

## EXECUTIVE SUMMARY

*I have often stated my belief that substance abuse is the root cause of many other social problems - including crime, health care costs, and violence. We cannot ignore the close relationship between drugs and violence. In fact, by addressing the drug problem we have the potential not only to reduce drug abuse, but to reduce crime and violence, and to increase the general public safety as well.*

*Governor Michael O. Leavitt*

Utah's 2002 annual report for the Edward Byrne State and Local Law Enforcement Assistance Formula Grant Program is hereby submitted to the U.S. Department of Justice, in accordance with the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. 3711, et seq. Byrne funding enables Utah to respond to the most critical criminal justice problems and challenges it has faced during the last several years. This report documents the activities carried out under the formula grant program between **July 1, 2002 - June 30, 2003** and confirms that the programs have been effective in impacting the problems that were targeted.

Michael O. Leavitt, Governor of Utah, designated the Commission on Criminal and Juvenile Justice (CCJJ) as the Utah agency responsible for coordinating and administering the Byrne grant program. Utah's allocation for the 2002 grant year was \$4,515,473 of which approximately 63% was provided to local units of government.

Twelve of the 29 Authorized Program Purposes were selected in order to target Utah's most critical criminal justice problems, including: **Area 2)** drug enforcement; **Area 10)** court delay reduction; **Area 11)** improve and enhance correctional resources; **Area 13)** adult and juvenile drug and alcohol treatment; **Area 15-A)** improvement of drug control technology; **Area 15-B)** criminal history record improvement; **Area 16)** CSI/Innovative projects; **Area 18)** domestic and family violence projects; **Area 22)** projects to address DUI; **Area 24)** gang enforcement projects; **Area 26)** homeland security projects and **Area 28)** projects to designed to prevent child abuse and neglect .

Purpose areas were selected after consulting with State and local contacts, in particular the members of the Utah Commission on Criminal and Juvenile Justice; the Utah Substance Abuse and Anti-Violence Council; and the Utah Chief's and Sheriff's Associations.

There were usually at least two projects funded per purpose area. Due to the diversity of the projects, it was sometimes necessary to report on their activities individually rather than an overall "program" perspective.

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## I. INTRODUCTION

Utah's 2000-2004 Drug and Violent Crime Enforcement Control Plan and subsequent updates, designated many of the 29 Authorized Program Purposes for funding. Byrne grant priorities in Utah have been targeting the problems associated with illegal drug activity, white-collar technology crimes, improvement of the courts and correctional systems, substance abuse treatment, adult and juvenile criminal activity and violence, crime lab support, criminal history improvement, innovative projects, gang activity, and anti-terrorism.

The following summarizes the programs which were funded between July 1, 2002 to June 30, 2003:

- ***Multijurisdictional Drug Task Forces (Purpose Area #2) - Seventeen projects \$1,997,462***  
Seventeen projects were funded throughout Utah. There were 3,661 drug-related arrests made in grant year 2002 compared to 3,259 last year. There were 1,124 arrests related to cannabis compared to 1,126 last year, 1,377 arrests related to methamphetamine compared to 1,164 last year, 224 arrests related to cocaine compared to 235 last year, and \$477,862 in forfeited assets compared to \$336,934 last year. The use of methamphetamine in Utah continues at a high rate, but the number labs operating within the State appear to be declining. Some of this lab decline is being compensated for by labs producing meth in Mexico. This past grant year has seen the continued rise in demand for "Club Drugs" in Utah including: MDMA (Ecstasy), Ketamine, GHB, GBL, Rohypnol, LSD, Cocaine and Psilocybin Mushrooms.
- ***Programs to Improve the Court System (Purpose Area #10) – Three projects \$240,670***  
AOC Court Delay Reduction Project (1D60) Extended - Utah's court system is moving forward with an effort to both speed up and routinize judicial case management throughout the state. This necessarily involves a shift in the philosophy of judges, attorneys, and local court executive as the courts, rather than attorneys, actively oversee and manage the pace of litigation. A consulting firm was contracted to lead this effort forward. Various instruments are being used to determine the current state of delay within the courts as well as individual court practices and procedures. Survey responses will be used as the foundation to develop and implement new case management principles and practices.  
Mental Health Court Project (2D11) - The Third District Court in collaboration with Valley Mental Health, Salt Lake County Criminal Justice Services, Comprehensive Psychological Services, Salt Lake County District Attorney, Salt Lake City Prosecutors and the Legal Defenders Association have developed a program targeting mentally ill offenders. Salt Lake City Police Department and their Crisis Intervention Team (CIT) have made available their officers to respond to the homes of those who may not have been compliant with the court orders. The CIT officers are trained to use their knowledge of mental illness to help citizens and recognize mental illness in individuals breaking the law. The program gives the police and the health care community the chance to join forces to help those people with which both groups work. The Mental Health Court has four phases, which take a year to complete. The steps below outline the phases and criteria for moving to the next phase: 1) Pre screening, 2) Entry to Court, 3) Stabilization, 4) Maintenance  
Domestic Violence & Drug Court Case Managers (2D53) - Special courts have been established in Utah to deal with cases involving unique needs such as counseling and drug treatment which is often required to change defeating behavior patterns. Two such courts in Utah are Domestic Violence Court and Drug Court.
- ***Programs to Improve the Corrections System (Purpose Area #11) - Five projects \$357,049***  
Corrections Treatment and Education Space (1D63) Extended - Under the direction of the Utah Department of Corrections Executive Director a greater focus is being placed on treatment and educational opportunities for inmates. It is believed, with justification, that providing treatment and educational opportunities we can close the revolving door of parolees returned to prison for technical violations. Grants funds utilized under this program are paying for materials and inmate labor to construct modular buildings which are used for treatment sessions and educational classes.  
Interstate Commission Annual Assessment Fee (1D76) Extended - This proposed Interstate Compact for Adult Offender Supervision, drafted by the Council of State Governments and the National Institute of Corrections, will govern the movement of probationers and parolees across

state lines. The current compact governing these issues was adopted in 1937 and has not been amended since that time. Originally established to handle a few thousand offenders crossing state lines annually, the current compact is simply outdated and inadequate to handle the nearly 250,000 probationers and parolees currently crossing state lines each year. Additionally, the current compact does not specifically authorize a rule-making group, making changes very difficult, does not address violations of the compact, and does not provide for efficient communication between states meaning that some offenders fall through the cracks. This proposed compact addresses these and other issues.

