in Utah. The award period is from January 1, 1991 - December 31, 1993.

CCJJ was awarded \$338,000 from the Bureau of Justice Statistics to implement Incident Based Uniform Crime Reporting in Utah. The award period is from August 1, 1989 - September 30, 1993.

CCJJ was awarded \$456,000 from the Office of Juvenile Justice and Delinquency Prevention (JJDP) to target juvenile offender problems in Utah. The award period is from October 1, 1992 - September 30, 1995. Congress recently increased Utah's 1994 allocation to \$600,000.

The following section outlines the specific strategy which will be implemented to address the drug and violent crime problems in Utah utilizing 1994 funding. This strategy is defined by broad goals and objectives which do provide for accountability. Quantifiable measures are required of each subgrantee.

DRUG ENFORCEMENT

GOAL: Reduce current overall drug use in Utah.

OBJECTIVE: Reduce drug use by arresting and prosecuting dealers at all levels, including fugitives and gang members.

IMPLEMENTATION PLAN:

1. Provide funding to multijurisdictional drug task forces in support of narcotics investigations, enforcement, and drug interdiction.
2. Provide funding to the Department of Public Safety and to the Utah Attorney General's Office in support of money laundering/financial crimes investigations.
3. Utilize all narcotics legislation against drug traffickers.
4. Provide funding to Utah crime labs in support of drug analysis and criminalist training.
5. Provide funding to upgrade and enhance the criminal history system in Utah.

GOAL: Reduce recidivism by drug offenders (adults and juveniles) currently in the Utah criminal justice system.

OBJECTIVE: Establish intensive supervision programs (targeting youth) and expand drug treatment opportunities for individuals under the jurisdiction of county attorneys, Department of Corrections, Division of Youth Corrections, and/or Juvenile Court in order to reduce recidivism of drug offenders.

IMPLEMENTATION PLAN: Provide funding to state and local agencies targeting offenders utilizing some or all of the following options:

1. Provide funding to county attorney's offices in support of drug diversion programs for first time offenders.
2. Increase the availability of treatment resources that meet the offender's needs in the community before and after parole/probation.
3. Administer sanctions and structure appropriate to the offender's needs.
4. Administer drug screening tests on a frequent basis.
5. Require the offenders to attend weekly alcohol and other drug therapy sessions and remain substance free.
6. Place offenders in an on-the-job training program to develop vocational skills, as appropriate.
7. Require offenders to perform community service as restitution for offenses committed, as appropriate.

8. Require offenders to maintain field, office, and telephone contact with agents during their supervision period (6 months minimum).
9. Require offenders to be employed while under supervision.
10. Conduct electronic monitoring of repeat and/or high risk offenders when ordered to do so by the court.

VIOLENT CRIME ENFORCEMENT

GOAL: Reduce gang-related criminal activities.

OBJECTIVE: Identify gang networks, disrupt criminal activities, and divert gang members to community support programs.

IMPLEMENTATION PLAN:

1. Provide funding to law enforcement units targeting gangs.
2. Identify, investigate, and prosecute offenders involved in gang-related drug and/or violent crime activities.
3. Utilize all legislation against gang members, including sentencing enhancements when weapons are used in the commission of a crime.
4. Provide funding to the Department of Public Safety in support of a summit of gang violence to review past efforts and accomplishments in targeting gang crimes and solicit recommendations for future efforts.

GOAL: Reduce the number of crimes (including violent acts) committed by youthful offenders, and ensure swift and certain punishment.

OBJECTIVE: Target and arrest youth involved in violent, drug, and property crimes.

IMPLEMENTATION PLAN:

1. Provide funding to the Division of Youth Corrections and/or Juvenile Court to support intensive supervision programs for youthful offenders.
2. Provide funding to the Division of Youth Corrections and/or Juvenile Court to support alternatives of detention for youth (e.g. Day/Night Reporting Centers and/or workcamps).
3. Share intelligence information on youthful offenders with law enforcement agencies in support of crime investigation, enforcement, and prosecution.

RESOURCE NEEDS

Drug Enforcement

1. A major emphasis of Utah's previous strategy has been the development of multijurisdictional narcotic task forces targeting street, mid-level, and major drug offenders. This approach supports law enforcement and prosecution agencies as they develop successful cases against drug offenders. Coordination between agencies and use of special equipment is essential for the unique, time-consuming investigations often required. Although these groups are becoming more self-sufficient, financial assistance is still needed.

Personnel is the most acute need for the task forces, particularly in the rural areas. Not only are these agencies understaffed, the resident officers are well-known and therefore cannot be used as undercover agents. Basic and advanced training of these officers in investigation principles and techniques is considered to be an important component of the task force efforts. In order to be effective in drug enforcement, confidential funds must be available to purchase drugs, services, and/or information. Most task forces also need funding for travel, equipment, supplies, and operating expenses.

2. In order to target user accountability, two drug diversion programs have been funded, one in Weber County and one in Davis County. First-time drug offenders may avoid a criminal record by "diverting" to and paying for drug treatment. Funds are needed for personnel, supplies, operating, and travel.

3. Intensive supervision programs (ISP) for youth offer one cost-effective option to satisfy demands for punishment, public safety, and treatment objectives. Funding for personnel, training, supplies, and equipment is needed in support of ISP programs.

4. Equipment, supplies, and training is needed for two of the three crime labs in Utah. The focus of these expenditures will be on enhancing drug analysis capabilities.

5. Funding will be provided for personnel, equipment, training, and contractual services in support of comprehensive money laundering/financial crimes investigations and prosecution.

6. In order to ensure more accurate criminal history records, funding will be provided for equipment, training, personnel, and contractual services used to upgrade the criminal history records at the state and local levels.

7. Drug offenders are a vastly underserved population with regards to treatment. Funding will be used to support a therapeutic community targeting drug treatment for offenders, with the award covering personnel expenses.

Violent Crime/Serious Offenders

1. Targeting gang-related activities linked particularly to violent crime has become a concern in Utah, especially in Salt Lake, Utah, and Weber Counties. Funding will be used for personnel, training, travel, equipment, and supplies and operating expenses.

2. Intensive supervision programs (ISP) for youth offer one cost-effective option to satisfy demands for punishment, public safety, and treatment objectives. Funding for personnel, training, supplies, and equipment is needed in support of ISP programs.

3. Alternatives to detention for youthful offenders has been identified as a high priority during 1993. Programs being considered include "Day/Night Reporting Centers" as well as workcamps, allowing the juvenile justice system to impose immediate and meaningful sanctions. Funding will be needed for personnel, supplies and operating, training, and perhaps some equipment.

4. In order to determine the most efficient and cost-efficient strategies to use in targeting violent crimes, a summit will be held during 1994, with representatives from all criminal justice and pertinent human services agencies. Funding is needed for supplies and operating, and travel.

PROGRAMS PLANNED TO IMPLEMENT THE STRATEGY

- In summary, after reviewing Utah's current drug and violent crime problems and enforcement efforts, the following priorities have been established for activities and programs:

Local Priorities:

1. Multijurisdictional drug enforcement task forces
2. Gang enforcement
3. Drug diversion programs for first-time drug offenders
4. Criminal history upgrade

State Priorities:

1. Criminal history upgrade
2. Programs in support of all levels of drug enforcement (money laundering investigations and prosecutions; crime lab equipment enhancements/training of criminalists/evidence technician)
3. Intensive supervision programs for youth (to include drug testing and electronic monitoring).
4. Alternatives to detention for youthful offenders(day/night reporting centers; work camps)
5. Treatment for offenders (therapeutic community)
6. Statewide summit addressing violence

The workplan on the following page ("Attachment A") summarizes Utah's priority programs with the appropriate program purpose, estimated funding allocations, and match.

