



# Justice Reinvestment Initiative (JRI) Update Annual Report to the Legislature – November 2024 Utah Commission on Criminal & Juvenile Justice

**Note for 2024 Report:** The format of this report changed with last year’s report (see [2023](#) report) to more directly target updates on the five original goals of JRI (outlined in CCJJ’s [2014 Justice Reinvestment Report](#)), as required in the modifications of CCJJ’s statute in [63M-7-204\(1\)\(w\)](#). In addition to the required content, this report continues to provide updates on key prison measures and more general crime indicator trends that demonstrate more broad and indirect effects of reform efforts, but more extensive background on the reforms and additional measures can be found in past reports (see [2020](#), [2021](#), and [2022](#) annual reports).

As with previous reports, the reader can navigate within the report using internal links (**shaded in gray**), and there are external links provided to other reports, legislation, and other useful information ([blue underlined text](#)).

The content of the report is organized around the five original goals of JRI, and each section provides important updates and data trends relevant to that particular goal, along with linked visuals (i.e., figures) to illustrate the updates, found at the end of the report:

**Goal Update 1: Ensure Oversight and Accountability**

**Goal Update 2: Focus Prison Beds on Serious and Violent Offenders**

**Goal Update 3: Strengthen Probation and Parole Supervision**

**Goal Update 4: Improve and Expand Treatment and Reentry Services**

**Goal Update 5: Support Local Corrections Systems**

**Other Updates: General Crime Indicators and Broad Effects of Reform**

**Conclusions and Next Steps**

**Supporting Figures**

## ***Goal Update 1: Ensure Oversight and Accountability (Information Sharing, State-Local Coordination)***

- **An essential part of proper oversight and accountability, data and information sharing, is being advanced to new levels through a large-scale criminal justice database project, enabled by the passage of [H.B. 403](#) in 2022 and the funding it provided, with implementation through dedicated teams at CCJJ, Department of Technology Services (DTS), Department of Public Safety (DPS), and other partners.**
  - This long-term project and database will eventually incorporate data from multiple sources, including both state and local agencies.
  - The Public Safety Portal (PSP/H.B. 403 Project Website) is currently under development in a test environment. This will serve as a central data hub within CCJJ's website, offering interfaces for viewing statutory reports and other data (dashboards), and for submitting data. Some useful public facing data dashboards currently in varying stages of development include:
    - **County Jail Data Reporting:** This dashboard will have interactive displays showing trends in jail bookings, average daily population (ADP), and other important data reported to CCJJ by the county jails ([17-22-32](#)).
    - **Department of Corrections Data:** This dashboard will also have interactive displays showing trends in prison admissions and releases, prison ADP, and information on supervision (parole and probation) populations, and will incorporate many of the figures in this report associated with Goal 2 and Goal 3 below. In the meantime, other sources of regularly updated data on the prison and supervision populations can be found in the Department of Corrections' own recently developed [dashboard](#), as well as the new Board of Pardons and Parole [dashboard](#).
  - Some other highlights and accomplishments in FY2024 for this project:
    - After signing a contract with Motorola at the end of last year to purchase their Motorola Solutions FLEX replication tool, data connections have now been established with all county jails utilizing Motorola's Spillman records management systems (RMS) to enable automatic data transfer to the PSP. This automation saves time and resources, improves data quality, and enhances data security. One goal for the coming year will be to establish agreements and directly connect data from non-Spillman jails.
    - Collaboration has continued with Journal Technologies, Inc. (JTI), to develop a data interface that will enable automatic data reporting for all prosecutor agencies utilizing their eProsecutor records system. A contract supporting this effort is currently in the works, including additional licenses to incentivize other prosecutor agencies to adopt eProsecutor.
    - The project team implemented data reporting applications within the Utah Criminal Justice Information System (UCJIS), a secure web application used by law enforcement across the State, to fulfill statutory data reporting requirements, including:
      - Reverse-location warrants
      - Genetic genealogy database utilizations
      - Jail reimbursement
      - Deaths in custody
  - The Public Safety Data Management (PSDM) Task Force ([36-29-111](#)) meets monthly to discuss the status of the H.B. 403 project and general improvements in data collection and sharing across the criminal justice system. The task force is staffed by CCJJ.
- **Local criminal justice coordinating councils (CJCCs), currently up and running in counties and regions across the State as directed by 2022 [S.B. 179](#), will improve oversight and accountability by coordinating state and local implementation efforts and identifying and addressing key county- and region-specific issues in the system.**
  - There are currently **18** CJCCs that have been formed, covering all 29 counties in the State – every county has formed their own CJCC or partnered with another county, and all are now meeting regularly.

- Each CJCC has developed a strategic plan, and each year (by November 30) these groups are required to report back to CCJJ with the status of strategic plan implementation and any data on the impact of the council on the local/regional criminal justice system.
- These councils will be an invaluable resource for locally controlled implementation of reform efforts, and serve as points of contact for the distribution of state and federal grant funds to support these efforts.

## ***Goal Update 2: Focus Prison Beds on Serious and Violent Offenders (Decrease/Slow Growth)***

- **The prison population remains in line with initial projections made prior to the implementation of the reforms.**
  - Projections were made in 2014 as reforms were being discussed, and it was estimated that the average prison population (ADP) at the time (7,214) would grow 37% to 9,912 over the next 30 years; projections with reform called for a more muted growth of 5% to 7,558 in that same period, after an initial drop following implementation (see Figure 2-1). For the year to date (through July), the 2024 ADP of 6,432 is slightly above (2% higher) the projected ADP with reforms (6,315), and 26% below the projection without reforms (8,634).
  - Utah's prison population has grown slightly in recent years from a post-pandemic historic low of 5,632 in FY2021, up 13% to an ADP of 6,358 for FY2024. This is still at a level comparable back to FY2006 and similar to the post-reform decrease of FY2017 (see Figure 2-2). The prison population had peaked at an all-time high of 7,102 in FY2014, 12% higher than the current fiscal year.
  - On a monthly basis, the prison ADP of 6,355 in July 2024 was 16% higher than the post-pandemic low of 5,485 in December 2020, but this recent level is still 13% lower than the peak of 7,192 in September 2013, and 7% lower than the pre-pandemic peak of 6,821 in October 2019 (see Figure 2-3).
  - Despite the prison population remaining at manageable levels through FY2024, there was a steep increase in the population this past year, particularly from July 2023 to February 2024 before easing off in the last several months of the fiscal year. Some of this can be attributed to an influx of new sex offenders (see below) combined with a backlog for sex offender treatment, along with a natural continuation of post-pandemic growth. CCJJ and UDC have been working together to update long-term prison projections for planning.
- **Prison beds continue to focus more on serious and violent offenders nine years after reform than they were prior to reform.**
  - At the beginning of 2024, 30% of the prison population had a nonviolent primary offense, compared to 40% at the beginning of 2015 (see Figure 2-4). This includes all offenders in prison, not just those directly sentenced by the Courts (also parole and probation violators).
  - Direct prison sentences for nonviolent primary offenses have decreased from 734 in FY2011 to 219 in FY2024 (a drop of 70%), while violent primary offenses have remained mostly stable across the same period. FY2016 was the first year that direct prison commitments for nonviolent offenses were lower than those for violent offenses, and this has continued through FY2024 (see Figure 2-5).
  - Increases in direct sentenced violent offenders in FY2022-24 are explained by a 97% increase in new sex offenders (see Figure 2-6).
  - In FY2013, there were 119 offenders sentenced directly to prison by the Courts with a primary offense of drug possession only; this fell to 31 by FY2016, and by FY2024 it has fallen further to only 12 (a decline of 90%; see Figure 2-7).
- **The interplay of admissions and releases over time drives the prison population numbers.**
  - After a period of pandemic-driven release activity, particularly in FY2020, and two years of decreased admission numbers from FY2019-21, both admissions and releases have stabilized in the past few years. Releases slightly exceeded admissions in FY2022, while admissions exceeded releases in FY2023 and FY2024 (see Figure 2-8). Both admissions and releases declined in FY2024.

- **Figure 2-9** demonstrates how clearly the difference between prison admissions and releases affects ADP by year. The large decrease in ADP following the pandemic was driven by a large net difference favoring releases in FY2020 (-1,076), while the slight growth since has been driven by a smaller net difference favoring admissions in three out of the past four years (+145 in FY2021, +289 in FY2023, and +236 in FY2024). It is thus not surprising that the annual ADP increased somewhat more sharply in FY2024.
- **After years of being a main driver of prison admissions, revocations from parole were down sharply in FY2024.**
  - Prior to reform, prison admissions were fairly balanced from three sources – new Court admissions sentenced directly to prison (30% in FY2013), admissions from probation revoked by the Courts (33% in FY2013), and admissions from parole revoked (or awaiting revocation) by the Board of Pardons and Parole (BOPP; 37% in FY2013). The proportion of admissions from parole has grown to over 60% in recent years (including a high of 70% in FY2021 and 64% in FY2022) but was down to 57% in FY2024 (**see Figure 2-10**).
  - Prison admissions from parole grew 60% from 1,355 in FY2015 to 2,165 in FY2019, though that growth stabilized somewhat through FY2023. 1,901 parolees were admitted to prison in FY2024, down 14% from FY2023 and the lowest since FY2016 (**see Figure 2-11**).
  - It is important to point out that the reforms also placed caps on parole revocation prison stays, and AP&P agents, supervisors, and the BOPP have increasingly used these shorter prison stays for accountability, particularly for high-intensive risk offenders.

### ***Goal Update 3: Strengthen Probation and Parole Supervision***

- **More supervised offenders continue to be on high and intensive supervision, which puts increased strain on Adult Probation and Parole (AP&P) caseloads and can contribute to supervision failures affecting the prison and jails.**
  - The proportion of high-intensive offenders on parole has increased from 44% in FY2015 to 59% in FY2024, while for probation this proportion has grown from 44% in FY2015 to 65% in FY2024, down slightly from 67% in FY2023 (**see Figure 3-1**).
  - It is important to understand that offenders assessed as high or intensive risk by validated risk assessment instruments have a much higher risk to reoffend/recidivate than low or moderate risk offenders do. Even with the increased resources necessary for such offenders, they are likely to have a higher number and rate of supervision failures on the way to success.
- **After over a decade of increases, the parole population has now decreased for three consecutive years.**
  - From FY2011 to FY2021, the average daily population (ADP) on parole increased 49% from 3,069 to 4,579 (**see Figure 3-2**).
  - Since the high in FY2021, the parole population has decreased 16% to 3,862 in FY2024.
  - On a monthly basis, the ADP for parole had peaked at 4,786 in July 2020 and is down to 4,025 as of July 2024 (-16%; **see Figure 3-3**).
  - Parole ADP in FY2023 is now only 9% higher than it was in FY2015, though the risk-adjusted parole ADP (weighted to account for the increase in high-intensive risk offenders) is 56% higher than FY2015 (**see Figure 3-4**).
- **After several years of decline, the probation population increased for a second consecutive year to pre-reform levels.**
  - From FY2014 to FY2019, the average daily population (ADP) on probation increased 12% from 11,770 to 13,192 (**see Figure 3-5**).
  - The probation ADP in FY2024 was 11,855, down 10% since FY2019 and similar to FY2014 levels, though up 10% from a FY2022 low of 10,796 (which was the lowest level since FY2006).

- On a monthly basis, the probation ADP of 12,236 in July 2024 is up 15% from a low of 10,643 in September 2021, but still 8% lower than the peak of 13,298 in January 2019 (see Figure 3-6).
- Probation ADP is now 4% lower than it was in FY2015, though the risk-adjusted probation ADP (weighted to account for the increase in high-intensive risk offenders) is 44% higher than FY2015 (see Figure 3-7).
- **Prison admission rates from supervision have generally been increasing over the years (particularly from parole, until the recent decrease seen in FY2024), though accounting for the shifting risk profile of both parole and probation populations helps explain much of these increases.**
  - General prison admission rates from parole (rate per 1,000 parolees) increased 44% from FY2015 to FY2023 before dropping 11% in FY2024, though adjusted admission rates (population weighted to account for risk) show much more stability over time (see Figure 3-8).
  - The same is true when looking at probation-specific outcomes like orders to show cause (OSC) hearings for probation violations that result in jail sentences (see Figure 3-9; this is also discussed more in Goal Update 5 below in the context of how probation violations affect local corrections systems).
  - General prison admission rates from probation have decreased slightly since FY2011, though adjusted admission rates show an even sharper decrease (see Figure 3-10).
- **Despite the increased risk profile and elevated prison admissions from supervision, other important outcomes have shown improvement.**
  - The rate of successful discharge has improved since reform for both probation (see Figure 3-11) and parole (see Figure 3-12).
  - Time spent on supervision before successful discharge has decreased for both probation (see Figure 3-13) and parole (see Figure 3-14).
  - A higher rate of offenders starting probation (see Figure 3-15) and parole (see Figure 3-16) in the post-reform period have achieved successful early termination (within 2 years).
  - Looking at the “recidivism standard metric” (per 2023 [H.B. 352](#) and [63M-7-102](#)), the rate of parolees returning to prison on a new conviction has decreased for four consecutive release cohorts (from 27% for those released in 2016 to 20% in 2021; see Figure 3-17).
  - Using a similar metric for probation (a probation term ending in a prison commitment within three years), after several years of increase leading into reform, the rate of prison recidivism for offenders starting probation in FY2021 was just over 10%, down from 14% for the FY2016 cohort but up slightly from 9% for the FY2019 cohort (see Figure 3-18).
- **Continuing to adapt and implement evidence-based supervision practices is important in keeping all correctional populations (prison, parole, probation, and jail) at stable, lower levels.**
  - This involves not only decreasing prison and jail admissions from supervision, but also assisting those on supervision to succeed through achieving such incentives as early termination (even if it takes one or more short stays in prison or jail along the way).

## ***Goal Update 4: Improve and Expand Treatment and Reentry Services***

- **After reaching highs in FY2019, the number of justice involved clients served for both substance use disorder (SUD) and mental health (MH) treatment through state-exclusive funding sources remained at lower levels in FY2024, despite recent increases in SUD numbers.**
  - The pandemic had a significant impact on treatment numbers, though a substantial decline in drug offenders (see below) and new federal funding sources have likely had as much or greater of an impact.
  - The number of justice involved SUD clients served has decreased 19% from the peak in FY2019 to FY2024 despite steady increases the past three fiscal years (see Figure 4-1). There is, however, some evidence of a ceiling effect in the state-funded SUD capacity, and that the justice system used a higher percentage of this capacity during a time of need (80% in FY2017-20 vs. 70% pre-reform and recent years).
  - The number of justice involved MH clients has decreased 31% from the peak in FY2019 to FY2024 (see Figure 4-2), even while the total statewide MH treatment client base has increased 35% since FY2013.
  - More justice involved clients have been served in residential and detox beds in recent years (see Figure 4-3), though this increase appears to be limited to the Wasatch Front counties (with the exception of Weber, which has no dedicated detox beds; see Goal Update 5 below for more on these discrepancies in levels of treatment).
  - The Targeted Adult Medicaid (TAM) program has enrolled a significant number of justice involved individuals in the past several years, and the numbers served in SUD and MH treatment help to account for some of the declining numbers seen above (see Figure 4-4(a-b)).
  - This, along with Medicaid expansion, provides another major funding source beyond state-exclusive funds for treatment of justice involved individuals with SUD and/or mental health issues. This is now bridging a gap that was intended when reforms were passed.
- **The number of drug offenders in Utah has significantly decreased over the past six years.**
  - Drug arrest/citation numbers rose for more than 8 years and peaked in FY2018, but both have fallen sharply since (see Figure 4-5).
  - Court case filings with drug possession only charges have declined 27% from FY2018 to FY2024 (see Figure 4-6).
  - Most drug possession cases are at the Class A misdemeanor or Class B misdemeanor level, with significantly fewer felonies since the reforms were implemented and no evidence of any increase in the years since the initial decline (see Figure 4-7).
  - Drug possession with intent and drug distribution/manufacturing charges both remain at their lowest levels in years (see Figure 4-8).
  - Fewer drug offenders likely translates to fewer offenders being compelled to seek treatment by the justice system, unless other related offenses (i.e., property crimes) driven by SUD needs are compelled to treatment as well.
  - Further investigation is needed to assess whether this significant decrease in drug offenses since FY2018 has been driven by the successful increase in treatment funding and capacity (up to FY2019), or whether there has been a fundamental change in law enforcement practices related to drug offenses (or some combination of these and other factors).
  - There is also some variation in these drug offense trends outside the Wasatch Front counties (see Goal Update 5 below).
- **Drug Court participation rebounded in FY2023 and FY2024, though pandemic effects have persisted.**
  - While the number of state-funded clients served in Utah's Drug Courts have been down in recent years, there is no evidence that the reforms had a negative effect on Drug Courts. The 1,439 state-funded clients served in FY2024 is 35% lower than the 2,220 served in FY2019, though this FY2019 number (along with 2,246 in FY2018) still exceed the 2,146 served in FY2015 (see Figure 4-9). Additionally, more complete participant numbers for recent years (FY2020-24) from the Administrative Office of the Courts (AOC) show that these

state-funded numbers have been augmented by funding from additional sources (i.e., TAM and county-based funding for the opening of new drug courts).

- While the persistence of pandemic effects (and possibly the massive decline in drug offenses described above) likely explains the bulk of recent decreases post-FY2020, Drug Courts should continue to look to higher-level property offenders and those with other offenses associated with drug use who may benefit from this program. Federal and county-based funding sources will also continue to expand opportunities for participation.
- **Other next steps include examining criminal justice outcomes for offenders at various treatment levels, working to connect Courts and treatment data, and working with the Department of Health & Human Services (DHHS) to match criminal justice data to billing for Medicaid and TAM.**

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### *Goal Update 5: Support Local Corrections Systems*

- **The original intent of criminal justice reform was to support local corrections systems, through law changes and increased funding and services, to prevent or relieve any undue burden on the local system of jails and other services.**
- **Using a combination of data sources, the reforms do not appear to have increased the number of offenders in county jails across the state, compared to pre-reform levels.**
  - CCJJ now has five full years of jail population data from annual data collection that started with 2020 [S.B. 193](#) (now [17-22-32](#)). Combining this with estimates of previous years based on data collected from the jails through the [2020 JRI audit](#), this report can include statewide monthly (2019-2023) and quarterly (pre-2019) jail data trends from the middle of 2013 through 2023 (**see Figure 5-1**).
  - From the middle of 2013 to the start of the reforms in October 2015, the statewide jail ADP was fairly stable, with a mean of 7,698 and a low of 7,334 in October 2013 and a high of 8,069 in February 2014.
  - Despite an initial drop right after implementation, the jail population remained stable at a slightly lower level between implementation and the start of the pandemic in March 2020. The mean jail ADP during this post-reform period was 7,419 (**4% lower** than the pre-reform period), with a low of 6,831 in December 2015 and a high of 7,819 in July 2017.
  - After the pandemic, the jail population reached a low of 5,201 in May 2020 (a **28% drop** from February 2020) and, like the prison population, has slowly grown since then, though still below pre-pandemic levels.
  - The overall jail ADP numbers include jail contracting inmates from the state, but this population has been very stable over the entire period of analysis (including through the pandemic), so any variation described is almost entirely from changes in the local jail population.
- **Several law changes included in the reform package have helped reduce the flow of lower-level offenders into jails, allowing them to focus jail resources on higher-level offenders.**
  - Traffic case filings at the Class B and Class C misdemeanor levels continue to be significantly lower than pre-reform levels, with many of these offenses that once carried the potential of jail time moving to infraction filings in the post-reform years (**see Figure 5-2**).
  - The reforms also included important changes to restrict drug-free zone enhancements by time and location. This has resulted in significantly fewer cases (**less than 1% vs. 13% pre-reform**) where low-level drug possession and drug paraphernalia cases were

charged at a higher level, leading to many low-level offenders spending time in jail or prison due to overzealous enhancement (see [this graphic](#) showing changes from 2014-19 by county – these rates have stayed low in the subsequent four years since FY2019).

- **Changes to supervision practices at the state level, and an increase in the percentage of high and intensive risk probationers, has resulted in a greater number of probation-related jail sentences (similar to parole return to prison increases – see Goal Updates 2 & 3 above), though there are important differences across regions of the state.**
  - Offenders who are on probation, including those on felony and Class A probation through Adult Probation and Parole (AP&P) at the Department of Corrections, can be brought back to Court for an order to show cause (OSC) hearing when they violate the terms of their probation. At these hearings, the judge may decide to revoke the offender to prison (felony probationers – see **Goal Update 3** above), or they may sentence them to a stay in jail. The District Courts handle all cases related to AP&P probationers.
  - Since the reforms, these OSC hearings for probationers supervised by AP&P have increased in number, as well as jail sentences imposed by judges at these hearings, though these numbers have leveled out over the past five years after the initial increase (see **Figure 5-3**).
  - Prior to reforms, around 7% of OSC hearings resulted in a jail sentences; this has jumped to over 14% between FY2017-24.
  - There are important variations across the state in the number of OSC hearings for AP&P probationers and in the number of jail sentences imposed. Salt Lake City District Court accounts for a third of all OSC hearings across the period (over 40% in FY2022-23) and a third of all jail sentences imposed (28% in FY2024). Including the four largest District Courts (Salt Lake City, Ogden, Provo, and West Jordan) accounts for over 60% of OSC hearings and over 70% of OSC jail sentences. Focusing more on the jail sentences, there are variations in the trends over time (see **Figure 5-4(a-e)**) – while most locations had increases at the start of the reforms and began declining a few years in, some sustained that decline (i.e., Provo, West Jordan, Price, Cedar City, Vernal) while others have seen numbers increase again in recent years (particularly Ogden, Farmington, St. George, Duchesne, American Fork, and other smaller courts combined).
  - It is important to point out that the reforms also placed caps on probation revocation jail and prison stays, and AP&P agents, supervisors, and judges have increasingly used these shorter jail stays (and, in some cases for felony probationers, prison stays) for accountability, particularly for high and intensive risk offenders.
- **State support for the counties has continued through jail contracting and jail reimbursement programs.**
  - Jail contracting, where the Department of Corrections uses beds in the county jails to house state prison inmates has remained mostly stable from FY2012-24, with minimal pandemic effects compared to the overall prison population (see **Figure 5-5**).
  - The total number of jail as a condition of felony probation (COP) inmate days has decreased significantly since FY2015, down over half through FY2024. Even with this decrease in COP inmate days, however, state support to the counties through jail reimbursement has continued at or above levels that existed prior to reform (see **Figure 5-6(a-b)**).
- **Declining drug offense trends described above (in **Goal Update 4**) are more muted outside of the Wasatch Front, highlighting needs for more treatment resources in these areas – particularly detox and residential SUD treatment beds.**
  - The overall decline in drug offenses in the statewide data since FY2018 is driven by Salt Lake County (drug possession case filings down 40% through FY2024) and elsewhere across the Wasatch Front (down 26% in Utah, Davis, and Weber counties). However, the pattern is different outside the Wasatch Front, where there was a second peak of cases in FY2021 and an overall decline of only 12% between FY2018 and FY2023 (see **Figure 5-7**). One example is in District 7 (Carbon, Emery, Grand, and San Juan counties), where the number of drug possession cases peaked in FY2021-22 at a level more than double the pre-reform years (see **Figure 5-8**).



- This highlights the need for more SUD treatment resources outside the Wasatch Front. For example, detox facilities outside of Salt Lake, Utah, and Davis counties are almost nonexistent, and the county jails too often need to take on the burden of assisting with the detox process. There is also a lack of residential SUD treatment beds in more rural areas, relative to the population (see Figure 5-9).
- Another important resource, [receiving centers](#), have started opening in [Salt Lake](#), [Davis](#), [Utah-Wasatch](#), [Washington/Southwest](#), [Carbon/Four Corners](#), and [other counties](#), and are needed all across the state to help prevent individuals in mental health or substance use crisis from moving unnecessarily into the criminal justice system.
- **Better state-local coordination through the criminal justice coordinating councils (CJCCs) will increase support for local corrections systems by coordinating resources tailored to local needs.**
  - The 18 CJCCs that have been formed will submit strategic plans to CCJJ, coordinate with CCJJ on grant funding for local needs, and submit data to CCJJ supporting those needs.
- **The H.B. 403 database project described above (in Goal Update 1) will assist local agencies (and CJCCs) to more efficiently share necessary data and improve the flow of information to ensure ongoing successful implementation of the reforms.**
  - Some county jail and local law enforcement data is already flowing into the database (CCJJ's Google Cloud Platform (GCP)), and in the next year most jails should be online and allow full reporting for the county jail reporting requirements ([17-22-32](#)).
  - In addition to jail data, work is also underway to bring prosecutor data ([63M-7-213](#)) into the database within the next year.
  - In the future, local agencies and CJCCs should be able to look at their own data in dashboards through CCJJ's Public Safety Portal.

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### *Other Updates: General Crime Indicator Trends and Broad Effects of Reforms*

- **Rates of reported crime in Utah, including both property and violent crimes, declined in 2023 (calendar year) for the third straight year after a spike in 2020 associated with the pandemic and social unrest, and are now below pre-pandemic levels.**
  - According to FBI estimates of crimes reported to law enforcement, Utah's property crime rate in 2023 was 1,631 per 100,000 residents – this is a 14% decrease from the 2022 rate of 1,904, and is 34% lower than the 2020 property crime spike (2,464) that occurred amidst the pandemic and social unrest of that year (see Figure O-1).
  - This 2023 property crime rate is once again a historic low, and the second straight year Utah's property crime rate has been below 2,000 per 100,000 population and below the national rate for property crime (2022 was the first year for either of these in recent history).
  - Property crime is down across all categories: arson, burglary, larceny-theft, and motor vehicle theft (53% drop since 2020).
  - Utah's violent crime rate in 2023 was 232 per 100,000 residents, which is now lower than the pre-pandemic rate of 237 in 2019. Violent crime was down 5% from the 2022 rate of 244, and down 11% from the recent high seen during the 2020 spike (see Figure O-2).
  - Apart from 2020 and 2021 (also elevated at 259 per 100,000 population), Utah's violent crime rate had been very close to an average of 240 since 2015 before the drop to 232 in 2023. Utah's rate for violent crime is **generally a third lower than the national rate**.
  - Violent crime is down across all categories: homicide, aggravated assault, rape, and robbery (38% drop since 2020).
  - Within the category of violent crime, the increase in the homicide rate in Utah and across the country from 2019 to 2020 received the most attention. In Utah, the homicide rate in 2020 was 3.1 per 100,000 residents, up from 2.4 in 2019 (and a 10-year high). Since then,

Utah's homicide rate dropped slightly to 2.8 in 2021 and then more significantly in 2022 and 2023, down to 2.0 (a 35% drop from the 2020 rate). That matches 2018 as the lowest since 2015, and places Utah well below other surrounding states (See Figure O-3(a-b)).

- While any increase (or decrease) in crime leads people to look for easy explanations, it is important to examine any changes in the crime rate in context, including looking at national and regional changes, historical trends, and other social phenomena that might provide some additional perspective (see CCJJ's recent [issue brief](#) on crime rates for more information).
  - **Other general crime indicators, including arrest and Court case filing rates, remain at or below pre-reform levels despite some slight increases in FY2023 and FY2024 from pandemic-level lows.**
    - Arrests rates for violent and drug offenses were up slightly in FY2024 after historic lows during the pandemic in FY2021, but all (including property arrests, which were down in FY2024 after increasing slightly in FY2023) are at or below pre-reform levels (see Figure O-4). The property crime arrest rate of 580 per 100,000 population in FY2024 was 43% lower than the rate of 1,026 in FY2015, while the violent crime arrest rate of 588 in FY2024 was similar to rates prior to FY2015, and the drug crime arrest rate of 817 was 14% lower than the rate of 946 in FY2015. As outlined above in Goal Update 4, drug arrests are significantly down from their peak in FY2018 (1,348 per 100,000 population), a decrease of 39% through FY2024.
    - Court case filing rate trends have been similar to arrest rate trends, though the post-pandemic increase has been smaller (see Figure O-5). Property crime case filing rates are down 28% from 914 per 100,000 population in FY2015 to 655 in FY2024, violent crime case filing rates have been stable in the low to mid-600s (630 in FY2024) since FY2012, and the drug offense filing rate of 808 in FY2024 was 14% lower than the rate of 938 in FY2015 and 36% below the peak rate of 1,258 in FY2018.
  - **It is important to consider that statewide trends may not be reflected in all localities, and other factors both broad and local can affect crime. Additionally, crime rates are restricted to the number of crimes reported by the public to law enforcement, and arrest and case filing rates can be influenced by changing law enforcement and prosecutorial practices.**
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## *Conclusions and Next Steps*

As Utah completes its **ninth** year post-reform, it is important to reflect back on the path that has been taken, the challenges that have been encountered (some overcome, others that persist), and the successes that have been achieved in the ultimate goal to improve public safety in the state. No reform effort is perfect, and with an undertaking as complex, multifaceted, and ambitious as Utah's criminal justice reform plan was, there were (and still are) bound to be some missteps and wrong turns along the way. As we move forward into the tenth year, we should acknowledge the many successes while also confronting the challenges that still exist.

With this in mind, here is a brief review of some of the successes and challenges outlined in this report, as well as what comes next:

### **Successes:**

- Big improvements in oversight and accountability in the past two years, including the creation of a better information sharing environment for the criminal justice system in Utah (H.B. 403 database project/Public Safety Data Portal) and the initial steps to a better partnership and coordination between state and local agencies (the CJCCs);
- As the new Utah State Correctional Facility opened in 2022 along with the Central Utah Correctional Facility and the jail contracting program, a prison population that is at sustainable levels and within initial projections for the reforms, while also focusing its limited resources on more serious and violent offenders;
- A supervision population that, while more challenging on average than it used to be, also shows more indicators of success in recent years. Along with this, a supervision system for probation and parole that is more standardized across the state so that responses are more uniform in different regions than they were prior to reform (even if that sometimes means more hearings and returns to prison or jails);
- A treatment system that has shown the flexibility to expand and accommodate more offenders in times of need (i.e., the opioid epidemic and rising numbers of drug offenses through FY2018), and that has incorporated more federal resources (TAM, Medicaid expansion) that were intended to be present from the start of the reforms;
- Local corrections systems that have been resilient and adapted to changing conditions, despite limited (or delayed) resources and inconsistent coordination with the state;
- Levels of crime that are at or below pre-reform levels even with lower incarceration rates, and despite weathering numerous challenges, including an opioid epidemic, a pandemic, and a period of unprecedented social unrest.

