Utah Substance Use and Mental Health Advisory (USAAV+) Council

Guidelines for Allowable Use of Beer Tax Funds
Distributed From the Alcoholic Beverage and Substance Abuse Enforcement and Treatment Restricted Account to Municipalities and Counties.
Edition 3.2/April 2018 Update
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PREFACE

These guidelines are intended to clarify allowable versus unallowable uses of beer tax funds distributed annually to municipalities and counties. The goal is to ensure the most appropriate and effective permissible uses of the funds in addressing alcohol and substance abuse-related problems in Utah’s communities. Municipalities and Counties are expected to work with relevant agencies within their areas (e.g., law enforcement, courts, substance abuse prevention and treatment) to create an effective utilization plan. Effective utilization of Beer Tax funds are plans which have a balanced approach in multiple categories and which protect and sustain the Beer Tax program as a valuable resource.

STATUTORY REQUIREMENTS

Statute¹ 32B-2-403 states:

(2)(a) Consistent with the policies provided in Subsection 32B-1-103(4)(b), money in the account shall be used for statewide public purposes, including promoting the reduction of the harmful effects of substance abuse, overconsumption of alcoholic products by an adult, and alcohol consumption by minors, by exclusively funding programs or projects related to prevention, treatment, detection, prosecution, and control of violations of this title and other offenses in which alcohol or substance abuse is a contributing factor except as provided in Subsection (2)(b).

(b) The portion distributed under this part to a county may also be used for the confinement or treatment of persons arrested for or convicted of offenses in which alcohol or substance abuse is a contributing factor.

(c) A municipality or county entitled to receive money shall use the money exclusively as required by this Subsection (2).

(3) The appropriations provided for under Section 32B-2-404 are:

(a) intended to supplement the budget of the appropriate agencies of each municipality and county within the state to enable the municipalities and counties to more effectively fund the programs and projects described in Subsection (2); and

(b) not intended to replace money that would otherwise be allocated for the programs and projects in Subsection (2).

(4) It is the intent of the Legislature that the appropriations distributed under this part be used to fund a balanced approach to reducing the harmful effects of substance abuse, overconsumption of alcoholic products by adults, and alcohol consumption by minors. To this end, the Legislature encourages municipalities and

¹ Throughout this document, “statute” refers to the Alcoholic Beverage and Substance Abuse Enforcement and Treatment Restricted Account Act found in the Utah Code Sections 32B-2-401 through 405.
counties receiving money under this part to use the most effective formula allocation to fund evidence-based and evidence-informed prevention programs.

IMPORTANT REMINDERS

- **The first 25% of the entire appropriation** for each fiscal year is distributed to the counties only, based on population, and **must be used** for confinement and treatment purposes for persons arrested for or convicted of offenses in which alcohol or other drugs are a contributing factor. The balance of funds distributed to the counties may be utilized for the treatment and confinement as well as the other identified categories.

- **Beer tax funds are intended to supplement the budgets** of the appropriate agencies of each municipality and county within the state to support programs and projects described above, but **shall not replace (supplant) money** that would otherwise be allocated for those programs and projects.

- **Use of beer tax funds** for specific programs or projects **must be approved by the USAAV+ Council** prior to expenditure.

- **Beer Tax Plans** for the subsequent fiscal year are due no later than June 1. Amended Beer Tax Plans can be submitted at any time throughout the year for approval.

- **Annual Beer Tax Reports** for the previous fiscal year are due no later than October 1.

- **Beer tax funds must be financially accounted for separately from all other funds** (e.g., separate account, separate account code, or restricted line item) in order to accurately track activities financed with these monies and amounts spent for each activity. Accounting for beer tax funds should adhere to the Generally Accepted Accounting Principles (GAAP).

CATEGORIES

There are **5** categories in which Beer Tax funds may be expended.

- **Prevention** (evidence-based or evidence-informed programs)
- **Treatment** (of offenders with alcohol and/or substance abuse problems)
- **Law Enforcement** (related to alcohol and/or substance abuse)
- **Prosecution** (of offenders who have committed alcohol and/or substance abuse related offenses)
- **Confinement** (25% of funding to counties must be spent in Treatment and/or Confinement categories)

The most effective plans should include evidence-based or evidence-informed programs, services or equipment covering multiple categories.
GUIDELINES FOR PROGRAMS AND PROJECTS

PREVENTION

House Bill 40, passed during the 2014 General Legislative Session and effective July 1, 2014, mandates beer tax funds shall be used only for evidence-based and/or evidence-informed prevention programs and projects as defined in Administrative Rule R523-9 by the Division of Substance Abuse and Mental Health. See rule for definitions of evidence-based and evidence-informed programs.