12/9/93

ATTACHMENT A
PROGRAM LIST WORKPLAN
FISCAL YEAR 94 FUNDING

PURPOSE	PROGRAM TITLE	BJA APPROVED PROGRAM PROGRAM BRIEF TITLE OR DATE	NUMBER OF AWARDS	AMOUNT OF FEDERAL FUNDS		MATCH AMOUNT	PASS-THROUGH AMOUNT	
				STATE AGENCIES	LOCAL AGENCIES			
	<u>LOCAL</u>							
2	Multijurisdictional Drug Task Force	Organized Crime/Narcotics	12		\$1,490,000	\$496,667	\$1,490,000	
7	Gang Enforcement	Organized Narcotics	3		315,000	105,000	315,000	
13	Drug Diversion Program/First Time Offender	1992	2		40,000	13,334	40,000	
15	Criminal History Upgrade	1991	1		80,000	26,667	80,000	
				SUBTOTALS		1,925,000	641,668	1,925,000
	<u>STATE</u>							
9	Money Laundering	1992	1	\$90,000		\$30,000		
11	ISP (Youth Corrections)	1992	1	67,500		22,500		
15	Crime Lab Support (DPS - Evidence Tech)	1993	1	20,000		6,667		
15	Criminal History Upgrade	1991	1	95,000		31,667		
19	Training - Summit on Violence (planning)	1991	1	30,000		10,000		
11	Intensive Supervision for Youth		1	99,500		33,167		
20	Alternatives to Detention for Youth		2	250,000		83,334		
15	Crime Lab Drug Analysis Equipment		2	130,000		43,334		
9	Financial Crimes Unit		1	130,000		43,334		
13	Therapeutic Community		1	120,000		40,000		
				(all State programs) SUBTOTAL:		1,032,000	344,003	
	Admin	CCJJ		100,000		33,334		
				GRANT FUNDING		\$3,057,000	1,019,005	

\$1,925,000 (local allocation) (+) \$1,032,000 (State allocation) (+) \$100,000 (admin.) = \$3,057,000

60

WORKPLAN DETAIL

Local Programs:

Multi-jurisdictional Drug Task Forces (Program Purpose #2 - \$1,490,000 allocated). Twelve local task forces may be funded in order to target drug enforcement, focusing on street to mid-level dealers. One task force will continue to target high level dealers. Six of the 15 task forces are located in Weber, Davis, Salt Lake, and Utah Counties where over 80 percent of Utah's population resides. Funding will be awarded competitively, based on need and accomplishments, through local units of government to task forces staffed by local law enforcement officers.

Gang Enforcement Units (Program Purpose #7 - \$315,000 allocated). It is anticipated that three awards will be made targeting gang enforcement (all continuation grants). Program components include law enforcement and suppression; gang education for parents and community leaders; and gang diversion efforts. Intelligence gathering and sharing is an important aspect of the gang units.

Drug Diversion Programs (Program Purpose #13 - \$40,000 allocated). Two model diversion programs for first-time drug offenders were initially funded in February, 1992 with surplus 1990 funding. Offenders qualifying for this program may avoid a criminal record by "diverting" and paying for their own drug treatment. This program targets user accountability and reduces the court load of drug offenders. The program personnel have all received training, and the diversion option is now available to offenders in Weber and Davis Counties. Funding will be awarded through county attorney's offices.

Criminal History Upgrade (Program Purpose #15 - \$80,000 allocated). Utah's Criminal History Records Improvement Plan has been submitted to BJA and approved. Funding for criminal history programs will be announced and awarded to state and local agencies which make requests in support of the goals and objectives outlined in the plan. At the local level, most of the funding will be in support of the electronic transfer of information from sheriff's offices to appropriate state agencies.

State Programs - Continuation Grants:

Money Laundering Unit (Program Purpose #9 - \$90,000 allocated). Funding was awarded during 1992 to the Department of Public Safety so officers could investigate suspicious cash transaction receipts over \$10,000, often linked to drug trafficking. Money laundering conceals the true source, location, and ownership of the proceeds of various criminal activity. Conducting criminal and financial investigations results in the forfeiture of profits gained by illegal activities in conjunction with criminal sanctions imposed by the courts. During the next year, this unit will expand to cover a variety of financial crimes, including money laundering. The funding will be awarded to the Department of Public Safety, based on accomplishments and need.

Intensive Supervision Programs (Program Purpose #11 - \$67,500). One ISP program will be funded in Utah which will target youth with numerous offenses. The program is designed to promote a crime-free lifestyle by closely supervising offenders. In addition, they are required to be employed and/or attend school; make restitution; and remain substance-free. Continuation funding will be awarded to the Division of Youth Corrections based upon need and program accomplishments.

Crime Lab Support (Program Purpose #15 - \$20,000 allocated). Funding will be allocated to pay half the salary of a full-time evidence technician, which was originally funded during 1993. The evidence technician is responsible for tracking all evidence submitted for analysis, and protecting the integrity of the chain-of-evidence. Funding will be awarded to the Department of Public Safety for this position assigned to the Salt Lake Lab.

Criminal History Upgrade (Program Purpose #15 - \$95,000 allocated). Utah's Criminal History Records Improvement Plan was submitted to BJA with the 1993 formula grant strategy and was approved. Funding for criminal history programs will be announced and awarded at the state level, most likely in support of electronic transfer of information from various agencies to the Department of Public Safety, the state criminal history repository.

Training/Program Planning (Program Purpose #19 - \$30,000 allocated). A Governor's Conference on Gang Violence was held October 6-8, 1993, resulting in recommendations on how to address the problem of increasing violence most effectively in Utah. A follow-up summit will be held during 1994 to evaluate the impact of new legislation, additional officers, and new programs targeting violence in Utah. Representatives from the criminal justice, social work, and human resource fields will be invited to participate in this summit. Funding will be awarded to the Department of Public Safety, which is responsible for sponsoring the summit.

State Programs - Initial Award:

Intensive Supervision Programs for Youth (Program Purpose #11 - \$99,500 allocated). At least one new ISP program will be funded through Division of Youth Corrections and/or Juvenile Court. The program(s) will be designed to promote a crime-free lifestyle by closely supervising youthful offenders, and requiring them to attend school and/or be employed; perform community service; make restitution; and substance-free. Electronic monitoring will be a component of the ISP programs. Funding will be awarded competitively, based on need and target population.

Alternatives to Detention for Youth (Program Purpose #20 - \$250,000 allocated). At least two "Day/Night Reporting Centers" will be funded through the Division of Youth Corrections and/or Juvenile Court. The purpose of these programs is to provide a structured community-based, non-residential, intensive alternative to incarceration for targeted youth. The program's operating hours will be from 4:00 pm to 10:00 pm seven days a week and will be staffed with paraprofessional community monitors. Individual, group, and family activities may target substance abuse, gang involvement, family conflict, use of leisure time, recreation, social skills, educational tutoring, or independent living skills. Funding will be awarded competitively, based on need and target population.

Crime Lab Support (Program Purpose #15 - \$130,000 allocated). Approximately \$130,000 is needed in order to purchase drug analysis equipment for the Salt Lake and Weber Crime labs, replacing instruments that are old and frequently break down. A Q-Mass with an auto sampler (\$70,000) will be purchased for Salt Lake City Lab, while a G-Mass (\$55,000) will be purchased for the Weber Lab. An estimated \$5,000 will be allocated in order to provide training for the criminalists at the two labs.

Financial Crimes Unit (Program Purpose #9 - \$130,000). This program, funded through the Utah Attorney General's Office, would join forces with the money laundering unit funded through the Department of Public Safety in 1992. A statewide financial crimes investigation and prosecution unit will be established in order to dismantle criminal enterprises throughout Utah. Conducting criminal and financial investigations results in the forfeiture of profits gained by illegal activities in conjunction with criminal sanctions imposed by the courts.

Therapeutic Community (Program Purpose #13 - \$120,000 allocated). Federal funding has enabled the Department of Corrections (responsible for two state prisons in Utah) to expand the treatment services provided to drug-addicted offenders. This program differs from previous treatment programs in that it will focus on two distinct populations which have similar needs: pre-release inmates and parole violators. Housing for program participants will be provided on-site, with the number of offenders involved anticipated to be 32 males and 10 females. Funding is being requested to be used solely for treatment providers.