### **Challenges:**

- Addressing an increasing number of sex offender admissions to prison in recent years (along with a corresponding decrease in sex offender treatment completions and releases), which have contributed to a steeper increase in the prison population through the beginning of 2024;
- Supervision practices for an increasingly high/intensive risk probation and parole population that promote accountability and success while also limiting admission and readmission to prison and jails;
- Oversight of treatment practices and outcomes, and coordination between the treatment system and the correctional, supervision, and Court systems;
- Some parts of the state not having the same level of resources to reduce crime and recidivism as other parts of the state, and some successful effects of the reforms not reaching all parts of the state;
- Addressing a small number of "high-frequency" felony offenders who are responsible for an outsized amount of crime in our communities;

- Access to mental health treatment for adults and youth;
- Balancing support for both offenders (i.e., to decrease reoffending and encourage success) and victims of crime.

**Next Steps:**

- Work to help provide more resources to counties and localities in the state to address local issues in the criminal justice system, including treatment and supervision programs to keep offenders out of prison and jails;
- Continue to improve the flow of information across the criminal justice system and improve coordination between the state and local partners;
- Continue to support victims of crime through the Victims Services Commission, the Office of Victims of Crime, and other groups;
- Promote innovative practices in the criminal justice system, as well as the use of data and research to improve outcomes;
- Work with the Governor and Legislature to confront further issues that arise and move the criminal justice system forward.

## Acknowledgments

CCJJ would like to thank the following partners for their contributions to this annual update through providing data and input: Utah Department of Corrections (UDC); Utah Administrative Office of the Courts (AOC); Utah Department of Public Safety, Bureau of Criminal Identification (BCI); the Utah Board of Pardons and Parole (BOPP); Utah Department of Health & Human Services, Office of Substance Use and Mental Health (OSUMH) and Division of Medicaid and Health Financing (DMHF); and the county jails. This includes, but is not limited to, Benjamin Watkin and Jake Jensen at UDC, Jeff Hastings and Heather Marshall at AOC, Chelsey Burns at BCI, Raechel Lizon at BOPP, Justin Hyatt at OSUMH, and Brian Roach at DMHF.



*Prepared by:*

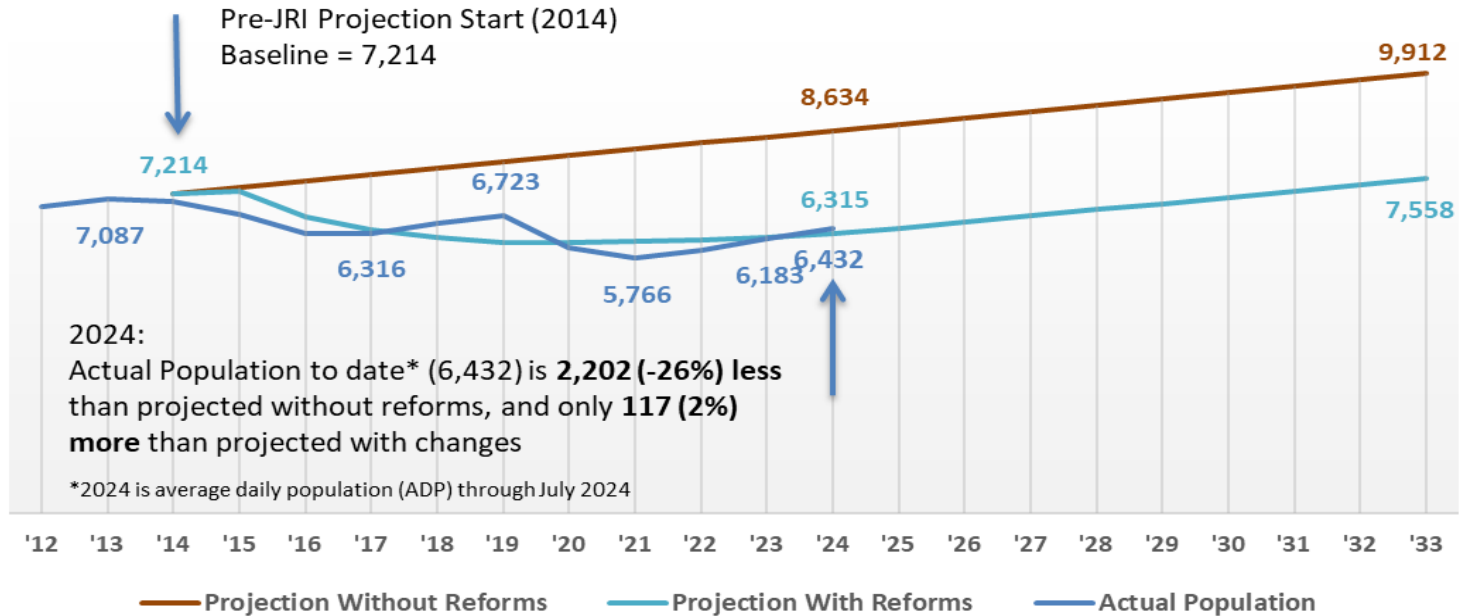
Ben Peterson, Ph.D.  
Director of Research & Data

Utah Commission on Criminal & Juvenile Justice  
State Capitol Complex  
Senate Office Building, Suite 330  
P.O. Box 142330  
Salt Lake City, UT 84114-2330  
Phone: 801.538.1031 ■ Fax: 801.538.1024  
<https://justice.utah.gov>

## Supporting Figures

### Goal Update 2

**Figure 2-1.** The actual prison population compared to projections with and without reforms prior to implementation ([return to p.3](#)).

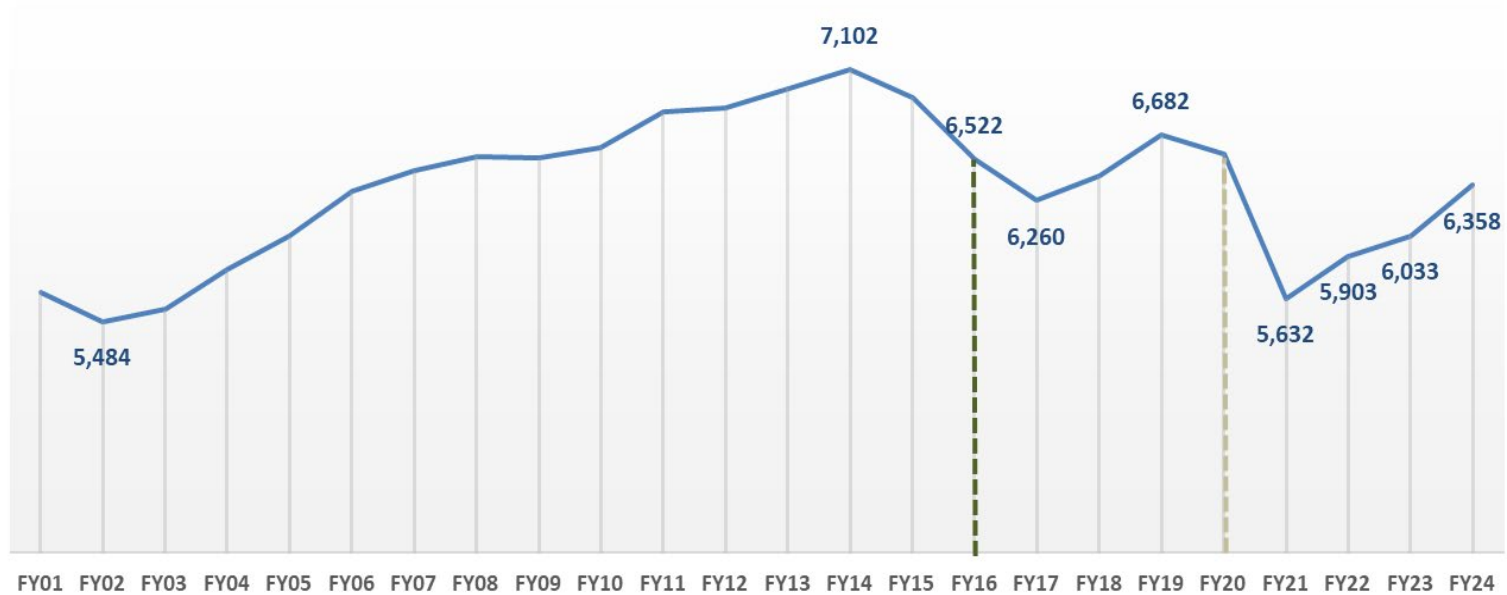


**Some additional information:**

- Despite a slight bump in 2019, Utah’s prison population continues to be at or below projections for the reforms before implementation (just 117 above projections in the first part of 2024), and well below projections if no reforms had been enacted.
- Initial projections forecasted a decrease in the population in the initial years after implementation of the reforms, and then slower growth over the second half of the projection period.
- Without reforms, it was projected that the Utah prison population would be around 8,634 offenders in 2024, while the actual prison population through July 2024 (6,432) is 26% less than this projection if nothing was done, representing a vast amount of savings to the state.

[\(return to p.3\)](#)

Figure 2-2. Prison average daily population (ADP) by fiscal year, FY2001-24) (return to p.3).



Source: Utah Department of Corrections, O-Track database; data pulled August 2024

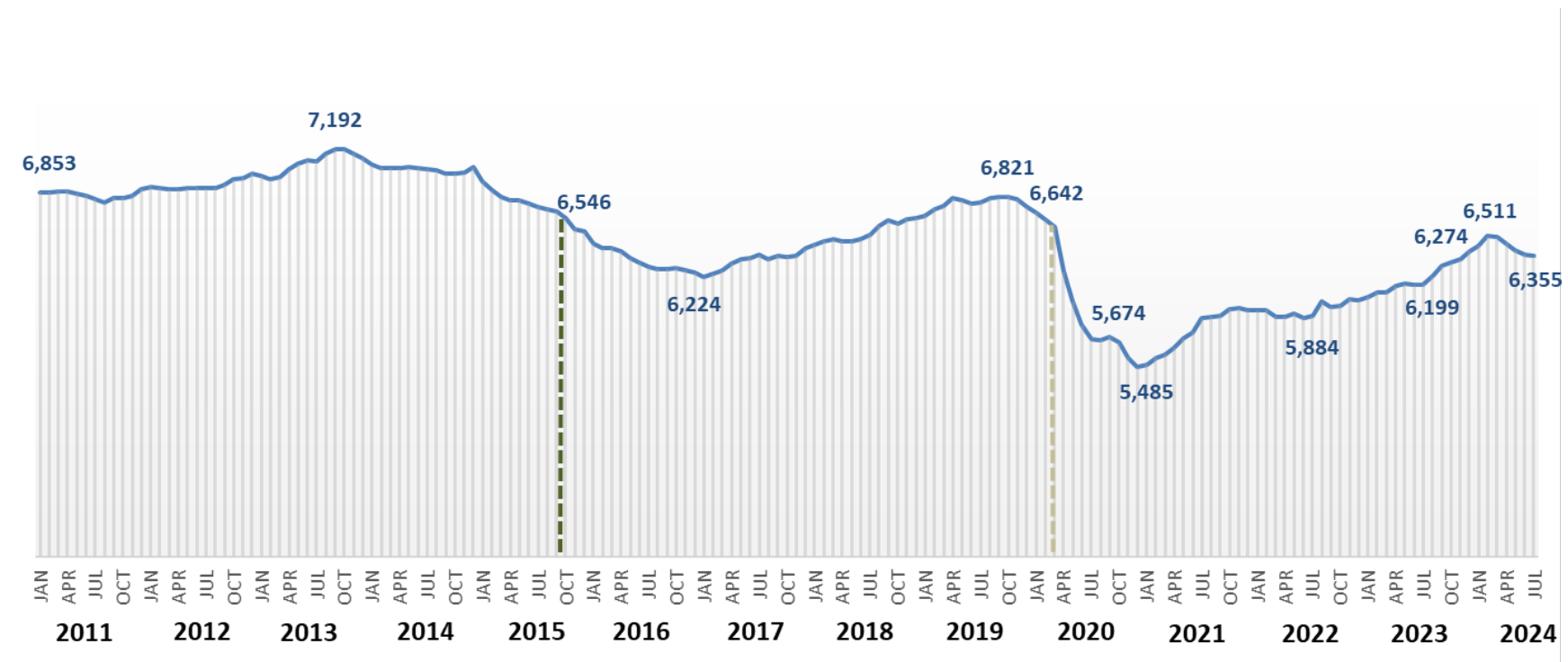
**Some additional information:**

- This figure shows longer term trends in the prison population by fiscal year back to FY2001.
- The growth through FY2014 that spurred the planning for criminal justice reform can be seen above, as well as the steep decline that began just before official reform implementation in FY2016 (green dotted line; the Department of Corrections started initiating some of the recommendations earlier in 2015, at the end of FY2015).
- The prison population had started to increase once again prior to the onset of the pandemic in March 2020 (gold dotted line), which led to a greater than normal number of releases (as well as fewer admissions) and another steep decline in the prison population. The population has gradually grown the past three fiscal years, with a somewhat steeper increase in FY2024, but remains below pre-pandemic levels.

(return to p.3)



**Figure 2-3.** Prison average daily population (ADP) by month, January 2011 – July 2024 (return to p.3).



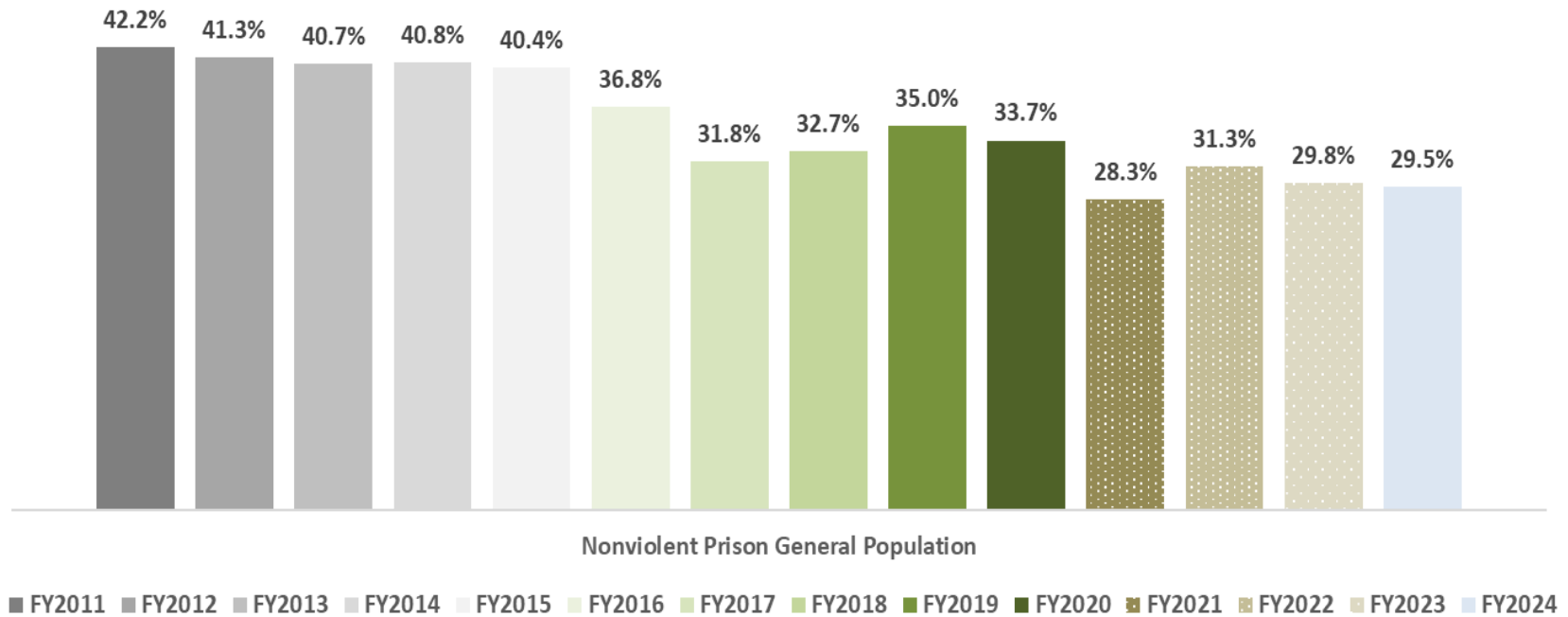
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows more fine-grained monthly trends in the prison population back to January 2011.
- This zooms further in on the decline just before and after reform implementation (green dotted line), as well as the precipitous decline that occurred immediately following the onset of the pandemic (gold dotted line).
- The prison population increased 5% from 6,199 in August 2023 to 6,511 in February 2024, a post-pandemic high. This was still below the pre-pandemic level of 6,642 in February 2020, and the population subsequently declined for five consecutive months to 6,355 (-2%) in July 2024.
- Despite the recent increase, the prison population at the end of FY2024 is close to the post-reform low of 6,224 in January 2017.

(return to p.3)

**Figure 2-4.** Snapshot (on January 1) of offenders with a nonviolent primary offense in the prison population, FY2011-24 [\(return to p.3\)](#).



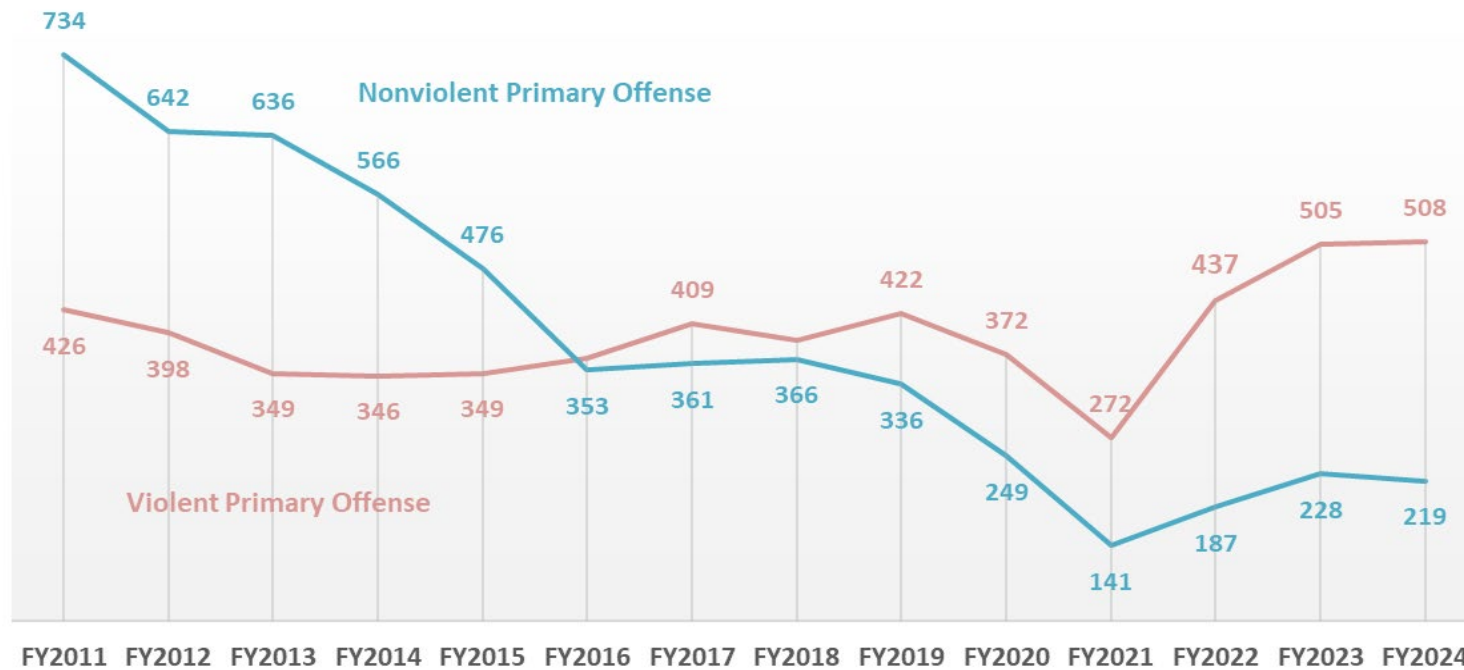
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- Prior to reform, over 40% of the prison population had committed a nonviolent primary offense.
- A major focus of the reform effort was to ensure that expensive prison resources were focused more on offenders with serious and violent offenses, and one indicator of this is the decreasing proportion of offenders with nonviolent offenses, now at or below 30% in recent years.
- It should be noted that this figure includes the entire prison population, including offenders who ended up in prison through parole and probation violations. The next figures focus more on direct prison sentences from the Courts for nonviolent vs. violent offenses.

[\(return to p.3\)](#)

**Figure 2-5.** Direct prison sentence admissions from the Courts for nonviolent vs. violent primary offenses, FY2011-24 (return to p.3).



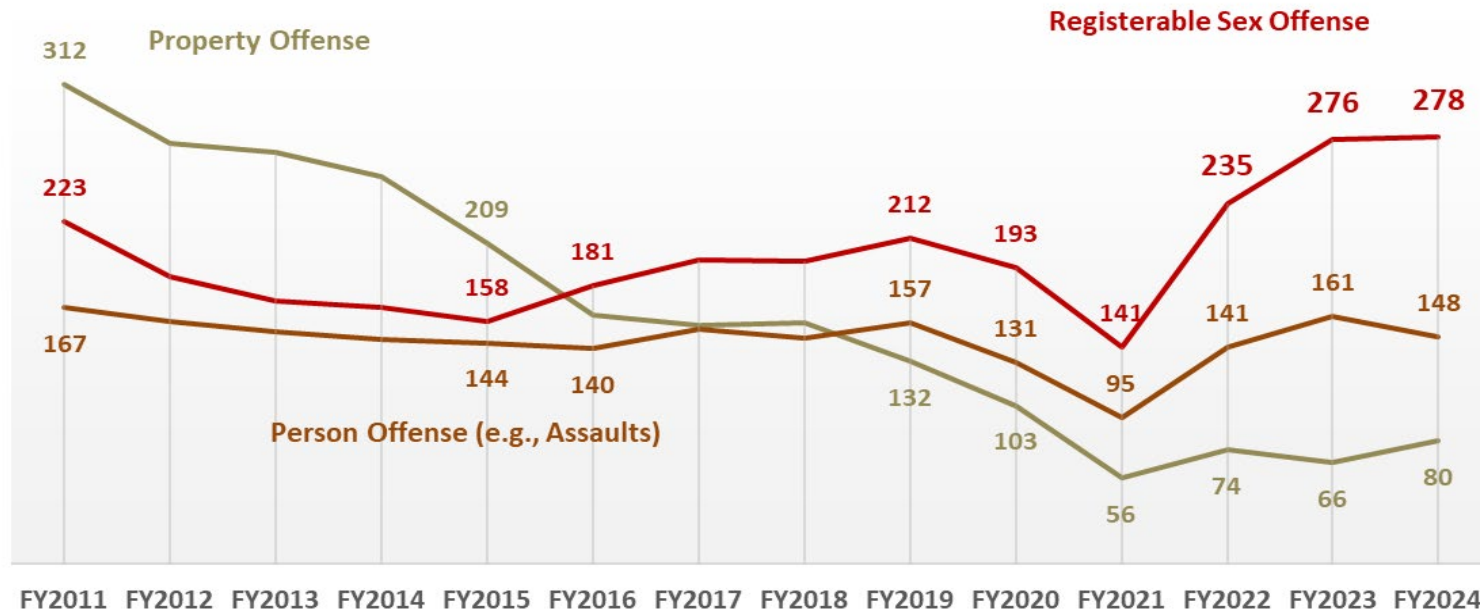
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows more directly the trends in nonviolent vs. violent offenders who have been sentenced directly to prison by the Courts, excluding any admissions where the offender was previously out on parole or had been initially sentenced to felony probation rather than prison.
- The overwhelming majority of direct-sentenced prison admissions from FY2011-15 were for nonviolent offenders.
- As can be seen, FY2016 (the initial year of reform implementation) was the first year that violent offenders (slightly) exceeded nonviolent offenders in direct-sentence prison admissions, and this gap has grown in the years since.
- In FY2011, nonviolent offender admissions exceeded violent offender admissions by a ratio of 1.7:1; by FY2024, violent offender admissions exceed nonviolent offender admissions by a ratio of 2.3:1.
- It should also be noted that this flip has occurred without a significant increase in violent offender admissions, until the past three years (explained further in the next figure).

(return to p.3)

**Figure 2-6.** Direct prison sentence admissions from the Courts for property, person, and registerable sex offenses, FY2011-24 (return to p.3).



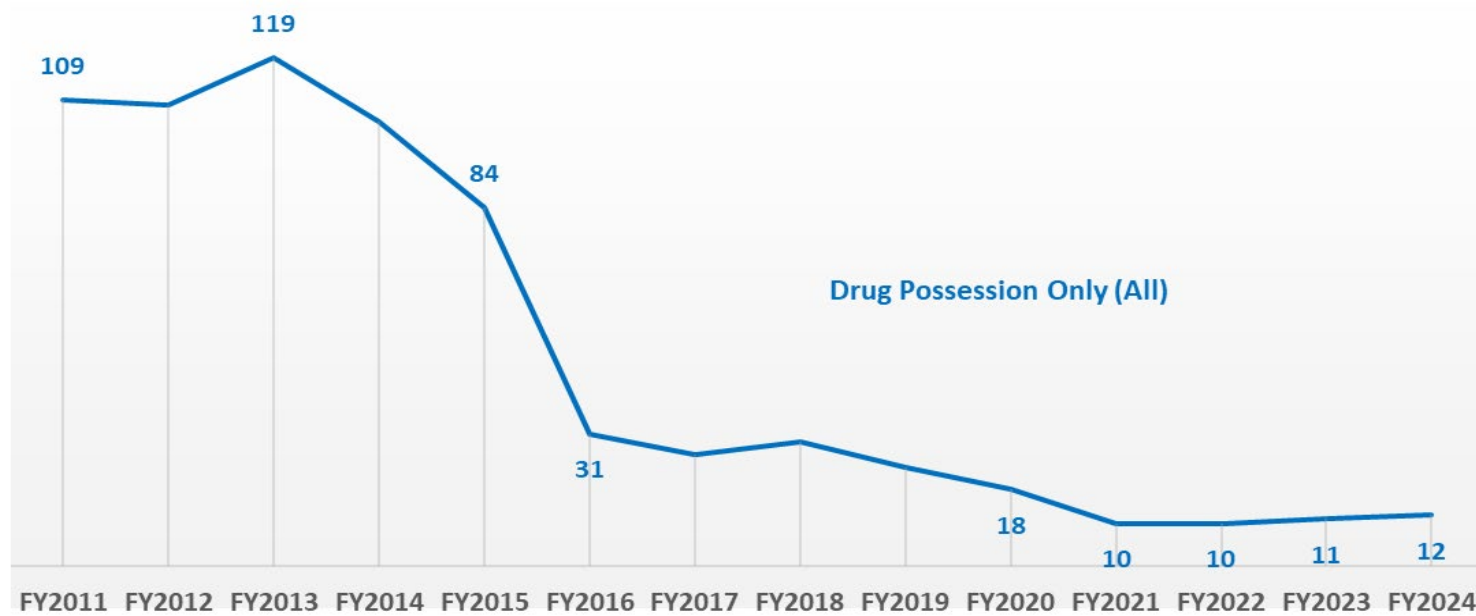
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure builds on the previous figure (Figure 2-5) to distinguish between person offenses (e.g., assaults) and registerable sex offenses in the violent offender direct prison sentences, while also showing property offenders, the largest category of nonviolent offenses sentenced to prison.
- This shows that there was an increase in person offenses in FY2022-24 after a pandemic-related low in FY2021, but this rebounded to a similar level seen in FY2019.
- On the other hand, the increase in offenders with sex offenses sentenced directly to prison in FY2022-24 far exceeded the levels seen prior to the pandemic.
- As with nonviolent offenses in general, direct-sentenced property offender admissions have remained at historic lows from FY2021-24.

(return to p.3)

**Figure 2-7.** Direct prison sentence admissions from the Courts for drug possession only offenses, FY2011-24 (return to p.3).



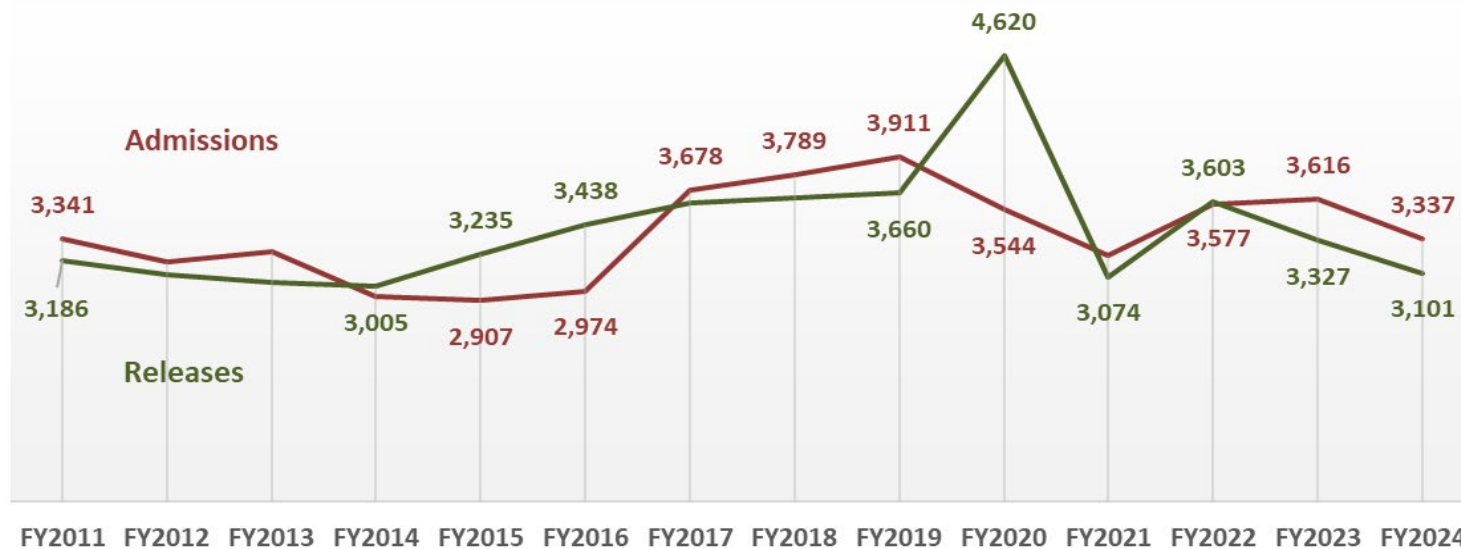
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure focuses specifically on direct prison admission from the Courts on sentences for offenders specifically with drug possession offenses. These offenses were targeted directly through the reforms in two ways: 1) reducing many first and second offenses for drug possession from a 3<sup>rd</sup> degree felony to an Class A misdemeanor, and 2) restricting the widespread use of drug-free enhancements to more specific times and places likely to involve the presence of children (such enhancements could often push a 3<sup>rd</sup> degree felony drug possession only offense to a 2<sup>nd</sup> degree felony, making the likelihood of a prison sentence much higher).
- As the figure clearly shows, a much higher number of offenders were sentenced directly to prison for drug possession only (not involving distribution or intent to distribute) prior to the reforms, and that this has become increasingly rare, particularly in recent years.
- 119 offenders were sentenced to prison for drug possession offenses in FY2013, and this number was 12 in the most recent fiscal year.

