



Utah Commission
on Criminal and
Juvenile Justice

2012

ANNUAL REPORT

RON GORDON, EXECUTIVE DIRECTOR

(801) 538-1031

www.justice.utah.gov

The Utah Commission on Criminal and Juvenile Justice coordinates criminal and juvenile justice policy among the various branches and levels of government. Commission policy is developed and honed by leveraging the expertise of stakeholders in the criminal and juvenile justice systems to ensure that all voices are heard and the best policies are implemented. In addition, the Commission conducts on-going research and seeks to implement justice programming using evidence-based practices. Where possible, the Commission funds these initiatives using grant resources.

CCJJ Update

Grant Overview

In FY 2012, CCJJ distributed \$10,387,977 in 250 grants to state, local and non-profit agencies for critical criminal and juvenile justice initiatives.

Judicial Nominating Commission

During the 2010 General Session CCJJ was given the responsibility to manage nine judicial nominating commissions throughout the state. When a judicial vacancy exists, the appropriate nominating commission receives applications from individuals interested in serving as a judge, interviews selected applicants and certifies a list of nominees to the Governor who then appoints a judge from the list of nominees. Judicial appointees are subject to Senate confirmation. Over the past fiscal year, these Commissions have examined 162 applications to fill seven judicial vacancies.

Jail Reimbursement

In 2009, CCJJ was assigned responsibility for management of the state's Jail Reimbursement Program. The jail reimbursement program provides financial compensation to counties for housing inmates sentenced to jail as a condition of felony probation. In fiscal year 2012, the Commission verified 403,296 bed days. The total amount dispersed in FY12 by the Division of Finance was \$11,000,000.

Domestic and Sexual Violence

The Office on Domestic and Sexual Violence works on issues that deal with family violence, rape and sexual assault and dating violence. Responsibilities include keeping victim's safe, decreasing the violence, and holding perpetrators accountable. This is accomplished by encouraging policies that increase public awareness; engaging men and mentoring boys to live violence free; strengthening language in laws that reduce domestic and sexual violence; and directing and supporting agencies and organizations that work to end domestic and sexual violence in Utah and our local communities. The office is working with the Utah Coalition Against Sexual Assault, the Utah Department of Health VIPP, and the Utah Domestic Violence Council.

Extraditions

Since 1992, CCJJ has had the responsibility to coordinate out-of-state felony fugitive extraditions for state and local law enforcement agencies.

Despite CCJJ efforts to always seek the most cost-effective means to facilitate the extradition of fugitives, the total cost for extraditions has increased by 37% from FY09 to FY12. In FY12, the Commission spent \$419,658 on extraditions and this number is predicted to exceed \$500,000 by FY14.

Cost of Crime 2012

Project Overview

In conducting a cost benefit analysis, the Commission is seeking to create a management tool to empower decision makers with the information necessary to reach their policy goals. The current project is much different than our previous 2005 report for the following reasons:

- Utah has included a break-even analysis. This statistic represents the cost savings estimated due to decreased recidivism and victimization costs, allowing policy makers to use our findings *prospectively to evaluate new programming*.
- Where specific program costs are available, Utah has calculated ROI (return on investment), as well as a new statistic: cost per unit effect (CUE). These statistics convert traditional cost benefit ratios into a format which is more familiar to managers (ROI) and intuitive (CUE), enabling quicker evaluation of existing programming.

With that in mind, within each program category of interest there are potentially three (3) documents:

1. **Management Brief:** These documents provide an overview of our meta-analytic research, cost savings break-even points, promising program practices and model programs, and (where available) overviews of Utah-specific programs. These documents are best suited to

2. **Financial Brief:** Where specific program costs are known, these documents calculate the return on investment (ROI) and cost per unit effect (CUE) for existing programs offered in Utah’s justice system, using the findings from our cost benefit analysis. (*Note: The collection of program cost data from state agencies is ongoing, and these briefs will be released once this process is completed.*)
3. **Technical Report:** These documents provide an overview of the research in a given program category, a list of evaluations used in the meta-analysis, details on the calculations used to determine program effectiveness, and an analysis of other factors influencing the effect.

In addition, we’ve included two reports describing our research methods (economic and meta-analytic), a guide to better understanding evaluations, and a descriptive analysis of some of the general expenditure data collected for the cost-benefit model.

This project involved collaborative work by researchers at the Commission, the Utah Criminal Justice Center (University of Utah College of Social Work), and the Department of Economics (University of Utah). For more information and all associated reports, see: www.justice.utah.gov/ccjj_costofcrime.html

Results (Adult Program Categories)

Management briefs and technical reports have been produced for the following **adult** program categories: sex offender treatment, drug courts, mental health courts, therapeutic communities, cognitive behavioral therapy, and intensive supervision programs. **Juvenile** program results will be forthcoming sometime in 2013.