The ASEND (Adaptive Services for Environmentally Needs Development ) (2D64) - project responds to policy decisions made several decades ago to de-institutionalize individuals that were mentally unstable, the Department of Corrections (UDC) has experienced an increase in the number of mentally challenged individuals sentenced to prison for crimes they have committed. These seriously challenged inmates become a significant safety concern since they can be victimized or taken advantaged of more easily than the general inmate population. It is estimated that within the Draper Correctional Facility there are approximately 300 inmates that fit this general description. UDC has developed programming for mentally challenged and learning disabled offenders within the prison system. Additional resources being sought through Byrne funding allowed UDC to (1) conduct a survey and testing to accurately determine the number of mentally challenged adults housed in the prison system, and (2) to provide staffing and administrative costs for programming options for mentally challenged and learning disabled adults.

Draper Cognitive Restructuring Project (2D78) - The inmates under the supervision of the Utah Department of Correction come from both urban and rural areas. Currently the recidivism rate for inmates in Utah is approximately 80%. About 60% return to prison on technical parole violations, while 40% commit new crimes. Assessment during Reception and Orientation (R&O) indicates that 85% of the inmates have substance abuse problems, 81% are lacking in positive Life Skills, 100% need crime specific treatment for deviant life styles, and 51% are in need of education services. All inmates need treatment, programming and education to address and resolve antisocial behavior patterns that lead to criminal lives. Most inmates have needs in more than one of the above areas. Grant Year 2002 Byrne funding has been used to hire/contract/pay overtime for staff to teach/facilitate COG restructuring classes for offenders at the Draper Prison Complex. Inmates cannot recover or habilitate without reaching these goals. The recidivism rate will be reduced when inmates are better prepared to successfully re-enter their communities.

Medication for Offenders Project (2D91) - To provide medications for offenders who require it, the UDC proposes increasing funding for addiction suppression medication, psychotropic medications, and medication evaluations by \$133,333 per year. This funding will serve as a bridge for offenders between incarceration and such time as they can receive entitlements or health insurance benefits.

- **Programs Providing Adult and Juvenile Drug/Alcohol Treatment (Purpose Area #13) - Four projects \$517,721** Of the approximately 5,500 inmates incarcerated in the State of Utah, more than 80 percent have a history of substance abuse problems. If inmates are released into the community prior to receiving the substance abuse treatment, they will likely violate their parole and be returned to prison. Treatment programs provide therapeutic intervention to inmates in need of intensive substance abuse treatment through a residential treatment program. These programs also offer therapeutic intervention and other services to equip substance abusing offenders with cognitive, emotional and behavior skills necessary to choose and maintain a drug-free and crime-free lifestyle. A key components of these programs involves isolating inmates so intensive drug therapy can be provided in group settings.
- **Crime Lab Support Projects (Purpose Area #15-A) - Three projects \$326,592** The Utah State Crime Lab system consists of four labs throughout Utah. It is critical that the criminalists obtain on-going specialized training in the 10 fields of expertise required to analyze the various cases submitted to the lab such as drug analysis, tool marks, fibers and hairs, DNA analysis, and serology. Every law enforcement agency in the state and the judicial system is affected by the criminalists ability to properly analyze the evidence submitted. Funding under this purpose area supports several projects to improve and enhance these labs.
- **Criminal History Improvement Projects (Purpose Area #15-B) – Five projects \$249,770** Projects funded increased the disposition reporting rate for felony arrests between 1988 and 1998

to over 90 percent - a dramatic improvement compared to years past. Funding was also used to further Utah's effort of NIBRS development. Live scan equipment is being purchased for jails to allow the electronic transfer of fingerprint information to the state's repository thus eliminating duplication of effort and data-entry errors. 2002 grant year projects include: Provo police Department UCCATS Project (1D46), Utah Prosecution Council Software Project (1D47), DPS/BCI - Courts Electronic Interface Project (2D42), Utah Justice Courts Information System Study Project (2D70), and DPS - UCJIS Disk Space Upgrade Project (2D99).

