



# 2009 ANNUAL REPORT

MARY LOU EMERSON, DIRECTOR • (801) 538-1921 • [www.usaav.utah.gov](http://www.usaav.utah.gov)

## USAAV Mission and Duties

The Mission of the Utah Substance Abuse and Anti-Violence (USAAV) Coordinating Council is to provide a unified voice for establishing a comprehensive strategy to combat substance abuse, illegal drug activity, and community violence. The Council's statutory duties (§63M-7-301 through 306) 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, other drug, and community violence issues;
- Coordinate the implementation of the Drug Offender Reform Act (DORA);
- Monitor the use of alcohol funds annually distributed to municipalities and counties for purposes of alcohol-related law enforcement, prevention, treatment, detection, prosecution and control, to ensure compliance with statutory provisions (§32A-1-115);
- Provide ongoing oversight of Utah's Underage Drinking Prevention Media Campaign (S.B. 58 – 2006 General Session);
- Provide direction for the public education and outreach program to inform women of the risk of using harmful substances during pregnancy (§26-7-5); and
- Report recommendations annually to the Governor, Legislature, Commission on Criminal and Juvenile Justice, and Judicial Council.

## Eliminating Underage Drinking in Utah

Since their inception in FY 2007, Utah's ParentsEmpowered and E.A.S.Y. Programs have emerged as key strategies in Utah's efforts to prevent and reduce underage drinking. FY 2009 marked the third year for both programs, and data from the 2009 Student Health and Risk Prevention (SHARP) Survey show these programs, in combination with



other school- and community-based prevention efforts throughout the state, are having a significant impact on underage drinking in Utah.

### ParentsEmpowered.org

ParentsEmpowered.org is a media and education campaign funded by the Utah Legislature and designed to prevent and reduce underage drinking in Utah by providing parents and guardians with information about the harmful effects of alcohol on the developing teen brain, along with proven skills for preventing underage alcohol use. Research shows parental disapproval of underage

drinking is the #1 reason youth choose not to drink.

The campaign consists of TV and radio ads, print materials, school activities, an interactive website, and other creative strategies. 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 Attorney General's Office, Department of Health, Department of Public Safety/Highway Patrol and Highway Safety Office, Division of Substance Abuse and Mental Health, Juvenile Court, State Office of Education,

Mothers Against Drunk Driving/Utah Chapter, Utah Prevention Network, and the Utah Substance Abuse and Anti-Violence Coordinating Council.

In October 2009, the media campaign launched its fourth year. Evaluation data collected by Dan Jones & Associates to date show the program is accomplishing its goals: 42 percent of all Utah parents now know the ParentsEmpowered.org brand (up 223 percent from the campaign's initiation); 60 percent are now aware of an underage drinking prevention campaign "empowering parents" (up 88 percent from the campaign's initiation); 74 percent of Utah parents can now recall advertising about the dangers of underage drinking (up 35 percent from the campaign's initiation); and 73 percent can now recall ads about the parental skills that keep kids alcohol-free (up 49 percent from the campaign's initiation).

**E.A.S.Y. Program**

The Eliminating Alcohol Sales to Youth (E.A.S.Y.) Program is housed in the Utah Department of Public Safety's Highway Safety Office. The program targets the illegal purchase of alcohol by underage youth by funding local law enforcement agency compliance checks in grocery and convenience stores, as well as mandatory training for clerks working in these stores. Armed with knowledge about the legal and harmful effects of selling alcohol to minors, and subjected to regular checks by law enforcement, retailers now maintain a heightened awareness about not selling alcohol to minors. Both retailers and law enforcement agencies throughout Utah have mobilized to support the E.A.S.Y. program, with more than 10,000 clerks completing the mandatory training annually, and law enforcement agencies conducting an increasing number of compliance checks.

Last year, the number of compliance checks conducted by Utah law enforcement agencies increased by 28% over the previous year, with 1,970 checks conducted in FY 2009. The compliance rate for FY 2009 also increased, from 84.1% in FY 2008 to 87.4% in FY 2009.



**2009 SHARP Survey**

The 2009 Utah Student Risk and Prevention (SHARP) Survey showed significant reductions in both lifetime and past 30-day use of alcohol for students in the 6<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup>, and 12<sup>th</sup> grades, from 2007 to 2009, as follows:

Sources: 2008-09 Annual ParentsEmpowered and E.A.S.Y. Report; SHARP 2009 Prevention Needs Assessment Survey Results, prepared by Bach Harrison, L.L.C.

Utah SHARP Survey	Grade 6			Grade 8			Grade 10			Grade 12		
	2005	2007	2009	2005	2007	2009	2005	2007	2009	2005	2007	2009
Percentage of Students Who Used Alcohol During Their Lifetime	12.3	11.3	6.9	24.5	23.2	18.7	35.3	35.0	29.9	40.0	38.2	36.9
Percentage of Students Who Used Alcohol During the Past 30 Days	2.1	1.8	1.3	9.3	8.7	6.6	15.7	15.9	12.9	20.5	19.0	17.1

**Utah's Drug Offender Reform Act**



Utah's Drug Offender Reform Act, (DORA) was implemented statewide from July 1, 2007 through June 30, 2009, involving 13 Local Substance Abuse Authority areas, six AP&P Regions and eight Judicial Districts, with appropriations of \$8 million in FY 2008 and \$9 million in FY 2009. While FY 2009 started with a new \$9 million appropriation for DORA, cuts made during the Legislature's 2008 Special Session and 2009 General Session left the program with only about \$6.7 million available for the fiscal year.