Prevention programs and projects funded with beer tax funds must target alcohol or substance abuse. Prevention programs should enhance prevention activities already in place and should be coordinated with the Local Substance Abuse Authority agency for the area (see Appendix A).

Examples of Allowable Use of Beer Tax Funds:

- Second Step
- Strengthening Families Program for Parents and Youth 10-14
- Communities That Care (CTC)
- Incredible Years - Parents
- Guiding Good Choices
- Keepin’ It Real
- LifeSkills Training
- Big Brothers Big Sisters
- All Stars
- Mindfulness-based Stress Reduction
- Parenting Wisely
- Parents as Teachers
- Prime for Life
- Protecting You/Protecting Me
- Too Good for Drugs
- Prevention programs identified by a national registry or other USAAV+-approved registry, e.g. Blueprints for Healthy Youth Development: http://www.blueprintsprograms.com/

Examples of Unallowable Use of Beer Tax Funds:

- NOVA, Officer Friendly
- Suicide prevention programs
- Bullying and other anti-violence prevention programs
- Red Ribbon Week
- Alcohol/Drug-Free Graduation Parties
- radKIDS

Prevention programs should be coordinated with the Local Substance Abuse Authority agency for the area.
• EASY (Eliminating Alcohol Sales to Youth)
• Programs/services not related to substance abuse or alcohol harms
• Programs that use scare tactics, or use people in addiction recovery who tell their story (these are not appropriate with adolescents)

Examples of Performance Indicators:

• Number of participants in prevention programs
• Number of participants successfully completing evidence-based or evidence-informed programs

TREATMENT

Beer tax funds distributed to municipalities and counties may be utilized to provide treatment for persons arrested for or convicted of offenses in which alcohol or substance abuse is a contributing factor.

“Drug addiction is a complex illness. It is characterized by intense and, at times, uncontrollable drug craving, along with compulsive drug seeking and use that persist even in the face of devastating consequences…

…Addiction affects multiple brain circuits, including those involved in reward and motivation, learning and memory, and inhibitory control over behavior. That is why addiction is a brain disease. Some individuals are more vulnerable than others to becoming addicted, depending on the interplay between genetic makeup, age of exposure to drugs, and other environmental influences. While a person initially chooses to take drugs, over time the effects of prolonged exposure on brain functioning compromise that ability to choose, and seeking and consuming the drug become compulsive, often eluding a person’s self-control or willpower.

But addiction is more than just compulsive drug taking—it can also produce far-reaching health and social consequences. For example, drug abuse and addiction increase a person’s risk for a variety of other mental and physical illnesses related to a drug-abusing lifestyle or the toxic effects of the drugs themselves. Additionally, the dysfunctional behaviors that result from drug abuse can interfere with a person’s normal functioning in the family, the workplace, and the broader community.

Because drug abuse and addiction have so many dimensions and disrupt so many aspects of an individual’s life, treatment is not simple. Effective treatment programs typically incorporate many components, each directed to a particular aspect of the illness and its consequences. Addiction treatment must help the individual stop using drugs, maintain a drug-free lifestyle, and achieve productive functioning in the family, at work, and in society. Because addiction is a disease, most people cannot simply stop using drugs for a few days and be cured. Patients typically require long-term or repeated episodes of care to achieve the ultimate goal of sustained abstinence and recovery of their lives. Indeed, scientific research and clinical practice demonstrate the value of continuing care in treating addiction, with a variety of approaches having been tested and integrated in residential and community settings.”

Treatment for addiction is delivered in many different settings using a variety of behavioral and pharmacological approaches. In Utah, there are many specialized treatment facilities that provide counseling, behavioral therapy, medication, case management and other types of services to persons with substance use disorders. In addition to these specialized facilities, addiction is treated in physicians’ offices and mental health clinics by a variety of providers, including counselors, physicians, psychiatrists, psychologists, nurses and social workers. Treatment is delivered in outpatient, inpatient, and residential settings. Although specific treatment approaches are often associated with particular treatment settings, a variety of therapeutic interventions or services can be included in any given setting.