- **Crime Scene Investigation / Emerging Technology Projects (Purpose Area #16) - Twenty-seven projects \$414,163** Grant funding has been used in this area to provide law enforcement with the skills, equipment and supplies to process crime scenes properly. Too often cases are lost due to inadequate or improper crime scene evidence collection, preservation, and/or investigation techniques. Agencies receiving funding in this area have provided training for their officers specific to handling crime scenes and evidence. A wide range of equipment and supplies have also been purchased to assist officers in the handling and processing of evidence. In addition to the law enforcement CSI projects, the following special projects were also under purpose area 16: DPS-Surplus Property Distribution Project (2D62), DPS - Computer Forensic Lab Project (2D67), AG's Cyber-Crime Task Force Project (2D69), and AOC - Racial and Ethnic Fairness Task Force Project (2D74).
- **Programs to Improve the Criminal and Juvenile Justice Systems Response to Domestic and Family Violence (Program Area #18) – one project(s) \$13,146**  
UDH - Domestic and Intimate Partner Violence Death Review Team (2D82) This project is a collaborative, multi-agency approach to addressing intimate partner and domestic violence reviews. The review process brings together public and private agencies whose services address domestic, intimate partner, and stalking violence. Members have realized the benefits that may not have existed without the homicide reviews. The team members work together to create recommendations and to better address domestic, intimate partner, and stalking violence in our communities. The data from the reviews expands and completes the picture of this problem in Utah. Law enforcement is an integral part of the Intimate Partner Violence Death Review Team's review process, essential in addressing domestic and intimate partner violence. Domestic and intimate partner violence challenges law enforcement officers every day, but they cannot address the problem by themselves.
- **Programs to Prosecute Charges and Enforce Other Laws Relating to DUI (Program Area #22) – one project(s) \$72,795**  
DPS/UHP - Aggressive Driving OT Project - (0D95 and 1D95) Our goal during the period of this grant was to ensure the safety for all motorists and decrease auto accidents on Wasatch Front Freeways. Our main objective was to curb aggressive driving and road rage incidents using a variety of enforcement techniques with troopers during regular and overtime shifts (time and a half rate). The overtime money was spent out during the second quarter. We did not conduct saturation enforcement shifts / or an aggressive driving enforcement blitz using overtime funds during the last two quarters of this grant period. Overall, we were successful in curbing aggressive driving during the additional shifts worked by "aggressively" enforcing hazardous violations.
- **Gang Enforcement Projects (Program Area #24) - two projects \$431,567** Two projects are receiving Byrne funding to provide gang enforcement, suppression, and community mobilization. With training, officers were able to thoroughly investigate gang-related crimes, gather intelligence, and work within the community to address gang problems. An important component of these gang task forces has been establishing advisory boards consisting of civic leaders to educate youth, parents, teachers, and community members about gangs.
- **Anti-Terrorism Training and Equipment Projects (Program Area #26) - one project(s) \$230,877**  
Homeland Security Project (1D98) - Established in the weeks following September 11, 2001, the Byrne funded Utah Homeland Security project was one of the first projects in the nation to address the problem of international terrorism. The Utah Homeland Security project was also put in place prior to the 2002 Winter Olympic Games hosted by Salt Lake City, Utah. The project establishes a multi-agency cooperative effort to protect the State and Nation from international terrorism. To accomplish this, equipment was procured, training conducted and well over 1000 cases involving

potential threats to Utah communities were investigated from October 1, 2001 to June 30, 2002. Additionally, the Homeland Security project is raising public awareness and educating citizens and public employees of their critical role as the eyes and ears of the Homeland Security effort. Some of the agencies and organizations the Homeland Security Task Force has addressed include: Emergency Management sponsored Elected Officials Conference, Civil Defense Volunteers of Utah, Counter Terrorism Council, Utah Sheriff's Association, Utah Chief's of Police, and numerous community organizations.

- ***Programs to Enforce Laws and Prevent Child Abuse and Neglect (Program Area #28) – one project(s) \$ 3,375***

*Office of the First Lady - Faux Paw Internet Safety Project (1D40)* A national survey of the online experiences of teens and preteens, who use the Internet on a regular basis, was conducted in 1999 for the National Center for Missing & Exploited Children by the University of New Hampshire's Crimes Against Children Research Center. According to this report, approximately one in five children, aged 10 to 17, had received a sexual solicitation online. One in 33 youth had received an aggressive sexual solicitation—a solicitor who asked to meet them somewhere; called them on the telephone; or sent them regular mail, money, or gifts. One in four youth surveyed had experienced unwanted exposure to sexual images. One in 17 was threatened or harassed in some way. One of the most distressing things discovered in this study was that less than 10 percent of the sexual solicitations were reported to authorities. It is also important to note that children may become involved in criminal activity on the Internet. Children can be the perpetrators in sexual exploitation or harassment cases. Other crimes that children may engage in include sending viruses, hacking, gambling, the illegal purchase or distribution of narcotics and weapons, fraud, and the illegal copying of software or other copyrighted material.

**Coordination Efforts:**

The Utah Substance Abuse and Anti-Violence (USA AV) Coordinating Council is mandated to set priorities and make recommendations to the Governor and Legislature annually. The Council consists of a 26-member executive body and four committees: Judiciary, Justice, Prevention, and Treatment. This is a broad-based council with representatives from the federal, state, and local levels. The mission of the USA AV Council is to provide a unified voice for the establishment of a comprehensive strategy to combat substance abuse, illegal drug activity, and violence.

The Justice Committee members facilitate the planning, development, implementation, and evaluation of adult and juvenile justice services. They provide direction for more effective coordination and integration of services, and the efficient use of the resources available to Utah for eliminating substance abuse and community violence. Utah's "Open Meetings Law" requires that all government-sponsored meetings be open to the public, with announcements and agendas posted in advance.

The Attachment A and draft strategy was reviewed in particular by the USA AV Justice Subcommittee members as well as the CCJJ members. *In addition, input was obtained from the Utah Sheriff's Association, the Utah Chiefs of Police Association, and the Utah Legislature's Judiciary Interim Committee.*

The Utah State Legislature, along with local government, will allocate funds in support of Byrne projects or other grant projects to either supplement the effort or to take over when grant funds conclude. State and local governments also aid the Byrne Program by providing facilities and staff to run the projects.

## II. EVALUATION PLAN AND ACTIVITIES

Most grant programs are reviewed and evaluated through financial and narrative reports, and on-site monitoring. CCJJ's staff is very limited and unfortunately formal evaluations of our Byrne funded programs have not been as frequent as would be ideal. In an attempt to rectify this issue we have begun contracting with local Universities to provide formal evaluation of selected programs. Evaluations that have occurred, or are in process currently, are discussed within the body of this report.