An evaluation study conducted by the University of Utah Criminal Justice Center for the two-year period of statewide implementation has determined the following about DORA to date:

**Overall**

- During FY 2008 and FY 2009, DORA provided assessment and treatment to 1,417 moderate to high risk felony probationers and parolees who met DORA criteria.
- It is still too early in implementation to draw conclusions about the outcomes (including the cost-avoidance potential of DORA), since almost three-quarters (74.4%) of the probationers and half (50.1%) of the parolees were still under probation or parole supervision at the end of the study period on June 30, 2009.

**Supervision**

- Approximately 90% of probationers and parolees had contacts with their agents in the community, and their agents and treatment providers had contact with each other.
- Approximately 40% of participants had no violations or convictions recorded while on supervision.

**Treatment**

- Both probationers and parolees had about two treatment admissions (including transfers between treatment levels) during DORA supervision, with an average of just over 220 days in treatment for both groups.
- Just over half of both groups completed at least one treatment admission during DORA.

### Outcomes for Those Who Exited Supervision

- 41% of probationers and 23% of parolees who exited supervision had a successful completion.
- Factors associated with successful completion of supervision for early completers were: lower LSI (risk) score at intake, older age at intake, more days in treatment during DORA, and utilizing less intensive treatment (e.g., outpatient instead of intensive outpatient).
- Average follow-up time from end of supervision to end of the study was 159 days for probationers and 223 days for parolees. This includes time spent in prison for those who returned to prison as their exit status from DORA.
- 9% of probationers and 11% of parolees have had a new arrest since exiting supervision, while 2% of probationers and 4% of parolees have a new conviction.

### Other Outcomes

- At the time of their final DORA treatment discharge, approximately 90% of both groups reported no alcohol use and over 75% reported no drug use in the previous 30 days.
- DORA successful completion and reconviction rates are similar to a historical group of comparable probationers and parolees.
- DORA parolees returned to prison at a similar rate as the historical group, although there appears to be a slightly lower prison admission trend for DORA probationers.
- On the average, DORA probationers received shorter initial jail sentences than the historical control group (83 days for DORA vs. 112 for historical probationers).

### FY 2010 DORA Implementation

In response to the cuts in DORA funding, a new implementation protocol was created for FY 2010. A proposal developed collaboratively by

the Department of Human Services, Department of Corrections, and the Utah Association of Counties was formulated to implement DORA as widely as possible within the limited funding remaining.

On July 1, 2009, a modified version of DORA began with approximately \$3.1 million in one-time funding. The full DORA model (treatment and supervision) is currently being implemented in four Local Substance Abuse Authority areas of the state: Weber County, Davis County, Salt Lake County and Utah County. In addition, DORA treatment funding was appropriated to two additional Local Authority areas, Bear River (Cache County) and Southwest Utah (Iron and Washington Counties).

Source: Utah Commission on Criminal and Juvenile Justice 2009 DORA Annual Report to the Legislature. The full DORA Statewide Report may be found on the University of Utah Criminal Justice Center's website at: <http://www.law.utah.edu/studyfiles/109/109.pdf>

### Alcohol and Pregnancy Don't Mix

On November 5, 2009, the "Alcohol and Pregnancy Don't Mix" campaign was launched in state liquor stores throughout Utah. The campaign includes messages printed on bags (in both English and Spanish) and point-of-sale education cards outlining some of the dangers of using alcohol during pregnancy and resources available to help. The



campaign was created by the Utah Department of Health in collaboration with the USAAV Drug-Exposed Newborns Committee in response to H.B. 38 – *Education and Outreach Regarding Harmful Substances During Pregnancy*, by Representative Ronda Menlove (2008 Legislative General Session). H.B. 38 did not appropriate any funding, but several agencies have contributed to efforts to implement the bill. The liquor store bags were funded with a small grant from the Commission on Criminal and Juvenile Justice, and the education cards were funded by a Department of

Health grant. In addition to these materials, funding from the Division of Substance Abuse and Mental Health provided for the creation of a comprehensive brochure outlining the harmful effects of using alcohol, tobacco, and other drugs during pregnancy and an accompanying poster. The brochure and poster have been distributed to locations throughout the state that serve women who are or may become pregnant. The brochure emphasizes that "Mothers who stop using alcohol, tobacco and drugs of abuse during pregnancy increase the chance that their baby will be born healthy."