Treatment services should be coordinated with the Local Substance Abuse Authority agency for the area (see Appendix A), and be delivered in accordance with the following principles:

- Addiction is a treatable brain disease that affects behavior.
- Treatment does not need to be voluntary to be effective.
- Assessment is the first step in treatment. The individual’s need for treatment should be determined by a valid assessment tool (e.g., the Addiction Severity Index/ASI).
- No single treatment approach is effective for everyone. Treatment services should match the needs identified in the assessment.
- Treatment must be of sufficient dosage/duration to affect behavior change. Retention in treatment has been shown to be one of the most significant factors in a successful outcome.
- Treatment should be multi-dimensional and address not only the individual’s alcohol and substance abuse/addiction, but also the associated medical, psychological, social, vocational and legal issues, and should be appropriate for the individual’s age, gender, ethnicity and culture. Treatment should also target factors that are associated with criminal behavior.
- Criminal justice officials and treatment providers should work collaboratively to address the supervision and treatment needs of the individual.
- Alcohol and other drug use during treatment should be monitored continually, as lapses do occur.
- Emphasis should be placed on the use of evidence-based practices that are based on research findings and are expected to produce a specific clinical outcome.
- Continuity of care is essential for individuals re-entering the community. Self-help and 12-Step groups such as Alcoholics Anonymous (AA) can complement and extend the effects of professional treatment by enhancing community-level social support and helping people achieve and maintain abstinence and other healthy lifestyle behaviors.

A listing of evidence-based treatment practices identified by the Utah Division of Substance Abuse and Mental Health may be found at: [https://dsamh.utah.gov/pdf/EvidenceBasedPracticeMH%203_8_17.pdf](https://dsamh.utah.gov/pdf/EvidenceBasedPracticeMH%203_8_17.pdf)

Examples of Allowable Use of Beer Tax Funds:

- Screening and assessment to identify an individual’s needs and determine proper placement in treatment services
- Outpatient, intensive outpatient and residential programs that employ behavioral therapies to specifically address the alcohol and/or substance abuse/addiction of the individual
- Medications for alcohol or substance abuse dependence that are part of a comprehensive treatment program
- Recovery support services, peer support, self-help and other recovery support programs (e.g., Alcoholics Anonymous/AA)
- Jail-based treatment services for individuals incarcerated due to an alcohol and/or substance abuse-related offense
- Other uses approved by the USAAV+ Council

Examples of Unallowable Use of Beer Tax Funds:

- Treatment for persons who have not been arrested for or convicted of offenses in which alcohol or substance abuse is a contributing factor
- Treatment services provided by unlicensed individuals or programs
- Construction and maintenance of treatment facilities

Examples of Performance Indicators:

- Number of assessments performed
- Number of participants in treatment program(s)
- Average length of stay of participants
- Number of participants successfully completing program(s)
- Types and quantities of medication(s) provided
- Name, provider, and location of treatment program(s)
  - e.g., CATS, Valley Mental Health, Oxbow Jail

**LAW ENFORCEMENT**

The statute clearly focuses on activities that will promote the reduction of the harmful effects of substance abuse, over consumption of alcoholic products by an adult, and alcohol consumption by minors. **For law enforcement purposes, beer tax funds are to be used exclusively for the**

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2These listed allowable uses of the beer tax funds represent examples and are not exclusive. If a municipality or county identifies a program or project not on the lists provided in this document, the municipality or county should request approval for the program or project from the USAAV+ Council prior to expending beer tax funds.
detection and control of substance abuse and alcohol-related offenses, or other offenses in which alcohol or substance abuse is a contributing factor.

Examples of Allowable Use of Beer Tax Funds:

- Special DUI enforcement shifts, checkpoints, saturation patrols, and overtime shifts
- Purchase of equipment essential to substance abuse and alcohol-related enforcement efforts (e.g., HGN pens, breathalyzers, video cameras for police vehicles, vehicles that will be used exclusively for enforcement of drug and alcohol laws)
- General substance abuse and alcohol-related enforcement activities related to illegal sale, consumption, distribution, transportation and/or possession of a controlled substance and/or an alcoholic product
- Purchase of drug dogs
- Drug recognition training for officers
- Drug-specific investigations and enforcement activities
- Other uses approved by the USAAV+ Council

Examples of Unallowable Use of Beer Tax Funds:

- Eliminating Alcohol Sales to Youth (E.A.S.Y.) underage compliance checks (funding available from the Utah Highway Safety office).

Examples of Performance Indicators:

- Number of substance abuse and alcohol violations enforced
- Type of substance abuse and alcohol-related law enforcement equipment purchased
- Number of DUI overtime shifts
- Number of DUI checkpoints conducted
- Number of vehicles stopped during checkpoints
- Number of DUI arrests

PROSECUTION

Beer tax funds may be used for the prosecution of offenders who have committed alcohol or other drug related offenses, including violations of Title 32B – Alcoholic Beverage Control Act and other offenses in which alcohol or other drugs are a contributing factor.