Grant management and fiscal management training is provided to each new grant director assigned to a project. The fiscal and clerical staff assigned to the projects are also trained. A grant management guide is provided to each director for ready reference regarding the management of Byrne grant programs. In July of 1998, CCJJ held its first ever Grant Management Training Conference which was attended by all of CCJJ's subgrantees (including Byrne). With the overall success of our first grant training session, CCJJ repeated the effort in the years that followed. Current evaluation activities and results are as follows:

- **Quarterly consortium and narrative report:** All projects are required to submit quarterly narrative reports and annual reports summarizing program accomplishments based on performance measures outlined in their grant application. The quarterly narrative reports include quantifiable data (arrests, drugs and assets seized, convictions, numbers of contacts made, etc.). In addition, they include subjective results (e.g., problems encountered during the quarter, unexpected community responses, etc.) and administrative results (e.g., equipment purchased, training attended, personnel hired, etc.)
- **Monthly and/or quarterly financial reports:** The project budgets are authorized after reviewing and scoring the grant applications, and awarding the grant. Financial Status Reports document expenditures in accordance with the approved budget, with the Commission reimbursing the projects for their expenditures. Program Income Reports are also required of projects that generate revenues from grant funded activities. Changes in budgets are allowed only with the approval of the program manager using appropriate documentation.
- **Annual site visits:** Project monitoring is an important component of Utah's evaluation strategy. A comprehensive monitoring report form was developed to confirm that all aspects of the grant projects are reviewed, ensuring compliance with federal rules and regulations. The program manager and grant financial monitor meet on-site with each subgrantee once a year. Using the monitoring report form, they determine compliance with federal regulations regarding record keeping, management of confidential funds, overtime, and fiscal management. Also reviewed during site visits are program goals and objectives and how the subgrantee is progressing at meeting their goals. Where necessary, recommendations are made on items that appear to need further attention by project personnel.

The grant financial monitor confirms the fiscal management by reviewing records and comparing them to expenditure reports, that have been submitted to CCJJ for reimbursement. All findings are documented in writing, using the monitoring form. Copies are placed in individual project files for follow-up, and a copy is sent to the project director. Also a property inventory report, outlining equipment purchases made during the year, is required from each project at the end of the grant year.

- **Formal Evaluations:** CCJJ is very pleased to note that in September of 1997 Utah was selected to participate in the Byrne Evaluation Partnership Program funded in part by BJA. This evaluation was conducted by the Social Research Institute at the University of Utah under the direction of Dr. Steven Harrison. Three of Utah's Byrne funded programs are being looked at in this evaluation: 1) Juvenile Drug Courts - 3<sup>rd</sup> District Juvenile Court; 2) Non-Residential Sex Offender Treatment - Department of Corrections; and 3) Electronic Diversion and Work Program - Salt Lake County

Sheriff's Office. This project reached the end of its three year funding cycle with the close of the 1999 - 2000 Byrne grant year. A comprehensive report on each the three subject areas is included in the Supplemental Information section at the end of the 1999 Annual Report located on the CCJJ website [www.justice.state.ut.us](http://www.justice.state.ut.us) .

**State Administering Agency:**

Michael O. Leavitt, the Governor of Utah, designated the *Commission on Criminal and Juvenile Justice (CCJJ)* as the Utah agency responsible for coordinating and administering the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. Usually 2-3 percent (\$100,000) of each years allocation is earmarked for administrative costs.

The grant program manager assigned by CCJJ to the Byrne grant spends approximately 85 percent of his time on the program. The remaining 15 percent of his time is spent managing the Law Enforcement Block Grant program, and the Bulletproof Vest Program. This individual is responsible for the day-to-day management of the Drug Control and System Improvement Formula Grant Program.

Responsibilities include consulting with various criminal justice contacts regarding Utah's annual drug and violent crime strategy and workplan; developing all required grant applications and reports; developing grant application kits; announcing the availability of funds; reviewing and scoring grant applications on an annual basis, and making awards in conjunction with a review committee; processing all paperwork involved in establishing grant programs; authorizing grant change requests from subgrantees; and monitoring all grant programs.

Other CCJJ staff provide program support to the Byrne grant program on a part-time basis. One program specialist is responsible for the fiscal monitoring of the grant program, ensuring that requests for financial reimbursement are accurate, and that proper documentation exists for reimbursements. This individual spends up to 50 percent of her time on this responsibility.

The CCJJ fiscal officer spends 5 percent of his time in support of the grant program, mainly in processing grant reimbursements. One half-time secretary spends approximately 30 percent of her time with the grant program, assisting with the compilation of applications and reports; inputting IPR information; and setting up new subgrantee files. The CCJJ executive director spends up to 5 percent of her time with grant related issues (defining current drug and violent crime problems; discussing the workplan allocations; making contacts regarding legislation, etc.).

The following chart summarizes CCJJ staff resources provided in support of the Byrne grant program:

<b>Staff Resources for Administration of the Byrne Formula Grant Program</b>		
	<b>(Number) of FTE Employees Working on the BJA Formula Grant Program</b>	<b>(Number) of FTE Employees Funded by BJA Formula Grant Administrative Funds</b>
<b>Staff Agency Head</b>	(1) - 5%	-0-
<b>Program Director/Manager</b>	(1) -85%	(1) -75%
<b>Program Specialists</b>	(1) - 50%	(1) - 30%

<b>Fiscal Staff</b>	(1) - 5%	(1) - 5%
<b>Secretarial Staff</b>	(.5) - 30%	(.5) - 30%
<b>Evaluation Staff</b>	(1) - 25%	-0-
<b>Statistical Analysis Center (SAC) Staff</b>	(1) - 5%	-0-

### III. SUMMARY OF PROGRAMS

*Federal funding provided by the Omnibus Anti-Drug Abuse Act of 1986, and the subsequent amendments to the Act, has allowed Utah to greatly enhance its criminal justice system efforts. Grant funding in the amount of \$4,515,473 was awarded to Utah, most of which was allocated to state and local programs between July 1, 2002 - June 30, 2003 (grant year 2002). The following narrative summarizes the program activities for Utah's Byrne grant programs.*

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## **Multijurisdictional Drug Task Forces (Purpose Area # 2) - seventeen projects \$1,997,462**

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#### **Program Goals:**

- Remove specifically targeted narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.
- Promote and foster the exchange of confidential information and intelligence on drug dealers between local, state, and Federal criminal justice agencies.

#### **Program Objectives:**

- Investigate, prosecute, and convict narcotics conspirators.
- Reduce fractional and duplicative investigations and prosecutions.
- Enhance the recovery of criminal assets acquired with funds traceable to criminal activities.