The table to the right provides a summary of our results. Certain program categories were analyzed by setting and type of recidivism. Most of the programs reviewed showed significant effects in reducing recidivism, with the exception of mental health courts, intensive supervision (ISP) without treatment, and electronic monitoring as an enhancement to ISP. Mental health courts utilize promising practices and may be recommended with further research that supports the current effects. ISP may also be utilized as an alternative to incarceration.

While these results show the cost savings generated, it is also important to compare these to the cost of the program. This data is currently being collected, and will be used to calculate the return on investment (ROI) for each category.

Program Category	Effect*	Cost Savings/Break-Even		
		Recidivism	Victimization	Total
Sex Offender Treatment				
Secure, Sexual	-22%	\$2,500	\$3,340	\$5,840
Secure, General	-36%	\$4,086	\$5,456	\$9,542
Community, Sexual	-48%	\$5,520	\$7,370	\$12,890
Community, General	-28%	\$3,172	\$4,236	\$7,408
Drug Courts	-19%	\$2,152	\$2,874	\$5,026
Mental Health Courts	<i>ns</i>	-	-	-
Therapeutic Communities	-14%	\$1,631	\$2,177	\$3,808
Cognitive-Behavioral Therapy				
Secure	-17%	\$1,939	\$2,589	\$4,528
Community	-11%	\$1,208	\$1,613	\$2,821
Intensive Supervision (vs. Regular Supervision)				
With Treatment	-16%	\$1,843	\$2,480	\$4,323
Without Treatment	<i>ns</i>	\$0	\$0	\$0
+ Electronic Monitoring	<i>ns</i>	\$0	\$0	\$0

*Effect size from the meta-analytic review. Effects are relative recidivism reduction, based on a base recidivism rate for all offenders of 65%, with the exception of Sex Offender Treatment, where the base rate is for sex offenders (17.5% sexual, 32.5% general). *ns* signifies that the effect obtained in the meta-analysis was not statistically significant.

Utah – Justice Assistance Grant

In FY2012, the U.S. Department of Justice awarded Utah \$1,613,000 in formula grant funding from the Justice Assistance Grant (JAG) program. The Utah JAG formula grant program is administered by CCJJ and allocated to units of state and local government along with private non-profit and faith-based organizations throughout the state. JAG grant awards are limited to criminal justice agencies and criminal justice service providers.

FY 2012 JAG formula funding was allocated to various criminal justice purpose areas including: Law Enforcement Programs, Prevention and Education Programs, Corrections and Community Corrections Programs, Drug Treatment and Enforcement Programs, and Planning, Evaluation, and Technology Improvement Programs. In FY 2012, CCJJ awarded funding to numerous projects including: \$90,000 to Utah's multi-jurisdictional drug task forces, \$300,000 to a prescription drug abuse awareness campaign, and \$230,000 to the Utah Department of Public Safety to assist in the re-write of the criminal history database. Also in 2012, CCJJ was awarded \$90,070 to assist the Utah Department of Corrections in their effort to improve Utah's Sex Offender Registry.

Utah State Task Force Grant

The Utah Legislature passed H.B. 91 in 2007, creating the Law Enforcement Operations Account (LEOA). CCJJ is required to grant funds from the LEOA under the State Task Force Grant program (STFG). Grants are awarded to criminal justice service providers in order to address illicit drug use and other crime issues. The first priority of the STFG grant program is to provide operational support for Utah's established multi-jurisdictional drug and crime task force units. CCJJ will allocate up to \$2.5 million annually (depending on available resources) to the task forces in order to meet this priority. STFG funding may also be used to enhance drug abuse prevention projects. In FY2012, CCJJ awarded \$2,230,000 in

STFG grant funding to Utah's multi-jurisdictional drug task force projects.

JAG and STFG Results

FY2012 JAG and STFG grants (along with funding from the State Asset Forfeiture Grant program) were used to assist 17 multi-jurisdictional drug and crime task force projects serving 26 of Utah's 29 counties. Last year, Utah's task force projects produced the following results:

- 2,525 arrests (3.4% more than the 5-year average).
- Removal of 94 kilograms (kg) of cocaine (197% more than the 5-year average); 76kg of methamphetamine (60% more than the 5-year average); 8,667 units of prescription medication (25% less than the 5-year average); 5.9kg of heroin (32% more than the 5-year average), and 579kg of marijuana (23% less than the 5-year average).
- Seizure of \$2.1 million in criminal assets (39% more than the 5-year average).
- 301 public drug education presentations.

Utah Sexual Exploitation of Children Prevention Grant

In 2006, the Utah Legislature approved House Bill 170 - *Prosecution and Prevention of Child Pornography Offenses Amendments*. H.B. 170 established a grant program to be administered by CCJJ. H.B.170 directs CCJJ to, "allocate and administer grants...for approved education programs to help prevent the sexual exploitation of children."