(return to p.3)

Figure 2-8. Prison admissions vs. releases by fiscal year, FY2011-24 (return to p.4).



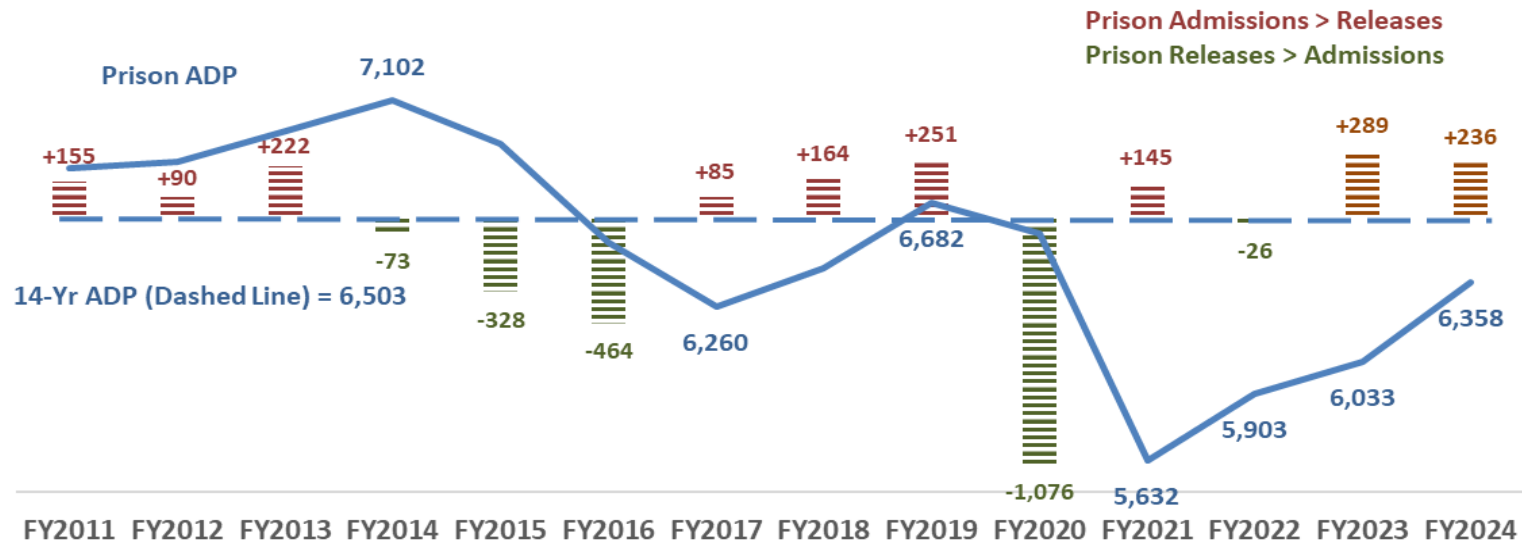
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This shows the raw total admissions to (from all sources) and releases from the prison each fiscal year. It gives a sense of the total “ins” and “outs” that occur at the prison each year, while the next figure (Figure 2-9) provides the net (admissions – releases) that often drives increases and decreases in the total prison population.
- The “net” measure in the next figure can be close to 0 if both admissions and releases are high (i.e., FY2022) or low (i.e., FY2014) at the same time. The “net” can be negative (green, or greater net releases) if releases are particularly high and/or admissions are low (i.e., FY2020), or it can be positive (red, or greater net admissions) if admissions increase without a corresponding increase in releases (i.e., FY2019).
- Admissions have exceeded releases in the past two fiscal years, though both admissions and releases were lower in FY2024.

(return to p.4)

**Figure 2-9.** Net admissions – releases and its effect on prison average daily population (ADP), FY2011-24 (return to p.4).



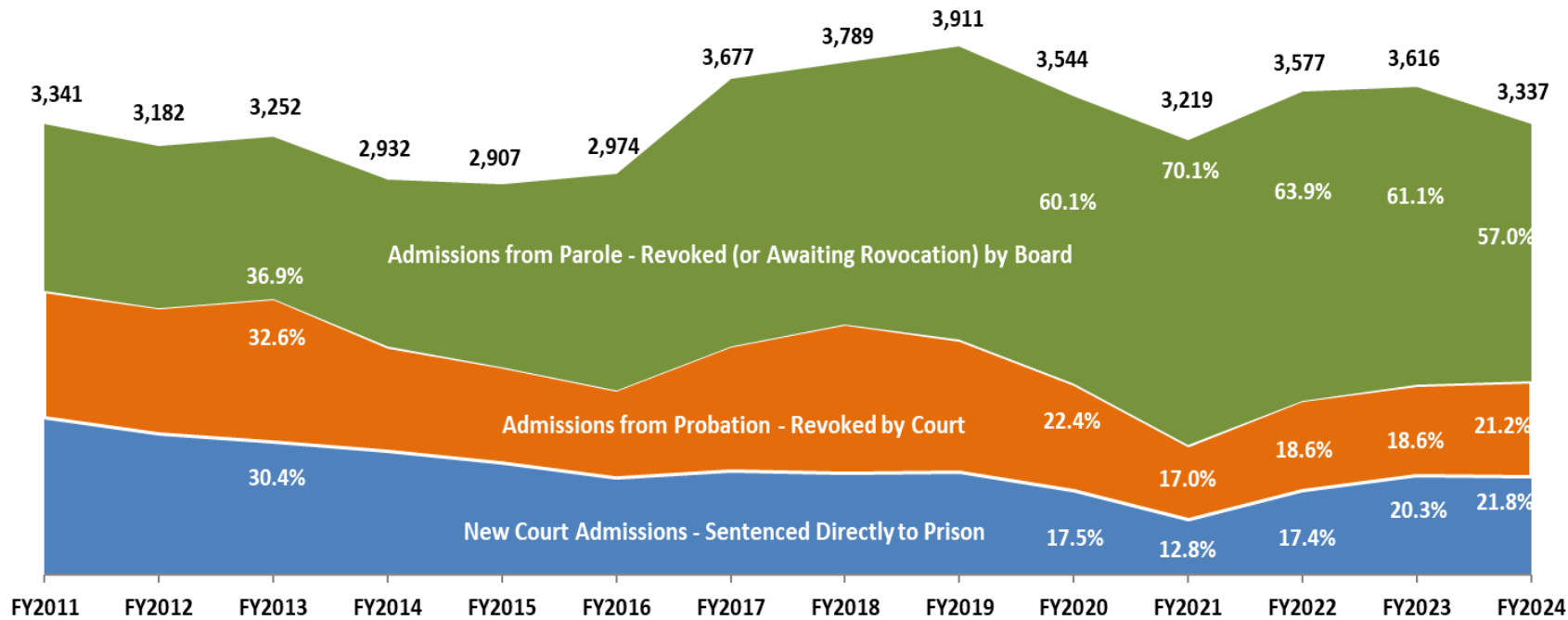
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure takes the admission and release numbers from Figure 2-8 above and creates a “net” metric by subtracting the number of releases from the number of admissions each fiscal year.
- The years that have a net positive number (red bars) had prison admissions that exceeded the number of releases in the same year. Likewise, the years that have a net negative number (green bars) had prison releases that exceeded the number of admissions.
- It is very clear when superimposing the prison ADP trends that multiple years of net positive or net negative numbers (or an extreme amount in one particular year, like FY2020) can clearly explain fluctuations in the prison population.
- Stable prison populations will balance admissions and releases over time, and particularly healthy systems will keep both numbers on the lower end yearly.

(return to p.4)

**Figure 2-10.** Total prison admissions, broken down by source with select percentages, FY2011-24 (return to p.4).



Source: Utah Department of Corrections, O-Track database; data pulled August 2024

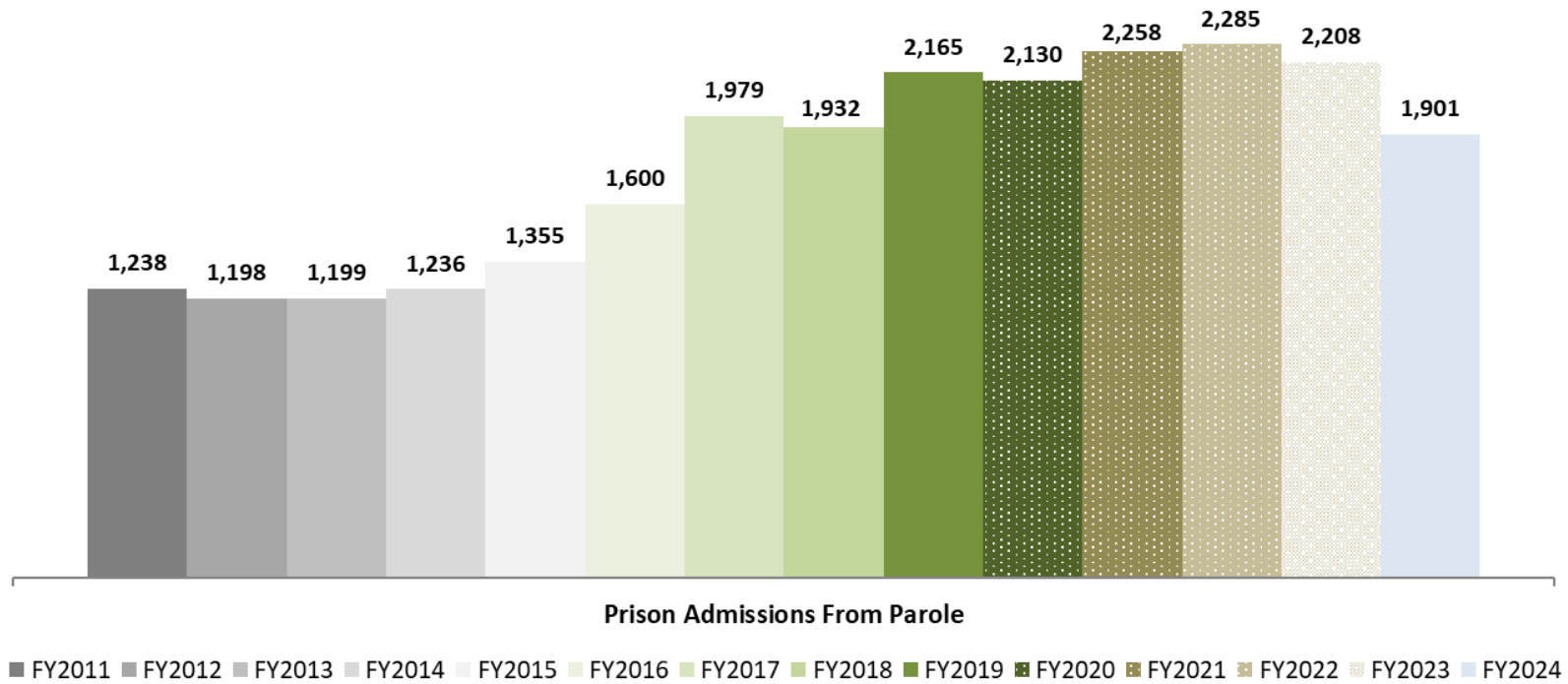
**Some additional information:**

- This figure shows the overall trends in prison admissions, while also including wedges for each source from which prison admissions can come (blue = direct prison sentences from the Courts; orange = probation revocations from the Courts; and green = parole revocations from the Board of Pardons and Parole).
- While overall admissions have fluctuated, the biggest change has occurred in the distribution of admissions from the three sources. Back in FY2013, the percentages were more balanced, while in more recent years 60-70% of admissions are from parole (though this dropped to 57% in FY2024).
- One factor in this shift is that caps on parole revocation stays allow parolees to potentially be released, admitted, and re-released within a given year. On top of that, there have been fewer direct admissions from Court sentences and fewer probation revocations to prison in recent years.

(return to p.4)



Figure 2-11. Number of prison admissions from parole, FY2011-24 (return to p.4).



Source: Utah Department of Corrections, O-Track database; data pulled August 2024

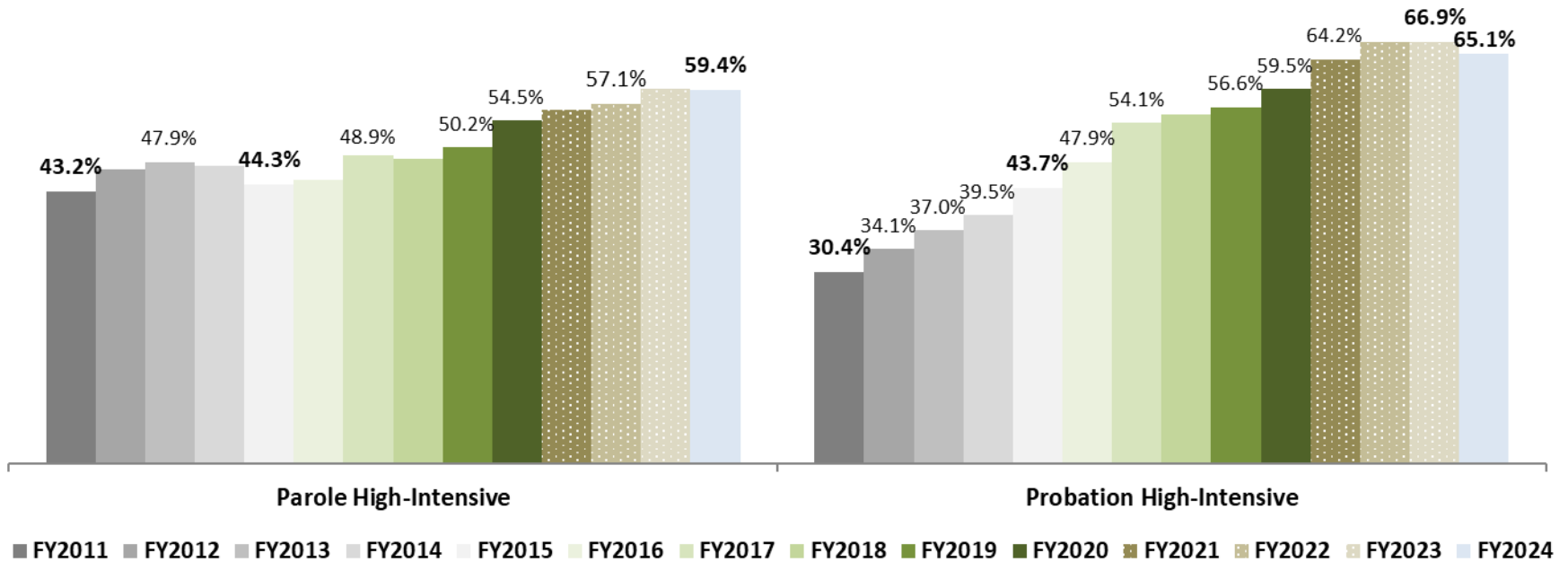
**Some additional information:**

- This figure focusing in on the raw number of admissions from parole (mostly due to revocations), as opposed to the proportion of overall admissions.
- This shows clear growth from the pre-reform period (gray shades) to the post-reform period (green, tan, and blue shades). While these numbers have leveled off since FY2019, the number of admissions to prison from parole grew 60% from FY2015 to FY2019.
- The number of admissions from parole decreased significantly in FY2024, down 14% to 1,901 from 2,208 in FY2023.
- Once again, some of the post-reform growth is due to caps on revocation prison stays, which allow AP&P agents and the BOPP to revoke parolees for shorter prison stays for accountability. In some cases, a parolee could be released and admitted multiple times within the same fiscal year, a situation that was not as likely pre-reform (when parole revocation stays were usually longer).

(return to p.4)

### Goal Update 3

**Figure 3-1.** The percentage of high and intensive risk offenders on parole and probation by fiscal year, FY2011-24 ([return to p.4](#)).



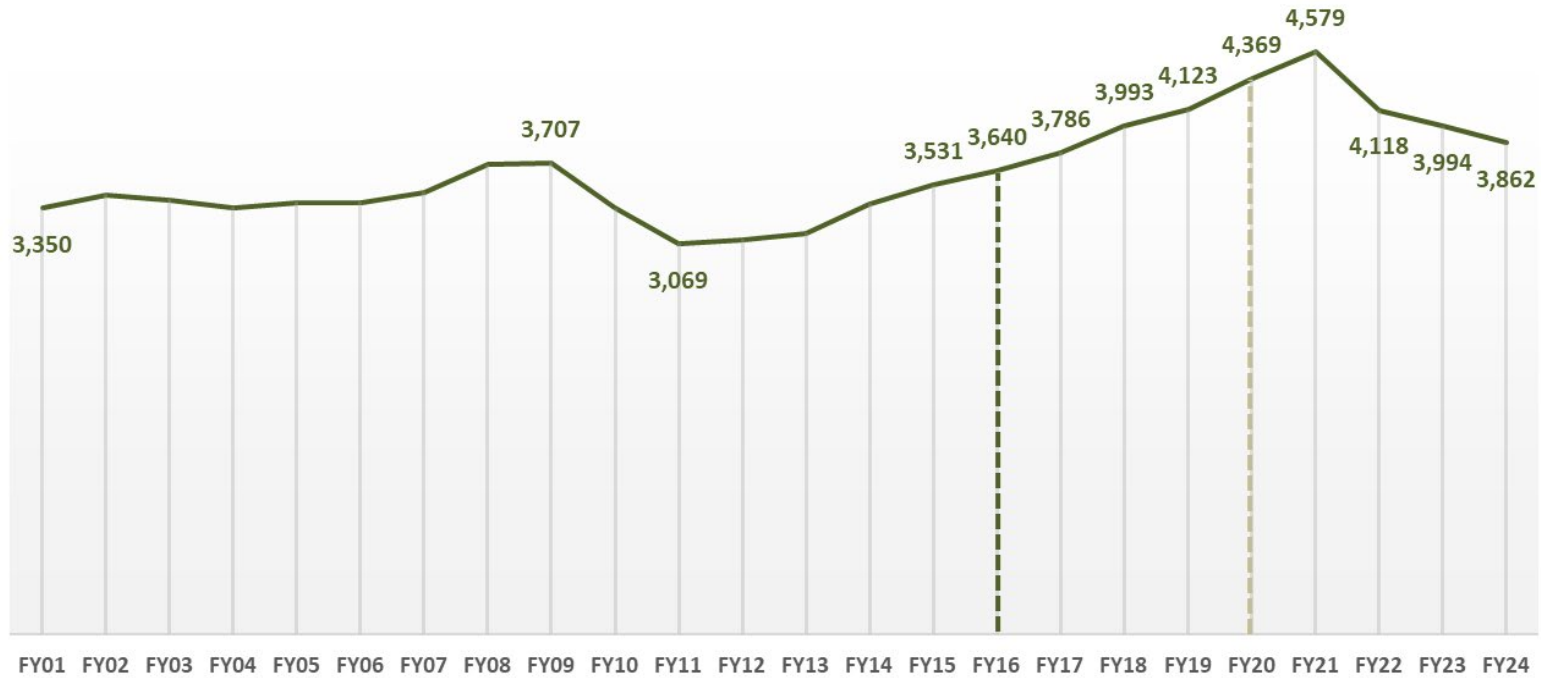
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows the distribution of high and intensive risk offenders over time on both parole and probation.
- The trends above clearly show an increase in the risk level in both populations, particularly probation.
- The probation trend had been increasing over the whole period, starting well before reforms (30% to 44% in FY2011-15), though this has accelerated since FY2015 as the reforms focused particularly on moving low risk probationers off of supervision, with 67% of probationers in FY2023 at high or intensive risk levels (meaning that they are at greater risk to reoffend). This dropped slightly to 65% in FY2024.
- Parole risk levels have increased more in the past five years, from 50% in FY2019 to almost 60% in FY2024.

[\(return to p.4\)](#)

Figure 3-2. Parole average daily population (ADP) by fiscal year, FY2001-24 (return to p.4).



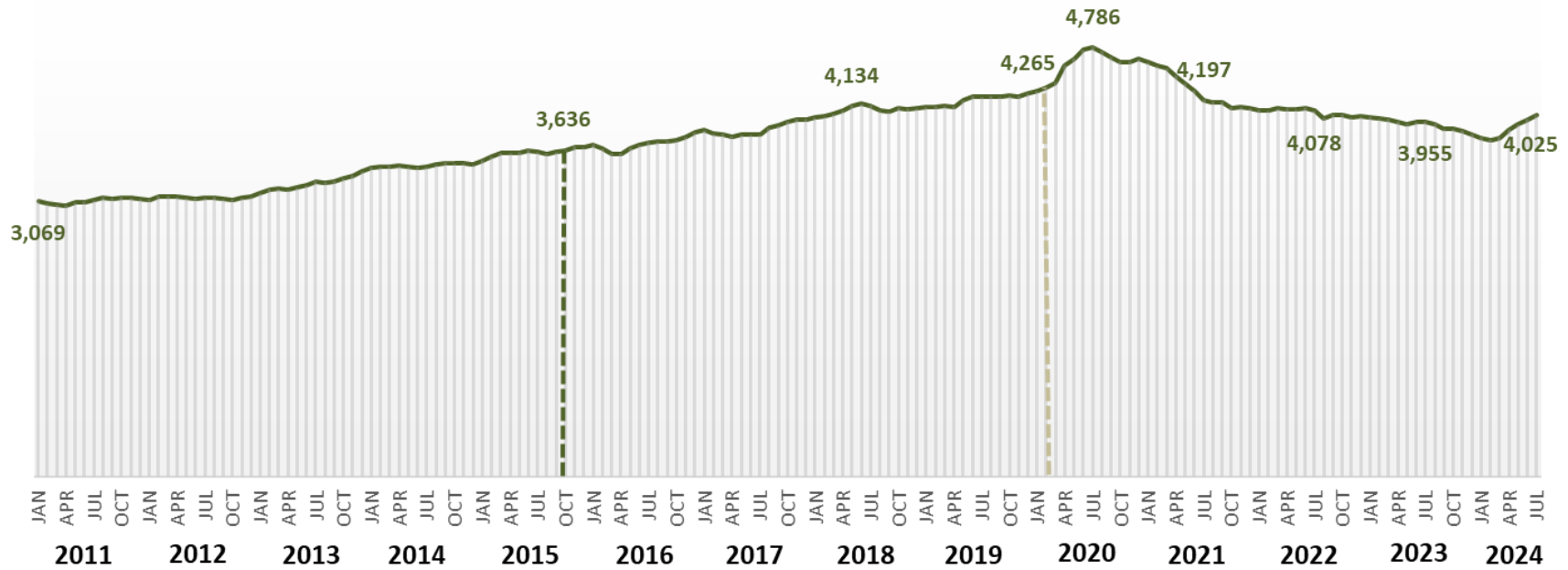
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows more long-term trends in the parole population by year, starting in FY2001.
- The parole population was never much higher than 3,500 (with the exception of a couple years) in the 15 years prior to reform.
- However, an extended upward trend began several years prior to reform (green dotted line) and accelerated through the pandemic (gold dotted line).
- This peaked in FY2021, and we have now seen multiple consecutive years of decreases in the parole population for the first time since FY2009-11.

(return to p.4)

**Figure 3-3.** Parole average daily population (ADP) by month, January 2011 – July 2024 (return to p.4).



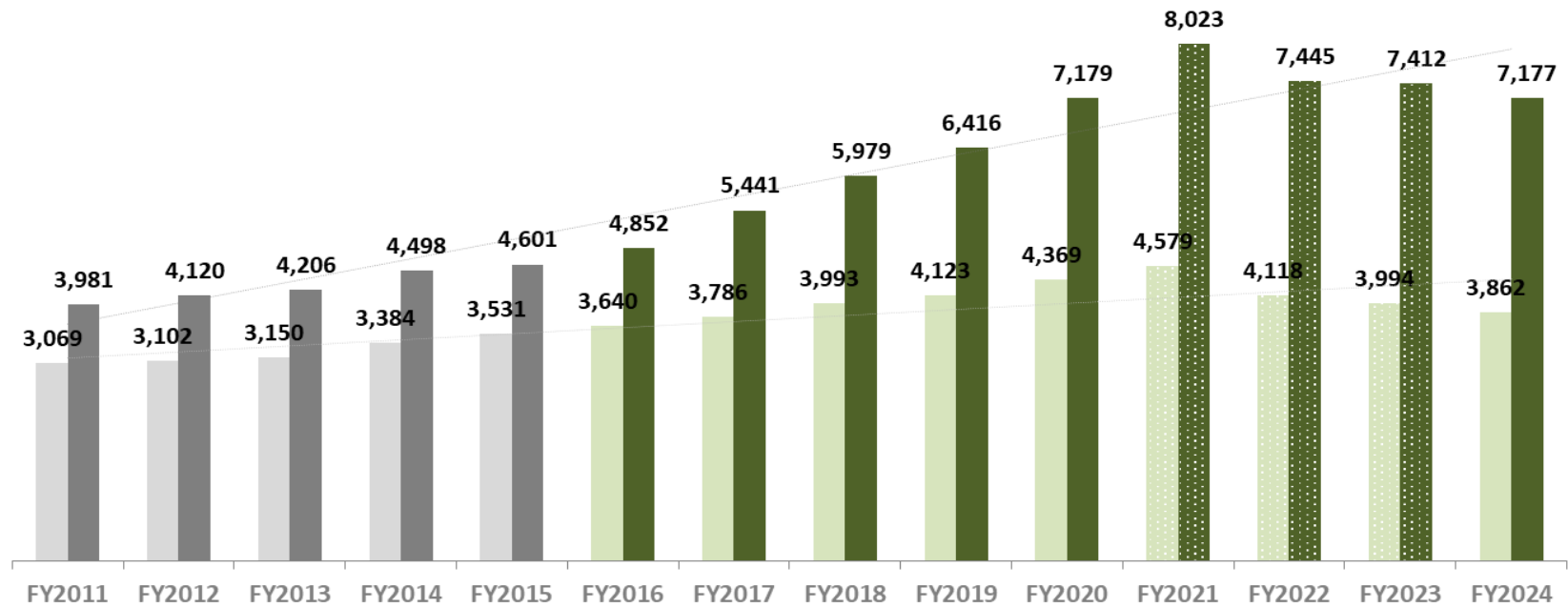
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows more fine-grained monthly trends in the parole population back to January 2011.
- This zooms in more on the gradual increase across the period of 2011 to early 2020, before a rapid bump with the increase in prison release activity in the several months after the start of the pandemic (gold dotted line).
- Since the peak in July 2020, the parole population declined 22% through February 2024 (low of 3,747), followed by a slight increase toward the end of FY2024 (to 4,025 in July 2024, still 16% below the peak).

(return to p.4)

Figure 3-4. Parole ADP (light bars) vs. risk-adjusted population intensity (dark bars), FY2011-24 (return to p.4).



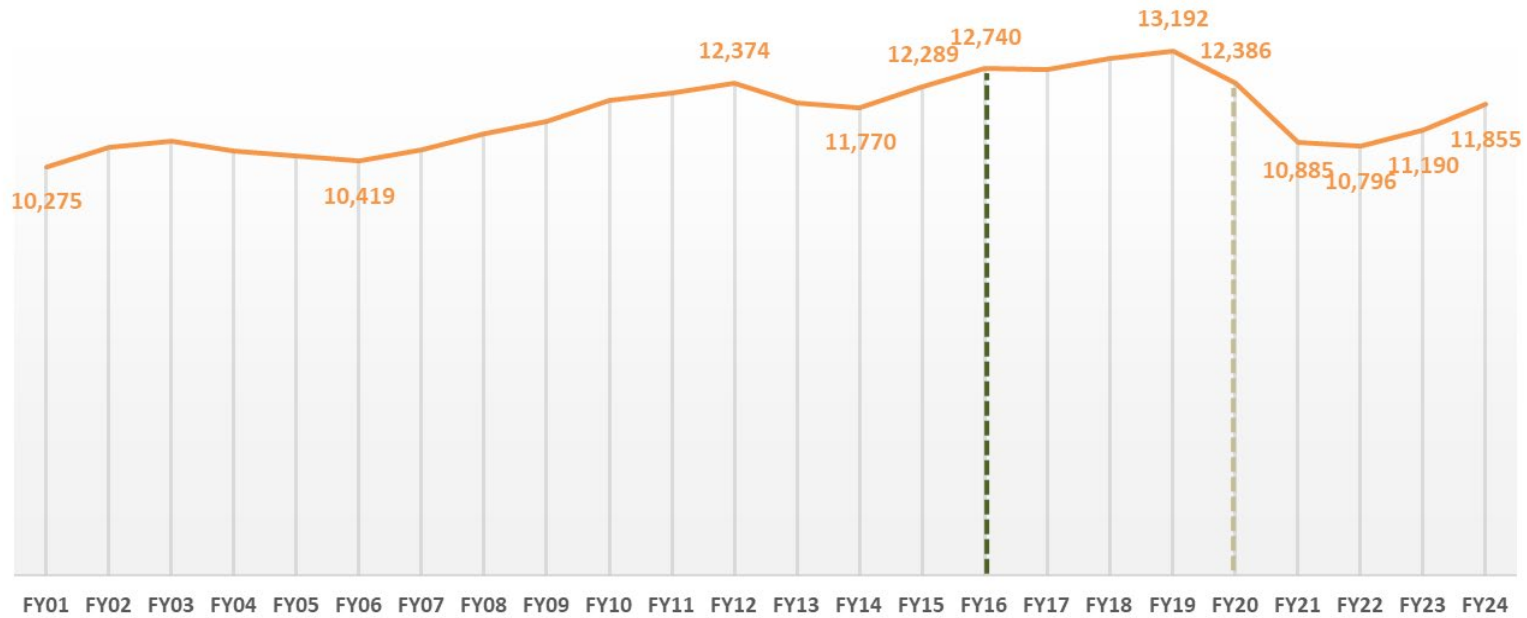
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure attempts to combine the general parole ADP information with the risk distribution in the parole population by year to create a “risk-adjusted population intensity” for the parole population to compare with general ADP.
- As the parole population contains an increasing proportion of offenders who are high or intensive risk, these offenders require more time to manage on the part of AP&P agents. Working with the Department of Corrections several years ago, methods to weight the population (and agent caseloads) were developed to account for this increased amount of time and resources that high and intensive risk offenders require (low risk = .5; moderate = 1; high = 2; intensive = 4).
- Using this risk adjustment method, the upward trend in population intensity continued even as the general parole ADP has begun to decrease, though both measures are down in FY2024. While there were only 3,862 parolees on average in FY2024, the “intensity” of the population this past year was the equivalent of 7,177 moderate risk parolees when adjusting it for risk.

