



UTAH COMMISSION ON  
**CRIMINAL & JUVENILE JUSTICE**

---

**Justice Reinvestment Initiative  
2021 Listening Tour  
Transparency Report**

February 10, 2022

**Background:** In October of 2021, the Utah Commission on Crime and Juvenile Justice (“CCJJ”) began holding the Justice Reinvestment Initiative (JRI) Listening Tours throughout the State of Utah. CCJJ was joined in the endeavor with the primary statewide agencies involved in criminal justice including; the Department of Corrections, the Board of Pardons and Parole, the Department of Public Safety, the Administrative Office of the Courts, the Division of Juvenile Justice Services, the Department of Human Services, and the Division of Substance Abuse and Mental Health.

The meetings, held on the following dates and corresponding locations, were open to the public and conducted using a town hall style format:

10/07/2021	Hyrum Civic Center - 83 West Main Hyrum, Utah
10/08/2021	Uintah County Building - 152 East 100 North, Vernal, Utah
10/26/2021	Utah State Hospital Chapel - 1300 East Center Street, Provo, Utah
10/29/2021	Capitol Boardroom 350 State Street, Salt Lake City, Utah
11/05/2021	Salt Lake County Sheriff - 3365 South 900 West, Salt Lake City, Utah
11/08/2021	Moab SpringHill Suites - 1865 North Hwy 191, Moab, Utah
11/15/2021	Snow College Richfield Campus - 800 West 200 South, Richfield, Utah
11/15/2021	Heritage Center Theater - 105 North 100 East, Cedar City, Utah
11/18/2021	Bountiful City Hall - 795 South Main Street, Bountiful, Utah

The purpose of the tour was to create a conversation and an opportunity for people to share their suggestions, ideas, thoughts, concerns, and issues with JRI and the criminal justice community in Utah. The listening tour was not conducted in a “question and answer” format and the panelists did not generally respond to statements made by criminal justice stakeholders or other members of the public.

Key stakeholders representing differing perspectives were invited to attend including:

Abbey Road Counseling Services	Amethyst Center for Healing
Ability to Change	Anicka Counseling Center
Abundant Life Institute	Ardu Recovery Center
Access Foundation The Parkway	Asian Association of Utah
Accurate Assessments	Assessment & Referral Services (SLC)
ACES	Atlas Therapeutic Services
Active Recovery	Attorney Generals’ Office
Addiction & Psychotherapy Services, Inc.	Avante Recovery Center
Administrative Office of Courts	A.V.Y Counseling Services
Adult Probation and Parole	Beecon Recovery
Aloha Behavioral Consultants, Inc	Behavioral Health Associates of Utah
Alpha Counseling and Treatment	Board of Pardons and Parole
Alpha Counseling and Treatment (Ogden)	Bonneville Family Practice
Alpine Center for Personal Growth	Bountiful Treatment Center
American Civil Liberties Union	Brian A Melcher, LCSW, PLLC

Building Beginnings Recovery  
Capstone Counseling Centers, LLC  
Center for Couples and Families  
Center for Family Evaluation and Treatment  
Changes Counseling & Consultation, LLC  
CLD3 Counseling  
Clear Recovery of Cache Valley  
Clearview Counseling & Assessment, Inc.  
Clinical Consultants, LLC  
(SLC)(Ogden)(Tooele)  
Collective Recovery/Inspiro  
Commission on Criminal and Juvenile  
Justice  
Counseling For Success, Inc.  
County Commissioners  
CPF Recovery Ways  
De Novo Services  
Defense Attorney Association  
Representatives  
Department of Corrections  
Department of Health  
Department of Human Services  
Department of Public Safety  
Diamond Tree Recovery  
Disability Law Center  
Equilibrium  
Ethical Assessment Center  
Expansive Horizons Counseling  
Family Counseling Center (SLC)  
Family Institute of Northern Utah  
Firefly Addiction & Family Therapy  
1st Alliance Behavioral Health  
First Step House - Grant Street (SLC)  
Foundation for Family Life  
4th Street Clinic  
Fraternal Order of Police  
GMS Counseling  
Green River Medical Center  
Health Balanced Counseling and  
Consultation  
High Desert Counseling  
Hope Rising  
Hopeful Beginnings  
House of Hope (SLC)