### Alcohol Funds Oversight

In compliance with the Utah Code (§32A-1-115), the USAAV Council 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. The FY 2009 appropriation of \$5,425,600 was utilized for the following purposes:

Use of Alcohol Funds FY 2009	
DUI Law Enforcement	53%
General Alcohol-Related Law Enforcement	54%
Prosecution/Court Costs for Alcohol-Related Cases	25%
Treatment of Alcohol Problems	4%
Alcohol-Related Education/Prevention	40%
Confinement or Alcohol Law Offenders	9%
<i>Note:</i> Local governments may use alcohol funds for more than one of the six categories outlined in the statute.	

## 2009 USAAV Governor's Awards

Each year, the Utah Substance Abuse and Anti-Violence Coordinating Council honors individuals, organizations and programs that have made outstanding contributions to Utah's efforts to reduce substance abuse and violence. The following were selected to receive 2009 USAAV Governor's Awards:

**Karen Buchi, M.D.**, Professor in the University of Utah Department of Pediatrics and co-chair of the USAAV Drug-Exposed Newborns Committee, was recognized for over two decades of exceptional leadership, research, education and collaborative efforts to

engage Utah professionals in preventing and providing services for drug-exposed newborns.

**Teri Pectol**, Alcohol Program Manager for the Utah Department of Public Safety's Highway Safety Office, was recognized for outstanding leadership, innovation, vision, and commitment in her efforts to ensure Utah's roadways are safe from the threat of harm caused by impaired drivers.

The **Utah Indian Health Advisory Board** was recognized for its tireless work and dedication to reducing substance abuse and improving overall health status in Utah's American Indian communities.

**ParentsEmpowered.org**, Utah's Underage Drinking Prevention Media and Education Campaign, was recognized for its proven ability to educate parents about the harms of youth alcohol use, provide them with the skills to prevent it, and engage them in a partnership to eliminate underage drinking in Utah.

The **Eliminating Alcohol Sales to Youth (E.A.S.Y.) Program** was recognized for its outstanding accomplishments toward preventing the sale of alcoholic beverages to underage youth through retail compliance checks and training of retail clerks.

### Utah Substance Abuse and Anti-Violence Coordinating Council

**Dr. Gary Jorgensen, CHAIR**  
*Citizen Representative*

**Harold Morrill, VICE CHAIR**  
*Expert in Treatment Issues*

**Gaby Anderson**  
*Utah Division of Juvenile Justice Services*

**Dan Becker**  
*Administrative Office of the Courts*

**Judy Kasten Bell**  
*Utah Domestic Violence Advisory Council*

**Heather Borski**  
*Utah Department of Health*

**Dr. Karen Buchi**  
*Co-Chair, Drug-Exposed Newborns Committee*

**Craig Burr**  
*Utah Department of Corrections*

**Senator Chris Buttars**  
*Utah State Senate*

**Louis Callister**  
*Governor's Designee*

**Colonel Merrill Carter**  
*Utah National Guard*

**Lisa-Michele Church**  
*Co-Chair, Drug-Exposed Newborns Committee*

**Santiago Cortez**  
*Co-Chair, Treatment Committee*

**Commissioner Bill Cox**  
*Utah Association of Counties*

**Forrest Cuch**  
*Utah Division of Indian Affairs*

**Commissioner Lance Davenport**  
*Utah Department of Public Safety*

**Ron Gordon**  
*Utah Commission on Criminal and Juvenile Justice*

**Fotu Katoa**  
*Office of Ethnic Affairs*

**Judge Michael Kwan**  
*Expert in Judicial Issues*

**Verne Larsen**  
*Utah State Office of Education*

**Mark Payne**  
*Utah Division of Substance Abuse and Mental Health*

**Craig PoVey**  
*Co-Chair, Prevention Committee*

**Scott Reed**  
*Co-Chair, Anti-Violence and Justice Committee*

**Terry Russo**  
*Citizen/Domestic Violence*

**Mayor JoAnn Seghini**  
*Utah League of Cities and Towns*

**Jeff Smart**  
*Expert in Prevention Issues*

**Chief Paul Tittensor**  
*Expert in Criminal Justice Issues*

**Kirk Torgensen**  
*Utah Attorney General's Office*

**Anna Kay Waddoups**  
*Citizen/Substance Abuse*

**Karen and Sherm Watkins**  
*Citizens/Gang Violence*

#### Council Staff

**Mary Lou Emerson**  
*USAAV Director*

**Monica Taylor**  
*USAAV Assistant*

#### 2009 USAAV Committees

**Anti-Violence and Justice** – Scott Reed and Sherm Watkins, Co-Chairs

**DORA Oversight** – Dr. Gary Jorgensen and Harold Morrill, Co-Chairs

**Drug-Exposed Newborns** – Lisa-Michele Church and Dr. Karen Buchi, Co-Chairs

**DUI** – Anna Kay Waddoups, Chair

**Prevention** – Verne Larsen and Craig PoVey, Co-Chairs

**Public Health** – Commissioner Bill Cox, Chair

**Treatment** – Harold Morrill and Santiago Cortez, Co-Chairs

Utah State Capitol Complex  
Senate Building, Suite 330  
(801) 538-1921  
[www.usaav.utah.gov](http://www.usaav.utah.gov)