EVALUATION OF 1994 STRATEGY

Evaluation, as defined by Bureau of Justice guidelines, is broad enough to encompass what others would consider to be "monitoring." In Utah, program evaluation is accomplished using the following methods:

- **Monthly or quarterly financial reports:** These reports are used to assess compliance with federal fiscal guidelines and, effective July 1, 1992, require comprehensive reporting on asset seizures and forfeitures, how the forfeitures are expended, etc. The budgets are authorized after reviewing, scoring, and awarding the annual program grants. Changes in budgets are accomplished using a "grant change request form."
- **Quarterly consortium or narrative reports:** Utah is a participant in the Justice Research and Statistics Association (JRSA) Consortium for Drug Strategy Assessment. Every three months, data collected by Utah's multijurisdictional task forces and crime labs are compiled and provided to JRSA for analysis. These reports include project implementation information (participating agencies, full-time equivalent positions, etc.) as well as project results (e.g. arrests, convictions, asset seizures, drugs confiscated, profiles of arrestees or drug samples analyzed). Consortium data will continue to be provided to JRSA, and the information utilized in developing the state plan and in determining grant awards. The Statistical Analysis Center (SAC) coordinator is housed with CCJJ. The SAC coordinator and the formula grant manager are the Utah state contacts for JRSA.

Those projects not providing consortium data are required to submit quarterly narrative reports, reviewing the program accomplishments based on the performance measures outlined in their grant application. The quarterly narrative reports often closely resemble the consortium report, considered to be a model by BJA. The grant application sets the standard for the quarterly reports in the performance indicator's section.

- **Annual site visits:** Project monitoring is an important component of Utah's evaluation strategy. A comprehensive monitoring form has been developed to confirm that all aspects of the grant projects are reviewed, ensuring compliance with federal rules and regulations. The program manager and grant program monitor meet with each subgrantee once a year, utilizing the monitoring report form to determine compliance with federal regulations with regards to record keeping, management of confidential funds and overtime, and fiscal management. The grant monitor also confirms the fiscal management of the programs by thoroughly reviewing records, and comparing them to expenditure reports which have been submitted for reimbursement.

All findings are documented in writing, utilizing the monitoring form. Copies are placed in the individual project files for follow-up, and a copy is also sent to the project director. An annual property inventory is required from each project manager.

The grant application required that goals, objectives and performance indicators be included in each proposal for funding. These evaluation measures will be used to assess the quality of the program during the award year. The grant program directors are required to report on these measures in their quarterly and annual reports, ensuring more accountability and consistency in reporting.

- **Annual performance reports (APRs):** APR forms are provided by BJA which summarize expenditures and activities of projects funded through the Drug Control and System Improvement Formula Grant Program. They are submitted to BJA and become part of the program file. The report forms have been redesigned and should provide more meaningful information than in the past. Task forces which submit the quarterly consortium reports are exempt from having to submit an APR.

Proper grant management is critical to the success of any project. A grant management instructional binder was developed during 1991 and provided to participants at a training session held during 1991. All new grant managers are provided with this instructional binder when the funding is awarded.

There is one grant project which includes an evaluation component beyond the standard reports, conducted by Weber State University researchers on a juvenile intensive supervision program. This evaluation took place during 1992 and, will provide guidance in implementing the most effective programs in targeting youthful offenders.

Drug use rates determined by state and local surveys are the most revealing measure for evaluating the effectiveness of a state drug strategy. Utah conducts comprehensive self-reported drug use surveys with adults and youth every four years. Drug use surveys are conducted periodically on a smaller scale. These survey results will continue to be utilized in evaluating drug enforcement efforts, as well as drug prevention/education and treatment strategies in Utah.

- **Individual Project Reports (IPRs):** In the past, hard copies of the IPRs have been submitted to BJA. However, starting with the 1993 IPRs, the information was entered directly and transferred electronically to BJA via modem. All future IPR submissions and revisions will be completed via electronic transfer.

UTAH'S STRATEGY VS. THE NATIONAL DRUG STRATEGY

In March, 1993, just 27 percent of Utahns thought gangs were a serious problem in their area, according to a poll conducted by Dan Jones and Associates. A similar poll conducted during October, 1993, found the number had jumped to 45 percent. While Utahns continue to agree that illegal drug use is one of the most critical problems facing the state today, Utah officials have taken this public concern regarding gangs and gang violence seriously.

The 1993 Interim National Drug Control Strategy provided a "new sense of direction" against drug trafficking and abuse. Utah's plan utilizing state and federal funding is consistent with the national strategy. The following narrative identifies the national strategy issues in bold type, followed with a summary of Utah's efforts which address the identified issue.

Mount an Aggressive Drug Treatment Strategy with Hard-Core Drug Use as its Primary Target

- *The Utah Substance Abuse Coordinating Council recommended to the Utah Legislature in September, 1993, that additional resources be allocated for 1) substance abuse treatment for youth (\$200,000); 2) prevention/intervention for pregnant women (\$200,000); 3) intensive supervision (\$138,805); 4) treatment services for adult drug law offenders (\$2,500,220); and 5) early intervention and intensive supervision programs for juvenile drug law offenders (\$1,371,960). The council also recommended that school officials, health care providers, and judges receive education to enhance substance abuse problem assessment and treatment referral.*

- *Federal funding currently supports two model "drug diversion" programs in the county attorney's offices in Davis and Weber Counties. Services are rendered to clients in a variety of settings, in relation to the offense charged and the seriousness of the addiction. The treatment program is devised after the initial assessment of the problem, ranging from six months of group treatment for marijuana use to 18-24 months of group and individual treatment for more serious additions. Urine tests on all clients are conducted on a random basis at least twice a month for the term of the diversion, which usually ranges from six to twenty-four months.*

- *Federal funding was provided to the Department of Corrections (responsible for two state prisons in Utah) to expand the treatment services being provided in order to break the cycle of drug abuse and reduce recidivism when offenders are paroled. Funds were used to hire needed personnel, including a full-time therapist; three contract therapists; an education specialist; a full-time urinalysis technician; a part-time office technician; and a part-time secretary.*

The positive urine samples found through the analysis program indicated an average positive rate of 1.93 percent for the SFY 1993, compared to a 4 percent positive rate in 1990. In addition, program data indicates that only 23 percent of parolees who have received group therapy or other substance abuse services violate their parole due to drug-related offenses, while 48 percent of those who have not received treatment violate their parole due to drug-related offenses. This would indicate that this grant program has successfully impacted the target population. Treatment has proven to be cost effective in terms of reducing recidivism and the cost of incarceration, justifying increased treatment for offenders.

- *A therapeutic community program will be funded out of 1994 federal monies. This program will target pre-release inmates and parole violators who are drug-addicted.*

- *In Utah, drug testing is taking place once the offender falls under the jurisdiction of the Department of Corrections. The urinalysis tests for amphetamine, cocaine, opiates, and marijuana. Prior to sentencing, a judge may order a 90-day diagnostic evaluation, which often includes drug testing. The judge considers the results of the drug tests when determining the sentence to impose. If an individual is on probation or parole - and commits a crime - positive drug tests will either increase the bail set or eliminate the bail option.*

Urinalysis testing is routinely conducted at the Utah State prisons for cause, but tests are also conducted randomly. In addition, the Department of Corrections implemented a strict policy impacting inmates testing positive for drug or alcohol use during 1991. The first time an inmate tests positive for any drug, he or she is not allowed to have contact visits with relatives or friends for one year. If that inmate tests positive a second time, contact visiting privileges are forbidden for the duration of the inmate's sentence. Between July 1, 1990 and June 30, 1991 there were 5,383 urine sample tested at the two Utah prisons with 4.5 percent of the inmates testing positive. When inmates do test positive for drug use, they are referred to in-house treatment.

Prison inmates with a history of drug abuse are tested prior to their release dates and the results are considered by the Board of Pardons. If the results are positive, the board may extend the inmate's release date or require that the offender participate in a treatment program during parole. (Source: Department of Corrections)

Drug testing is routinely conducted on probationers. When an offender has a positive drug test, it is reported to a judge who has a variety of options. They may require that the offender participate in a drug treatment program. More restrictive options include tighter curfews, electronic monitoring, admission to a halfway house, or the offender may serve jail or prison time. The table below summarizes the drug testing which was conducted with probation and parolees at Utah's 13 community correctional facilities during the last two state fiscal years. The numbers under the drug categories indicate the numbers of positive tests during the period.