I Am Recovery  
Indian Walk-In Center  
Institute for Cognitive Therapy  
Intermountain Dayspring Logan  
ISAT  
Journey Treatment Center  
Judicial Supervision Services, LLC  
Kara Heugly Counseling  
Legislative Auditors  
Libertas  
Liberty Addiction Recovery Center  
Life Balance  
Life Launch Centers, LLC  
Life Matters Counseling & Health Center  
Lions Gate  
Maple Mountain  
Martin Luther King Commission  
MATR  
Mt Grove Counseling  
NAACP  
New Roads Behavioral Health  
Next Level Recovery  
No Excuse For Abuse  
North Wasatch Recovery  
Odyssey House Outpatient Program (SLC)  
Olympus Healing Center  
Online Court Services  
Painted Desert Recovery  
Papillon Integrated Recovery Center, Inc.  
Parables Recovery and Wellness  
Pathways Real Life Recovery  
Pomarri Sandy Office  
Premier Counseling Service  
Professional Services Corporation  
Project Reality Salt Lake (SLC)  
Psychiatric & Behavioral Solutions  
Public Information Officers  
(Panel agencies)  
Recovery Innovations  
Reflections Recovery Center  
Renaissance Ranch Outpatient of Logan  
Renaissance Recovery  
Renew Wellness and Recovery  
Resolutions, Inc.

Rise Above  
Salt Lake County  
Salt Lake County Behavioral Health  
Sequoia Counseling Services  
7th Street Treatment Center  
Sober Living Properties  
South Point Counseling Services  
Springs of Serenity  
St. George Metro Treatment Center  
Stable Environment  
Statewide Association of Prosecutors  
Steps Recovery Center  
Sterling Recovery  
Suncrest Counseling  
Switchpoint Community Treatment Center  
Team Recovery  
The Haven  
The Lotus Center  
The Phoenix Recovery Center  
The Retreat At Zion  
Therapy Associates  
True North Treatment  
Turning Point Centers  
TurningLeaf Wellness Center

UCJIS Users  
University of Utah  
Utah Addiction Centers  
Utah Association of Counties  
Utah Chiefs of Police Association  
Utah Family Institute  
Utah Harm Reduction  
Utah House of Representatives  
Utah Juvenile Justice Services  
Utah League of Cities and Towns  
Utah Peace Officers Association  
Utah Prisoner Advocate Network  
Utah Sheriffs Association  
Utah State Senate  
Valley Behavioral Health  
Vida Utah Inc.  
Voices Utah  
Volunteers of America Utah (SLC)  
Wasatch Crest  
Washington County  
Weber Recovery Center  
YWCA  
Zion Recovery

In addition to the above listed invitees, [cjreform@utah.gov](mailto:cjreform@utah.gov) was created to capture additional conversation and the thoughts of those who seek to impart additional information and build the success of JRI.

---

## Report Summary

As a disclaimer, the following synopsis is what was heard and some of the statements may lack factual support. However, a concern on the part of the speaker was raised, and it is critical to receive and document the feedback to ensure steps are taken to improve the initiative.

This transparency report is an attempt to summarize key themes and issues elevated during the course of the listening tours. It is not exhaustive in nature; however, it is a good faith attempt to capture both specific and general elements brought forth throughout the tours. This report does not represent a verbatim rendition of all that was shared, nor should it be considered as a transcript of those engagements. The actual recordings from each session are available [here](#).

For purposes of convenience, the report is broken into the following thematic categories, based on input gathered during the tours: (a) juvenile justice; (b) adult corrective action/accountability; (c) adult rehabilitation and support; (d) data and analytics; and (e) management and policy. Under each thematic category are the primary topics elevated.

