



# 2006 ANNUAL REPORT

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## Utah Takes Aim at Underage Drinking

The 2006 Utah Legislature was presented with some alarming information. While the majority of Utah's young people do not use alcohol and other drugs, a significant number of them do use alcohol and they begin early. The average age of first alcohol use in Utah is 13 and binge drinking begins as early as the sixth grade! Research shows that 40 percent of those who start drinking before the age of 15 will become alcohol dependent. Scientific research also indicates that alcohol use can damage and interfere with critical brain development during the teen years – development that is critical to youth becoming mature, thoughtful, responsible adults. Damage from alcohol at this time can be long term and irreversible. Finally, youth obtain alcohol primarily from adults and friends, and commercial outlets such as grocery and convenience stores.

Recognizing the importance of addressing the problem before it starts, the 2006 Utah Legislature passed *S.B. 58 – Alcoholic Beverage Amendments-Eliminating Alcohol Sales to Youth*, by Senator Peter Knudson. S.B. 58 provides a two-pronged approach to eliminating underage drinking. First, it limits youth access to alcohol at grocery

and convenience stores by: requiring mandatory and standardized training for all store employees who sell beer or supervise the sale of beer; providing for administrative penalties for selling alcohol to minors; and providing funding for local law enforcement to conduct compliance checks of grocery and convenience stores. Second, the bill provided funding for a statewide media and education campaign to alert youth, parents, and communities to the dangers of alcohol on the developing teen brain and increased addiction from early use.

Launched in August of 2006, Utah's **ParentsEmpowered.org** underage drinking prevention media campaign is reaching out to Utah parents through print, radio and television ads, a website, and other media to teach them about the harms of underage drinking and to provide them with the skills to help their children choose to stay alcohol free. Why target parents? Because teen perceptions of parental disapproval are great deterrents. According to Charles Curie, former Administrator of the Substance Abuse and Mental Health Services Administration in the U.S. Department of Health and Human Services: "What parents may not realize is that children say parental disapproval of underage drinking is the key reason they have chosen not to drink." Research indicates that children are less likely to drink when their parents/guardians are involved in their lives and when they and their parents/guardians report feeling close to each other. Family conflict and lack of bonding are associated with increased risk of

## USA AV Mission and Duties

The Mission of the Utah Substance Abuse and Anti-Violence (USA AV) Coordinating Council is to provide a unified voice for the establishment of a comprehensive strategy to combat substance abuse, illegal drug activity, and violence. The Council's statutory duties (§63-25a-203 through 207) are to:

- Provide leadership and generate unity for Utah's ongoing efforts to combat substance abuse and community violence;
- Recommend and coordinate the creation, dissemination, and implementation of a statewide substance abuse and anti-violence policy;
- Facilitate planning for a balanced continuum of substance abuse and community violence prevention, treatment, and justice services.
- Promote collaboration and mutually beneficial public and private partnerships;
- Coordinate recommendations made by any committees created by the Council;
- Analyze and provide an objective assessment of all proposed legislation concerning alcohol and other drug issues and community violence issues;
- Coordinate the implementation of the Drug Offender Reform (DORA) Pilot Study in Salt Lake County; and
- Report recommendations annually to the Governor, Legislature, Commission on Criminal and Juvenile Justice, and Judicial Council.

drinking. Mixed messages and unclear rules and expectations also leave youth more vulnerable to underage drinking. In addition to being close to children and involved in their lives, parents/guardians can influence their children by doing the following: learning and teaching their children about the risks of underage drinking, emphasizing that drinking alcohol is not a "rite of passage", but a dangerous drug for the developing teen brain; setting clear rules and expectations about alcohol; monitoring their children's activities; helping their children to choose friends who support their family rules; and ensuring that alcohol is not available to their children. This is exactly what **ParentsEmpowered.org** is designed to do.

The Utah Department of Alcoholic Beverage Control is the lead agency for the campaign and is working in partnership with other state agencies and organizations, including the following: Attorney General's Office, Department of Health, Department of Public Safety/Highway Patrol and Highway Safety Office, Department of Human Services/Division of Substance Abuse and Mental Health, Juvenile Court, State Office of Education, Mothers Against Drunk Driving/Utah Chapter, Utah Prevention Network, and Utah Substance Abuse and Anti-Violence Coordinating Council. The USAAV Council is charged by statute to provide ongoing oversight for the media and education campaign, and has created an Underage Drinking Prevention Workgroup to create guidelines that ensure the funding will be used effectively for research based strategies.