#### **Program Activities/Components:**

**Seventeen** multijurisdictional task forces received funding during this reporting period to enhance drug law enforcement. Some units concentrated on street-level drug enforcement while others concentrated on mid-to-high-level drug enforcement. The counties involved in Utah's seventeen drug task forces during 2002 and 2003, are listed below by task force:

Box Elder  
Cache/Rich  
Carbon  
Davis  
Emery  
Grand/San Juan  
Iron/Garfield  
Juab  
Kane  
Salt Lake/Summit/DEA  
Sevier/Wayne/Piute/Sanpete  
Tooele  
Uintah/Duchesne  
Utah  
Wasatch  
Washington  
Weber/Morgan

Drug task forces have been funded in Utah since 1988 and are still given the highest priority for funding in the state. Officers assigned to these units utilize informants, Tip-a-Cop lines, surveillance, trash covers, and Knock and Talk strategies in order to target and arrest drug dealers and users. School enforcement involves enforcing drug free school zones, placing undercover agents in high schools, and arresting drug dealers who target youth.

In recent years Methamphetamine has proven to be the most popular and prevalent drug in Utah. Drug users report that Meth provides a much better and longer “high”, as a result many users have switched from cocaine to meth, especially since meth prices have come down in recent years. Due to the larger scale use of Meth in Utah, it will be necessary to track meth use and precursor chemicals in all Byrne Drug Task Force reporting. To accomplish this, the, “Consortium Report,” Utah’s Drug Task Force data tracking report, has been modified to capture this important information.

In addition to Meth, Utah has seen the most recent and rapid growth in drug use moving toward so called “Club Drugs” that include: GHB, MDMA, Rohypnol, Ketamine and Nitrous Oxide. Club Drugs are prevalent at Rave parties and other social gatherings for young people. Unfortunately, Club Drugs are often mistake by young users as harmless; or taken by unsuspecting victims who are rendered helpless and in many cases sexually assaulted.

Another drug trend of concern during the past few years is the increasing availability of Heroin, due in part to the price remaining constant at \$80/quarter gram The following summarizes the amount Utah drug users are willing to pay for street-level drugs on average:

- Cocaine - \$60-\$100 per gram; \$140-\$190 per 1/8 ounce; \$16,500-\$23,000 per Kilo
- Crack Cocaine - \$50-\$70 per gram
- Marijuana - \$100-\$160 per ounce
- Methamphetamine - \$60-\$120 per gram
- LSD - \$5 to \$10 per hit or \$200 per sheet
- Heroin - \$2,800-\$3,000 per ounce

**Performance Measures/Evaluation Methods:**

- Number of arrests by drug offense
- Number of arrests by type of drug
- Amount of drugs confiscated by type of drugs

**Program Accomplishments/Evaluation Results:**

The following tables summarize task force activities for **July 1, 2002 through June 30, 2003**, documenting the effectiveness of Utah’s drug task forces.

TABLE 1  
**TASK FORCE ARRESTS BY TYPE OF OFFENSE:**

CULTIVATION	DISTRIBUTION	POSSESSION	OTHER(a)	TOTAL
117	1,191	1,918	435	3,661

(a)Includes the following Consortium Project offense type categories: Buying, Cultivating/Manufacturing, Transporting/Importing, Using/Consuming, and Other.

TABLE 2  
**TASK FORCE ARRESTS BY TYPE OF DRUG:**

COCAINE(a)	CANNABIS(b)	AMPHETAMINE(c)	Precursor	Paraphernalia	OTHER(d)	TOTAL
224	1,124	1,377	21	488	328	3,562

(a)Includes "Crack".

(b)Includes Hashish.

(c)Includes other stimulants.

(d)Includes the following Consortium Project drug type categories: Heroin, Other Opiates, Hallucinogens, Barbiturates, Other Depressants, Other, and Unknown.

TABLE 3  
TASK FORCE ARRESTS PROFILE

DEMOGRAPHIC	ACTUAL	PERCENT
Male	2,766	76.1%
Female	853	24.0%
<b>Total</b>	<b>3,559</b>	<b>100.0%</b>
Adult	3,348	94.1%
Juvenile	156	4.4%
<b>Total</b>	<b>3,504</b>	<b>98.4%</b>
Caucasian	2,900	82.6%
Hispanic	518	13.8%
African/American	46	1.7%
Native American	30	0.8%
Other	31	0.7%
Unknown	34	0.3%
<b>Total</b>	<b>3,559</b>	<b>100.0%</b>

TABLE 4  
TASK FORCE DRUG REMOVALS BY TYPE OF DRUG: (a)

COCAINE (b)	CANNABIS (c)	AMPHETAMINE	GHB (kg)	MDMA	Precursors (d) (Meth)	Prescription Meds	other DU	other KG
234.4 (kg)	2,838.9 (kg)	45.1 (kg)	2.2 (kg)	5,222 (du)	246.3 (kg)	3,461 (du)	1,420 (du)	40 (kg)

(a) dosage units (DU, kilograms (kg)).

(b)Includes "Crack".

(c) Includes Hashish.

(d)Includes Ephedrine, Red Phosphorus, and Crystal Iodine.

TABLE 5  
**NUMBER OF TASK FORCE ASSET SEIZURES BY TYPE OF ASSET AND ESTIMATED VALUE:**

Type of Asset	Total Number Seized	Estimated Value of Assets
Vehicles	35	\$295,840
Currency	82	\$955,929
Weapons	113	\$17,350
Properties	5	\$960,000
Other	4	\$72,000
<b>Total</b>	<b>239</b>	<b>\$2,301,119</b>

TABLE 6  
**ESTIMATED VALUE OF TASK FORCE ASSET FORFEITURES BY TYPE OF ASSET:**

Type of Forfeiture	Quantity of Forfeitures	Estimated Value of Forfeiture
Vehicles	3	\$ 19,163
Currency	72	\$ 449,862
Weapons	63	\$ 8,251
Properties	0	
Other	0	
<b>Total</b>	<b>138</b>	<b>\$ 477,276</b>