(return to p.4)

Figure 3-5. Probation average daily population (ADP) by fiscal year, FY2001-24 (return to p.5).



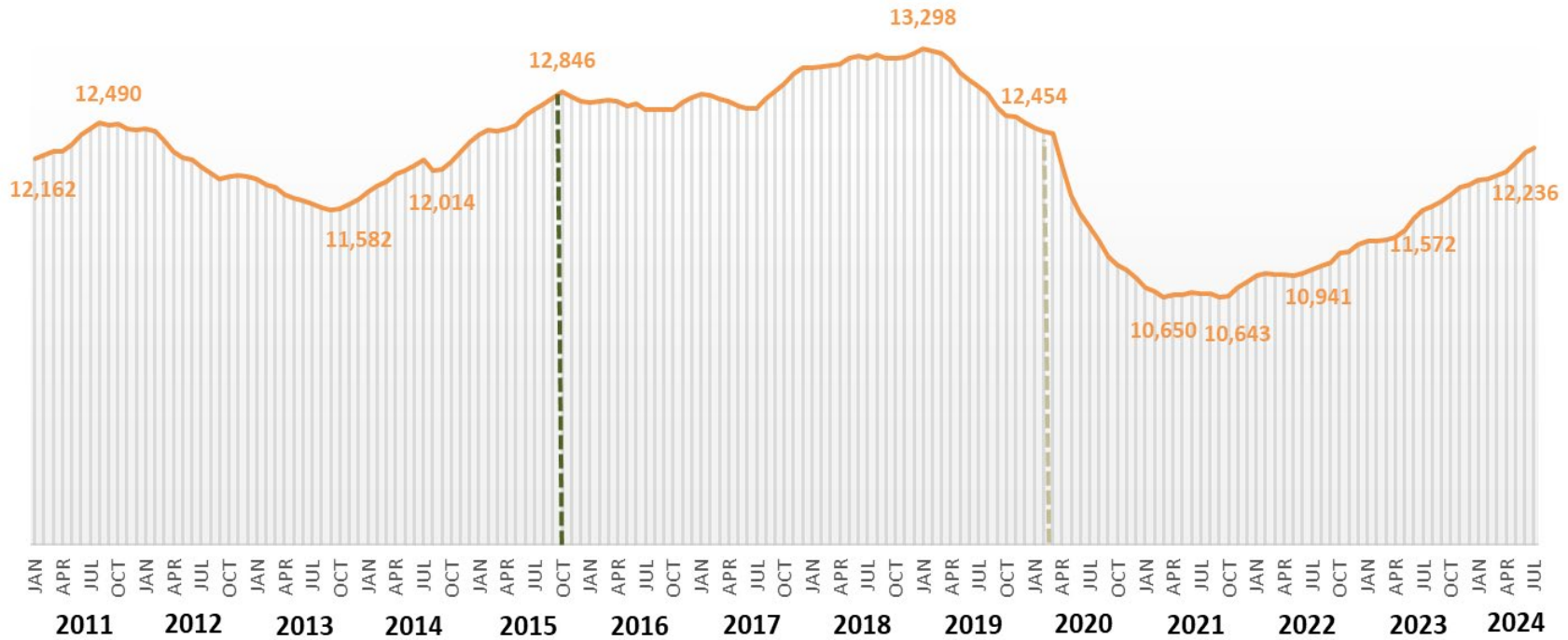
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows more long-term trends in the probation population by year, starting in FY2001.
- Apart from a brief two-year decline between FY2012-14, the probation population had a long period of steady growth starting in FY2006 and extending through FY2019. This 14-year period, including the implementation of reform (green dotted line), saw an increase of 27% in the probation population (including 12% from just FY2014-19).
- The three years after FY2019, including the onset of the pandemic (gold dotted line), saw a decrease of 17% through FY2022 to levels similar to FY2006, when the original increase started. There was a slight upturn in FY2023 and continued increase in FY2024 (+10% overall since FY2022), but the population is still well below pre-reform levels.

(return to p.5)

**Figure 3-6.** Probation average daily population (ADP) by month, January 2011 – July 2024 (return to p.5).



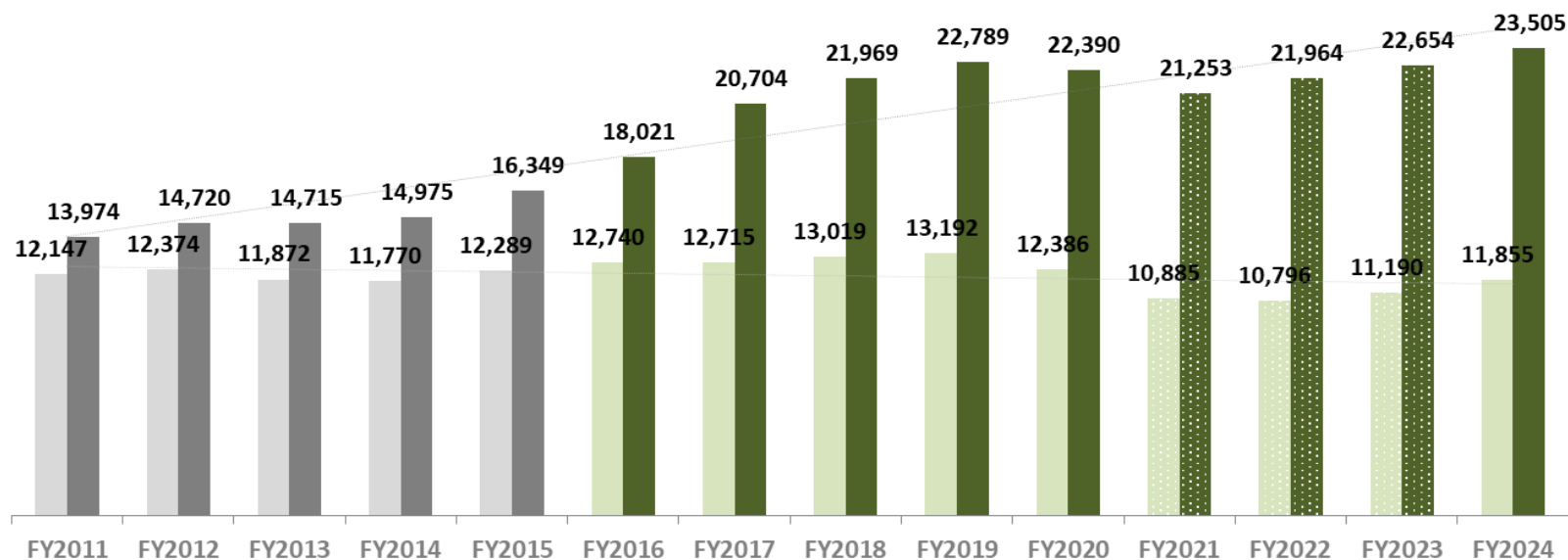
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows more fine-grained monthly trends in the probation population back to January 2011.
- This zooms in on the greater degree of fluctuation that has occurred in the probation population over the past 12 years or so, which are smoothed over somewhat when looking at yearly averages.
- While there has been a recent increasing trend in the probation population after the historic lows during the pandemic, the post-pandemic high as of July 2024 (12,236) is still 8% lower than the pre-pandemic peak in January 2019 and similar to average monthly levels over this entire period (12,090).

(return to p.5)

**Figure 3-7.** Probation ADP (light bars) vs. risk-adjusted population intensity (dark bars), FY2011-24 (return to p.5).



Source: Utah Department of Corrections, O-Track database; data pulled August 2024

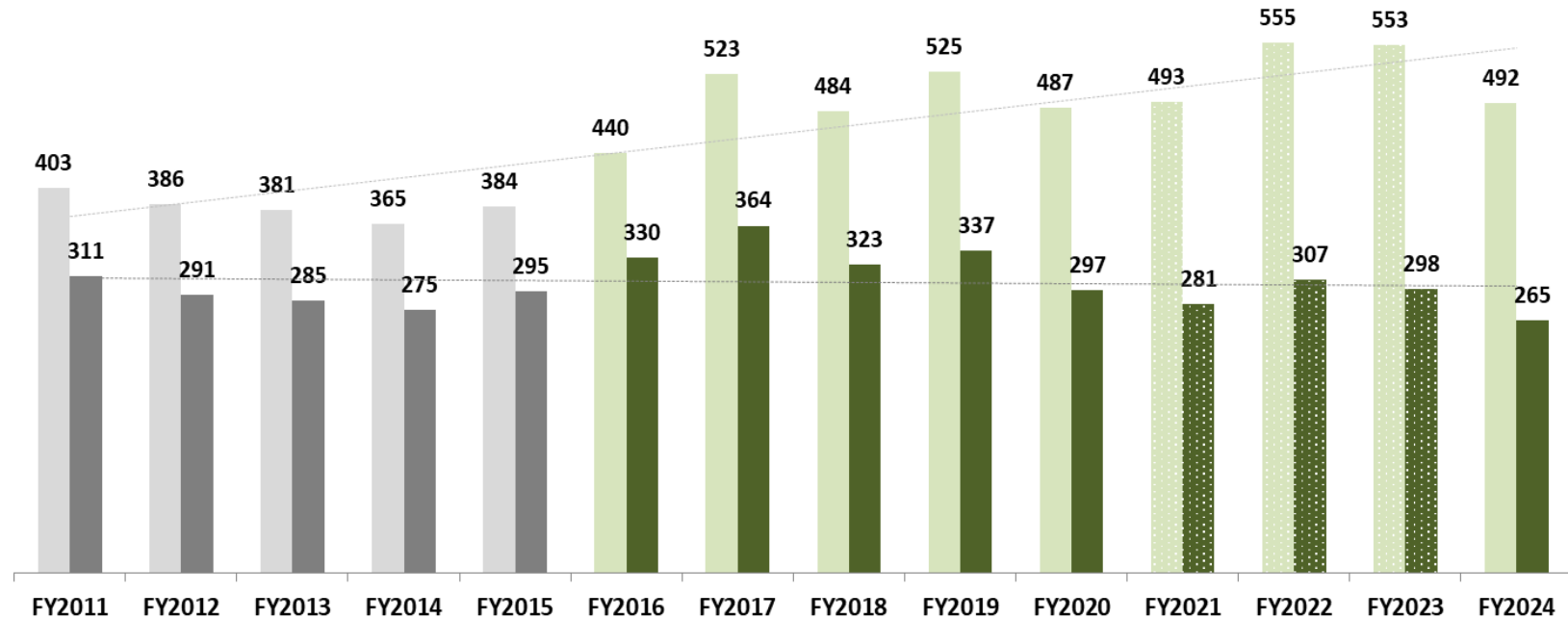
**Some additional information:**

- This figure attempts to combine the general probation ADP information with the risk distribution in the probation population by year to create a “risk-adjusted population intensity” for the probation population to compare with general ADP.
- As the probation population also contains an increasing proportion of offenders who are high or intensive risk, these offenders require more time to manage on the part of AP&P agents. Working with the Department of Corrections several years ago, methods to weight the population (and agent caseloads) were developed to account for this increased amount of time and resources that high and intensive risk offenders require (low risk = .5; moderate = 1; high = 2; intensive = 4).
- Using this risk adjustment method, the upward trend in population intensity has continued even as the general probation ADP has mostly had a period of decline since FY2019. While there were only 11,855 probationers on average in FY2024, the “intensity” of the population this past year was the equivalent of 23,505 moderate risk probationers when adjusting it for risk (higher than the adjusted population when ADP peaked in FY2019).

(return to p.5)



**Figure 3-8.** Prison admission rates (rate per 1,000 offenders) from **parole** by ADP (light bars) vs. risk-adjusted population intensity (dark bars), FY2011-24 (**return to p.5**).



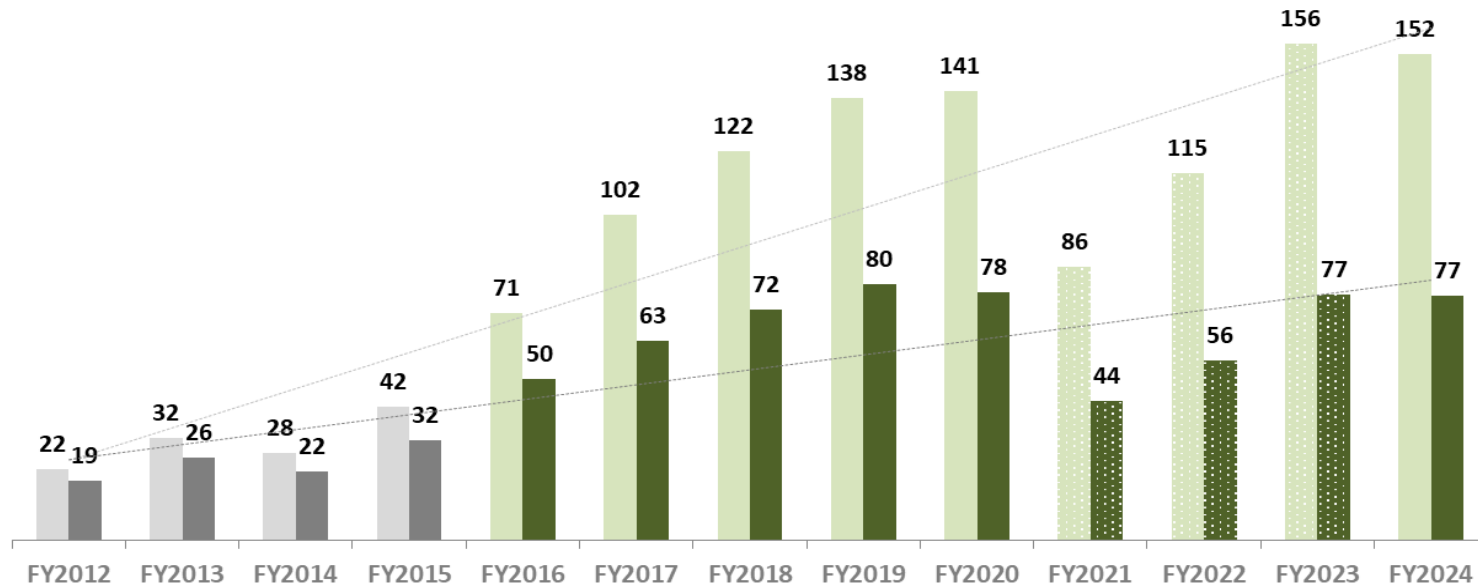
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure uses both the general parole ADP and the risk-adjusted population intensity numbers for parole by fiscal year to create rates (per 1,000 offenders) for the prison admissions from parole.
- These rates account for both the changes in the parole population in general, as well as the changing risk makeup of the population, to put the raw prison admissions from parole into context (just as crime rates account for population changes).
- Accounting for the risk makeup of the parole population helps to explain much of the increase in prison admission rates from parole that has occurred since FY2015, as the trend for the population intensity rates (darker bars) is mostly flat over the entire period (and in FY2024 is lower than all pre-reform years).

**(return to p.5)**

**Figure 3-9.** AP&P supervised jail sentence rates (rate per 1,000 offenders) at order to show cause (OSC) hearings from **probation** by ADP (light bars) vs. risk-adjusted population intensity (dark bars), FY2012-24 ([return to p.5](#)).



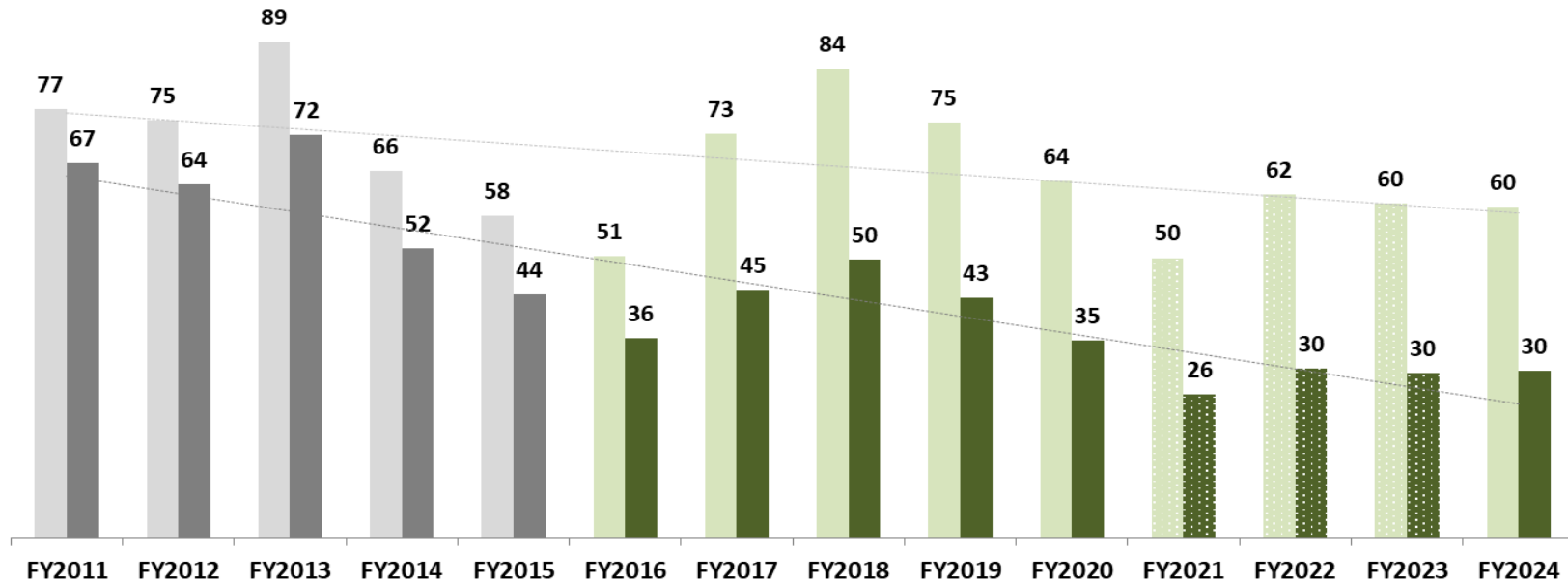
Source (OSC jail sentences): Utah Administrative Office of the Courts, CORIS database; data pulled September 2024  
 Note: Hearings where defendant present, cases that showed with AP&P probation on that hearing date; \*OSC hearing resulted in a jail sentence  
 Source (probation ADP and risk levels for rates): Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure uses both the general probation ADP and the risk-adjusted population intensity numbers for probation by fiscal year to create rates (per 1,000 offenders) for jail sentences that may occur for probationers as a result of probation violations (more common on probation than prison sentences).
- These rates account for both the changes in the probation population in general, as well as the changing risk makeup of the population, to put the raw probation violation jail sentences into context (just as crime rates account for population changes).
- Accounting for the risk makeup of the probation population helps to explain some of the increase in probation violation jail sentences that has occurred since FY2015. There is still an upward trend for the population intensity rates (dark bars), but the slope is less steep.

[\(return to p.5\)](#)

**Figure 3-10.** Prison admission rates (rate per 1,000 offenders) from **probation** by ADP (light bars) vs. risk-adjusted population intensity (dark bars), FY2011-24 (**return to p.5**).



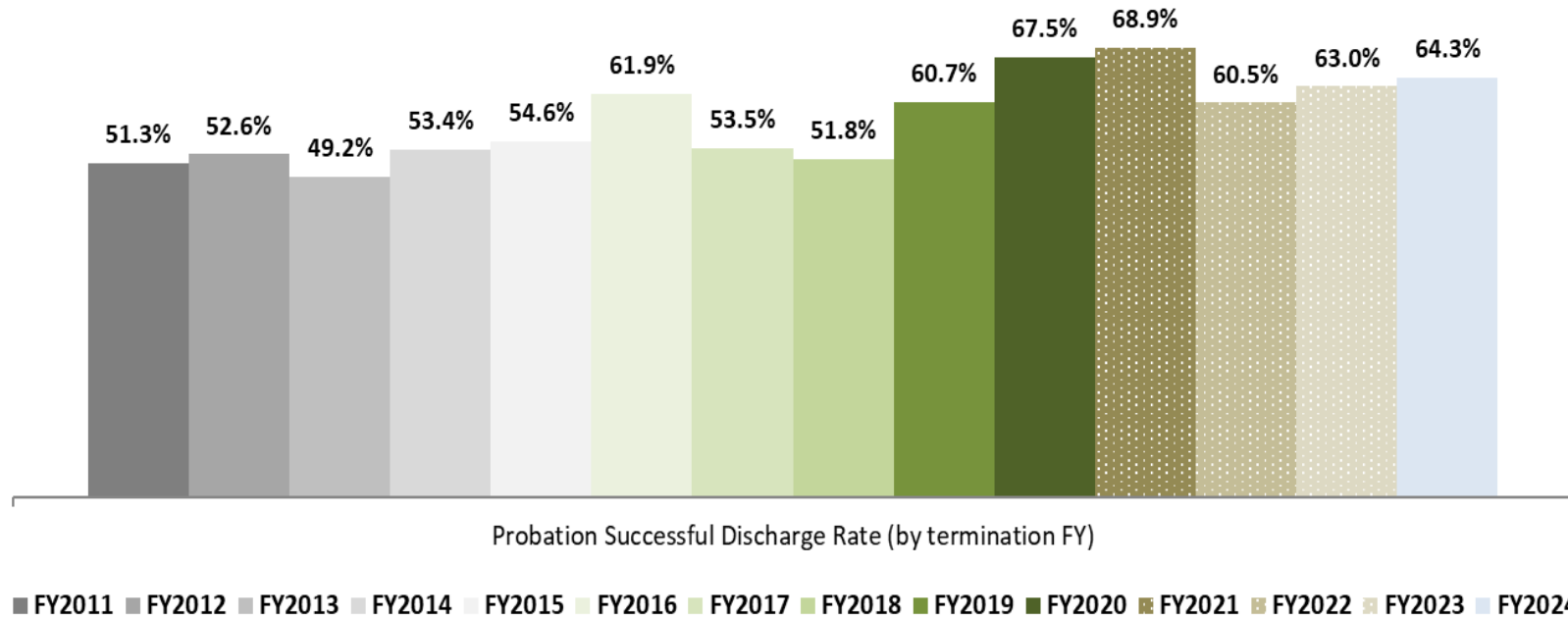
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure uses both the general probation ADP and the risk-adjusted population intensity numbers for probation by fiscal year to create rates (per 1,000 offenders) for the prison admissions from probation.
- These rates account for both the changes in the probation population in general, as well as the changing risk makeup of the population, to put the raw prison admissions from probation into context (just as crime rates account for population changes).
- Prison revocation does not occur as often for probationers as jail sentences for violations, and these rates in general have been on the decline since FY2013. Accounting for risk with the population intensity metric, however, shows an even more impressive decrease over this period.
- Comparing this figure with the one on the previous page (Figure 3-9), it would appear that the use of prison for probation revocations has decreased while the use of jail for probation revocations (and other sanctions) has increased since the reforms were implemented.

**(return to p.5)**

**Figure 3-11.** Rate of successful **probation** discharge out of total discharges by fiscal year of supervision termination, FY2011-24 (return to p.5).



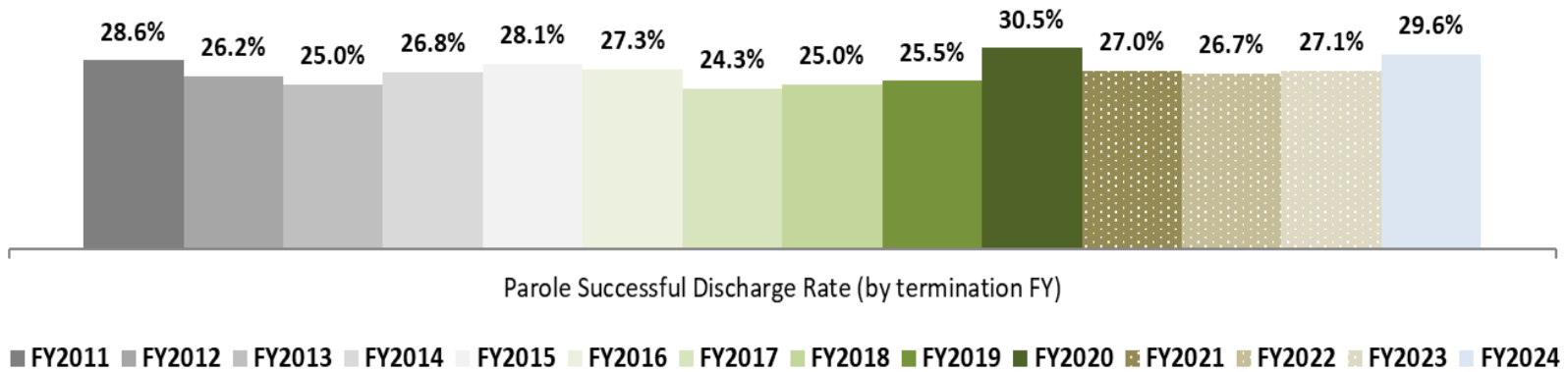
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows the trend in successful discharge rates from probation by fiscal year.
- Successful discharge rates are important, as supervision terms can also end unsuccessfully for reasons other than a prison admission.
- Prior to reform, just over half of probation terminations each year were discharged successfully. Since reform, most years have seen that rate increase to over 60% (including over 64% in FY2024).

(return to p.5)

**Figure 3-12.** Rate of successful **parole** discharge out of total discharges by fiscal year of supervision termination, FY2011-24 (return to p.5).



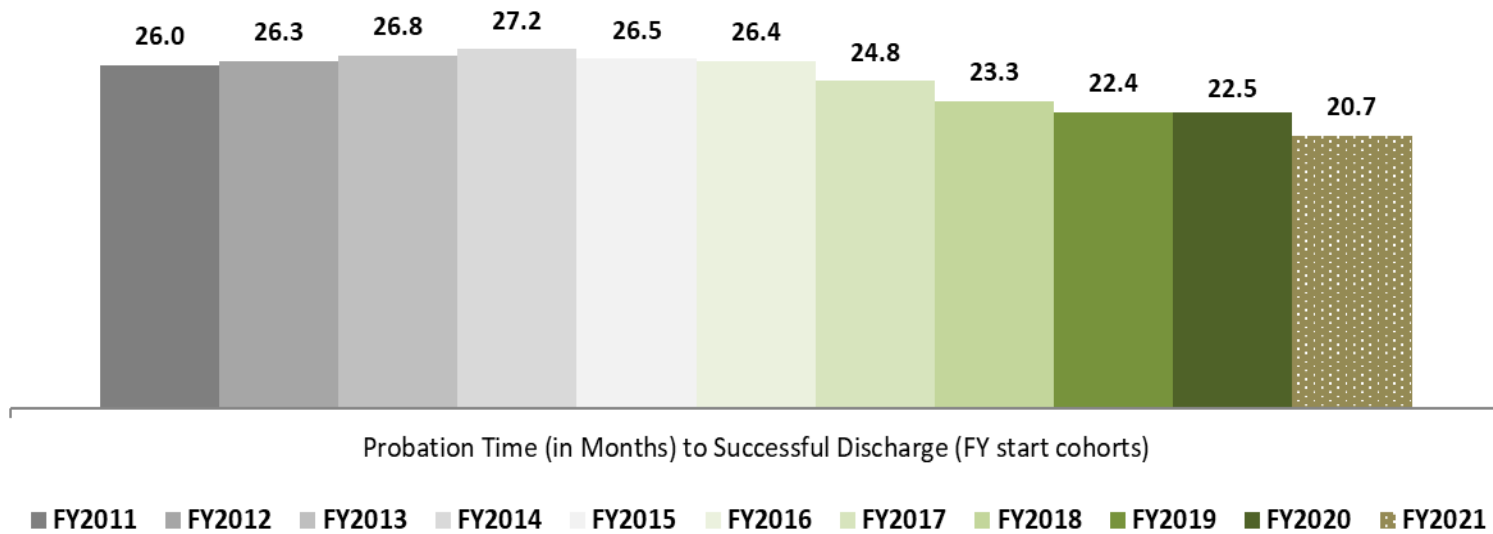
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure shows the trend in successful discharge rates from parole by fiscal year.
- Successful discharge rates are important, as supervision terms can also end unsuccessfully for reasons other than a prison admission.
- Prior to reform, just over a quarter of parole terminations each year were discharged successfully. Since reform, rates did not change substantially, though the past five fiscal years have had a higher sustained rate of success than any period previously, including two years at or above 30% for the first time (FY2020 and FY2024).

(return to p.5)

**Figure 3-13.** Time to successful **probation** discharge by fiscal year of probation start, FY2011-21 (latest cohort with a full 3 years) ([return to p.5](#)).