### **DORA Pilot Program: Smarter Sentencing + Smarter Treatment = Better Outcomes and Safer Neighborhoods**

During 2006, the USAAV Council continued its role to provide oversight for the Drug Offender Reform Act (DORA) Pilot Program in Salt Lake County. The purpose of the pilot is to study the impact of providing substance abuse screening, assessment, and treatment for felony offenders. The 2006 Legislature passed *S.B. 185 – Drug Offender Reform Act Amendments*, in order

to require screening and assessment for all felony offenders in the Third Judicial District in Salt Lake County, rather than only offenders convicted of a felony violation of the Controlled Substances Act. Effective on May 1, 2006, this amendment is enabling a "front-loading" of offenders into the pilot program, thus providing sufficient follow-up time to measure program outcomes after the offender has completed treatment. The 2006 Legislature also appropriated the remaining funding for years two and three of the pilot program (FY 2007 and FY 2008), in the amount of \$918,000, as follows: Department of Human Services - \$647,000; Department of Corrections - \$251,000; and Administrative Office of the Courts - \$20,000. The total appropriated for the three-year program is \$1,418,000.

Up to 250 offenders may be ordered into the DORA Pilot Program. As of November 1, 2006, 189 offenders had been ordered into the program since the start-up date of July 1, 2005; 15 offenders were in aftercare; 10 offenders had completed treatment; and six offenders had been released from probation. With the passage of *S.B. 185*, it is anticipated the program will reach its capacity of 250 offenders by March 2007.

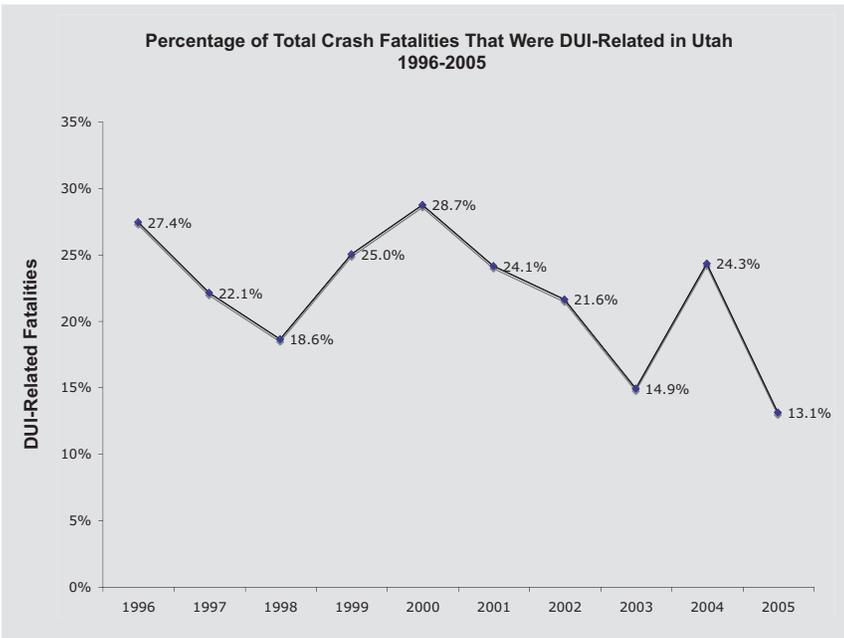
Through a contract with the Commission on Criminal and Juvenile Justice, the Criminal Justice Center at the University of Utah is conducting the research and evaluation associated with the DORA Pilot Project. This is to ensure a professional and non-biased analysis of the data. The experimental group for the DORA study includes the 250 offenders in Salt Lake County funded by the Utah Legislature to receive appropriate screening, assessment, and treatment. Researchers selected Davis County for the creation of a comparison group. A group of felony offenders from Davis County who meet the same substance abuse criteria as the DORA clients in Salt Lake County will be used to compare differences in outcome.

Initial outcome results will not be available for some time. Once selected for DORA, offenders will complete an average of 12-18 months of treatment. Once treatment is completed, researchers will examine their behavior in the community for an additional 12 months. *Note: For more information about the DORA Pilot Program, reports provided to the Legislature during 2006 may be found on the USAAV website at [www.usaav.utah.gov](http://www.usaav.utah.gov).*

### **DUI in Utah: Continuing the Fight**

In calendar year 2005, Utah achieved the largest reduction in DUI-related deaths in the nation, from 72 in 2004 to 37 in 2005, a 49 percent decrease! In addition, Utah maintained the lowest rate of DUI-related traffic fatalities in the nation, at 13 percent. The average nationwide was 39 percent.

The 2006 Utah Legislature continued the state's efforts to reduce the incidence of driving under the influence even more, with the passage of two key pieces of legislation. *S.B. 18 – Driving Under the Influence Amendments*, by Senator Carlene Walker, enacted the "interlock restricted driver" statute. This statute requires the use of ignition interlock devices by repeat offenders who are convicted of DUI, alcohol-related reckless driving, automobile homicide, and those who refuse to submit to a chemical test. The purpose of the statute is to increase the use of the ignition interlock device, which has proven to be an effective tool for preventing and reducing DUI. *S.B. 51 – Driving With a Controlled Substance in the Body-Amendments*, also by Senator Walker, changed the penalty for causing a serious injury while operating a vehicle and also having marijuana or derivative equivalent substances in the body from a class A misdemeanor to a third degree felony. This bill was presented in response to a crash involving a young man with marijuana in his system and a young woman on a bicycle. The young woman suffered serious injuries and still has visible scars from the incident,



but because of Utah law, the driver could only be charged with a class A misdemeanor. *Note: For more information about DUI in Utah, the Fourth Annual DUI Report to the Utah Legislature may be accessed on the CCJJ website at [www.justice.utah.gov](http://www.justice.utah.gov).*