	Total # Test Runs	Marijuana	Cocaine	Amphetamines	Opiates	Barbiturates
SFY 1991	1190	187 +	157 +	19 +	94 +	8 +
SFY 1992	9085	52 +	53 +	26 +	37 +	10 +
SFY 1993	4456	80 +	67 +	6 +	10 +	2 +

- *Legislation in Utah has targeted user accountability.* During the 1989 Utah legislative session, a bill was passed which requires the juvenile court to impose between 20 to 100 hours in community service on juveniles for drug and alcohol offenses. Time spent in substance abuse prevention programs may be credited for mandated community service hours. Examples of community service includes park beautification, road clean-up, school janitorial services, small construction projects, library service, and graffiti clean-up.

A fee of \$150 was imposed on adults and juveniles convicted for violations of Utah's controlled substances, imitation controlled substances, and drug paraphernalia laws. Half of the revenue is awarded to the Juvenile Court to support the community service program. The other half is used by the State Office of Education for prevention training for teachers and administrators. A Substance Abuse Prevention Account was established to collect these fees.

During the 1991 Utah Legislative Session, in an effort to streamline the state's fine system, all remaining fees were eliminated and a uniform surcharge was created on all criminal fines, penalties, and forfeitures imposed by the courts. Further amendments to the surcharge legislation were made during the 1993 session. Under the new surcharge system, the Substance Abuse Prevention Account currently receives 5 percent of the total collected surcharge, with half allocated to the Juvenile Court and half to the State Office of Education.

In addition to surcharge fees and community service, the court orders that driving privileges be suspended for all juveniles convicted of drug or alcohol offenses. The Department of Public Safety received the following citations for juvenile drug and alcohol offenses for calendar year 1990 - September 30, 1993.

YEAR	DRUG CITATIONS	ALCOHOL CITATIONS
Calendar Year 1990	418	547
Calendar Year 1991	462	711
Calendar Year 1993	232	403
Jan. 1 - Sept. 30, 1993	581	541

**Enact National Health Care Legislation that Makes Drug Treatment
Part of a Basic Health Care Package**

- *The Utah Substance Abuse Coordinating Council recommended to the Utah Legislature in September, 1993, that substance abuse treatment services be included in state and national health care plans.*

Educate Our Children About the Dangers of Illegal Drugs and Alcohol

- Beginning in 1983, with funding provided by a legislative increase in the beer tax, a *statewide network of substance abuse prevention specialists* was established in Utah to provide leadership and technical assistance for the establishment of school and community-based prevention programs.
- *The K-12 Prevention Dimensions Program* is a Utah-developed drug education curriculum in place in all of Utah's 40 school districts. The curriculum goals are to build self-esteem, healthy life skills, and knowledge about alcohol, tobacco, and other drugs. It involves a partnership among substance abuse, education, and health agencies. A longitudinal evaluation of the curriculum indicates that it is effective in delaying the onset of alcohol and other drug use, decreasing substance use, and preventing an increase in intentions to use drugs in the future. Since 1983, over 15,000 Utah educators have completed training in curriculum implementation.
- *The D.A.R.E. (Drug Abuse Resistance Education) Program*, which involves law enforcement officers conducting drug prevention lessons in elementary school classrooms, is taught as a supplement to the K-12 Prevention Dimensions Curriculum. In 1992, 49 local law enforcement agencies and 173 schools participated in the program. To ensure a coordinated effort, a Memorandum of Understanding is jointly signed by local law enforcement, education, and substance abuse officials. *A D.A.R.E. Coordination Program was funded with federal monies between 1990 and 1994.*
- *The Governor's Youth Council* was established in 1984 to facilitate the involvement of young people from throughout Utah in a "networking group to plan and coordinate drug-free activities that promote positive youth lifestyles." The Council membership consists of three senior high school students appointed from each of Utah's 40 school districts and representing the 10th, 11th, and 12th grades (120 total). The Council also has an Executive Committee and a Statewide Planning Team which are structured to represent the 13 local substance abuse authorities.
- The 1991 and 1992 Utah Legislatures allocated *permanent funding for substance abuse prevention programs at four of Utah's institutions of higher education: Dixie College, Salt Lake Community College, Southern Utah University, and the University of Utah.*
- In May of 1992, the Utah Division of Substance Abuse and the Southwest Regional Center for Drug-Free Schools and Communities jointly sponsored a *Prevention "Think Tank"* for the purpose of charting the future course of prevention in Utah. Participants representing a variety of disciplines developed a position paper to guide the development and implementation of the prevention process in Utah, toward establishing a framework for continuing to increase the quality of prevention services.

- *Since the initiation of the U.S. Department of Education's National Drug-Free Recognition in 1987, 13 Utah schools have been honored for their exemplary drug-free school programs. National recognition winners to date include: Northwest Intermediate (1987-88); Timpview High and West High (1988-89); Lehi High and Murray High (1989-90); Rose Park Elementary, Highland High and Pleasant Grove High (1990-91); Municipal Elementary, Granite Park Junior High and Cyprus High (1991-92); and Lincoln Elementary and Orem High (1992-93).*

Reduce Drug Use in the Workplace

- *The Utah Substance Abuse Coordinating Council recommended to the Utah Legislature in September, 1993, that there should be a legislative priority to establish a model policy, comprehensive program guidelines, and statutory support of local Utah government drug-free workplace programs.*

Increase Police Presence and Expand Community Policing

- *Salt Lake City has been the leader in Utah in implementing both the "Weed and Seed" program (Glendale area) and "Community Oriented Policing." The major objective of both programs is to ensure safe neighborhoods and provide a "safe and desirable community to live in and raise a family."*

By the end of 1993, the Salt Lake Police Department will have a total of ten "substations" at various locations throughout the city. In most cases, the furniture and utilities are being paid for by local businesses and residents. The substations are part of the department's Community Oriented Policing program.

The Salt Lake City Police Department and 25 other law enforcement agencies applied for the funding available through the "Police Hiring Supplement Discretionary Grant Program" by the October 14, 1993 deadline. This funding would greatly assist Utah law enforcement agencies enhance their community policing efforts.

- *There are 13 multijurisdictional drug task forces funded in Utah which focus on street and mid-level drug enforcement. These specialized units will provide direct support to the community policing effort. Effective July 1, 1993, the Salt Lake Metro Drug Task Force merged with the DEA and the Drug Interdiction Task Force to form the DEA/Salt Lake Metro Drug Task Force. Local, state, and federal officers work together on this task force to target the drug problems in Salt Lake County, the most populated county in Utah.*

- *Other federally funded programs which will support the drug enforcement efforts include the financial crimes unit and purchasing drug analysis equipment for the crime labs.*

Responding to Gun Violence

- *In response to gun violence, Salt Lake City implemented in September, 1993, an ambitious gun-control plan that includes a waiting period for gun buyers between the ages of 18 and 25. During November, 1993, Salt Lake City also instituted a "gun buy-back" program which resulted in more 950 guns being brought in during the first three weeks of the program. The city spent nearly \$24,000 to buy the weapons, "no questions asked." Salt Lake City Mayor Deedee Corradini, business owners, and residents donated money to keep the program going.*

- *In October 6 - 8, 1993, the first Governor's Conference on Gang Violence was held, resulting in recommendations on how to address the problem of increasing violence in Utah. The following week, Governor Michael O. Leavitt called a special legislative session to address gangs and violence. As a result, the Utah Legislature passed bills which 1) prohibit the possession of handguns, automatic weapons, saw-off shotguns and rifles by juveniles; 2) require juveniles to be tried as an adult after their second felony offense involving a firearm; and 3) banned the sale of firearms to anyone under age 18.*

**Curb Youth Violence
Ensure Swift and Certain Punishment**

- The special legislative session held during October, 1993, resulted in bills which 1) permitted the public access to juvenile court proceedings where a juvenile 16 years old or older has been charged with a felony offense; 2) automatically certified all juveniles 16 years or older as adults if they committed a capital homicide or an aggravated first-degree felony, including any crime committed with a weapon; 3) established work-camps for youth offenders; 4) provided mandatory revocation of drivers licenses for those who fire weapons or throw incendiary devices from a vehicle; 5) exempted juvenile fingerprint information and mug shots from expungement from the Juvenile Court record, and making this information more accessible to law enforcement officers; and 6) allocated \$2.5 million on anti-gang measures, including hiring more juvenile probation officers; enhanced gang suppression programs; and increased housing for juvenile offenders.