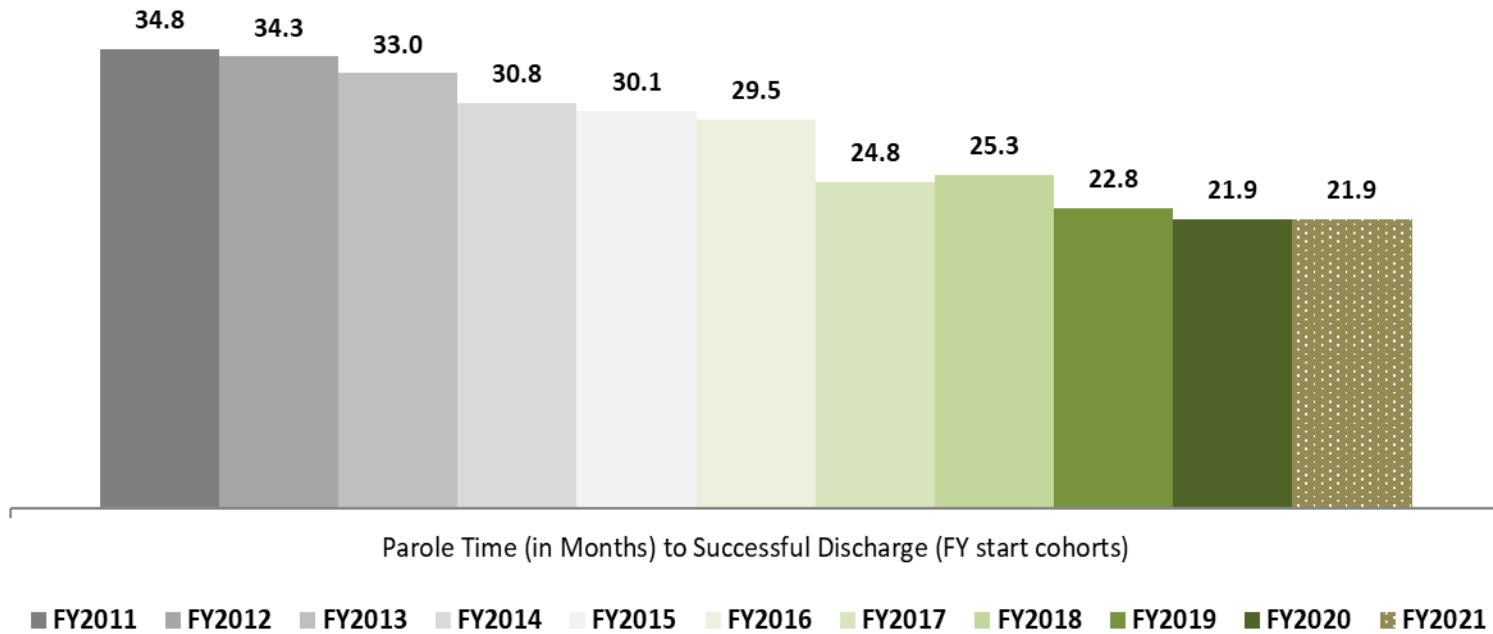
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- In addition to higher rates of successful discharge from supervision, the time that it takes on average (in months) for probationers to reach successful discharge has decreased significantly in recent years.
- The introduction of additional incentives and supervision length guidelines since reform has allowed offenders on probation to achieve successful discharge in less time than previously, which helps to decrease the probation population.
- Unlike previous figures regarding successful discharges, the above figure shows probation start cohorts (the fiscal year probation started), and thus FY2021 is the last year that allowed at least three full years from the start of supervision.
- Offenders starting probation in FY2021 took 6.5 months less to reach successful discharge on average than those who started in FY2014.

[\(return to p.5\)](#)

**Figure 3-14.** Time to successful **parole** discharge by fiscal year of parole start, FY2011-21 (latest cohort with a full 3 years) **(return to p.5)**.



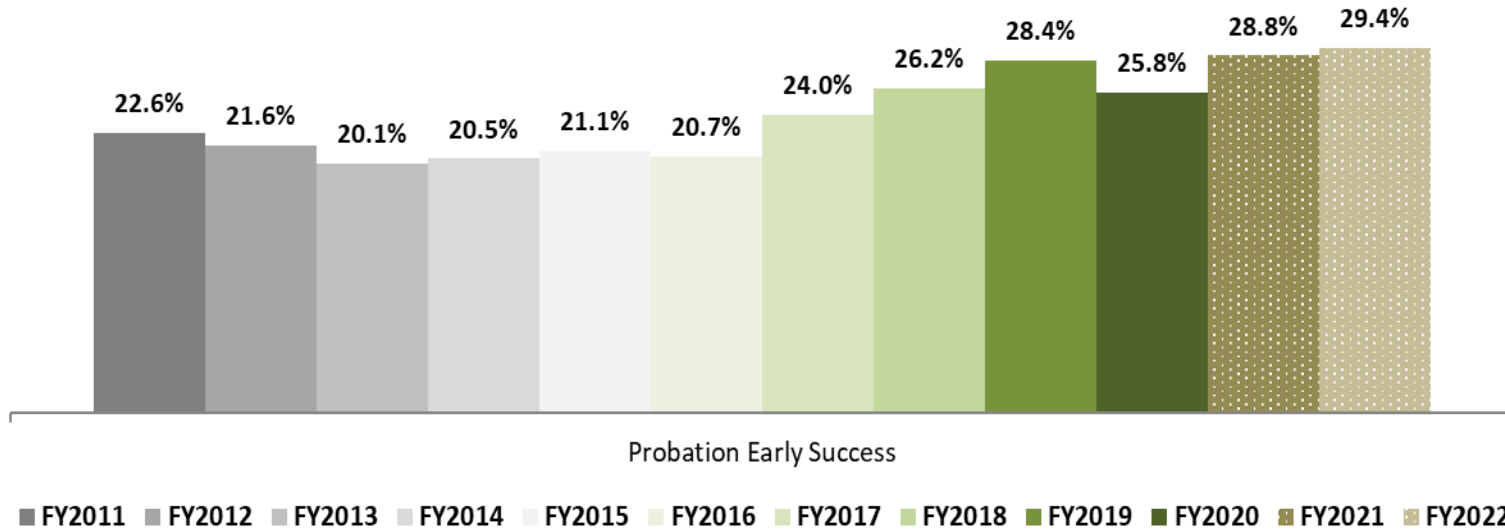
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- In addition to higher rates of successful discharge from supervision, the time that it takes on average (in months) for parolees to reach successful discharge has also decreased significantly in recent years. This decrease is even more dramatic than is seen with probation.
- The introduction of additional incentives and supervision length guidelines since reform has allowed offenders on parole to achieve successful discharge in less time than previously if they meet expectations, which helps to decrease the parole population.
- Unlike previous figures regarding successful discharges, the above figure shows parole start cohorts (the fiscal year parole started), and thus FY2021 is the last year that allowed at least three full years from the start of supervision.
- Offenders starting parole in FY2020-21 took over one year less to reach successful discharge on average than those who started in FY2011-12 (remember that the number of parolees achieving successful discharge is lower than for probation – see Figures 3-11 and 3-12 above).

**(return to p.5)**

**Figure 3-15.** Rate of successful termination within 2 years of **probation** start by fiscal year of probation start, FY2011-22 (latest cohort with a full 2 years) ([return to p.5](#)).



Source: Utah Department of Corrections, O-Track database; data pulled August 2024

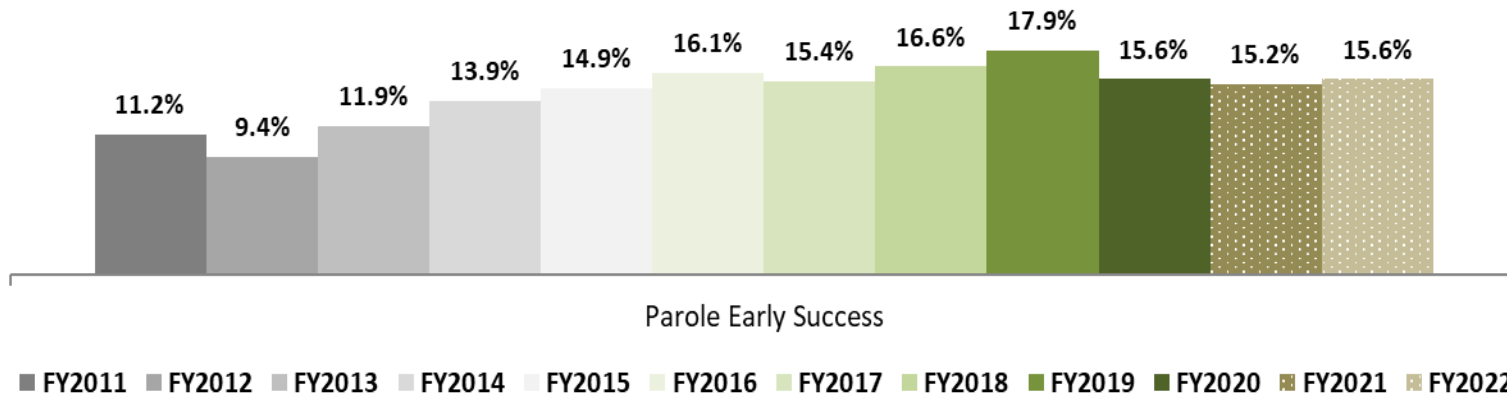
**Some additional information:**

- This figure also looks at supervision early success by tracking cohorts of offenders who started probation in a given year to see how many are discharged successfully within two years (an ambitious metric, given that most supervision terms have a default length of three years).
- Given that the time frame for this metric is two years after probation start, FY2022 is the last year that allows at least a full two years of tracking.
- Generally, around 20-23% of offenders starting probation in FY2011-16 achieved successful probation discharge within two years, though this has increased to almost 30% in recent years (topping out at 29.4% in the latest FY2022 cohort).

[\(return to p.5\)](#)



**Figure 3-16.** Rate of successful termination within 2 years of **parole** start by fiscal year of parole start, FY2011-22 (latest cohort with a full 2 years) (return to p.5).



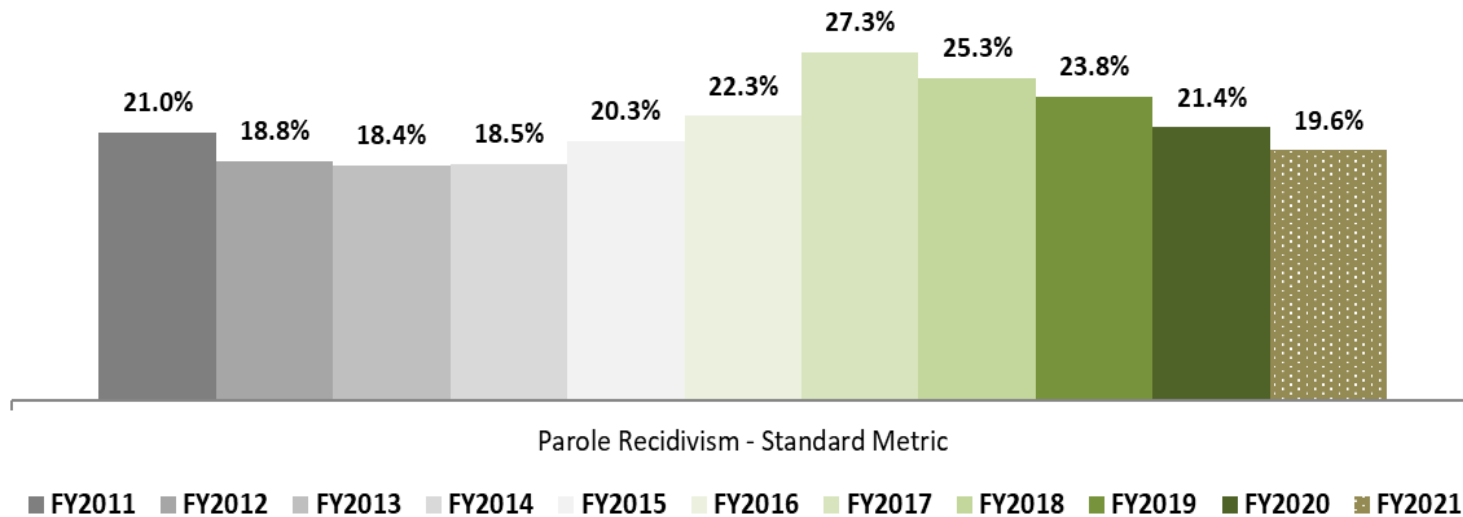
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- This figure also looks at supervision early success by tracking cohorts of offenders who started parole in a given year to see how many are discharged successfully within two years (an ambitious metric, given that most supervision terms have a default length of three years).
- Given that the time frame for this metric is two years after parole start, FY2022 is the last year that allows at least a full two years of tracking.
- While parolees are much less likely to achieve successful discharge from supervision within two years than probationers, it is clear that offenders starting parole in more recent years have done this at a higher rate than pre-reform years.

(return to p.5)

**Figure 3-17. Parole** rate of return to prison with a new conviction within 3 years of prison release/parole start (**recidivism standard metric**) by fiscal year of parole start, FY2011-21 (latest cohort with a full 3 years) (**return to p.5**).



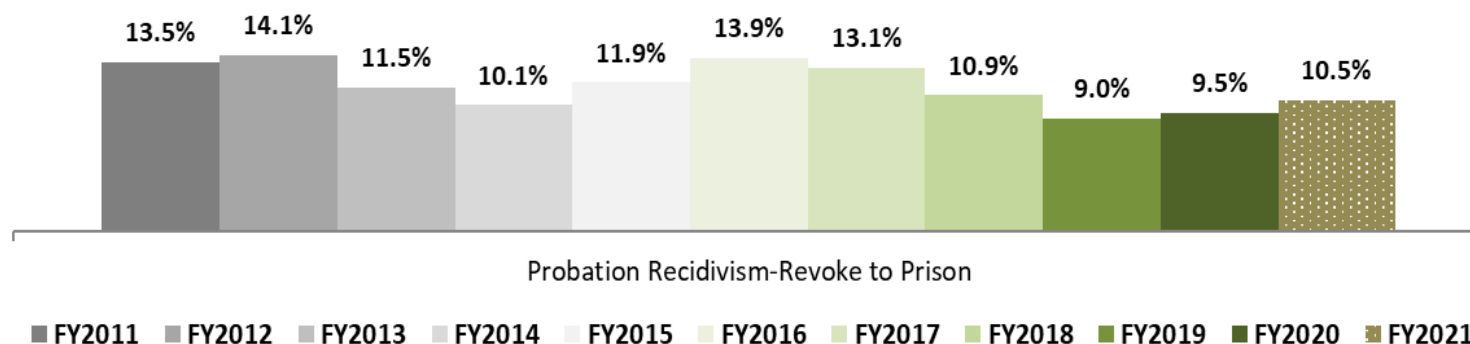
Source: Board of Pardons & Parole, Data and Benchmark Report FY 2024, September 2024

**Some additional information:**

- This figure takes a first look at the “recidivism standard metric” for parole as outlined in [63M-7-102](#), and provided by the Board of Pardons and Parole (BOPP) to CCJJ starting in FY2023.
- This metric is also cohort-based, and tracks offenders released from prison to parole over three years to determine the rate of parolees who return to prison within that time for a new conviction. Thus, the latest year of release to track a full three years for all groups is FY2021.
- While this rate of return for a new conviction peaked in the early years of reform (27% for the FY2017 cohort), it has now decreased significantly across four consecutive cohorts to just under 20% in the FY2021 cohort, more on par with pre-reform baselines.
- Given that this metric does not control for the increased risk level of the population in recent years, that makes the recent decreases even more impressive.
- The most recent BOPP [report](#) for FY2024 also provides further breakdowns by risk level, offense, and age, among other factors.
- In future years, CCJJ intends to incorporate other outcomes into the recidivism standard metric, including other new convictions apart from those leading to a return to prison (based on Court data) and new arrests.

**(return to p.5)**

**Figure 3-18. Probation** rate of revocation/new commitment to prison within 3 years of probation start by fiscal year of probation start, FY2011-21 (latest cohort with a full 3 years) (return to p.5).



Source: Utah Department of Corrections, O-Track database; data pulled August 2024

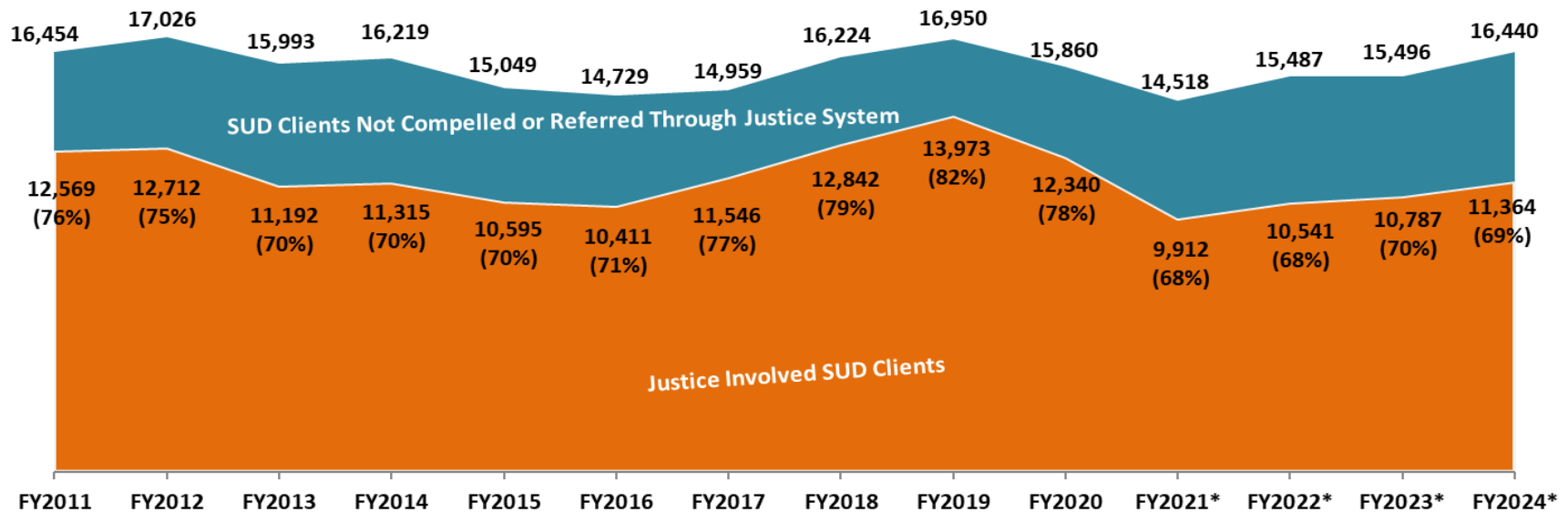
**Some additional information:**

- This metric is similar to the “recidivism standard metric” for parole, but instead tracks probationers over three years to determine the rate at which these offenders are revoked to prison (for any reason, not just a new conviction).
- It is much less common for probationers to be revoked to prison (probation violators are much more likely to be sentenced to jail time), but the judge has the option for felony probationers to reinstate a prison sentence that was suspended in lieu of a term of probation. Prison admissions from probation were higher prior to reforms than they have been since (see Figure 3-10 above).
- This metric is also cohort-based, and tracks offenders starting probation over three years to determine outcome rates. Thus, the latest year of release to track a full three years for all groups is FY2021.
- Offenders starting probation in the four most recent cohorts (FY2018-21) have among the lowest rates of prison commitment of all the cohorts (except for FY2014), and the rate dropped from 14% in the FY2016 cohort to right around 9% in FY2019-21 before increasing slightly to 10.5% in the FY2021 cohort. This also does not control for the increase over time in risk makeup of the probation population, so these recent years having the lowest rates is even more impressive.

(return to p.5)

## Goal Update 4

**Figure 4-1.** Substance use disorder (SUD) clients served statewide through state-funded sources (DHHS-OSUMH), broken down by those involved with and not involved with the criminal justice system, by fiscal year, FY2011-24 ([return to p.6](#)).



Source: Utah Department of Health & Human Services, Office of Substance Use and Mental Health (OSUMH)

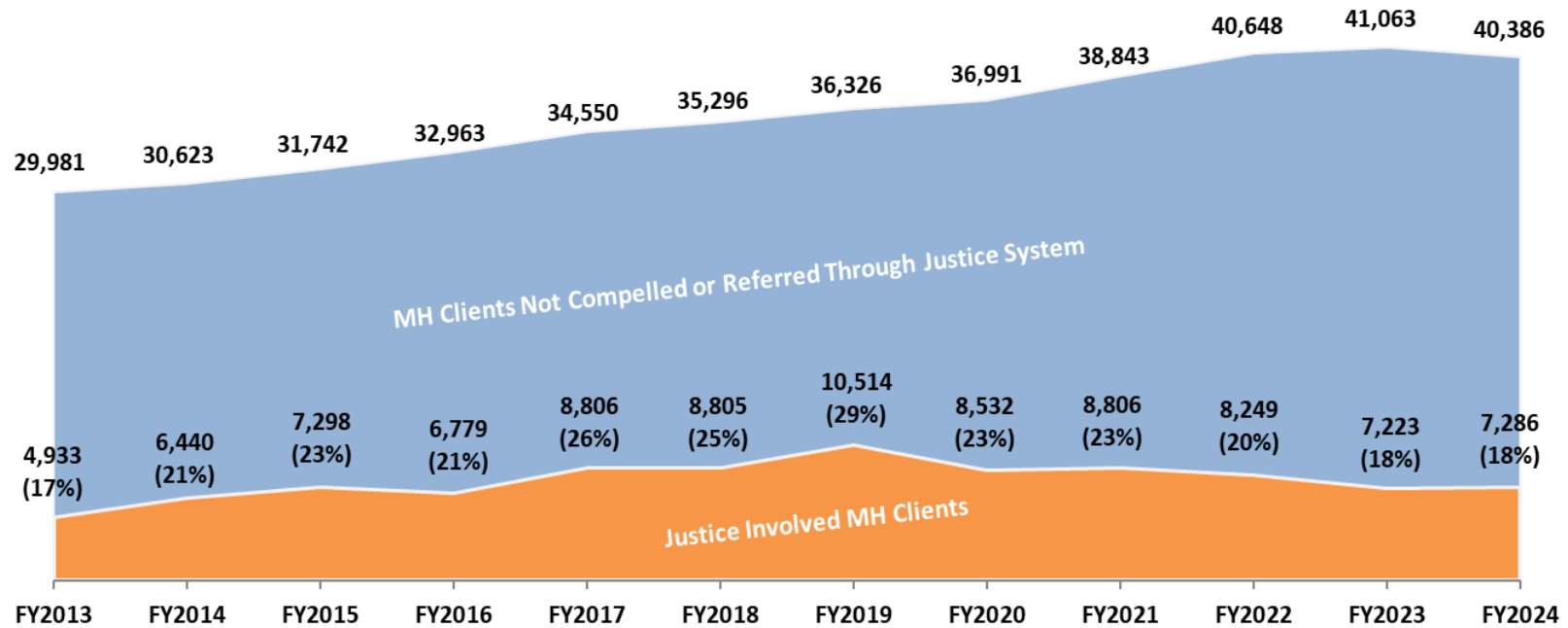
\*In 2021, OSUMH further restricted their definition to only justice referrals. FY2021-24 numbers attempt to provide an estimate based on previous definitions for comparison.

### Some additional information:

- A much higher percentage of the overall number of clients served for SUD treatment are served through the criminal justice system.
- While there was a fairly large increase in justice involved SUD clients served between FY2016-FY2019 (an increase of 34%), this was not associated with as great of an increase in overall statewide SUD clients served over the same time period. Instead, it appears that the criminal justice system tapped into the overall capacity during this time of need (i.e., drug offenses peaked in FY2018) – the percentage of justice involved clients increased from 70% to 82% in this time.
- Justice involved SUD clients served have since decreased 19% from the peak in FY2019 to FY2023, and the percentage is once again around 70%.
- There has, however, been clear post-pandemic growth in both the overall and justice involved SUD clients served over the past three years.

[\(return to p.6\)](#)

**Figure 4-2.** Mental health (MH) clients served statewide through state-funded sources (DHHS-OSUMH), broken down by those involved with and not involved with the criminal justice system, by fiscal year, FY2013-24 (**return to p.6**).



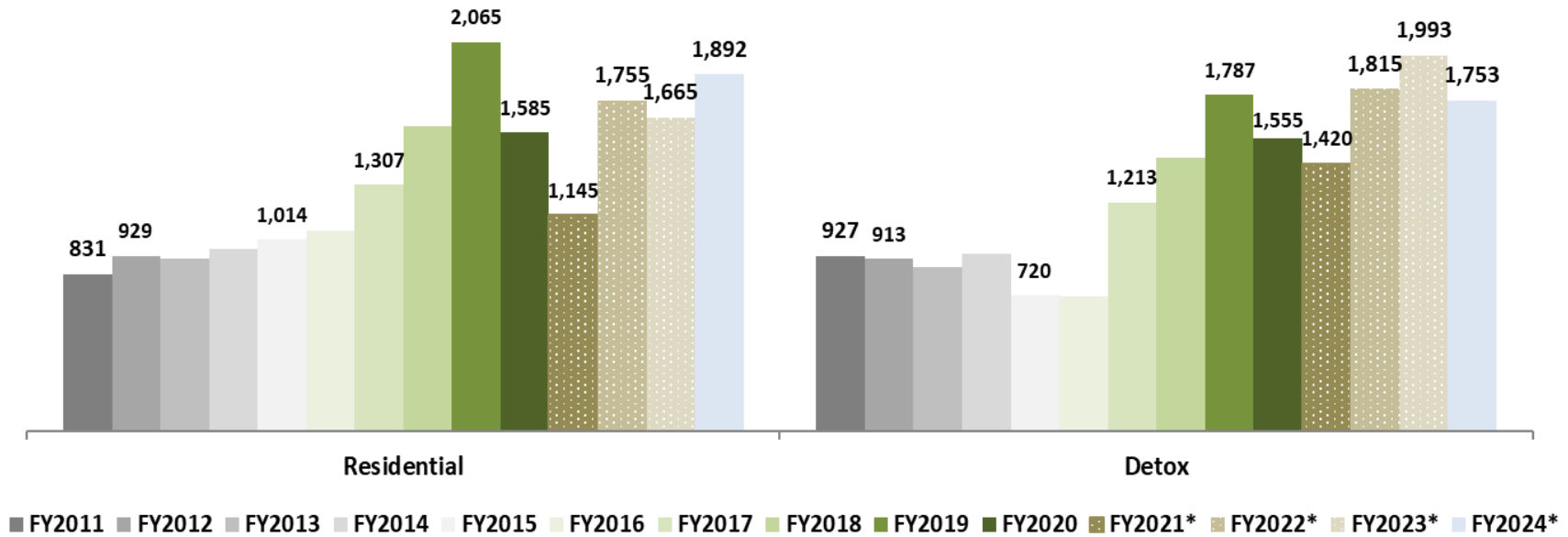
Source: Utah Department of Health & Human Services, Office of Substance Use and Mental Health (OSUMH)

**Some additional information:**

- A much lower percentage of the overall number of clients served for MH treatment are served through the criminal justice system.
- Even so, justice involved MH clients served also peaked in FY2019, though this number has since declined 31% to FY2024. Even at this diminished level in FY2023-24, the number of justice involved clients served is still higher than levels prior to reform.
- Meanwhile, the total statewide MH treatment client base/capacity has expanded considerably over this period (up 35% since FY2013).

**(return to p.6)**

**Figure 4-3.** SUD treatment clients served at the residential and detox service types statewide through state-funded sources (DHHS-OSUMH), FY2011-24 (return to p.6).



Source: Utah Department of Health & Human Services, Office of Substance Use and Mental Health (OSUMH)

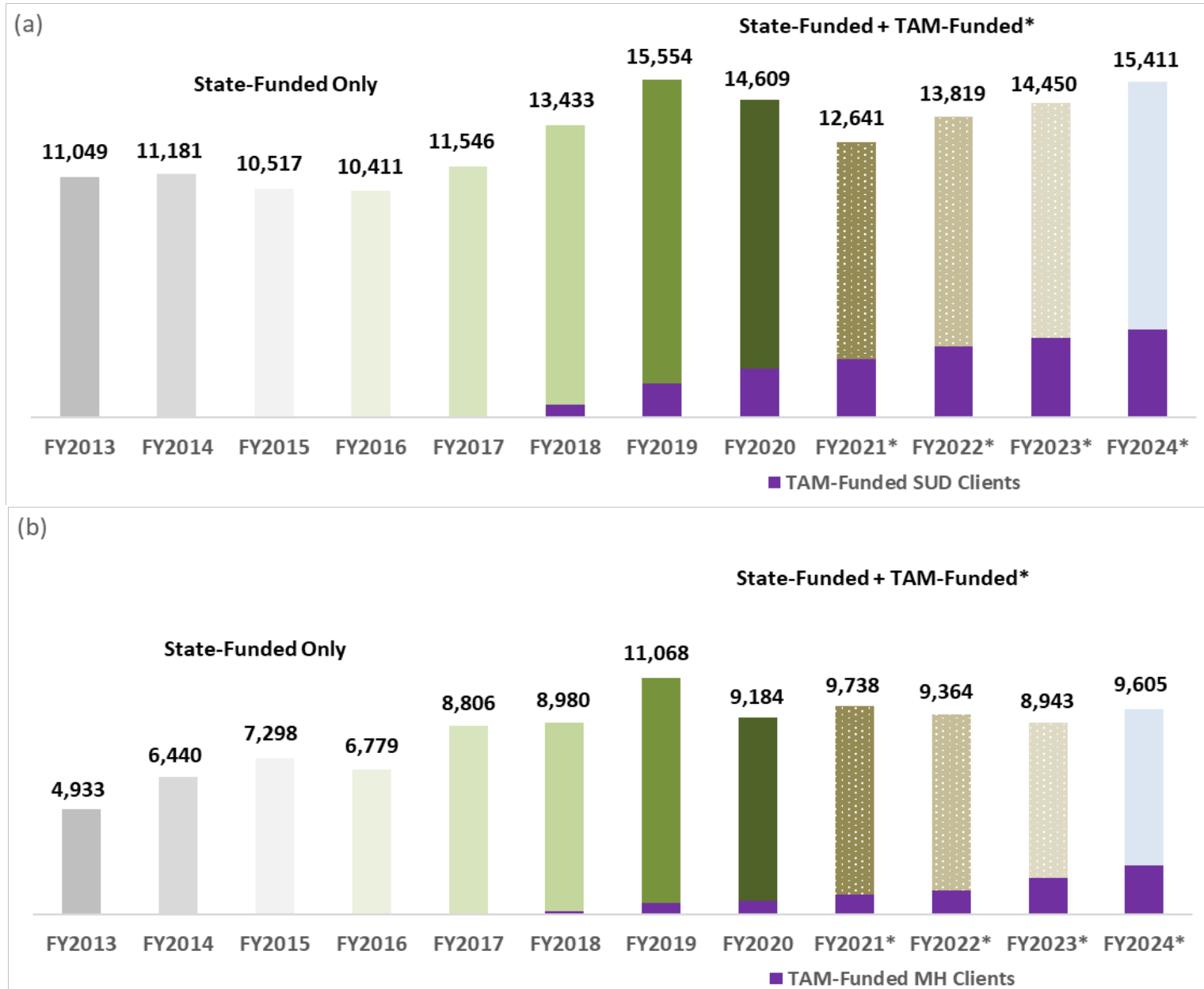
\*In 2021, OSUMH further restricted their definition to only justice referrals. FY2021-24 numbers attempt to provide an estimate based on previous definitions for comparison.