TABLE 7  
**MISCELLANEOUS TASK FORCE STATISTICS**

	Totals July 1, 2001 to June 30, 2002
<b>Meth Labs Located/Dismantled</b>	<b>129</b>
<b>Public Drug Presentations</b>	<b>405</b>
<b>Investigations/Cases Initiated</b>	<b>5,583</b>
<b>Search Warrants</b>	<b>481</b>
<b>Title III Investigations</b>	<b>10</b>
<b>Confidential Informants Signed</b>	<b>570</b>

## **Asset Forfeitures**

Over the past three years, Utah experienced forfeitures in the amount of:

- GY 2000 - \$690,000
- GY 2001 - \$337,327
- GY 2002 - \$477,276

The dramatic decrease in forfeitures over the last year is due to the passage of initiative B in the Spring of 2001. Some of the new changes to state law include:

- a) jury trials for all forfeiture cases;
- b) holding law enforcement officers personally liable for three-times the damages in forfeiture cases;
- c) payment of all defense costs from the proceeds of forfeited assets;
- d) require the balance of all forfeiture revenues be deposited in the Utah Uniform School Trust fund (local agencies and task forces would not be allowed to keep forfeiture proceeds);
- e) Utah law enforcement agencies are not permitted to file drug or forfeiture cases in the federal court system;
- f) Utah agencies are not permitted to participate in the Federal Forfeiture Sharing program; and
- g) the evidence standard was changed from "preponderance" to "clear and convincing".

Though efforts were made by many criminal justice agencies within the state to defeat this initiative all were in vain. The impact of this initiative and the resulting change in state law has been significant for Byrne funded drug task forces. Several of Utah's seventeen task forces use forfeited funds to meet the 25% local matching obligation to receive grant funds. Others use forfeited funds to cover the cost of officer overtime or to purchase much needed equipment in an effort to ensure officer safety. Efforts to amend Initiative B are ongoing.

## **Task Force Points of Interest:**

### **Pipeline Cases**

Due to Utah's unique location as the "crossroads of the West" we continue to handle a growing number of drug "pipeline" cases. Interstate 15, which runs North and South through Utah, stretches from Los Angeles on the South to the Canadian border on the North. Interstate 80 crosses Utah from East to West and stretches from the East coast to the West coast. And finally, the West end of Interstate 70 terminates at I-15 in the central region of the state. These roads provide drug traffickers from the Southern U.S. ready access to Utah communities as well as large population centers in the Midwest.

### **Methamphetamine Laboratories**

As outlined above, methamphetamine has grown to become Utah's drug of choice along with club drugs. According to 2000 ADAM (Arrested Drug Abuse Monitoring Program) data, Salt Lake City ranks 4th in the percentage of female arrestees who test positive for meth at 28.9%. Approximately 17% of male arrestees tested positive for meth. Another indicator that meth use is extraordinarily high in Utah are admission rates for meth treatment. Current admission rates are at 82 per 100,000 population compared with the national average of 29 per 100,000. Meth use among Utah's female population has increased dramatically as well, from 16.3% in 1997 to 26.2% in 2000. This increase makes meth the second most prevalent drug of abuse among women, second only to alcohol. Another illustration of this problem is in the percentage of women v. men in treatment and the number of women v. men in treatment for methamphetamine. In 2000, about two-thirds of the public treatment system consisted of men, compared to only about one-third women. However, 1,730 men were admitted with methamphetamine listed as their primary drug of choice, compared to 1,716 women.

The Division of Substance Abuse recently released data on a study done on male and female inmates at the Utah State Prison (2001). This data indicates that 32% of inmates had used meth in the month prior to

their incarceration, and 57.4% had used the drug at some time during their lifetime. In addition, the study found that about 70% of both male and female inmates need some type of drug or alcohol treatment, and of those, 59% reported that meth was the substance that was the most problematic for them.

The 1999 Utah Legislature identified the toxic fumes and chemical waste created by the illegal manufacturing of methamphetamine and other dangerous drugs as a serious risk to human health and the environment. In previous sessions laws have been enacted which restricted the purchase of precursor chemicals used in the production of meth. During the 2000 legislative session a bill was presented to establish legal cleanliness standards for structures once containing a meth lab. This bill outlined what “clean” is considered to be in Utah as well as the procedures a homeowner or business must follow in cleaning up the site once contaminated. Unfortunately, this bill was not passed by the legislature largely due to the cost associated with cleanup. The estimated average cost of decontaminating a single drug lab site has been calculated at anywhere from \$3,000 to \$ 5,000 (about \$55 per square foot), but may be as high as \$10,000 to \$20,000 for a larger lab. During the summer of 2000 amendments were made to the original bill in an effort to meet the concerns expressed during the session. However the amended version also failed to pass during the Utah 2001 legislative session. A third attempt to pass this legislation will be tried during the 2002 session.

This latest amendment proposes a surcharge on Ephedrine and Pseudoephedrine in an effort to raise \$150,000 annually for the Department of Environmental Quality (DEQ). If the amended legislation passes, DEQ will use the revenue to create a new position charged with the task of developing meth clean up standards and training contractors to perform clean up services for the State.

The other side of the meth issue is the foreign source of the drug and in Utah this is Mexico. Utah has witnessed an alarming increase in the availability of Mexican Meth. Of particular concern with the Mexican meth is that it is typically sold through an organized distribution network. Where the typical “meth cook” will generally prepare enough of the drug to support their habit and the habit of a few close associates, the Mexican distributor is seeking to gain control of a portion of the marketplace while generating a profit. These organizations eventually become entrenched in the community and legitimize their appearance by laundering profits in seemingly legitimate business ventures. These organizations also use intimidation and violence to secure their place in the marketplace. The organizations here in Utah are also poly-drug in nature in that they have meth, cocaine, heroin and marijuana available for distribution.

Most of the State’s drug task forces have been working in partnership with the DEA on Meth lab cases and are now requesting and receiving overtime compensation through the Rocky Mountain HIDTA, of which Utah is a member state. This funding has provided, and will continue to provide, additional tools with which to fight the war on drugs in Utah. A number of law enforcement agencies, including task forces, in rural areas of the state have not had sufficient man power or financial resources to adequately work methamphetamine lab cases. Additional funding through HIDTA has allowed these agencies to become more aggressive in addressing the lab issue in their jurisdictions.