- *Federal funding will be awarded out Utah's 1994 allocation targeting intensive supervision program youth, and alternatives to detention for youth.* The alternatives will most likely include day/night reporting centers and/or work camps.

**NATIONAL PRIORITIES FOR ACHIEVING DRUG CONTROL
AND
RESPONDING TO VIOLENT CRIME**

The Department of Justice has identified six program areas for states to pursue, where appropriate, in a coordinated approach with the Bureau of Justice Assistance. The following narrative summarizes Utah's initiatives that contribute to addressing these areas of emphasis.

1. Focus on children, including early intervention:

- Utah funded a D.A.R.E. coordination program for four years which will be terminating June 30, 1994. The program sponsors have requested that the 1994 Utah Legislature now provide funding so this program can continue to provide services to the children of Utah.

2. Crime and Violence Prevention:

- A *Governor's Summit on Gang Violence* was held in Utah for the first time during October, 1993. A second summit on violence is planned for 1994, to review the progress made in implementing the first summit's recommendations, and to evaluate the current status of violence in Utah.

- Utah funded the Salt Lake Area Gang Project July 1, 1990. Since that time, two other gang units have been funded, one in Weber County and one in Utah County. All three units work with education and community groups in targeting gangs and gang violence through prevention and education.

- Intensive supervision programs for adults and youth have been funded, one as early as 1988. At least three intensive supervision programs targeting youth will be funded out of the 1994 allocation.

3. Dispositional Approaches:

- A drug treatment program for offenders was funded through the Department of Corrections since 1990. A "therapeutic community" drug treatment program for offenders will be funded out of the 1994 award.

- Two diversion programs for first-time offenders have been funded since 1992, and continuation funding has been allocated in the 1994 award.

- "Alternatives to Detention for Youth" is a new program area that will be funded out of Utah's 1994 allocation. Programs to be funded may include a day/night reporting center and/or workcamps for youthful offenders.

4. Community-based programs (community policing/community mobilization):

- Community mobilization is a component of the three gang units through their community coordinators.

- Twenty-six law enforcement agencies in Utah submitted grant applications in response to the "Police Hiring Supplement" discretionary grant program by the first deadline, October 14, 1993. If funded, these agencies would hire additional officers in order to expand their community policing efforts. These BJA awards are still pending.

- Salt Lake City has implemented a "Weed and Seed" program in the Glendale area, in response to a significant problem with juveniles, and with property crimes. This program was established, without federal funding, during April, 1993.

25. Family and Domestic Violence:

- A child abuse prosecution unit has been funded in Utah since 1990. Since this program's federal funding will terminate June 30, 1994, the sponsoring agency is now requesting that the 1994 Utah Legislature provide on-going funding support.

6. System-wide Approaches to Criminal Justice Planning and Problem Solving:

- Utah has held two Governor's summits on drugs and one on gang violence during the last four years. The participants are assigned a certain topic and attend small group break-out sessions to discuss their topic and make recommendations on how to solve the problem. The summits have allowed for system-wide planning and problem solving to occur in Utah, in conjunction with the efforts of the Utah Substance Abuse Coordinating Council.

DATA SUMMARY FORMS - DRUG AND VIOLENT CRIMES

NOTE: DEA statistics are reported separately from state and local statistics because of variations in reporting formats.

STATEWIDE DRUG AND VIOLENT CRIME ARRESTS Calendar Years 1989 - 1993					
OFFENSE	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 <small>Jan - Sep</small>
Drug Total	3,392	3,382	3,691	6,673	6,546
Possession Total	2,922	2,742	3,009	5,421	5,348
Opium/cocaine	340	432	430	1,054	595
Other Opiates					
Cannabis	1,914	1,797	1,975	3,189	3,888
Other:					
<i>Synthetic narcotics</i>	65	115	134	193	321
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>	303	398	470	984	542
Sales Total	770	640	682	1,253	1,200
Opium/cocaine	340	243	246	453	544
Other Opiates					
Cannabis	357	307	335	559	450
Other:					
<i>Synthetic narcotics</i>	37	43	57	93	94
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>	36	47	44	148	112
Other Offense Type Total	NA	NA	NA	NA	NA
Heroin					
Cocaine					
Other Opiates					
Cannabis					
Other:					
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>					
Violent Crime Total	2,798	3,641	3,616	5,646	4,110
Homicide	31	45	38	48	37
Rape	128	187	215	224	204
Robbery	267	367	368	393	304
Assault	1,377	1,980	1,949	1,945	1,438
Burglary	995	1,082	1,048	3,036	2,127
GRAND TOTAL	6,190	7,023	7,307	12,319	10,656

Actual Statewide Data X

Data reported by Bureau of Criminal Identification, Department of Public Safety - based on agencies submitting quarterly reports on adult and juvenile arrests.

STATEWIDE DRUG AND VIOLENT CRIME CONVICTIONS
Calendar Years 1989 - 1993*

OFFENSE	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993*
Drug Total	1,153	1,013	967	1,114	1,143
Possession Total	632	618	604	697	657
Heroin					
Cocaine					
Other Opiates					
Cannabis					
Other:					
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>					
Sales Total	450	342	301	379	645
Opiates					
Cocaine					
Other Opiates					
Cannabis					
Other:					
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>					
Other Offense Type Total	71	63	62	38	41
Opiates					
Cocaine					
Other Opiates					
Cannabis					
Other:					
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>					
Violent Crime Total	379	400	444	466	442
Homicide	34	26	21	24	23
Rape	22	21	31	16	36
Robbery	76	75	91	77	77
Assault	246	278	301	349	307
Burglary	NA	NA	NA	NA	NA
GRAND TOTAL	1,531	1,413	1,411	1,580	1,586

*Based on January through November, 1993.

Actual: Statewide Data X

NOTE: For the convictions section, we do not list any of the drug type information. Our data system does not currently list drug type or amount.

STATEWIDE DRUG AND VIOLENT CRIME SENTENCES
Calendar Years 1989 - 1993*

OFFENSE	Number of Prison Sentences					Number of Jail Sentences					Number of Non-Incarcerated Sentences				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Drug Total	133	102	115	135	169	582	547	447	489	542	426	358	398	477	419
Possession Total	61	48	70	82	77	318	342	256	296	229	247	224	273	312	240
Sales Total	66	52	43	50	88	229	170	159	180	303	153	109	98	147	152
Other Offense Type Total	6	2	2	3	4	35	35	32	13	10	26	25	27	18	27
Violent Crime Total	125	132	144	146	151	151	153	159	169	144	100	112	136	148	140
Homicide	32	23	19	23	22	1	1	0	3	1	1	2	2	0	0
Rape	12	12	25	13	23	7	6	6	2	8	3	3	0	1	4
Robbery	48	53	58	41	38	20	11	15	20	26	7	10	18	15	13
Assault	33	44	42	69	68	123	135	138	144	109	89	97	116	132	123
Burglary															
GRAND TOTAL	258	234	259	281	320	733	700	606	658	686	526	470	534	625	558

Actual Statewide Data X

*Based on data reported January through November, 1993.

- NOTE:**
- In Utah, some offenders who are sentenced to jail are ordered to serve some time in jail as a condition of probation. After serving some time (less than one year) they are released to probation.
 - Prison sentences usually equate to a sentence of greater than one year.
 - Jail sentences usually equate to a sentence of one year or less.
 - Non-incarcerated sentences include sentences to all non-prison and non-jail sentences.