**Some additional information:**

- The four treatment service types that OSUMH tracks are outpatient, intensive outpatient, residential, and detox.
- While there has not been as much expansion in recent years in clients served at outpatient and intensive outpatient facilities, there has been a rebound in residential care beds and detox beds.
- Much of this increase in these more resource-intensive service types, however, appears to be isolated to Salt Lake and other parts of the Wasatch Front (see Figure 5-9 below for more).

(return to p.6)

**Figure 4-4.** Incorporating the state-funded clients served with the newer Targeted Adult Medicaid (TAM)-funded clients served (purple portion) to provide a more complete picture in recent years for **(a)** SUD treatment, and **(b)** MH treatment ([return to p.6](#)).



Source: Utah Department of Health & Human Services, Office of Substance Use and Mental Health (OSUMH) and Division of Medicaid and Health Care Financing

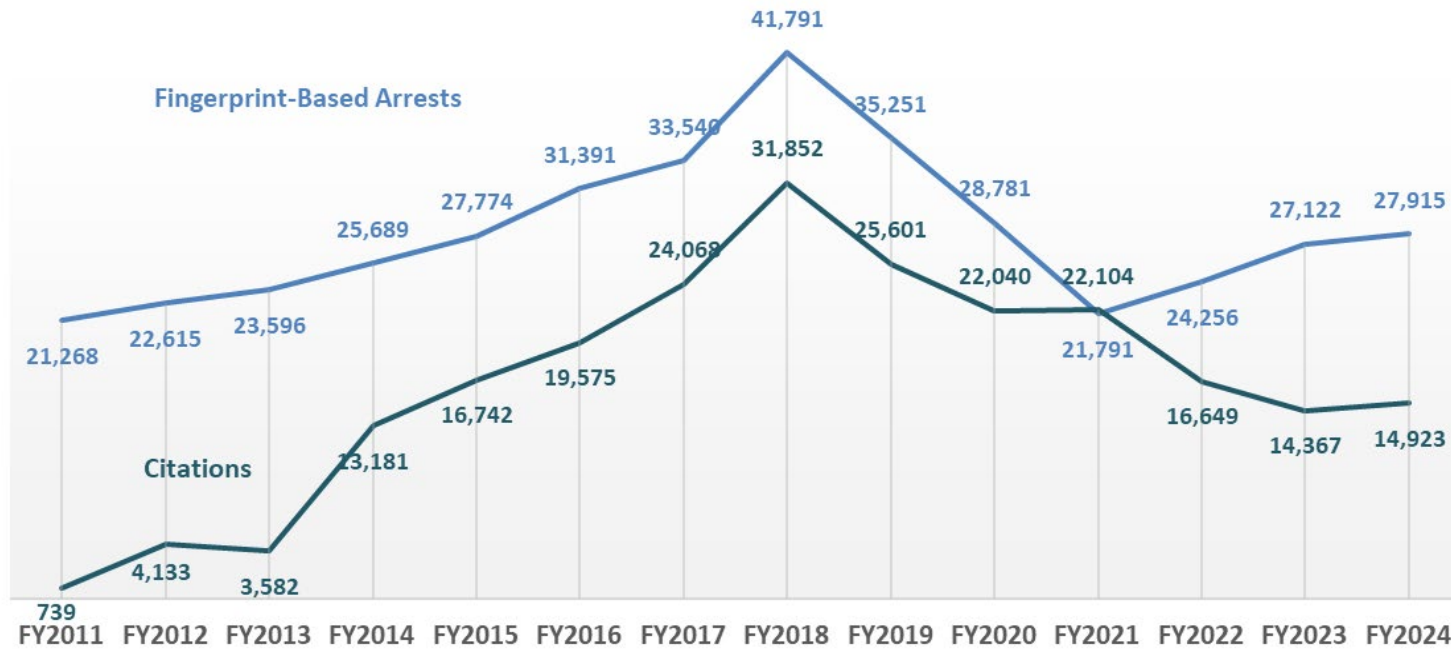
**Some additional information:**

- When the reform package passed in 2015, an accompanying bill for Medicaid expansion that would have provided much greater federal resources for offender treatment did not pass. This left it to the state to fund any expansion of treatment to the offender population.
- Starting in November 2017, Utah began enrolling clients in a new Targeted Adult Medicaid (TAM) program, and this has had a significant impact on justice involved populations (including both SUD and MH treatment). This program, operated by DHHS, is a fee for service opportunity for any enrolled Medicaid provider, and not all Medicaid providers are contracted with the local substance abuse authorities who submit data to OSUMH (the state-funded numbers reported in these and previous figures).
- The figures above incorporate the modest but significant numbers of justice involved clients served through the TAM program for both SUD (a) and/or MH (b) treatment.
- For SUD treatment, TAM has added up to 4,048 clients served in FY2024, and in the past four years in particular these additional clients have provided a significant boost to treatment numbers, despite pandemic effects and a decrease in drug offenders, and make up a large part of the gap to pre-reform years. The FY2024 TAM clients boosted the overall justice involved clients served for this past year by an extra 36%.
- For MH treatment, the gains have been more modest but still impactful, with a high of 2,319 clients TAM justice involved clients added in FY2024 (and increase of 32% over the state-funded only number).

[\(return to p.6\)](#)



Figure 4-5. Fingerprint-based (booking) arrests and citations for drug offenses by fiscal year, FY2011-24 (return to p.6).



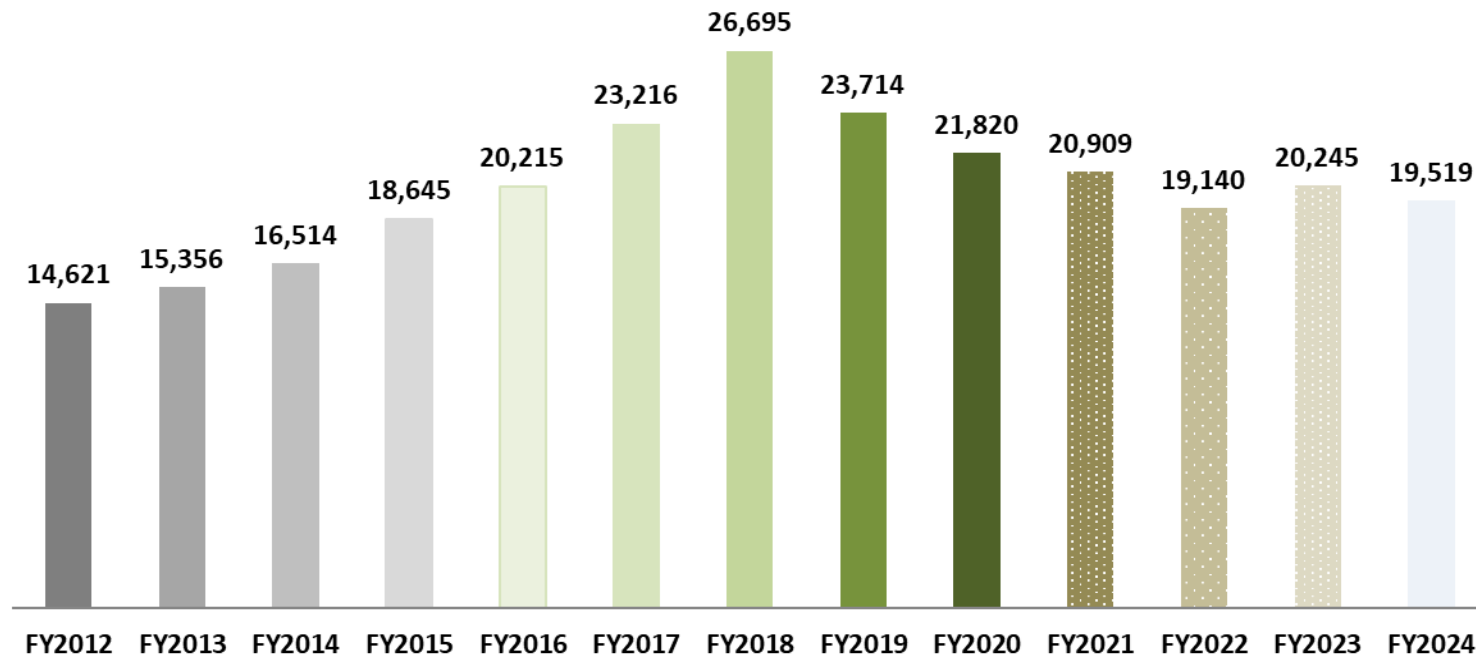
Source: Utah Department of Public Safety, Bureau of Criminal Identification

**Some additional information:**

- The figure above shows the trends in both fingerprint-based arresting incidents and citations for drug-related offenses.
- Both indicators had been increasing for years up to FY2018, but arrests decreased for three straight years before increasing slightly in FY2022-24 (though still on par with FY2015 levels), and citations have continued to decline before increasing slightly in FY2024 (still below FY2015 levels).
- Since FY2018, arrests for drug offenses have decreased 33% and drug citations have been more than cut in half (down 53%).
- Thus, far fewer drug offenders are entering at the front end of the system than the peak years of FY2017-19.

(return to p.6)

Figure 4-6. Cases filed in Utah Courts with drug possession charges by fiscal year, FY2012-24 (return to p.6).



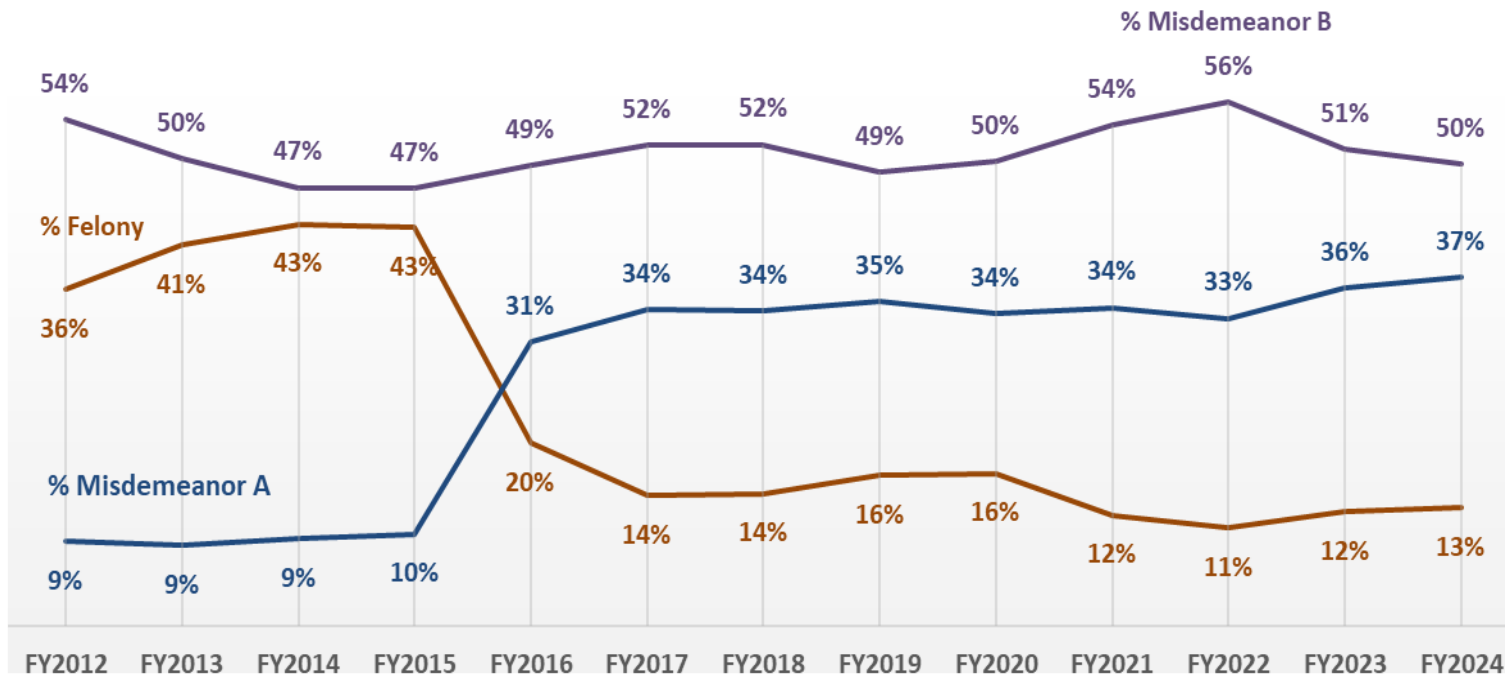
Source: Utah Administrative Office of the Courts, CORIS database; cumulative quarterly data pulls

**Some additional information:**

- As with drug arrests and citations, drug possession cases filed in Utah Courts had been on the rise for years up to a peak in FY2018.
- Despite a slight increase in FY2023, these cases are down 27% from the peak in FY2018 through FY2024.

(return to p.6)

**Figure 4-7.** Change in distribution of severity level (for most serious drug charge) of drug possession cases filed in Utah Courts by fiscal year, FY2012-24 (return to p.6).



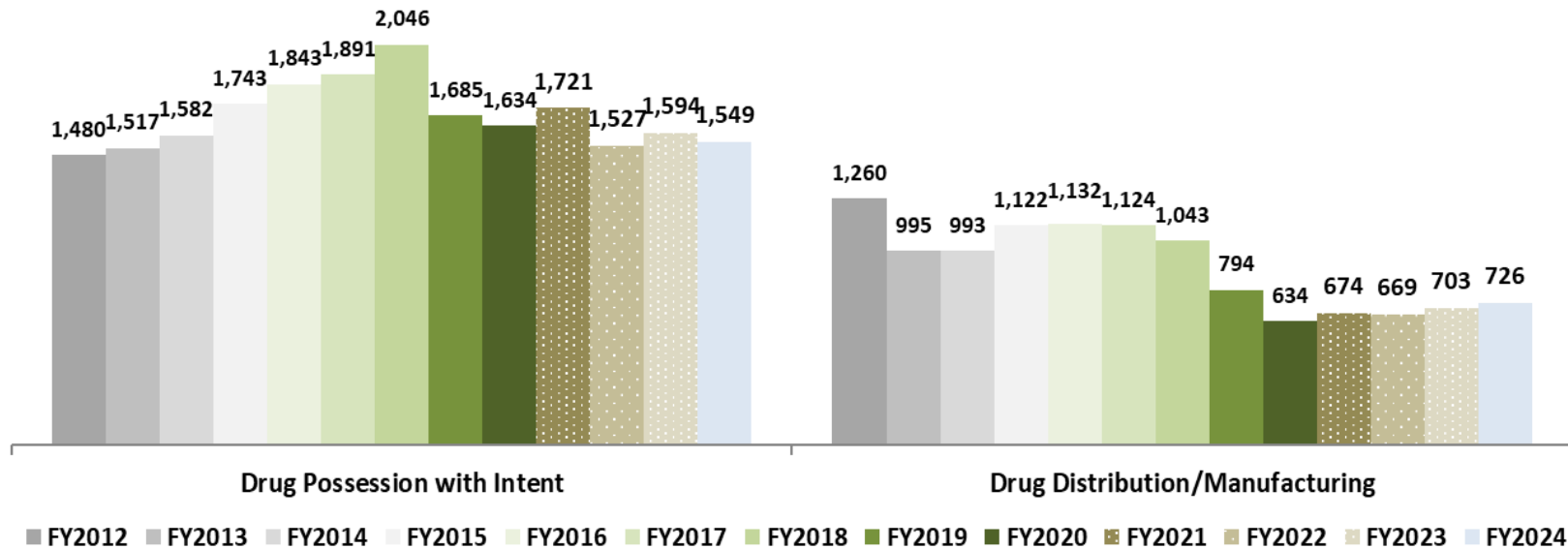
Source: Utah Administrative Office of the Courts, CORIS database; cumulative quarterly data pulls

**Some additional information:**

- As part of the reforms, most first or second drug possession offenses that were once 3<sup>rd</sup> degree felonies were shifted to Class A misdemeanors.
- Around half of drug possession cases are filed at the Class B misdemeanor level, and this is similar before and after reforms.
- However, there was a clear shift from felony drug possession cases to Class A misdemeanor drug possession cases following reform in FY2016.
- It was believed that the percentage of felony drug possession cases might start to increase once again after enough offenders accumulated their third (or more) offense within the past ten years, but this low percentage has stayed steady and even decreased in the past four years.
- Within the felony drug possession cases, a small but significant (10-11%) of pre-reform cases were filed as second degree felonies (or higher in several cases), most often due to enhancements related to expansive drug free zones. Limiting the definition for drug free zones was also included in the reforms, and drug possession cases filed at the second degree level or higher now account for less than 1% of all drug possession cases.

(return to p.6)

**Figure 4-8.** Cases filed in Utah Courts with drug possession with intent or drug distribution/manufacturing as the highest drug charge by fiscal year, FY2012-24 ([return to p.6](#)).



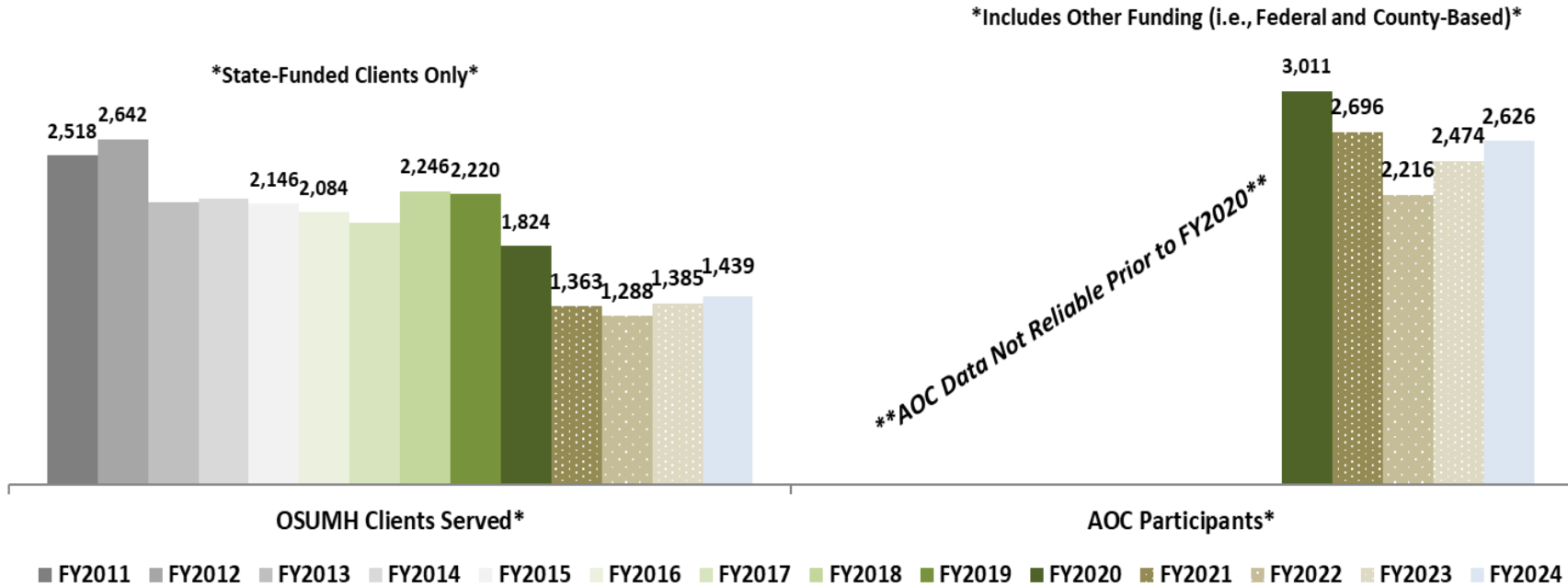
Source: Utah Administrative Office of the Courts, CORIS database; cumulative quarterly data pulls

**Some additional information:**

- Drug possession with intent cases were also increasing up to a peak in FY2018, though these declined significantly in FY2019 and have stayed low in the years since (24% lower in FY2024 than the FY2018 peak).
- In contrast, the most serious of the drug offenses, distribution/manufacturing, had been fairly flat through the years leading up to reform and the initial years of reform. After FY2018, these cases also dropped substantially and have stayed at low levels through FY2024 (30% lower).

[\(return to p.6\)](#)

Figure 4-9. Drug court clients served and admissions statewide by fiscal year, FY2011-24 (return to p.6).



Source: Utah Department of Health & Human Services, Office of Substance Use and Mental Health (OSUMH); Utah Administrative Office of the Courts, CORIS database

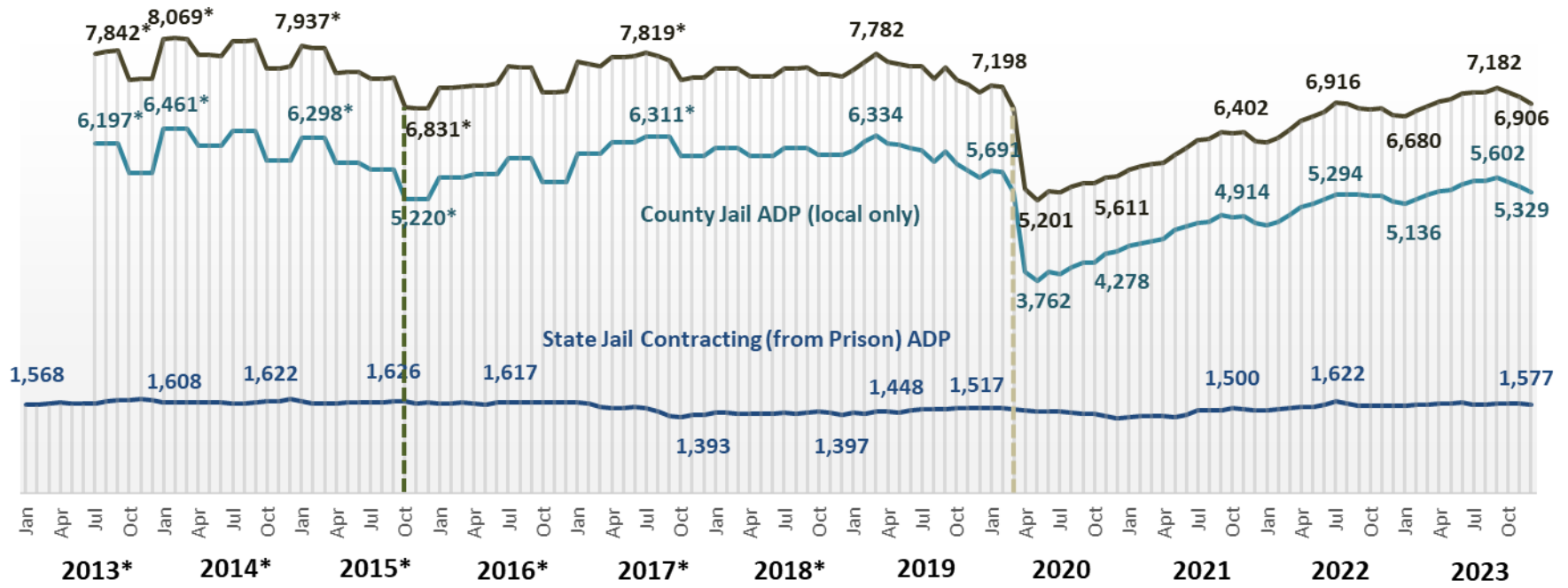
**Some additional information:**

- The Administrative Office of the Courts (AOC) does not have reliable historic information on Utah’s drug court participation prior to FY2020, so these longer-term trends also need to be obtained through DHHS-OSUMH.
- It should be noted that the main difference between the DHHS-OSUMH numbers and the AOC numbers is that the former only includes clients/participants who are served through State funding. AOC numbers include all drug court participants, including those served through State, Federal (i.e., TAM), and county-based funding
- Drug court participation stayed stable, with clients served and admissions slightly up in FY2018 and FY2019, before the pandemic hit in FY2020. This, combined with the decrease in drug offenders outlined above, seem to have had more of a negative effect on drug court participation than the implementation of reforms did.
- State-funded drug court clients served are down in recent years, but this has been offset by federally funded (i.e., TAM) clients and additional courts being opened across the state with county-based funding.
- With the decrease in drug offenders, Utah’s drug courts need to continue to expand their criteria to include high risk and high need individuals who commit other crimes related to drug use (i.e., property crimes) who could benefit from this important and effective program.

(return to p.6)

## Goal Update 5

**Figure 5-1.** County jail statewide average daily population by month, separating out the local offender population (\*estimates for pre-2019 numbers) from the state jail contracting offenders, January 2013 – December 2023 ([return to p.7](#)).



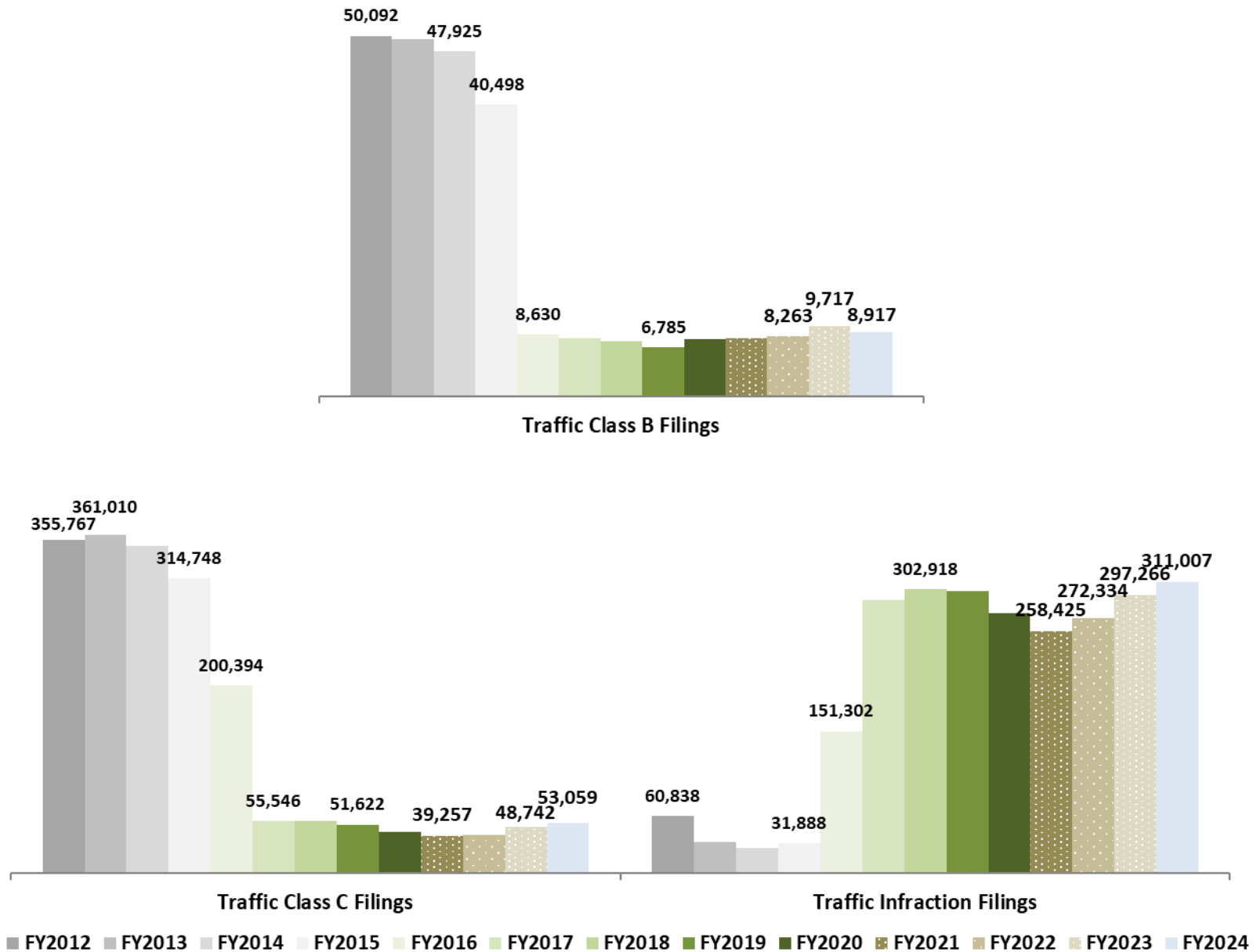
Source: CCJ annual data collection from county jails per 17-22-32 (County Jail Reporting Requirements); state jail contracting from Utah Department of Corrections  
 \*pre-2019 data estimated based on data collected from the jails by the Utah Legislative Auditor General's Office as part of the [2020 audit of JRI](#)

### Some additional information:

- The figure above builds on a “first of its kind” effort to track local county jail data, which started in 2020 with [S.B. 193](#). This CCJJ effort started with annual collection of data in 2019 through 2023, the latest year available. The previous report also added in estimates back to the third quarter of 2013, using the local jail population of six jails collected by a team from the Legislative Auditor General’s Office as part of the [2020 audit](#) of JRI.
- These trends show fairly clearly that concerns about the jail populations increasing due to reform did not come to fruition. The estimated average from the middle of 2013 to the October 2015 reform implementation (green dotted line) was 7,698, and the average from implementation to just prior to the start of the pandemic (gold dotted line) was 7,419 (4% lower).
- As with the prison, there was a dramatic decrease in the jail population after the pandemic, and this has slowly grown back since.

[\(return to p.7\)](#)

**Figure 5-2.** Traffic offense case filings in Utah Courts by severity level (Class B and C misdemeanors, infractions) and fiscal year, FY2012-24 (return to p.7).