In FY2012, CCJJ maintained support for one internet safety project that had received SECP grant funding of \$195,000 in the prior fiscal year. The recipient agency, Utah Education Network (UEN), used SECP funding to develop a comprehensive internet safety program and website known as NetSafeUtah - www.netsafeutah.org

In FY2012, UEN achieved the following results using SECP grant funding:

- Provided direct NetSafe training to 23,008 K-12 students teachers and

parents (99,038 since the start of the project in 2006);

- Designed and launched a comprehensive website NetSafeUtah.org;
- Funded two regional Outreach Coordinators to provide Utah kids direct NetSafe training services.

UEN is a partner with: The Utah Office of Education, Public Broadcasting (UEN - TV), The Utah Attorney General's Internet Crimes Against Children (ICAC) Task Force, U of U College of Education, Salt Lake Interfaith Round Table, Utah Head Start Centers, and Utah Public Libraries. UEN plans to make the NetSafe Utah program available to other states.

Utah State Asset Forfeiture Grant (SAFG)

In 2004, the Utah Legislature passed Senate Bill 175, making federal and state asset forfeiture funding available for use in criminal justice projects. CCJJ developed the State Asset Forfeiture Grant (SAFG) program as a means of evaluating and distributing state forfeiture funds. SAFG grants are awarded to governmental agencies that provide criminal justice services. In FY 2012, CCJJ awarded 25 SAFG Grants for a total of \$725,837 (\$305,125 to drug court programming and \$420,712 to twenty-four state and local law enforcement agencies through a formula award process). State forfeitures collections in the Criminal Forfeiture Restricted Account (CFRA) remain strong, but a decline in collections of approximately 13.7% occurred in FY2012 when compared to FY2011 CFRA collections.

Law Enforcement Support Account

The 2010 Legislature passed SB217, which required that CCJJ administer an account used for increased law enforcement in municipalities with halfway houses run by the Utah Department of Corrections. The total allocation for FY 2012 was \$619,000.

Technology Priorities

State Warrant System

This year, Utah will introduce a new statewide warrant system designed to improve Utah's warrant process and help the state apprehend thousands of people who owe millions of dollars to the state.

In addition to new hardware and software upgrades, the new system will operate in real-time and will include new search and mapping capabilities providing particularly detailed information that will be helpful to authorities attempting to serve warrants.

This system upgrade was paid for by a federal grant made available to the Department of Public Safety by CCJJ.

Courts Electronic Initiatives

Over the previous year, the Utah state courts have been working on technology initiatives to create, administer, and process court case file records electronically. This will eliminate the need for paper documents while facilitating the way case file records are processed and maintained.

The electronic record will create a virtual courthouse complete with a virtual court record. This means an electronic court record will be available on any electronic device, to everyone, anywhere, at any time.

Implementation of court electronic initiatives means the court will perform more efficiently. These efficiencies will be evident in expedited information transfer between the court and other criminal justice agencies, and will offer the public increased service through enhanced communication between the court and litigants.

These electronic initiatives are part of an overall effort CCJJ has helped fund and coordinate with the Courts and other criminal justice agencies to facilitate crucial electronic record exchange within and between agencies.

Future CCJJ Research

Our research team is working with various state institutions in order to properly assess the efficacy of the Employment Placement Project (EPP), which was implemented in 2009 by the Utah Department of Corrections. EPP was designed to provide offenders with enhanced job readiness workshops and to collaborate directly with potential employers. This is an important area of research, as enhanced parolee labor market participation has been linked to a reduction in recidivism. The project involves collaboration between CCJJ, Utah Department of Corrections, Utah Department of Workforce Services, and the Economics Department at the University of Utah.

Another research project involves the evaluation of the Level of Service Inventory (LSI-R), the risk assessment instrument used by the Utah Department of Corrections. In addition to a literature review, we are evaluating the instrument's predictive validity, the use of changes in scores over time as an outcome (i.e., in program evaluation), and the appropriateness of the risk level categories that are used to the Utah offender population. The project involves collaboration with the Utah Criminal Justice Center at the University of Utah.

Utah Commission on Criminal and Juvenile Justice 2012 Membership

Judge Judith Atherton
Chief Justice Designee

Dan Becker
State Court Administrator

Lance Davenport
Commissioner of Public Safety

Adam Cohen
Utah Board of Juvenile Justice

Clark Harms
Chair, Board of Pardons and Parole

Representative Eric Hutchings
Utah House of Representatives

Senator Stuart Adams
Utah State Senate

Camille Anthony
Chair, USAAV Council

Chief Mike Larsen
Utah Chiefs of Police Association

Kathleen Christy
Public Education Representative

Judge Elizabeth A. Lindsley
Utah Juvenile Court

Susan Burke
Division of Juvenile Justice Services

Richard McKelvie
U.S. Attorney's Office

Sim Gill
Statewide Association of Prosecutors

Sheriff James Winder
Utah Sheriffs Association

Stan Parrish, Chair
Citizen Representative

Tom Patterson
Utah Department of Corrections

Lana Stohl
Division of Substance Abuse and Mental Health

Reed Richards
Utah Council on Victims of Crime

Mark Shurtleff
Utah Attorney General

Gregory Skordas
Utah State Bar Representative

Carlene Walker
Utah Sentencing Commission