AVERAGE SENTENCE LENGTH AND TIME SERVED FOR DRUG AND VIOLENT CRIME OFFENSES
Calendar Year 1989-1993

OFFENSE	Average Sentence Length in Months					Estimated or Actual Average Release Length of Stay				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Drug Total						17.40	16.91	17.03	20.74	17.90
Possession Total						15.20	15.11	16.12	16.63	16.12
0 - 1 year	10	6	11	12	24				57	67
0 - 5 years	47	52	45	59	46					
1 - 15 years	2	3	2	0	7					
5 year - life	1	0	2	0	0					
Sales Total						18.66	18.09	18.09	24.67	19.09
0 - 1 year	1	1	0	2	2				53	56
0 - 5 years	43	36	22	26	49					
1 - 15 years	34	30	31	30	36					
5 years - life	0	0	5	2	1					
Other Offense Type Total						20.41	21.82	8.5	14.61	6.5
0 - 1 year	0	0	0	2	2				3	2
0 - 5 years	3	1	5	1	1					
1 - 15 years	1	0	0	0	1					
5 years - life	0	0	0	0	0					
Violent Crime Total						51.73	44.95	48.42	48.14	48.22
Homicide						87.61	82.20	106.68	113.73	108.91
0 - 5 years	0	0	1	1	1				9	6
1 - 15 years	5	3	2	3	8					
5 years - life	14	13	9	12	6					
life/death	6	4	5	5	7					
Rape						62.34	67.58	67.49	102.47	72.97
0 - 5 years	0	0	1	0	0				6	9
1 - 15 years	2	1	9	7	5					
5 years - life	11	9	15	6	17					

AVERAGE SENTENCE LENGTH AND TIME SERVED FOR DRUG AND VIOLENT CRIME OFFENSES (continued)
Calendar Year 1989-1993

OFFENSE	Average Sentence Length in Months					Estimated or Actual Average Release Length of Stay				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Robbery						54.39	47.42	51.01	49.74	48.72
0 - 5 years	5	6	7	7	4				59	43
1 - 15 years	31	32	28	20	15					
5 years - life	13	12	18	14	18					
Assault						26.40	29.38	24.94	23.32	22.31
0 - 1 year	3	2	5	9	15				51	43
0 - 5 years	34	38	34	58	51					
1 - 15 years	0	0	0	2	2					
5 years - life	0	0	0	0	0					
Burglary										
0 - 5 years										
1 - 15 years										
5 years - life										
GRAND TOTAL						31.00	28.54	29.88	34.94	28.68

Actual Statewide Data X

In Utah, it does not make sense to report average sentence length since offenders are sentenced depending on the degree of their offense. In the section titled "average sentence length in months" we list the number of offenders who were sentenced under each degree category.

STATEWIDE DRUG AND VIOLENT CRIME DISPOSITIONS
Calendar Year 1993

OFFENSE	Convicted	Acquitted	Dismissed	Declined	Unknown
Drug Total	1,814	8	625	118	5,320
Possession Total	944	5	313	79	3,785
Heroin					
Cocaine					
Other Opiates					
Cannabis					
Other:					
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>					
Sales Total	5	0	4	4	75
Heroin					
Cocaine					
Other Opiates					
Cannabis					
Other:					
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>					
Other Offense Type Total	865	3	308	35	1,480
Heroin					
Cocaine					
Other Opiates					
Cannabis					
Other:					
<i>Hallucinogens</i>					
<i>Stimulants</i>					
<i>Depressants</i>					
<i>Unknown/Other</i>					
Violent Crime Total	1,159	17	526	0	0
Homicide	28	1	3	0	0
Rape	234	7	55	0	0
Robbery	39	0	15	0	0
Assault	694	8	368	0	0
Burglary	168	1	87	0	0
GRAND TOTAL	2,973	25	1,151	118	5,320

Actual Statewide Data X

1993 Data is subject to being updated (December data not available).

Data reported by the Bureau of Criminal Identification, Department of Public Safety

STATEWIDE CRIMINAL JUSTICE TREATMENT RESOURCES
Calendar Years 1989 - 1993*

Drug Treatment Resources Dedicated to Criminal Justice Clients	Number of Bed Space/Slots Available					Number of Clients Served				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Inpatient/Hospital-based	NA					NA				
Therapeutic Community	NA					NA				
Residential (2-Ogden 1-SLC)	NA	29	32	32	32	NA	116	128	128	128
Day Care	NA					NA				
Methadone	NA					NA				
Outpatient	NA					NA				
Other (Describe) Community Correctional Centers	NA	36	36	36	36	NA	144	144	144	144
Drug Treatment Programs Within Correctional Facilities*	Number of Clients Served in Adult Facilities					Number of Clients Served in Juvenile Facilities				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
Draper and Gunnison Facilities										
Self-help (AA, NA, CA, 12-Step, etc.)	N/A	N/A	106	577	718					NA
Education (Substance Abuse Awareness/Education)	481	980	1187	2,518	1,466					NA
Special Programming** (e.g., therapeutic communities, other treatment modalities) (group therapy)	587	497	501	668	763					NA

Actual Statewide Data X

*Projected figures for November and December 1993 were based on the average number of cases opened for the previous 9 months.

**Special programming includes those with official DAD#s who are involved in intensive group and/or individual therapy with a separate treatment record.

Data provided by the Department of Corrections (Treatment and Adult Probation/Parole). Drug treatment includes drug and alcohol programming.

DEA DRUG SEIZURES
Calendar Years 1989 - 1993

TYPE OF DRUG	UNIT OF MEASURE	AMOUNT OF SEIZURE				
		CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 <small>Jan 1 - Nov 30</small>
Opiates						
Heroin	Kilograms	3.5	0.4	0.3	246 gm	0
Opium						
Morphine						
Cocaine(b)						
Crack** (base)	Kilograms	0.0	0.0	0.1	925 gm	0
Cannabis(c)						
Marijuana	Kilograms	4.8	0.7	152.9	1,147	15
Hashish						
Hash Oil						
Other Drugs						
Methamphetamines/(d) Amphetamines	Dosage Units	4,368	482,135	64,314	601,300	2,653 gm
Other Stimulants						
Barbiturates(e)	Dosage Units	0	0	0	0	0
Other Depressants						
PCP						
LSD	Dosage Units	0	0	0	9,675	5
Other Hallucinogens	Dosage Units	220	0	0		
Unknown/Other(f)	Dosage Units	0	211	80	0	0

Actual Statewide Data DEA DATA

** "Crack" is a street term used to identify a form of cocaine base. Cocaine base is a specific chemical entity identified as such through chemical analysis. On the other hand, "crack" has no such precise definition and is not currently distinguished from other forms of cocaine base.

DEPARTMENT OF PUBLIC SAFETY'S STATE DRUG SEIZURES
UTAH DIVISION OF INVESTIGATION
Calendar Years 1989 - 1993

TYPE OF DRUG	UNIT OF MEASURE	AMOUNT OF SEIZURE				
		CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 <small>Jan - Apr</small>
Opiates						
Heroin	Kilograms	.31	.278	.191	.45	
Opium	# of poppies		1000			
Morphine						
Cocaine						
Crack	Kilograms	8.2	14.6	7.4	4.7	637.3
Cannabis						
Marijuana	Pounds	633	263	284	716.89	692.66
Hashish						
Hash Oil						
Other Drugs						
Methamphetamines/ Amphetamines	Pounds	2.9	3.5	3.2	1.4	49.2
Other Stimulants						
Barbiturates						
Other Depressants						
PCP	Gallons		6	1		
LSD	Dosage Units	120	2	18	639	3
Other Hallucinogens	gm					2
Unknown/Other						

Actual Statewide Data X

The Division of Investigations handled several freeway/highway cases during CY1993, assisting local law enforcement. These seizures are noted separately to distinguish them from Utah Highway Patrol pipeline seizures noted on the following page.

Cocaine 727.45 kilograms
 Crack .375 kil.ograms
 Marijuana 418.5 lbs.