This report does not represent the opinions, recommendations, or positions of CCJJ or any of the agencies participating in the listening tour panels. Rather, it is a compilation of the themes, suggestions, ideas, thoughts, concerns, and issues shared by those specific stakeholders or members of the public attending one of the listening tours. It is provided in an effort to promote transparency, assist further dialogue, and build collaborative solutions to improve public safety in Utah.

## **Juvenile Justice**

While the primary focus of the listening tours centered around the adult criminal justice system, there were multiple issues elevated relating to the juvenile justice system, and some of the crossover populations (i.e. emerging adults):

- Schools and Juvenile Justice Reform:

Participants expressed the following;

- A frustration with the changes affecting when a youth can be referred to court for truancy. Some attendees stated “nothing that can be done” relating to truancy.
- Training on accountability and consequences for both youth and educators.
- Funding for more peer based models would be impactful.
- Concerns there is not enough funding for trauma informed, preventative services.
- Schools are not equipped to handle juvenile delinquency.

- General Juvenile Justice Reform:

Participants expressed the following;

- There are no consequences for youth and no way to hold youth accountable.
- A greater focus is needed on low level crime.
- A need to see continual support of early intervention.
- Clear penalties must be established to incentivize change.
- Some participants questioned the analysis of risk when making release decisions at juvenile detention centers.

- Parent and Family Support:

Participants expressed the following;

- Some felt that the hands of a parent are now tied, leaving no alternative but to engage in the criminal justice system in order to get critical support.

- Expand resources for skill building and a good education.
  - Hold parents accountable.
  - Changes in laws relating to runaways are placing youth at risk.
- Services:

Participants expressed the following;

- Access to services and support is now available in the juvenile justice system.
- There are challenges to staffing in all aspects of service delivery.
- Funding for inpatient settings must be expanded.
- Frustration that there were no longer “teeth” to encourage treatment.
- Some participants noted the increase in mental health and substance use treatment.
- Treatment should be handled by medical and mental health professionals, not jails or law enforcement.
- Intervention for youth should continue through the lens of mental health.
- Increase resources for mental health and trauma informed treatment/therapy for youth.
- Expand treatment support for transition aged youth.

### **Adult Corrective Action/Accountability**

This category is primarily focused on the adult population and what occurs from the point of arrest through release and reentry:

- Police Training and Public Education:

Participants expressed the following;

- Questions surrounding whether law enforcement was taking the right approach in a changing criminal justice system.
- Support additional training for law enforcement officers in areas like de-escalation and crisis intervention.
- Some participants felt there is a negative effect on victims' willingness to come forward due to the perception that accountability is lacking.
- Some participants felt there is a lack of victim support resulting in fewer crimes being reported.

- Point of Arrest:

Participants expressed the following;

- Lack of accountability for offenders leads officers to “look the other way” and not make arrests in certain situations.
- Longer jail times upon arrest to allow individuals time to get sober are needed.

- Incarceration:

Participants expressed the following;

- Treatment for sex offenders needs to be enhanced and available to all while incarcerated.
- Unwillingness to incarcerate for low level offenses may lead to more serious offenses later.
- More consistency, accountability, and consequences for offenders.
- Jails are often seen as “revolving doors” with releases occurring too quickly.
- Standards relating to incarceration are impacted by COVID-19.
- Increase resources for case managers and case planning for individuals that are incarcerated.
- Inequities in program availability to those who are incarcerated.
- Basic hygiene for incarcerated individuals should be improved.
- Incapacitate violent offenders.
- Case workers were not prepared or trained adequately.
- Move individuals that do not pose a direct public safety risk out of the prison.
- Increase mental health support for incarcerated individuals.
- Improve training for correctional officers, with a focus on trauma informed care and a focus on transition.