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Examples of Allowable Use Beer Tax Funds:

- Costs associated with the prosecution of alcohol-related offenses
- Prosecution of other drug-related violations
- Other uses approved by the USAAV+ Council

Examples of Unallowable Use of Beer Tax Funds:

- Costs associated with the defense of alcohol or other drug law offenders

Examples of Performance Indicators:

- Number of cases screened
- Types of violations prosecuted
- Number of convictions
- Amount of court costs covered

CONFINEMENT

The first 25 percent of the entire appropriated beer tax funds for each fiscal year is distributed to the counties only, based on population, and must be used for confinement and treatment purposes for persons arrested for or convicted of offenses in which alcohol or other drugs are a contributing factor. The balance of funds distributed to the counties may be utilized for the treatment and confinement as well as the other categories listed above.

Examples of Unallowable Use of Beer Tax Funds:

- Confinement of persons not arrested for or convicted of alcohol or other drug-related offenses
- Construction and maintenance of confinement facilities

Examples of Performance Indicators:

- Number of alcohol offenders in confinement
- Number of drug law offenders in confinement
- Number of days in confinement

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4 These listed allowable uses of the beer tax funds represent examples and are not exclusive. If a municipality or county identifies a program or project not on the lists provided in this document, the municipality or county should request approval for the program or project from the USAAV+ Council prior to expending beer tax funds.
These guidelines are subject to periodic review and will be updated as needed. Input from beer tax recipients is encouraged and will be considered in making any revisions.

CONTACTS

If you have comments, concerns or suggested changes to these guidelines, please contact:

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OR

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Beer Tax Program Manager
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ccritchard@utah.gov
**APPENDIX A:**

**UTAH LOCAL SUBSTANCE ABUSE AUTHORITY AGENCIES**

<table>
<thead>
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<th>Local Substance Abuse Authority Agency</th>
<th>Counties Served</th>
<th>Address</th>
<th>Phone/Website</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bear River Health Department</td>
<td>Box Elder</td>
<td>655 East 1300 North Logan, UT</td>
<td>(435) 792-6420</td>
</tr>
<tr>
<td></td>
<td>Cache</td>
<td>237 26th Street Ogden, UT</td>
<td>(801) 625-3700</td>
</tr>
<tr>
<td></td>
<td>Rich</td>
<td>934 South Main Street Layton, UT</td>
<td>(801) 544-0585</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2001 South State Street Suite S2300 Salt Lake City, UT</td>
<td>(385) 468-4707</td>
</tr>
<tr>
<td>Weber Human Services</td>
<td>Weber Morgan</td>
<td>151 South University Avenue Suite 3200 Provo, UT</td>
<td>(801) 851-7128</td>
</tr>
<tr>
<td>Davis Behavioral Health Services</td>
<td>Davis</td>
<td>105 South 100 North Heber City, UT</td>
<td>(435) 637-7200</td>
</tr>
<tr>
<td>Salt Lake County Behavioral Health Services</td>
<td>Salt Lake</td>
<td>1140 West 500 South Vernal, UT</td>
<td>(435) 789-6300</td>
</tr>
<tr>
<td>Utah County Department of Drug and Alcohol Prevention and Treatment</td>
<td>Utah</td>
<td>474 West 200 North St. George, UT</td>
<td>(385) 634-5600</td>
</tr>
<tr>
<td>Valley Behavioral Health – Summit</td>
<td>Summit</td>
<td>255 South Main Richfield, UT</td>
<td>(435) 896-8236</td>
</tr>
<tr>
<td>Wasatch County Family Clinic</td>
<td>Wasatch</td>
<td>100 South 1000 West Tooele, UT</td>
<td>(435) 654-3003</td>
</tr>
<tr>
<td>Valley Behavioral Health – Tooele</td>
<td>Tooele</td>
<td>1753 Sidewinder Drive Park City, UT</td>
<td>(435) 843-3520</td>
</tr>
<tr>
<td>Central Utah Counseling Center</td>
<td>Juab Millard Plute Sanpete Sevier Wayne</td>
<td>105 West 100 North Price, UT</td>
<td>(385) 634-5600</td>
</tr>
<tr>
<td>Four Corners Community Behavioral Health</td>
<td>Carbon Emery Grand</td>
<td>1140 West 500 South Vernal, UT</td>
<td>(435) 789-6300</td>
</tr>
<tr>
<td>Northeastern Counseling Center</td>
<td>Daggett Duchesne Uintah</td>
<td>474 West 200 North St. George, UT</td>
<td>(435) 634-5600</td>
</tr>
<tr>
<td>Southwest Behavioral Health Center</td>
<td>Beaver Garfield Iron Kane Washington</td>
<td>356 South Main Blanding, UT</td>
<td>(435) 678-2992</td>
</tr>
<tr>
<td>San Juan Counseling</td>
<td>San Juan</td>
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