**DEPARTMENT OF PUBLIC SAFETY'S STATE DRUG SEIZURES
UTAH HIGHWAY PATROL
State Fiscal Years 1989 - 1993**

TYPE OF DRUG	UNIT OF MEASURE	AMOUNT OF SEIZURE				
		CY 1989	CY 1990	SFY 1991	SFY 1992	SFY 1993 <i>Jan - Sep</i>
Opiates						
Heroin						
Opium						
Morphine						
Cocaine	Kilograms	NA	NA	40.98	417	701.35
Crack						
Cannabis						
Marijuana	Pounds	NA	NA	1,052.5	1,003	2,530.65
Hashish						
Hash Oil						
Other Drugs						
Methamphetamines/ Amphetamines	Kilograms	NA	NA	.86	1.7	1.4
Other Stimulants						
Barbiturates						
Other Depressants						
PCP						
LSD						
Other Hallucinogens						
Unknown/Other						

Actual Statewide Data X

These drugs were confiscated by the Utah Highway Patrol during freeway and highway traffic stops (pipeline seizures)

LOCAL TASK FORCE DRUG SEIZURES
Calendar Years 1989 - 1993

TYPE OF DRUG	UNIT OF MEASURE(a)					
		CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 <small>Jan - Sep</small>
Opiates						
Heroin						
Opium						
Morphine						
Cocaine(b)	Kilograms	17	9	122	929.78	882.48
Crack						
Cannabis(c)	Kilograms	375	195	308	2,551.68	748.27
Marijuana						
Hashish						
Hash Oil						
Other Drugs						
Methamphetamines/(d) Amphetamines	Kilograms	22	5,618	2	4.37	5.55
Other Stimulants						
Barbiturates(e)	Dosage Units	1,093	1,410	409	595	59
Other Depressants						
PCP						
LSD						
Other Hallucinogens	Dosage Units	1,520	587	4,996	41,072	3,704
Unknown/Other(f)	Kilograms	16	30	2	7.64	3.71

Actual Statewide Data (Drug Task Forces)

- (a) Hallucinogens and Barbiturates measured in dosage units; all others in kilograms. Does not include marijuana plants removed. Does not include dosage units reported for drugs other than Hallucinogens and Barbiturates.
- (b) Includes "Crack".
- (c) Includes Hashish.
- (d) Includes Other Stimulants.
- (e) Includes Other Depressants.
- (f) Includes the following Consortium Project drug type categories: Other Drugs, Unknown Drugs.

STATEWIDE NON-DRUG ASSET SEIZURES
Calendar Years 1989 - 1993

State and Local Agencies	ASSET SEIZURES									
	Number of Seizures					Estimated ^A Dollar Amount				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 Jan-Sep	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 Jan-Sep
Vehicles	153	173	227	277	212	563.6	470.3	675.3	787.7	603.9
Vessels	--	--	--	--	--	--	--	--	--	--
Aircraft	--	--	--	--	--	--	--	--	--	--
Currency	114	147	188	259	170	112.0	221.1	675.3	2,520.4	589.3
Other Financial Instruments	2	2	20	10	--	15.4	1.5	245.9	105.9	--
Real Property	10	19	38	22	25	174.4	1,461.2	1,512.1	4,961.9	366.2
Weapons	52	147	201	235	181	8.7	41.9	29.3	80.1	34.9
^B Other	11	30	54	333	158	100.0	84.6	468.9	102.0	14.2

A - Dollar amounts in thousands
B - Includes Vessels, Aircraft and other Assets

STATE AND LOCAL NON-DRUG ASSET FORFEITURES

State and Local Agencies	ASSET FORFEITURES									
	Number of Forfeitures					Dollar Amount ^A				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 Jan-Sep	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 Jan-Sep
Vehicles	119	117	152	171	183	117.9	150.6	113.8	161.5	174.7
Vessels		1					90.0			
Aircraft										
Currency	164	164	184	142	120	141.9	252.0	33.1	641.8	303.7
Other Financial Instruments				11					2.9	
Real Property	3	1	29	6		1.0	3.8	3.2	6.7	
Weapons	31	44	75	57	23	8.6	3.4	10.9	38.0	2.4
Other	4	56	24	164	38	.4	104.6	9.6	44.8	15.2

A - Dollar amounts in thousands

Actual Statewide Data Task Force Data

The Department of Public Safety reports the following Non-Drug Asset Forfeitures:

	Number of Forfeitures					Dollar Amount ^A				
	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993
Currency	36	32	48	63	51	879.8	249.8	436.7	1,549.0	514.5

A - Dollar amounts in thousands

**STATEWIDE DRUG ERADICATION
Calendar Years 1989 - 1993**

Type of Marijuana Destroyed	Amount of Marijuana Destroyed				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993*
Cultivated	4,506	1,000	1,811	3,267	10,015
Wild (Ditchweed)	0	0	0	0	0
Clandestine Laboratories Seized	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993**
Number of Clandestine Laboratories Seized	10	5	13	11	15

Actual Statewide Data X

* Marijuana destroyed as of November 18, 1993.

** Number of clandestine labs seized as of December 15, 1993.

REQUESTS FOR DRUG ANALYSIS AND ANALYSES COMPLETED
Calendar Years 1989 - 1993

Total number of crime laboratories in state 3
 Total number of crime laboratories reporting 3

Requests for Drug Analysis by Type of Agency Requesting

Type of Agency					
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 Jan-Sep
Municipal	2,748	2,273	2,957	2,289	2,022
State	1,431	1,054	1,994	2,157	1,546
Task Force	2,804	3,039	2,907	3,967	3,061
County	1,736	1,808	1,337	1,112	1,645
Federal	139	145	95	152	68
Other Criminal Justice	83	13	62	199	155
Non-Criminal Justice	24	5	0	0	0
	8965	8337	9352	9878	8,497

Drug Analyses Completed by Crime Laboratories

Drug Type					
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993 Jan-Sep
TOTAL	3,217	3,426	4,622	5,394	4,045
Cocaine	2,501	2,181	2,971	3,209	2,217
Stimulants	703	761	635	477	565
Opiates	188	285	382	231	299
Hallucinogens	441	378	1,258	262	176
Depressants	375	225	335	138	95
Inconclusive	35	108	35	62	41
Other	89	41	58	18	24
Non-Controlled	670	1,839	3,071	1,074	811
TOTAL	8,219	9,244	13,367	10,865	8,273

Actual Statewide Data X

**STATEWIDE DRUG CONTROL MANPOWER
Calendar Years 1989 - 1993***

Type of Agency	Number of Agencies with Drug Units				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
State Law Enforcement Agency	2	2	2	2	2*
Statewide Drug Enforcement Task Force	0	0	1	1	**
Local Law Enforcement Agencies	1	1	1	1	1
Local Drug Enforcement Task Force	17	15	16	15	13
State Prosecutors	0	0	0	0	0
Local Prosecutors	0	0	0	2	2***

Type of Agency	Sworn Full-Time Equivalent Employees				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
State Law Enforcement Agency	11	11	13	13	5.5
Statewide Drug Enforcement Task Force	0	0	8	9	**
Local Law Enforcement Agencies	4	4	4	4	7
Local Drug Enforcement Task Force	50.5	74	85	88	88
State Prosecutors	0	0	0	0	0
Local Prosecutors	0	0	0	0	2

Type of Agency	Non-Sworn Full-Time Equivalent Employees				
	CY 1989	CY 1990	CY 1991	CY 1992	CY 1993
State Law Enforcement Agency	0	0	1	1	0
Statewide Drug Enforcement Task Force	0	0	0	1	**
Local Law Enforcement Agencies	1	1	2	2	0
Local Drug Enforcement Task Force	6	9.5	11	10.5	12.5
State Prosecutors	0	0	0	0	0
Local Prosecutors	0	0	0	0	0

Actual Statewide Data X

- * State Interdiction Unit (3.5 agents); Clandestine Lab/Marijuana Eradication (3 agents)
- ** The DEA/Salt Lake Metro Task Force has a unit which responds to cases outside of the Wasatch Front 25% of the time. Manpower is included under the "Local Drug Enforcement Task Force" category.
- *** Davis County and Utah County assign one attorney to handle only drug task force cases, although they are not housed with the task forces. Other county attorney offices prosecute drug cases for the task forces but do not assign prosecutors to only handle drug cases.