Source: Utah Administrative Office of the Courts, CORIS database; cumulative quarterly data pulls

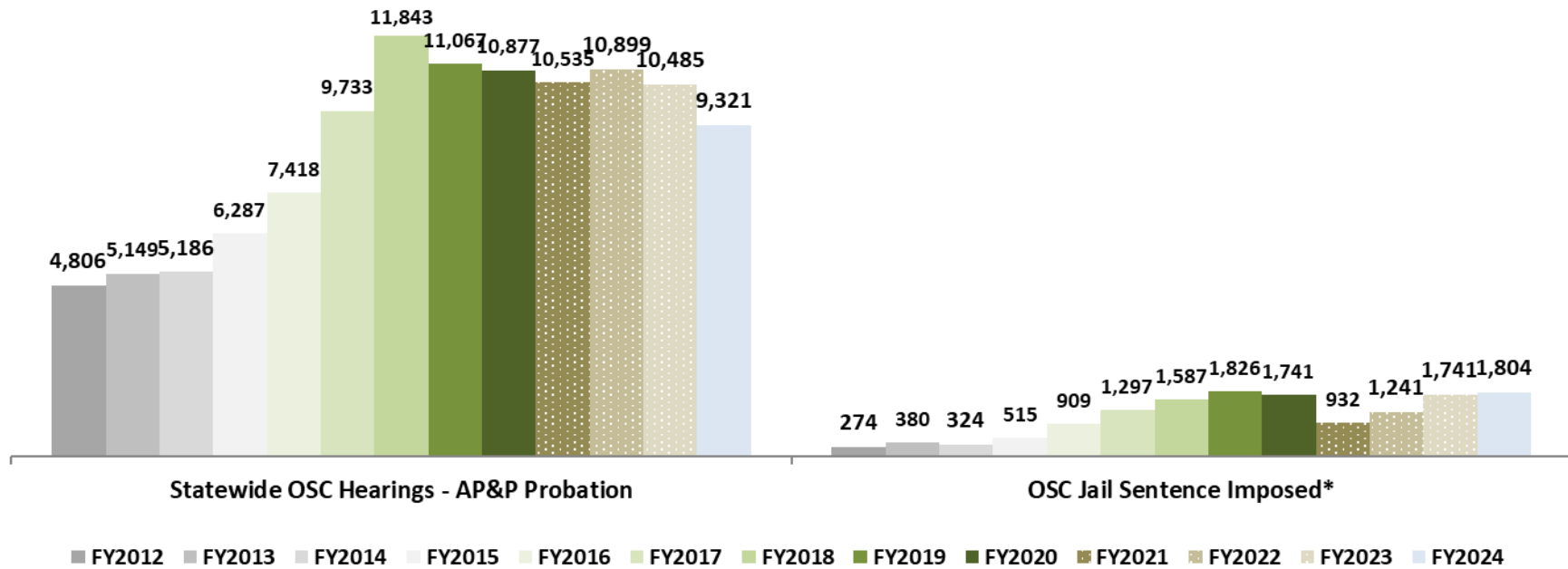
**Some additional information:**

- One change that sought to prevent low-level offenders from ending up in the jails was to shift many Class B and Class C misdemeanor traffic offenses to infractions.
- As the above figures show, this effort has been very successful, as there were dramatic decreases in Class B and Class C traffic case filings after FY2015, and corresponding dramatic increases in traffic infraction filings. Infractions do not carry the possibility of jail time, while Class B misdemeanors (and to a lesser extent Class C misdemeanors) do carry that potential.
- These corresponding trends of lower levels of Class B and Class C misdemeanors combined with higher levels of infractions have persisted through FY2024.

**(return to p.7)**



**Figure 5-3.** Statewide order to show cause (OSC) hearings involving offenders supervised by Adult Probation and Parole (AP&P) and jail sentences imposed at OSC hearings by fiscal year, FY2012-24 ([return to p.8](#)).



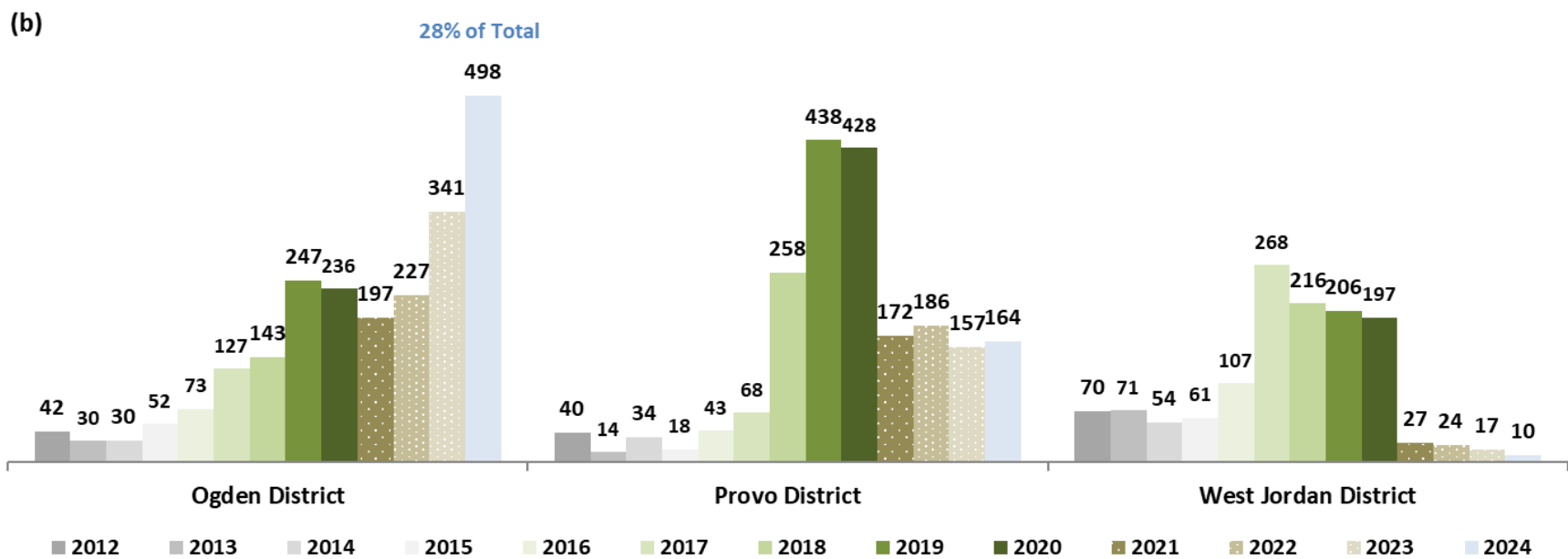
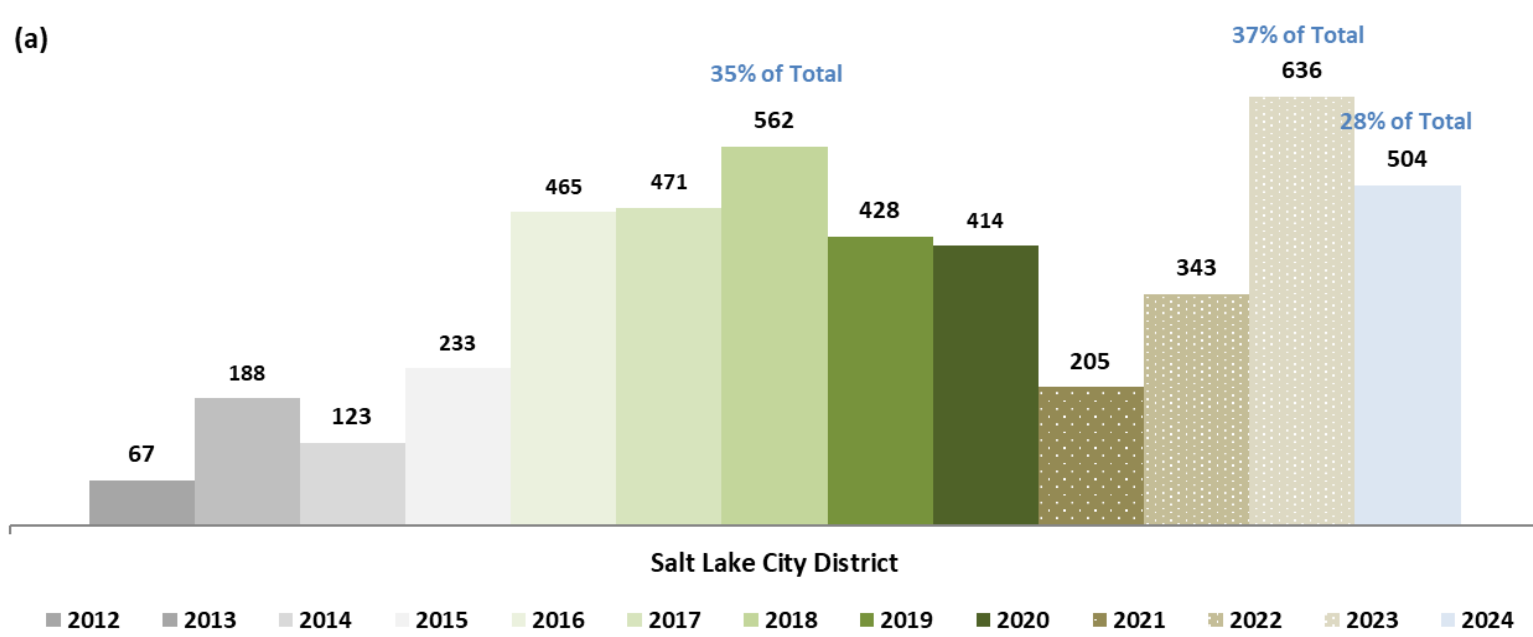
Source: Utah Administrative Office of the Courts, CORIS database; data pulled September 2024  
 Note: Hearings where defendant present, cases that showed with AP&P probation on that hearing date; \*OSC hearing resulted in a jail sentence

**Some additional information:**

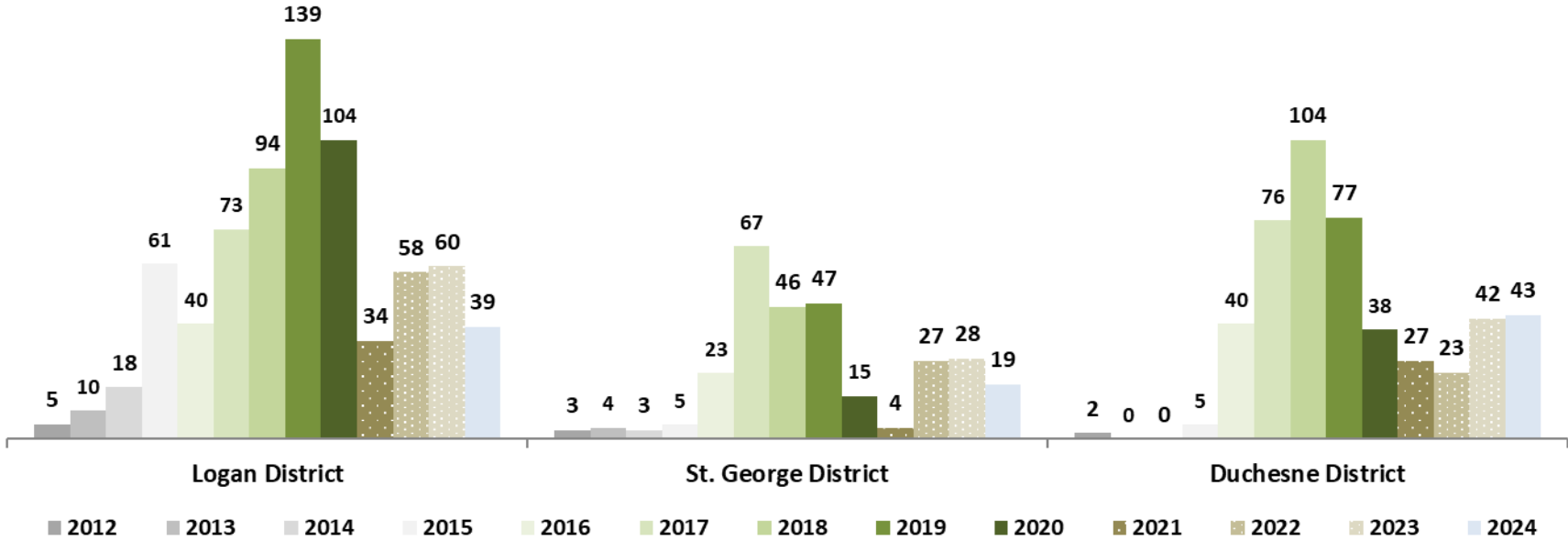
- Similar to the increase in admissions to prison from parole, mostly due to changes in supervision practices and an increase in high and intensive risk offenders on supervision in recent years, the county jails have also seen an increase in offenders who have committed violations while on probation.
- The above figures show trends in the number of OSC hearings for AP&P probationers (left) and the number of jail sentences that are imposed at these hearings (right). It is quite clear that this activity has increased since the start of reforms, now that AP&P and judges have standardized methods for holding probation offenders accountable across the state (i.e., short, capped jail stays for probation violations).
- OSC hearings for AP&P probation violations have almost doubled, while jail sentences are three times more frequent.
- Apart from the raw numbers, these OSC hearings have resulted in jail in 14% of cases in recent years, compared to 7% on average prior to reforms. This is up to 19% in FY2024 – the raw number of jail sentences stayed similar, but the **total number of OSC hearings declined significantly**.

[\(return to p.8\)](#)

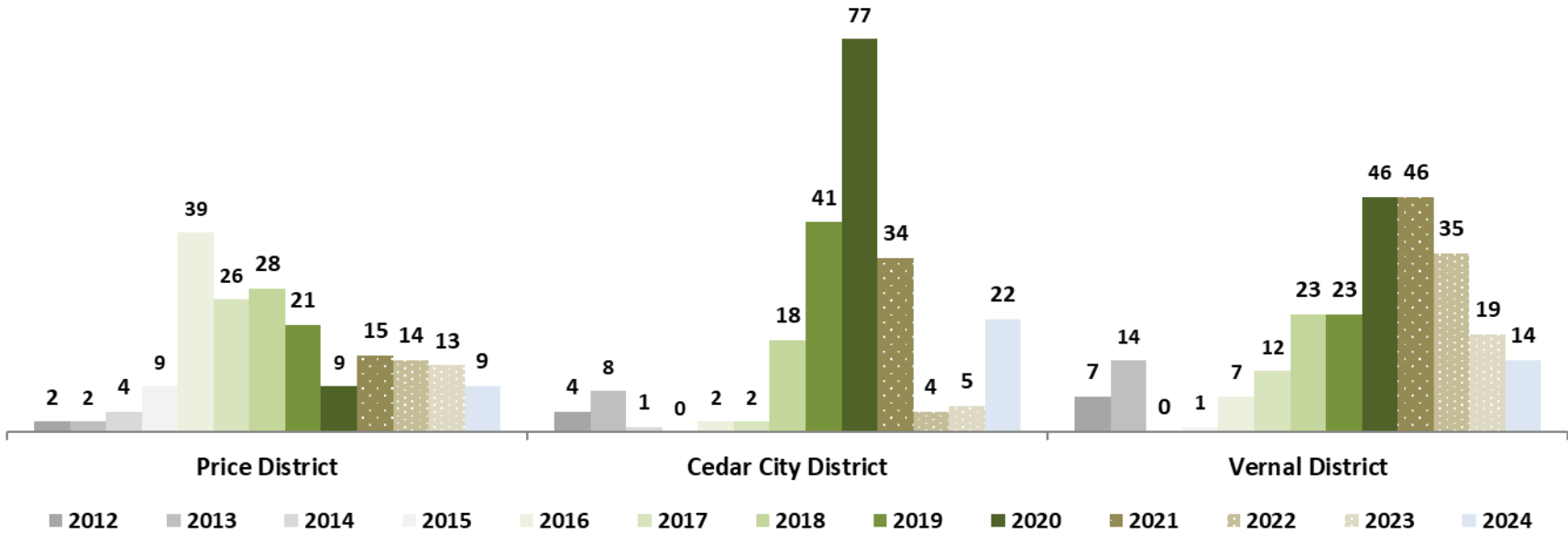
**Figure 5-4.** More detail by District Court on OSC hearings with jail sentences imposed to show variation in trends across the state by fiscal year, FY2012-24, for (a) Salt Lake City, (b) Ogden, Provo, and West Jordan, (c) Logan, St. George, and Duchesne, (d) Price, Cedar City, and Vernal, and (e) American Fork, Farmington, and all other District Courts ([return to p.8](#)).



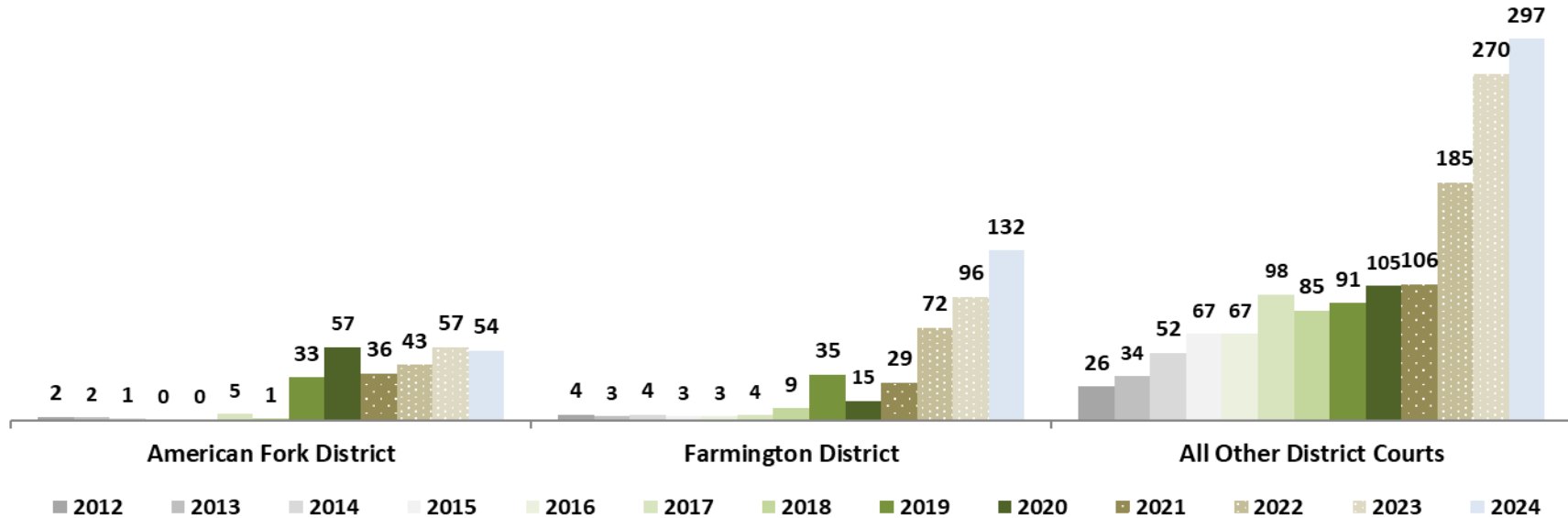
(c)



(d)



(e)



Source: Utah Administrative Office of the Courts, CORIS database; data pulled October 2023

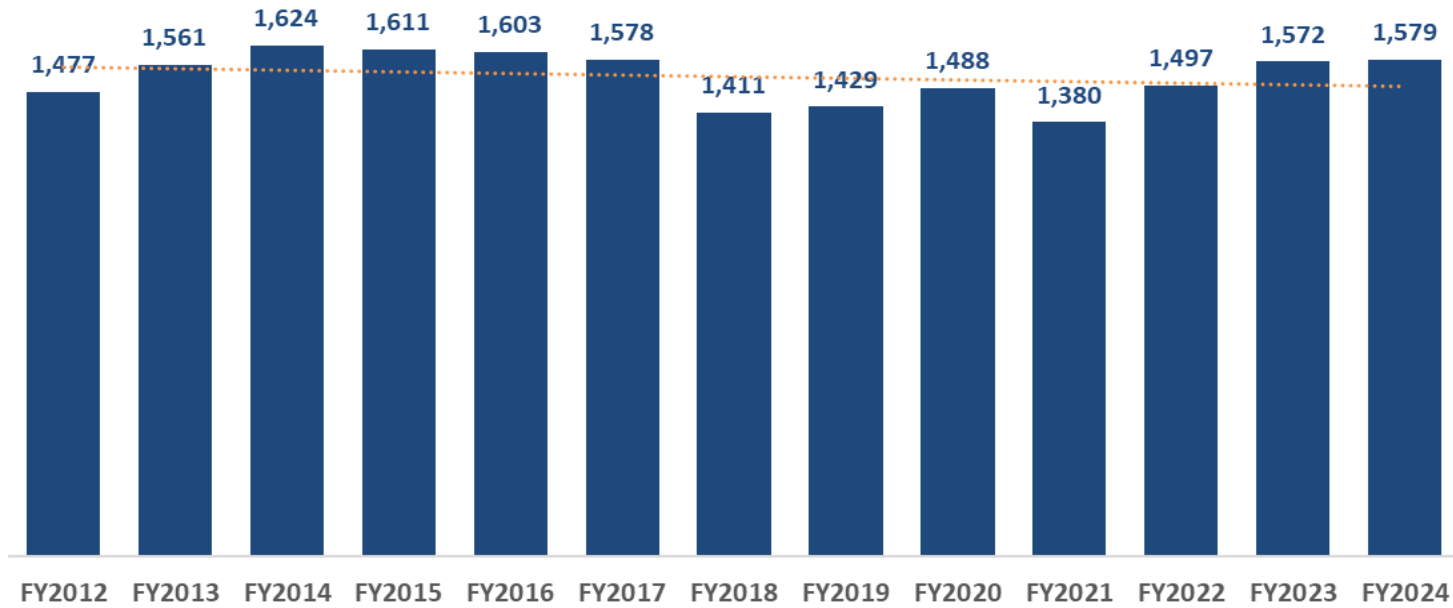
Note: Hearings where defendant present, cases that showed with AP&P probation on that hearing date; \*OSC hearing resulted in a jail sentence

**Some additional information:**

- The numbers for OSC jail sentences in Figure 5-3 were statewide, and these figures above (a-e) show that there is a great deal of variation in these OSC practices among the District Courts around the state (where these OSC hearings involving AP&P occur).
- The first figure (a) shows the Salt Lake City District Court numbers, where close to a third of these statewide OSC jail sentences originate. When Ogden, Provo, and West Jordan District Courts (b) are added to Salt Lake City, these four largest courts account for 70% of all OSC jail sentences in the State across this time period.
- Salt Lake City, along with Ogden (b); Logan, St. George, and Duchesne (c); and American Fork, Farmington, and all other small District Courts combined (e), have seen an increased amount of jail sentences imposed in the past several years. Most other courts peaked earlier in the reform period and have since fallen off. These countervailing trends have offset each other, leading to the relatively stable trend in the statewide numbers that we have seen since FY2018 (with the exception of FY2021 due to the pandemic).
- Ogden District Court (b) in particular has seen a large increase in in jail sentences at OSC hearings in the past two years, with FY2025 more than doubling the amount in just FY2022 (+54%), as well as the previous high in FY2019 (+50%). Farmington District Court averaged 16 OSC jail sentences between FY2016-21; in the last three years this has steadily increased to 132 (+725%). Other smaller district courts that have shown recent increases include Spanish Fork, Brigham City, Heber City, and Tooele.

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Figure 5-5. Jail contracting ADP for Department of Corrections prisoners housed in the county jails by fiscal year, FY2012-24 (return to p.8).



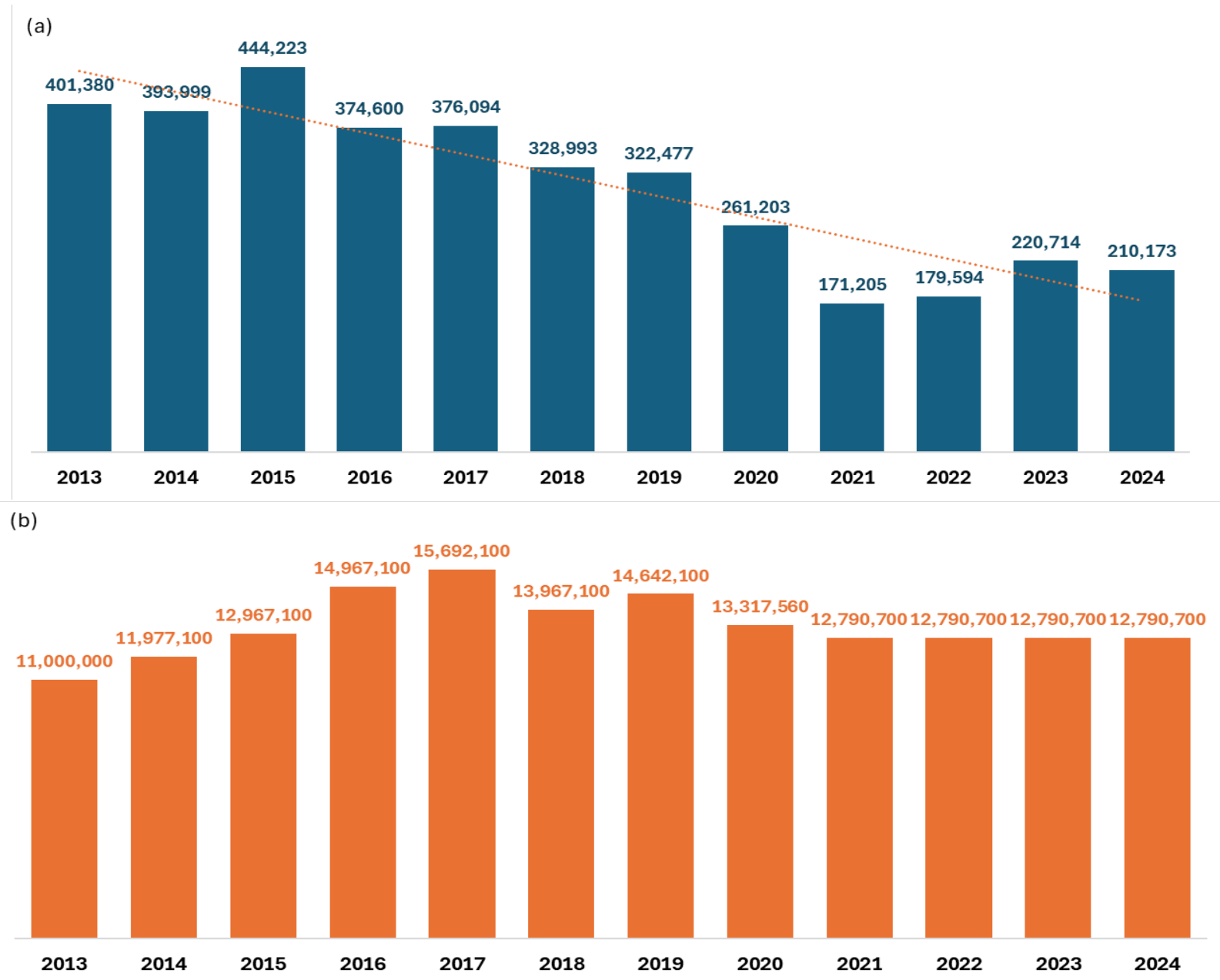
Source: Utah Department of Corrections, O-Track database; data pulled August 2024

**Some additional information:**

- Figure 5-1 above included a line in the monthly jail population trends for beds contracted to state prisoners from the Department of Corrections, and that line stayed mostly flat across the period. The figure above breaks down the same data by fiscal year for the same population (state jail contracting) to show that state support for this program has remained stable from before reform to the period after.
- In FY2024, there were 1,579 state contracting prisoners in the county jails on average, back to levels on par with pre-reform after a slight decrease in FY2021, which mirrored the overall decrease in the prison (and jail) populations following the pandemic. Contracting beds rebounded quicker post-pandemic, though the overall prison population has since followed that trend.

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**Figure 5-6.** Total annual bed days statewide for jail as a condition of felony probation (COP) offenders (a), and statewide jail reimbursement funding by fiscal year (b), FY2013-24 (return to p.8).



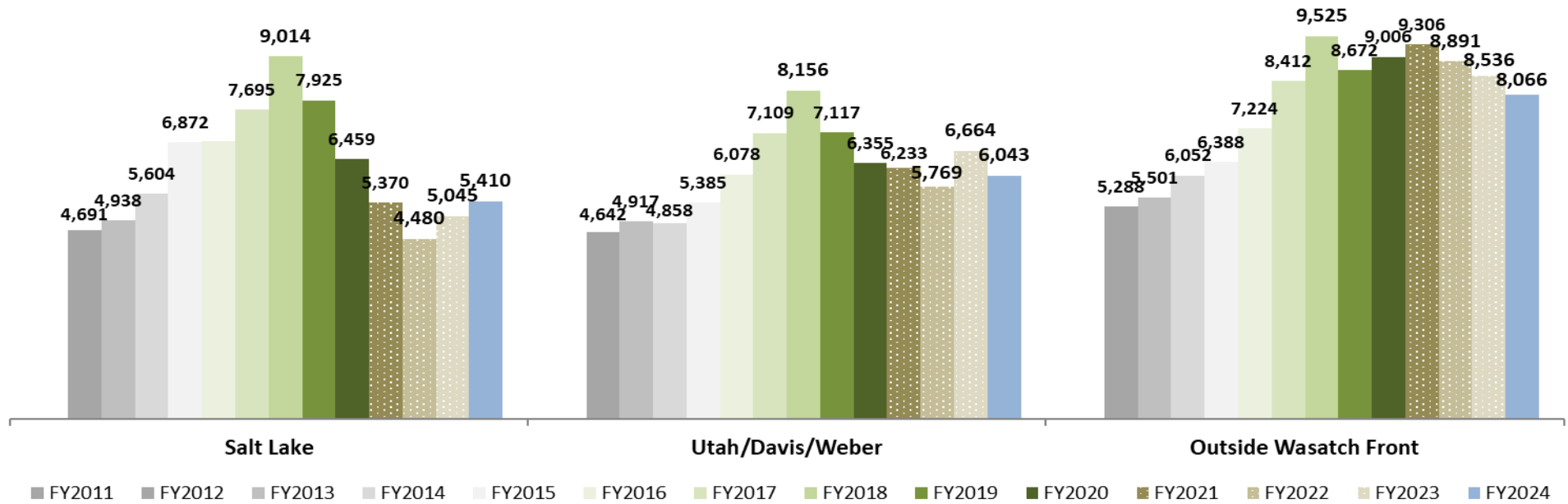
Source: Compilation of CCJJ Jail Reimbursement reports

**Some additional information:**

- Another state program, jail reimbursement, compensates the county jails for impacts from state-supervised felony offenders who are sentenced by the judge to an initial jail stay prior to starting felony probation in the community (jail as a condition of probation, or COP).
- The first figure above (a) shows the total statewide bed days by fiscal year for the number of COP bed days in the county jails, and it is clear that these COP stays have significantly declined in the post-reform period from FY2016-FY2024. This is likely due to a combination of several factors, including fewer felony probationers in general and a decrease in the use of COP practices by judges.
- Despite this decrease in COP jail bed days, state funding to the counties through jail reimbursement has continued, and even increased significantly on average, compared to pre-reform years (b). The average overall funding statewide for the three pre-reform years (FY2013-15) was \$11,981,400 (average COP bed days 413,201), while the average funding post-reform to the start of the pandemic (FY2016-20) was \$14,517,192 (average COP bed days 332,673), a 21% increase in funding even with a 19% decrease in COP bed days. In the past four years, funding has been kept at \$12,790,700, still higher than pre-reform even as COP bed days have dropped to 195,422 on average (less than half of pre-reform levels).
- This is an example of one way that support has continued for the counties while impact on jail beds has been lowered post-reform.