- Probation, Parole and Re-entry:

Participants expressed the following;

- No termination of parole or probation if there is any outstanding restitution.
- Adult Probation & Parole (AP&P) needs additional resources.
- Reevaluate the requirements for probation.
- Some participants asked for re-consideration of the sex offender registry requirements.
- Greater accountability for parole violations is needed.
- Increase the use of electronic monitoring.
- Improve education opportunities for individuals leaving prison.
- Increase the number of AP&P officers and give them more authority and autonomy to intervene with those under their supervision.
- Review sentencing and sanction guidelines.
- Remove the gaps in housing for formerly incarcerated individuals.
- Some participants felt the Board of Pardons should be using different risk tools, such as the “Static 99.”
- Some participants urged greater transparency and communication on the Board of Pardons decisions.
- Increase resources for case managers and supportive housing for sex offenders.
- New or additional AP&P sanctions are needed.

- Funding should be provided for specific reentry programs for offenders leaving the prison.
  - Additional educational resources should be developed for those incarcerated, which could also be continued upon transition.
  - Provide additional resources for skill development programs and opportunities for formerly incarcerated individuals.
- Services:

Participants expressed the following;

- More resources should be dedicated to drug treatment and drug court.
- Medically assisted drug therapy (i.e. methadone, buprenorphine) are ineffective, and the state should adopt an “abstinence only” approach. teeth
- The mental health resources available to offenders should be enhanced.
- “Woman and Children” programming, housing, and facilities should be enhanced.
- New resources for detoxification facilities, drug treatment, and therapy are needed in rural Utah.
- There are “no teeth” to help individuals stay engaged in treatment.
- Treatment should be handled by medical professionals, not jails or law enforcement.
- Staffing shortages of critical service providers.
- Funding for statewide detoxification facilities is needed in addition to treatment programs.
- Victim advocates are also needed for those offenders who were victimized prior to offending.
- The state needs to evaluate long term solutions for mentally ill offenders.
- Jails are not equipped to handle those with mental illness.
- There are not enough mental health inpatient beds available.
- Increase funding for inpatient substance abuse programs throughout Utah.
- Provide mentor resources for those transitioning back into their communities.
- Mental health providers need increased training on how to respond to trauma and increase trauma informed services to provide additional resources to support victims.
- Allow additional funding for receiving centers, early intervention, and Mobile Crisis Outreach Teams (MCOT).
- Sex offender treatment should be made available earlier during incarceration.

### **Adult Rehabilitation and Support**

This category outlines specific suggestions for improving community support and effective community changes.

- Community - Housing, Employment and Future Focus



Participants expressed the following;

- There is a strong need for assistance in removing barriers to housing and jobs, including assistance with expungements to move out of the system.
- An idea supporting “a trigger” taking place at the time of a driver license renewal to perform an expungement search.
- Community leader involvement to support needs specific to that community, including the ability to disseminate information appropriately.
- Bring back the Community Connection Resource Center as a resource for those needing support and ongoing help.
- Options to gain skills and improve an individual's future are needed.
- Peer leadership type programs that give people the needed structure to recover, specifically being around healthy people to build a better version of self.
- Compassion is needed to allow people to learn from past mistakes.
- There are not enough resources for housing sex offenders.

- Court Improvements

Participants expressed the following;

- A pre-trial system is needed.
- Equity is lacking with all levels of the court system in relation to fines and services.
- Restitution processes must be made mandatory to support the victim and community.
- Improved sentencing recommendations, specifically surrounding low level crime to improve consistency, accountability and consequences within the criminal justice system are needed.
- Consequences to actions are needed to support positive behaviors.
- A lack of follow through to keep people engaged in improvement exists.
- Improve tools for change availability such as; the pretrial release, conditional sentencing to remove addictions, inmate placement program, electronic monitoring, sentencing guideline/recommendation adjustments, and reductions to support an individuals specific criminal history.
- Consider treatment and jail options to limit the impact to family and support change that is specific to the way the family lives.
- Provide additional support for indigent individuals.
- Develop long term solutions for mentally ill offenders.
- Provide training and education for judicial people to improve the impact to the community and reduce overall recidivism of offenders.
- Use of the 24/7 sobriety program to keep license after a DUI which allows individuals to go back to work and stay with family.
- Adjust drug courts to meet the needs of JRI.
- Some participants outlined a concern in implementing one year sentencing for gang members, indicating limited incarceration did not work.