It is likely that even more HIDTA is on the way to Utah. For some time Utah has been a member of a three state Rocky Mountain HIDTA group consisting of Colorado, Utah, and Wyoming. The majority of these funds have gone to Colorado because of its larger population base over both Utah and Wyoming. Recently U.S. Senator Orrin G. Hatch of Utah passed legislation through the House and Senate providing HIDTA funds directly to Utah effectively bypassing the current three state allocation system currently in place. This new legislation, still pending Presidential approval, will infuse \$2.5 million per year directly to Utah’s HIDTA.

### **Club Drugs**

“Club Drugs” is a general term for a number of illicit drugs, primarily synthetic, most commonly encountered at nightclubs and “raves.” The drugs include MDMA (Ecstasy), Ketamine, G.B., GBL, Rohypnol, LSD, PCP, . . . and, to a lesser extent Cocaine and Psilocybin Mushrooms. These drugs have gained popularity primarily due to the false perception that they are not as harmful, nor as addictive, as

mainstream drugs such as heroin (DEA, Drug Intelligence Brief, 2/00). Some groups even publicize club drugs are safe to use as recreational drugs if taken in appropriate doses.

Another concern with club drugs is derived from information indicating they are also a gateway drug. Some who never intended to use drugs and succeeded in avoiding hardcore drugs succumbed when told by friends the pill was not a drug but simply an “enhancer.” Though initially strong in their refusal, these victims are convinced by friends a little pill can’t be bad. Once users have experienced the enjoyable effects of these drugs they begin to crave another experience. While initially limiting use to a Friday or Saturday night, soon they begin using club drugs the entire weekend. Finally, looking for longer lasting highs, users turn to methamphetamine, cocaine, and other hardcore drugs and ultimately become addicted.

According to a December 2000 report on Club Drugs by the Drug Abuse Warning Network (DAWN) 70% of emergency department episodes between 1994 and 1999 involving the club drugs G.B., Ketamine, LSD, MDMA, or Rohypnol involved more than one drug. Alcohol is the substance most frequently mentioned in combination episodes involving G.B. (56%), MDMA (47%), Rohypnol (41%), Ketamine (38%), and Methamphetamine (28%).

This same research identifies teenagers and young adults in college as the primary users of club drugs. This gives Utahns reason for concern. With almost half its population younger than 25, Utah has the largest per capita youth population in the nation.

The Utah Substance Abuse and Anti-Violence Coordinating Council (USA AV) is attempting to bring more public awareness to this issue. It is increasingly recognized that the issue of date rape drugs, Ecstasy, Ketamine, MDMA, GHB, GBL, Rohypnol and other “club drugs” are a phenomenon that cannot be addressed by law enforcement alone. These drugs are so easy to secure, hard to detect, and readily available at raves and dance clubs that enforcement is almost impossible. In an effort to address this growing problem, USA AV created a workgroup to examine club drug issue in Utah. The workgroup narrowed its focus to four specific areas creating a subcommittee for each.

- Education and Community Awareness
- Law Enforcement and Prosecution
- Sexual Assault
- Treatment

### **Drug Awareness and Education**

Utah law enforcement involved with the Drug Task Forces will use all available means possible to stem the tide of drug abuse in Utah. Some of these methods used to successfully accomplish, investigate and provide for the prosecution of drug traffickers include: the development of credible informants, use of electronic surveillance techniques, the undercover purchase of narcotics to assist in identifying members of drug trafficking organizations and the sharing of information and intelligence with local law enforcement agencies and other task forces. Another strategy employed by the Drug Task Forces works at educating and working with citizens and businesses within the community. Many Byrne Drug Task Forces provide drug awareness education. Over the 2001 Byrne grant year 311 drug awareness presentations were made by Utah’s 16 Drug Task Forces.

### **Utah Crime Reduction Plan**

During the 1999 General Session of the Utah State Legislature, House Bill 145 was passed which appropriated \$150,000 to the Commission on Criminal and Juvenile Justice to conduct a statewide Crime Reduction Conference and to establish a grant application process wherein state and local law enforcement agencies could apply for funding to create or implement their own crime reduction plan.

The statewide conference was held in St George, Utah on September 22, 1999. To prepare for this conference every law enforcement and criminal justice agency in the state received a survey asking them

to list their specific crime problem from the worst to the least. 84% of Utah's population was covered by an agency returning a Crime Reduction Survey. This allowed our research staff to compile a summary of the major crime problems in Utah. They fell into these four main categories;

- Drugs and Related Crime
- Family and Community Safety
- Information Systems and Communication
- Justice System Accountability

The most common response from the surveys was drug related problems. Most prominent among these drug issues was methamphetamine (Meth). This included the decontamination of meth lab sites. Control meth precursors (or ingredients used for production of meth), and controlling the use of meth. Other drug related issues included the tremendous amount of property crime associated with drug offenders, school related drug and alcohol abuse, and repeat/chronic drug offenders.

In the draft report of the Crime Reduction Plan the vision of this plan is stated as saying, "We envision a unified justice system that serves the community and instills public confidence and support. It is a system that: ensures the safety and security of all citizens; provides assistance for victims; and affords a just process for those who violate societal norms. The system is founded on the principles of respect for diversity, timely and equal access to services, and a comprehensive approach to criminal and juvenile justice that includes prevention and rehabilitation."

The overall mission of Utah's Crime Reduction Plan is to decrease crime and victimization while protecting the rights of individuals. As a result of the crime reduction process and many meetings conducted with law enforcement throughout Utah, CCJJ has reaffirmed its commitment to continue funding multi-jurisdictional drug and gang task forces. We are also taking a more aggressive approach to utilize Byrne funding in the area of technology.