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**Figure 5-7.** Cases filed in Utah Courts with drug possession charges by region of the state and fiscal year, FY2012-24 ([return to p.8](#)).



Source: Utah Administrative Office of the Courts, CORIS database; cumulative quarterly data pulls

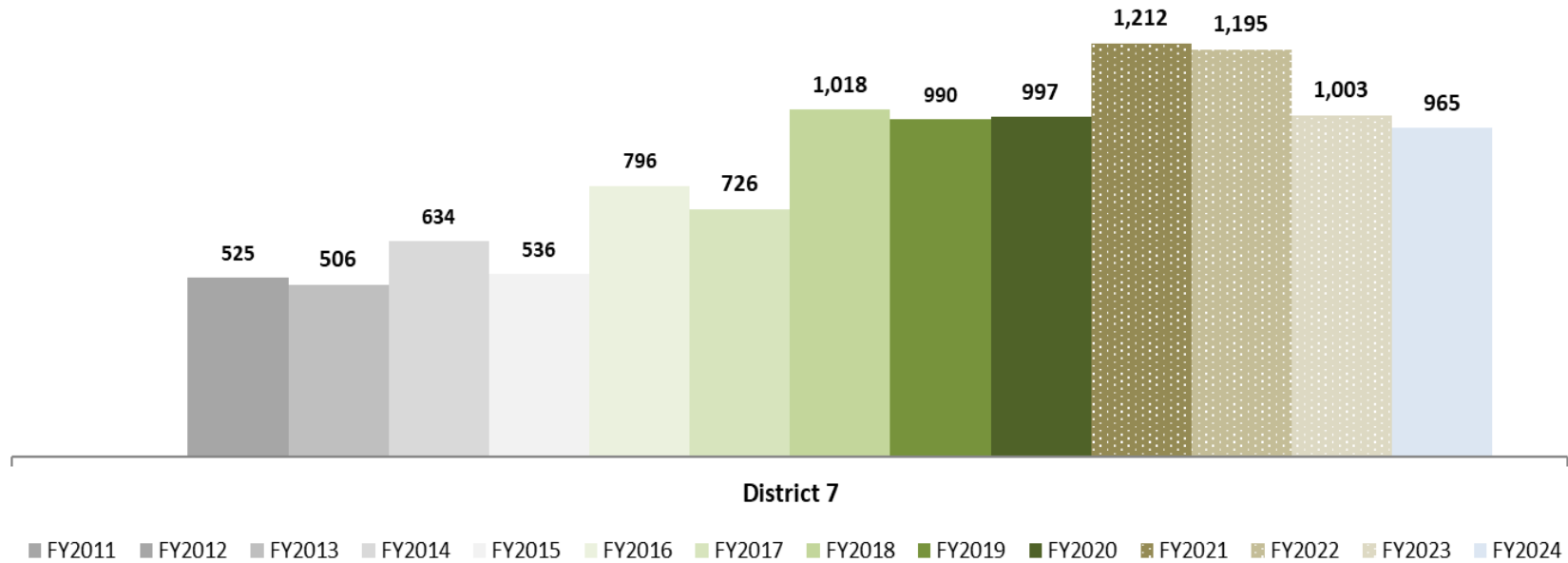
**Some additional information:**

- Figure 4-6 above showed the declining trends statewide in drug possession cases filed in Utah Courts. The current figure further breaks these trends down by region of the state, comparing Salt Lake County with the other Wasatch Front counties (Utah, Davis, and Weber) and the rest of the state outside of the Wasatch Front.
- It is clear from these different trends that most of the statewide change has been driven by Salt Lake County, where there was a dramatic 50% drop in drug possession filings from FY2018 to FY2022, and to a somewhat lesser extent in the other counties along the Wasatch Front (still an impressive 29% drop in the same period).
- In the more rural counties outside the Wasatch Front, several things stand out. First, the increase from FY2012 (and even longer before the period shown above) through the peak in FY2018 is very similar to the increases seen in Salt Lake and the rest of the Wasatch Front counties. Since the peak, however, there has not been as much of a decline as seen even in the non-Salt Lake Wasatch Front counties – the number of drug offenders has persisted at a slightly lower level than the FY2018 peak. Additionally, with only 25% of the total population (compared to 35% for Salt Lake County and 40% for the other three counties), this region has had a greater number of drug offenders than the other two regions over time.

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**Figure 5-8.** Cases filed in Utah **Court District 7** with drug possession charges by fiscal year, FY2012-23 (return to p.8).



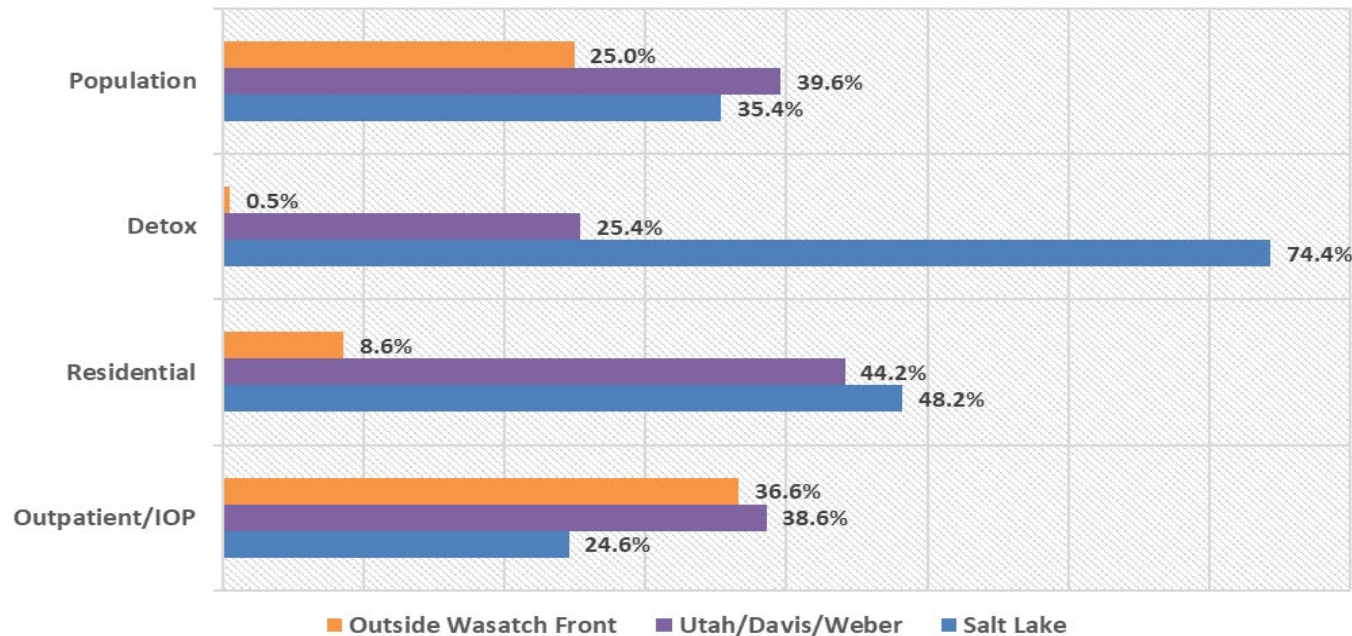
Source: Utah Administrative Office of the Courts, CORIS database; cumulative quarterly data pulls

**Some additional information:**

- These differing trends in drug possession case filings in counties outside the Wasatch Front are particularly illustrated when looking at District 7, which encompasses Carbon, Emery, Grand, and San Juan counties.
- This figure shows a step up pattern of drug possession case filings through FY2022, with a slight decrease in FY2023 and even smaller in FY2024. The District 7 pattern has a peak in FY2021-22, several years after the statewide peak in FY2018 (which was also common across all three regions in Figure 5-7 above). Even the lower number in FY2024 is still on par with the level in FY2018 in this district.
- Once again, this illustrates that different parts of the state experience the same phenomena in different ways, and that more SUD treatment resources are needed outside the Wasatch Front.

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**Figure 5-9.** Distribution of SUD treatment services by region and service type compared to population, using an average of clients served for the most recent four fiscal years (FY2021-24) **(return to p.8)**.



Source: Utah Department of Health & Human Services, Office of Substance Use and Mental Health (OSUMH)

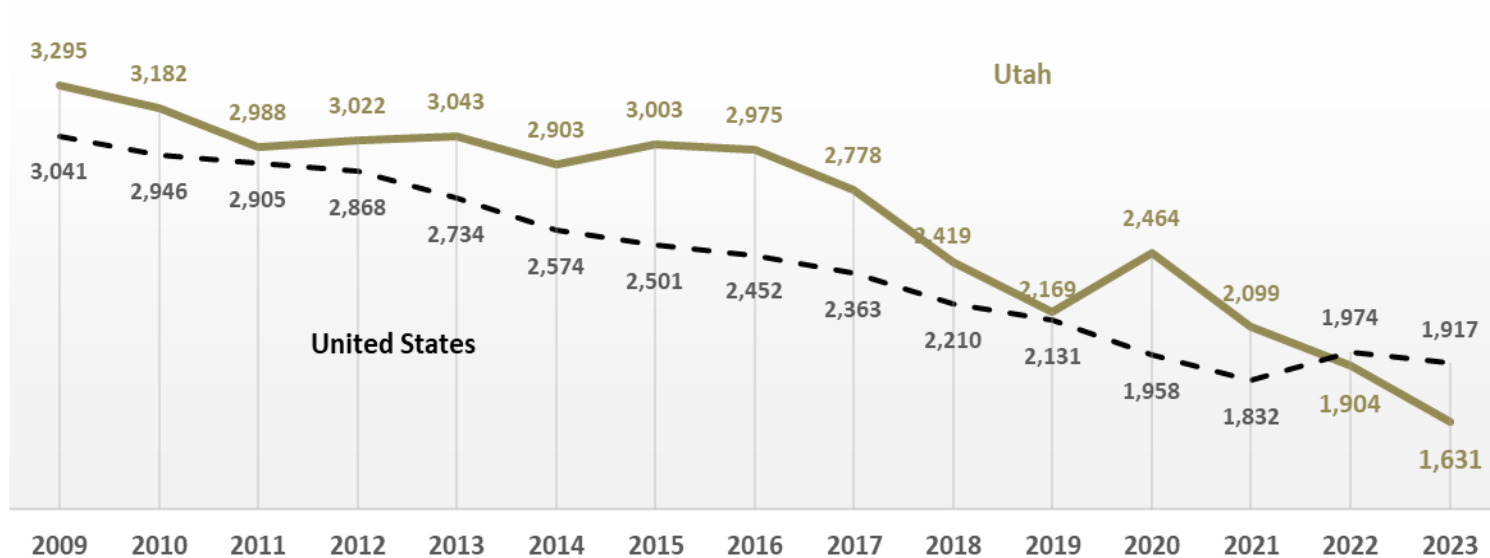
**Some additional information:**

- Building on the differing trends in drug possession case filings in various parts of the states shown in Figures 5-7 and 5-8, this figure shows the discrepant distribution of treatment resources between those same three regions (Salt Lake County, other Wasatch Front, and outside the Wasatch Front counties).
- The top cluster shows the distribution of the overall population across these regions, and the next three shows the same for clients served in the past four fiscal years (FY2021-24) across three SUD treatment service types: detox, residential, and outpatient/intensive outpatient.
- It is clear that, while the more rural counties outside the Wasatch Front have a good distribution of outpatient services, they are mostly lacking in the more resource intensive services like residential and detox beds. In fact, detox beds are practically non-existent outside of Salt Lake, Utah, and Davis counties (even Weber County is lacking in dedicated detox beds), and in these places county jails often have to take on this burden.

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## Other Updates

**Figure O-1.** FBI Uniform Crime Reporting (UCR) **property crime** rate (rate per 100,000 population) trends in Utah compared to national rates, 2009-23 (return to p.9).



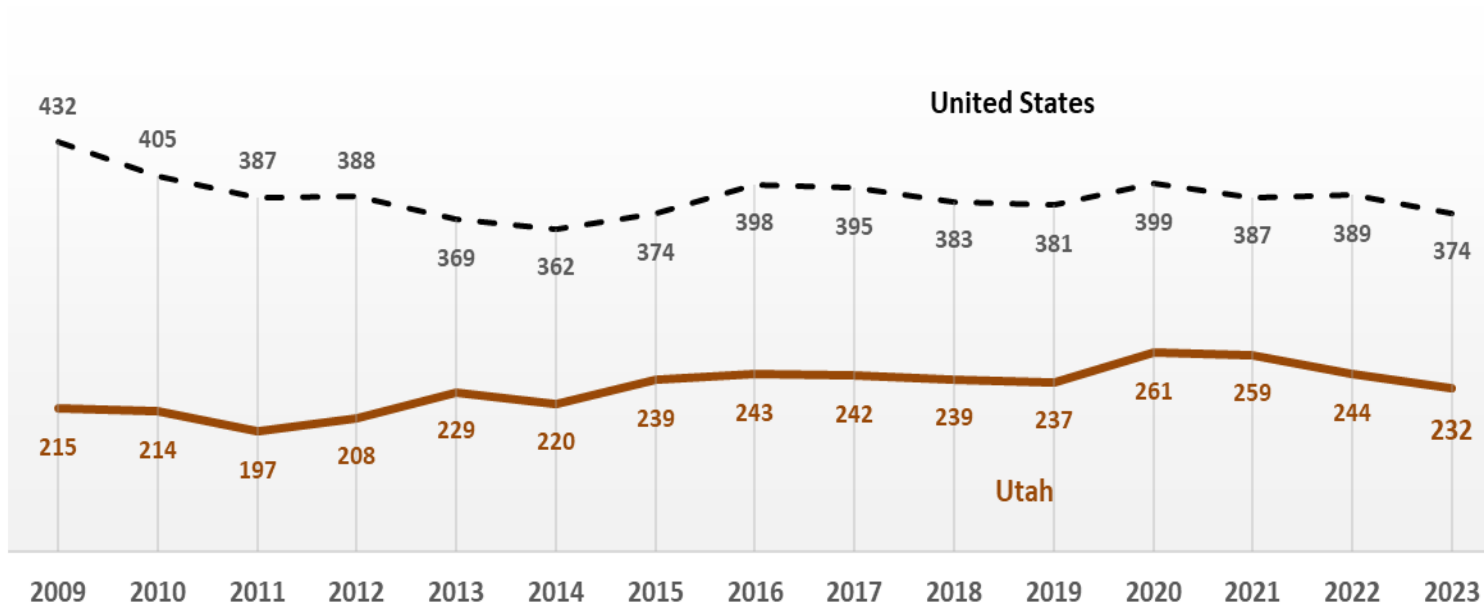
Source: [FBI Crime Data Explorer \(CDE\)](#)

### Some additional information:

- This figure shows the FBI UCR property crime rate trends since 2009 (calendar year) for Utah and the United States overall.
- Overall, these trends have been declining, though there was concern over a significant spike in 2020 associated with the pandemic and social unrest that year. Since then, these concerns should be alleviated with three consecutive years of significantly lower rates of property crime.
- The 2023 rate is now 34% lower than the 2020 spike, and 46% lower than the 2015 rate.
- This is the second year in a row that Utah was below the national property crime rate (2022 was the first year ever), and the 2023 property crime rate was once again the lowest in recorded history (back to the late 1970s).
- The 2023 rates were also down across all four subcategories of property crime: arson, burglary, larceny-theft, and motor vehicle theft.

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**Figure O-2.** FBI Uniform Crime Reporting (UCR) **violent crime** rate (rate per 100,000 population) trends in Utah compared to national rates, 2009-23 (return to p.10).



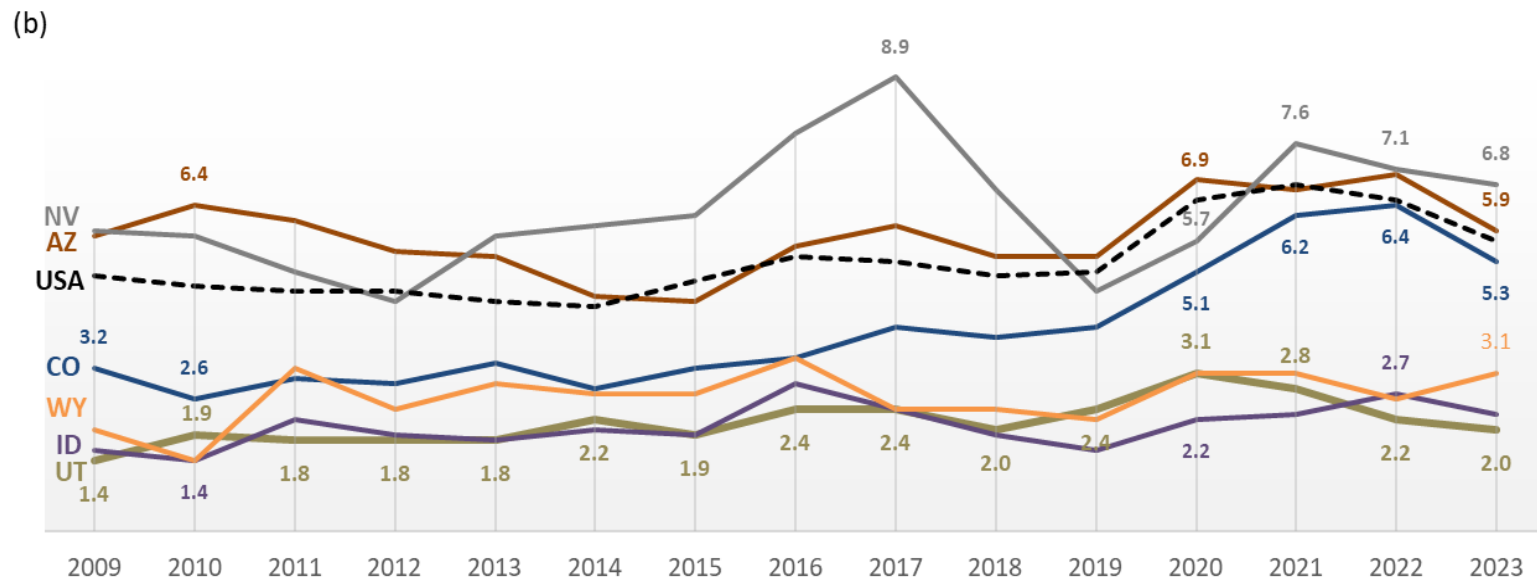
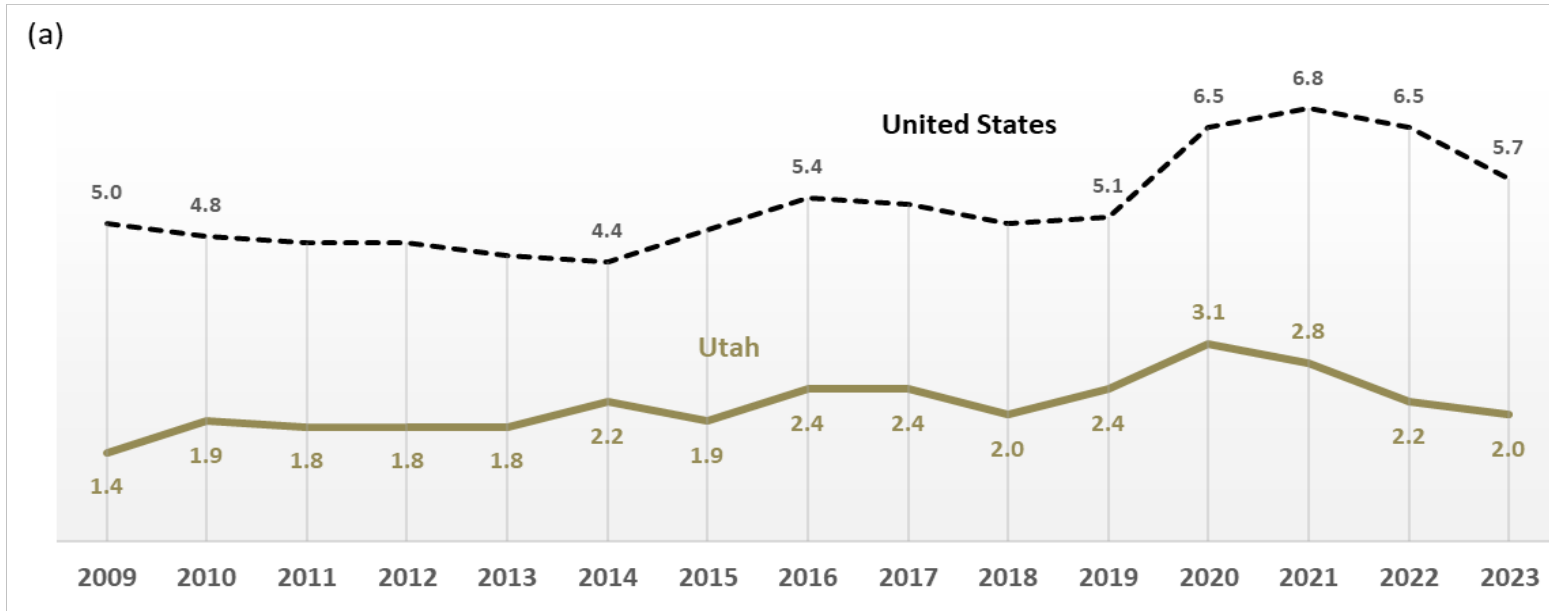
Source: [FBI Crime Data Explorer \(CDE\)](#)

**Some additional information:**

- This figure shows the FBI UCR violent crime rate trends since 2009 (calendar year) for Utah and the United States overall.
- Overall, these trends have been fairly flat since 2015, though there was also a spike in violent crime in 2020 associated with the pandemic and social unrest of that year.
- The 2023 violent crime rate is now 11% lower than the 2020 high after three consecutive years of modest decline, and the current violent crime rate is lower than the 2015-19 pre-pandemic period but still slightly higher than the rates seen in 2010-14.
- The 2023 rates were also down or stable across all four subcategories of violent crime: homicide, aggravated assault, rape, and robbery.

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**Figure O-3.** FBI Uniform Crime Reporting (UCR) **homicide** rate (rate per 100,000 population) trends in Utah compared to national rates (a), and compared to other nearby states (b), 2009-23 (**return to p.10**).



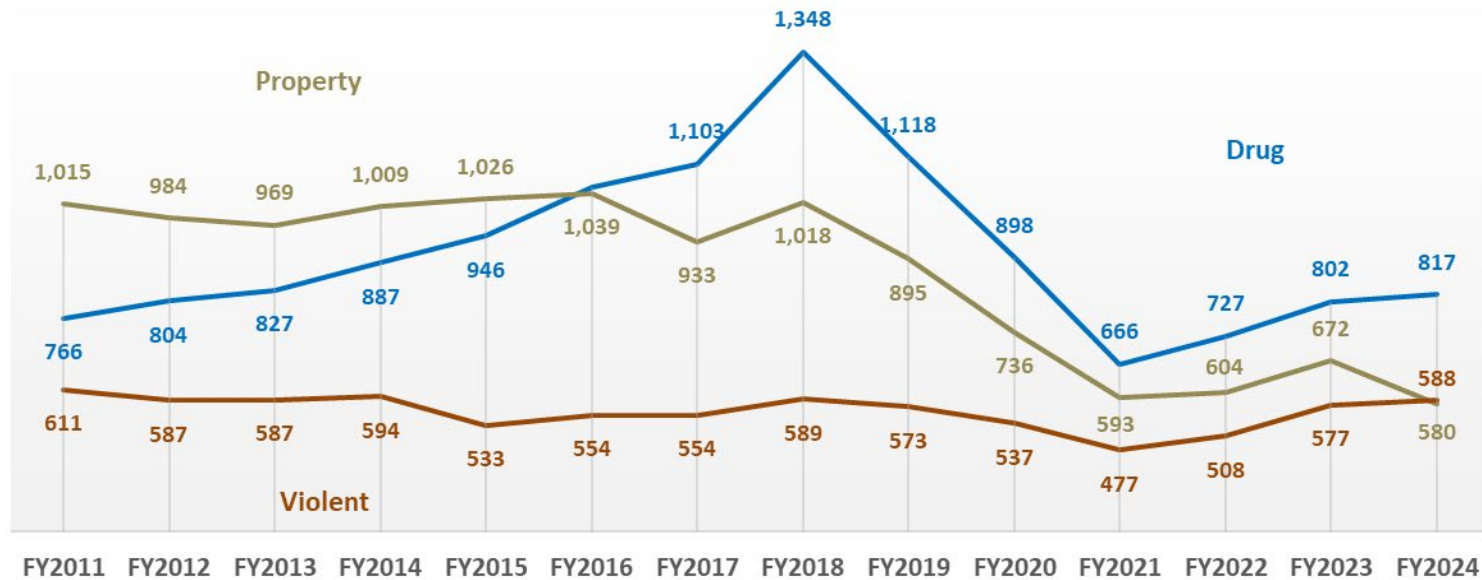
Source: [FBI Crime Data Explorer \(CDE\)](#)

**Some additional information:**

- The figures above take a closer look at the homicide rate in Utah, which had also made a sizable jump in 2020 that had many policymakers and citizens concerned.
- The first figure (a) shows the trends in Utah's homicide rate in relation to the national rates, which are substantially higher and showed a similar spike in 2020. The national rate continued to increase in 2021 and remained elevated in 2022 before a sizeable decrease in 2023, while Utah's homicide rate has decreased each of the past three years, including a more substantial decline in 2022-23 (now 35% lower than the 2020 rate).
- The second figure (b) provides more information about how Utah's homicide rate compares to other surrounding states. Utah's rate (gold line) is historically among the lowest in the region (with Idaho and Wyoming), but the decline in 2022-23 gives it the lowest rate of the six.

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**Figure O-4.** Fingerprint-based (booking) arresting incident rate (rate per 100,000 population) trends by category of crime charges contained in the incident (property, violent, and drug charges) by fiscal year, FY2011-24 ([return to p.10](#)).



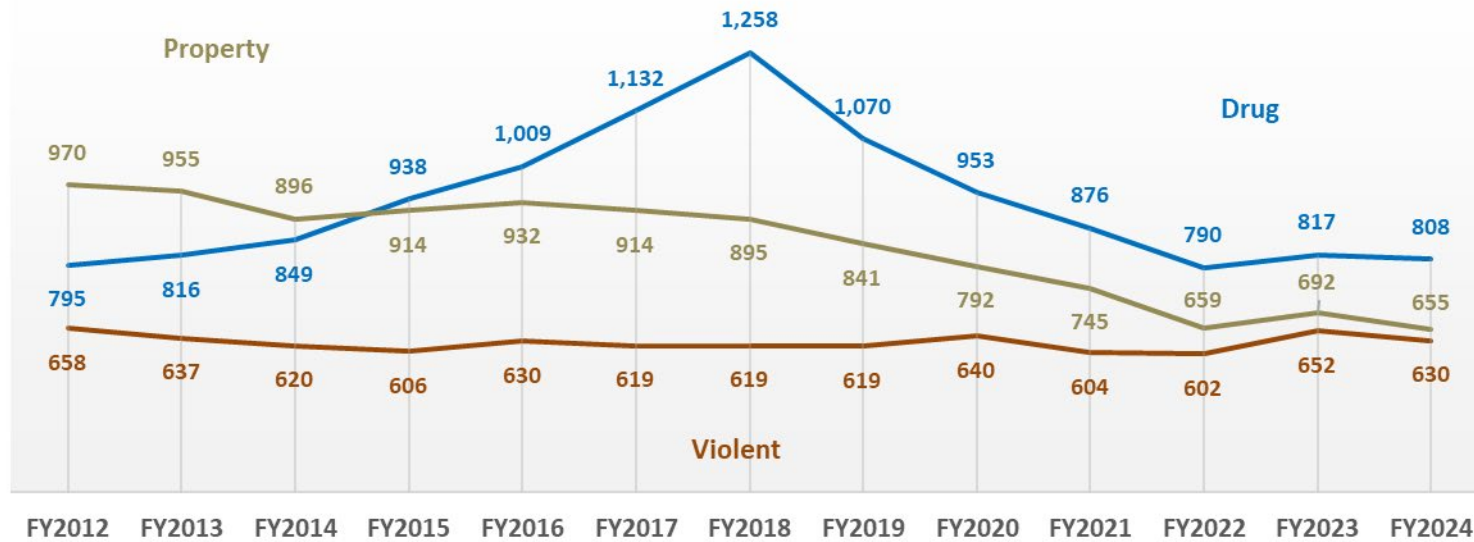
Source: Utah Department of Public Safety, Bureau of Criminal Identification

**Some additional information:**

- This figure shows the trends in arrest rates (per 100,000 population) by fiscal year across three crime categories: property, violent, and drug.
- Beyond reported crime rates, arrest rates and Court case filing rates (Figure O-5 below) are tracked as additional indicators of criminal activity over time. All have their strengths and weaknesses, and each can be influenced by other factors outside of the actual amount of crime that is occurring in the state (i.e., likelihood of reporting crime to law enforcement, or law enforcement and prosecutorial practices).
- All three categories of arrests have shown slight increases the past two fiscal years, with the exception of a substantial decrease in property arrests in the past year. These recent trends appear to show a readjustment following pandemic-level lows in FY2021, and FY2024 rates are still on par with pre-pandemic rates.
- Drug arrests remain down significantly from their peak in FY2018, and property arrests have declined steadily across the period. Violent arrests have shown more stability over time.

[\(return to p.10\)](#)

**Figure O-5.** Court case filing rate (rate per 100,000 population) trends by category of crime charges contained in the case (property, violent, and drug charges) by fiscal year, FY2012-24 ([return to p.10](#)).



Source: Utah Administrative Office of the Courts, CORIS database; cumulative quarterly data pulls

**Some additional information:**

- This figure shows the trends in Court case filing rates (per 100,000 population) by fiscal year across the same three crime categories: property, violent, and drug.
- Beyond reported crime rates, arrest rates (Figure O-4 above) and Court case filing rates are tracked as additional indicators of criminal activity over time. All have their strengths and weaknesses, and each can be influenced by other factors outside of the actual amount of crime that is occurring in the state (i.e., likelihood of reporting crime to law enforcement, or law enforcement and prosecutorial practices).
- All three categories of case filings have shown slight decreases the past year, and FY2024 rates are on par with or lower than pre-pandemic rates.
- Drug case filings also remain down significantly from their peak in FY2018, and property case filings have declined steadily across the period. As with violent crime arrest trends, violent crime case filings have also shown more stability over time.

[\(return to p.10\)](#)