- Provide drug courts and counseling early in the process.
- Provide additional support for mental health courts.
- Make improvements surrounding the randomness of drug testing, as the current method does not capture true substance use.
- Provide a 3rd party testing system to deliver more accountability from the individual.
- Residential Substance Abuse Treatment (RSAT) type programming is needed.
- Establish alternatives to processing people through the court systems such as;
  - Changing and modifying orders
  - Changing the requirement of “judge time.”
  - Continued use of Webex for court time.
  - Modify expungements.
  - Allow diversions and different levels of intensity for individual offenders.
  - Build a risk scale to support success which include JRI qualified levels of support and steps of structure.
  - Use the WIN program as a safe alternative to incarceration.
- Improve understanding of risk definition, specifically risk to reoffend versus the risk to continue and use substances.

### **Data and Analytics**

This category outlines needed changes in obtaining and analyzing information to support current initiatives and future changes.

Participants expressed the following;

- Expand on the JRI view, and build the initiative based on data surrounding the following points;
  - Are we saving money?
  - What are the costs to victims?
  - Did we increase the ability to connect with support when leaving the criminal justice system?
  - Are coping skills increasing?
- Research how other countries manage criminal justice data gathering and best practices to support justice improvement and rehabilitation.
- Ask for a proper accounting of true recidivism.

### **Management and Policy**

This category outlines the need for improvement in the management of JRI practices and policy to support positive changes.

Participants expressed the following;

- Legislation should be based on data.
- Address accountability and the nature of criminality.
- Public Safety is lost.
  - Decisions made should be based on improving the effectiveness of the "boots on the ground."
  - Support from state leaders is needed to encourage careers in the law enforcement profession.
  - Addressing the current challenges to the criminal justice system is needed.
  - Funding to support police and a law enforcement future is needed to support the future of the profession.
- Where is the reinvestment portion of the initiative?
  - Use stable funding and not grants.
  - Identify the savings reinvestment provided to the community.
  - The need to expand on the juvenile system to get the "biggest bang for the buck." Educate children before they make choices to become part of the criminal justice system.
  - Obtain funding to expand the receiving center concept and the regionalization/connection of resources, including juvenile justice treatment centers.
  - More money is needed for legal representation of indigent individuals.
  - Include a funding source to support higher education and mental health students.
  - JRI funding for all, not just those approved for drug/mental health treatment.
  - Provide resources to give AP&P better ability to supervise and hold offenders accountable.
  - Build in tax incentives to businesses that house or employ low risk offenders.
  - Allow funding of alternative options not currently covered under JRI funding.
  - Funding for housing and transportation, specifically transportation to help in access to care.
  - Include Medicaid in the conversation.
- Agencies must be held accountable to the monies received with use of performance metrics.
- Coordination of all agencies; to understand all available resources and remove the gaps which exist.
- Continue conversations to build and improve JRI.

## **Conclusion and Next Steps**

While the COVID 19 pandemic has certainly brought challenges, the commitment and dedication to JRI has not waived. As indicated in the conclusion of the 2020 Annual Update for Legislature, CCJJ has worked to expand conversations surrounding the following;

1. **Local Criminal Justice Coordination** – formation of coordinating bodies in counties or regions, increased information flow

2. **No Entry** – improving a service system that keeps individuals out of the criminal justice system, and helps those within it avoid the cycle of incarceration
3. **Implementation Fidelity** – applying the recommendations of the audit, with an emphasis on evidence-based supervision, treatment practices, and data sharing
4. **Redefining Success and Recidivism** – developing new measures to capture outcomes in the criminal justice system, with an emphasis on promoting success

The JRI Road Tour resulted in an additional focus on those aforementioned discussion points to improve public safety in Utah. Going forward, the conversations will continue with community involvement and support to develop solutions specific to community needs.