APPENDICES

A.	Utah Substance Abuse Coordinating Council Membership	A.1
B.	Commission on Criminal and Juvenile Justice Membership	B.1
C.	Documentation regarding input into the 1994 plan requested from criminal justice contacts	C.1
D.	Documentation regarding public comment on the 1994 plan	D.1
E.	Criminal Justice Records Improvement Task Force Membership	E.1
F.	Criminal History Record Improvement Plan Milestones	F.1

UTAH SUBSTANCE ABUSE COORDINATING COUNCIL

Membership

John T. Nielsen, CHAIR
Citizen Representative

S. Camille Anthony
Commission on Criminal and Juvenile Justice

Dr. Scott W. Bean
State Superintendent of Public Instruction

Representative Russell A. Cannon
Utah House of Representatives

Dr. Lynne Durrant
Chair, Prevention Subcommittee

Jan C. Graham
Attorney General

Harold L. Morrill
Chair, Treatment Subcommittee

Scott W. Reed
Chair, Judiciary Subcommittee

F. Leon PoVey, VICE CHAIR
Director, Division of Substance Abuse

Senator Delpha A. Baird
Utah Senate

D. Douglas Bodrero
Commissioner of Public Safety

Sheriff Craig Dearden
Chair, Criminal Justice Subcommittee

Ronald W. Gibson
State Court Administrator

Commissioner Richard A. Johnson
Utah Association of Counties

Jane Piercey
The Governor's Representative

Criminal Justice Subcommittee

Craig Dearden, CHAIR
Utah Sheriffs Association

Layne H. Anthony
Pharmacist

Ferris E. Groll
Utah Department of Public Safety

David M. Lattin
Federal Bureau of Investigation

Frank Bell
Utah Chiefs of Police Association

R. Drew Moren
Drug Enforcement Administration

Scott W. Reed
Attorney General's Office

Fred Schwendiman
Utah Division of Investigations

Sherry Young
Prevention Subcommittee Designee

Reed M. Richards, VICE CHAIR
Statewide Association of Public Attorneys

Carolyn Edwards
Treatment Subcommittee Designee

Wayne Holland
Utah Division of Youth Corrections

Myron K. March
Judiciary Subcommittee Designee

O. Lane McCotter
Utah Department of Corrections

Robert Mucci
United States Attorney's Office

David E. Robinson
Utah Department of Commerce

Lt. Steven R. Turner
Drug Task Force Representative

Judiciary Subcommittee

Scott W. Reed, **CHAIR**
Attorney General's Office

Judge Russell W. Bench
Appellate Court Judge

Judge Roger S. Dutson
Circuit Court Judge

Ferris E. Groll
Criminal Justice Subcommittee Designee

Judge Kay A. Lindsay
Juvenile Court Judge

Dr. Joseph K. Miner
Physician

Richard H. Schwermer
Court Administrative Officer

Alan C. Sherwood
Utah Division of Substance Abuse

Judge Alyse Sigman
Justice Court Judge

Roy Whitehouse
Court Executive

Myron K. March, **VICE CHAIR**
Court Administrative Officer

Kay Bryson
Utah Prosecution Council

Lorraine Furia
Treatment Subcommittee Designee

Dean H. Reese Hansen
Law School Dean

Nikki Lovell
Prevention Subcommittee Designee

Michael Pepper
Court Prevention/Treatment Programs

Paul Sheffield
Court Executive

Judge James L. Shumate
District Court Judge

Karen Jane Stam
Utah State Bar

Prevention Subcommittee

Dr. Lynne Durrant, **CHAIR**
Research/Academic Community

Jay Bagley
Utah Industrial Commission

Beverlee Campbell
Utah Federation for Drug-Free Youth

Carrie Cox
Utah Association of Substance Abuse
Program Providers/Urban

Tom Jackson
Utah Association of Substance Abuse
Program Providers/Rural

Mandy Larsen
Governor's Youth Council

Judge Kay A. Lindsay
Judiciary Subcommittee Designee

Tibby Milne
Utah Council for Crime Prevention

Dr. Brad Neiger
Utah Department of Health

Sherry Young
Utah Division of Substance Abuse

Nikki Lovell, **VICE CHAIR**
Southwest Regional Center for Drug-Free
Schools and Communities

Phil Bernal
Utah System of Higher Education

Mark Chilton
Treatment Subcommittee Designee

Mareid Horton
Utah PTA

Dr. Richard Kendall
Utah School Superintendents Association/
Urban

Verne Larsen
Utah State Office of Education

Dr. Mark Littleford
Utah School Superintendents Association/
Rural

Robert Mucci
Criminal Justice Subcommittee Designee

Jan Thompson
Media Representative

Treatment Subcommittee

Harold Morrill, **CHAIR**
Utah Association of Substance Abuse
Program Providers/Urban

Jay Bagley
Prevention Subcommittee Designee

Carolyn Edwards
Utah Association of Alcohol and
Drug Abuse Counselors

David M. Lattin
Criminal Justice Subcommittee Designee

Dr. Joel Millard
Utah Chapter/National Association of
Social Workers

Dr. E. Mark Nichols
Utah Association of Local Health Officers

Carol Voorhees
Utah Hospital Association

Nadine Ward
Utah Nurses Association

Allan Hall, **VICE CHAIR**
Utah Association of Substance Abuse
Program Providers/Rural

Mark Chilton
Utah Pharmaceutical Association

Lorraine Furia
Utah Division of Substance Abuse

Jeffrey W. McBride
Utah Division of Youth Corrections

Dr. Joseph K. Miner
Judiciary Subcommittee Designee

Dr. Warren Thorley
Utah Psychological Association

Dr. Charles Walton
Utah Medical Association

COMMISSION ON CRIMINAL AND JUVENILE JUSTICE

Eric Bjorklund, Director
 Private Rehab. Treatment Agency
 Utah Youth Village
 5790 South Highland Drive
 Salt Lake City, Utah 84121
 (272-9980/FAX 272-9976)

Georgia Block
 Public Education Representative
 646 East 4065 South, Unit C
 Salt Lake City, Utah 84107
 (262-9026 home/273-2055 work)

D. Douglas Bodrero, Commissioner
 Department of Public Safety
 4501 South 2700 West
 Salt Lake City, Utah 84119
 (965-4611/FAX 965-4608)

Representative Afton Bradshaw
 Utah House of Representatives
 1931 Browning Avenue
 Salt Lake City, Utah 84108
 (581-9646)

Richard Carling
 Citizen Representative
 Attorney at Law
 36 South State, Suite #2650
 Salt Lake City, Utah 84111
 (359-7771/FAX 359-7774)

Gary Dalton, Director
 Division of Youth Corrections
 P.O. Box 4500
 120 North 200 West
 Salt Lake City, Utah 84145-0500
 (538-4330/FAX 538-4334)

Judge Regnal W. Garff, Jr.
 Chief Justice Designee
 2416 East 9th South Circle
 Salt Lake City, Utah 84108
 (582-3051)

Ronald W. Gibson
 State Court Administrator
 230 South 500 East, #300
 Salt Lake City, Utah 84111
 (578-3800 /578-3843)

Jan Graham
 Utah State Attorney General
 236 State Capitol
 Salt Lake City, Utah 84114
 (538-1326/FAX 538-1121)

O. Lane McCotter, Executive Director
 Department of Corrections
 6100 South 300 East
 Salt Lake City, Utah 84107
 (265-5513/FAX 265-5726)

Sheriff John Meacham
 The Sheriffs' Association
 Sevier County
 250 North Main
 Richfield, Utah 84701
 (896-6433/FAX 896-6081)

Senator Eldon A. Money
 Utah Senate Representative
 1450 West 5348 South
 Spanish Fork, Utah 84660
 (798-3668)

Michael R. Sibbett, Chair
 Board of Pardons
 448 East 6400 South, #300
 Salt Lake City, Utah 84107
 (261-2825/261-6481)

Chief Doyle Talbot
 Chief of Police Association
 Layton City Police Department
 437 Wasatch Drive
 Layton, Utah 84041
 (546-8560/FAX 546-8596)

Brooke C. Wells
 Utah State Bar Representative
 424 East 500 South, #300
 Salt Lake City, Utah 84111
 (532-5444/532-0330)

Judge Diane W. Wilkins
 Juvenile Court Judges Representative
 2nd District Juvenile Court
 447 West 675 North
 Farmington, Utah 84025
 (451-4900/FAX 451-4950)

David Yocom
 SWAP Representative
 Salt Lake County Attorney
 2001 South State, #S3500
 Salt Lake City, Utah 84190-1200
 (468-3300/FAX 468-2622)

Executive Director
 S. Camille Anthony
 Commission on Criminal & Juvenile Justice
 101 State Capitol
 Salt Lake City, Utah 84114
 (538-1031/FAX 538-1024)