### 2006 USAAV Governor’s Awards

Each year, the Utah Substance Abuse and Anti-Violence Coordinating Council honors individuals who have made outstanding contributions to Utah’s efforts to reduce substance abuse and violence. The 2006 USAAV Governor’s Awards were presented to four exemplary individuals. **Stewart Ralphs**, Executive Director of the Legal Aid Society of Salt Lake, was recognized for his long-time membership and service as a member and chair of the Utah Domestic Violence Advisory Council, and for his strong advocacy for domestic violence legislation. **Senator Carlene Walker** was honored for her leadership, advocacy, and sponsorship of legislation that has significantly strengthened Utah’s DUI laws. Senator Walker served on the Governor’s Council on Driving Under the Influence and is currently a member of the USAAV DUI Subcommittee. **Anna Kay Waddoups** was recognized for her leadership as chair of the USAAV DUI Subcommittee, a

position she has held since 2002, and for her outstanding advocacy for DUI legislation that protects communities, recognizes victims, and helps treat offenders. **Rick Schwermer**, Assistant State Court Administrator for the Administrative Office of the Courts, was honored for his tireless work to ensure the passage of key substance abuse and anti-violence legislation, especially the USAAV Council’s priority bills. Rick also provides critical support for Utah’s drug courts, and is a member of the USAAV DUI Subcommittee and the DORA Pilot Project Implementation Workgroup.

### USAAV Chair’s Award

In 2006, the USAAV Council created a new award, the “USAAV Chair’s Award”, to honor individuals who have made outstanding contributions to the USAAV Council. The first recipient was **Harold Morrill**, Executive Director of Weber Human Services, Vice Chairman of the USAAV Council, and Chair of

the USAAV Treatment Subcommittee. Harold has been a member of the USAAV Council since its creation in 1990, and is the Council’s longest serving member. He has also served as Chairman of the Treatment Subcommittee throughout its entire 16 years. Needless to say, his leadership and commitment have been, and continue to be, guiding forces for the USAAV Council.

### USAAV Oversight of Local Government Alcohol Funds

In compliance with the Utah Code (§32A-1-115), USAAV oversees the utilization of beer tax monies appropriated annually to Utah’s municipalities and counties “for programs or projects related to prevention, treatment, detection, prosecution, and control of violations of [the Alcoholic Beverage Control Act] and other offenses in which alcohol is a contributing factor, [including] the confinement or treatment of persons arrested for or convicted of offenses in which alcohol is a contributing factor”. Municipalities and counties that receive \$1,000 or more are required to submit an annual report to the USAAV Council, and failure to submit a report by the October 1<sup>st</sup> deadline may result in withholding of funds. During FY 2006, municipalities and counties reported utilizing their alcohol funds as illustrated in the following table.

DUI Law Enforcement	66%
General Alcohol-Related Law Enforcement	58%
Prosecution/Court Costs for Alcohol-Related Cases	31%
Treatment of Alcohol Problems	4%
Alcohol-Related Education/Prevention	44%
Confinement or Alcohol Law Offenders	10%
<i>Note: Communities may use alcohol funds for more than one of the six categories outlined in the statute.</i>	

Utah Substance Abuse & Anti-Violence Coordinating Council

**Dan Becker**

*Administrative Office of the Courts*

**Pat Bird**

*Expert in Prevention Issues*

**Senator Chris Butters**

*Utah State Senate*

**Louis Callister**

*Governor's Designee*

**Colonel Merrill Carter**

*Utah National Guard*

**Commissioner Bill Cox**

*Utah Association of Counties*

**Lt. Colonel Scott Duncan**

*Utah Department of Public Safety*

**Fotu Katoa**

*Office of Ethnic Affairs*

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*Utah Department of Health*

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*Utah Domestic Violence Advisory Council*

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**Dale Shipaanboord**

*Utah Department of Corrections*

**Mayor JoAnn Seghini**

*Utah League of Cities and Towns*

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*Expert in Criminal Justice Issues*

**Kirk Torgensen**

*Utah Attorney General's Office*

**Anna Kay Waddoups**

*Citizen Representative/Substance Abuse*

**Sherm Watkins**

*Citizen Representative/Gang Violence*

**Judge Robert Yeates**

*Utah Commission on Criminal and Juvenile Justice*

**STAFF**

**Mary Lou Emerson**

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*Anna Kay Waddoups, Chair*

**Prevention**

*Nora B Stephens and Verne Larsen, Co-Chairs*

**Treatment**

*Harold Morrill, Chair*