### **Coordination Among Task Forces**

In an ongoing effort to promote and foster the exchange of confidential information and intelligence on drug dealers between task forces, CCJJ began sponsoring quarterly task force commander's meetings early in 1999. Since this time, quarterly meetings have been held and have been very well attended by all commanders with a format proven to be productive and informative. These meetings allow all of the state's drug task force commanders to know each other and call for information, requests, and other items on a regular basis. One of the greatest problems faced by rural task forces - that of getting quality informants - has been significantly improved with the sharing of informants between task forces.

Topics have included, Initiative B, the forfeiture audit (outlined earlier in this report) and the establishment of statewide standards for seizure and forfeiture of property, future funding of task forces through the Byrne grant, sharing information electronically through the Utah Law Enforcement Information Network, investigative tactics and informant development, prosecution of meth lab cases, drafting search warrants, handling problem employees, the emergence of Club Drugs, and other current issues.

In addition to the coordination and cooperation occurring through the quarterly task force meetings, there is also a great deal of intra-agency cooperation within each of Utah's 16 Byrne funded Drug Task Forces. Utah's Byrne Drug task Forces are leveraging their funds to build a working group of several agencies with each Drug Task Force that greatly increases their effectiveness providing the best possible use of limited grant dollars. The following is an example of this cooperative effort provided by the Weber/Morgan Drug Task Force in northern Utah:

*"Our Strike Force continues to enjoy an excellent rapport with our contributing agencies. We realize that it is only with the support of all agencies involved and through a united effort that we are able to achieve continued success. Our agents make a dedicated effort to work cohesively with agencies such as the UDI Clandestine Lab Team, DEA Clan Lab personnel, and Adult Parole and Probation. Our relationship with*

*Weber County Attorney's Office - Civil and Criminal Divisions remains high as does our relationship with all police agencies throughout Weber and Morgan Counties. Such relationships relate to the increased number of case filings of drug charges with the United States Attorney's Office. This includes a number of filings for aggravated re-entry of undocumented aliens with the assistance of U.S. Immigration."*

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## **Programs to Improve the Court System (Purpose Area # 10) - three projects \$240,670**

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### ***AOC Court Delay Reduction Project (1D60) (\$38,652)***

#### **Program Goal:**

Improve the management of case processing in Utah's courts to reduce delay thereby enhancing public confidence and providing better service to the users of the court system.

#### **Program Objectives:**

- Hire one individual to coordinate and oversee the implementation of the delay reduction program.
- Conduct an initial assessment of current delay within the court system.
- Consult with judges and court officials to determine case processing principles and guidelines that could apply to courts across judicial districts.
- Present guidelines along with any necessary rules and statutes to the Utah Judicial Council for adoption by the courts.
- Provide orientation and training to the judges and bar members about the new case management model.
- Develop and reinforce case management responsibilities as one of the primary duties of the local trial court executives.
- Implement new case management processes.

#### **Program Activities/Components:**

The proposed program would be an effort to both speed up and routinize judicial case management in order to reduce delay. This would necessarily involve a shift in the philosophy of judges, attorneys, and local court executives. The term "case management" implies that courts, rather than attorneys, should actively oversee and manage the pace of litigation. Case management covers a broad range of activities designed to coordinate court processes and resources to move all cases from filing to disposition in a timely manner. Some of its purposes are to enhance the quality of litigation, ensure equal access to the adjudicative process for all litigants, and minimize uncertainties associated with processing cases.

This program outlines a two-year plan to hire one full-time employee with the appropriate background in case management and judicial administration to institutionalize the new case management approach. This individual will have the task of working with the judges, court executives and the bar to implement the new case management techniques on a statewide basis.

#### **Performance Measures/Evaluation Methods:**

- Recruitment and selection of a program director completed within the first three months.
- Assess the status of delay in the court system as it currently exists.

- Develop case management principles and guidelines within the first year of the program.
- Case management principles and guidelines adopted by Judicial Council.
- Provide training to court executives; the bench as well as the bar.
- Provide ongoing reinforcement, technical assistance, and evaluation of the program.
- Measure clearance rates, disposition times and satisfaction levels of the bench, bar and public.
- Measure compliance with new rules and guidelines through court's data warehouse and other instruments.

### **Program Accomplishments/Evaluation Results:**

The strategy of this project included the following:

- Follow up on the 1999 Case Management Workshop and to share the "best practices" at this conference. A workshop was held in October 2000 for both the district and juvenile court. It was both successful and energizing as districts shared their successes with their case management projects as well as the challenges that different projects posed. One area in the district court that was very popular was the Domestic Case Manager Project initiated by the Second District.
- Train at local districts how to use the Data Warehouse. Data Warehouse training has taken place with most of the court executives and several of the presiding judges. The project still needs work in this area and is using Robert Turner, Management Analyst, to visit the various districts and train staff and judges on the Data Warehouse.
- Include case management as an important administrative responsibility in court executive's job description. Utah's juvenile court administrator and district court administrator have added case management as a core responsibility for the court executive and it has been included in the court executive performance evaluation.
- Use consultants to help districts with specific needs. We have used consultants mostly during the first half of the year to help districts on an individual basis. Most of this consulting was provided by the Justice Management Institute (JMI). In the second half of the grant cycle we have provided most of the training and help in-house from the Administrative Office of the Courts and from other districts who developed expertise in different areas of case management and have shared their "best practices."

In GY 2002, these grant funds have been targeted to reduce delay in the processing of child welfare cases. The strategy formulated to address this problem has been completed in several phases: 1) engaging consultants in child welfare practices and case flow management, 2) formulating a working group of statewide representatives within each judicial district to define system strengths and weaknesses, 3) creating a "strategic plan" to address weaknesses identified by the consultants both on a local and statewide basis, and 4) meeting periodically to improve on communication up and down the chain, to evaluate progress, and to refine strategies.

Each of these 4 phases has been accomplished successfully. Because of the work that was facilitated by this grant, child welfare cases are proceeding more expeditiously, resulting in a reduction in time to permanency for children. Comparing data from a study of all child welfare cases from January 1, 1998 to June 30, 2001, and a sample of cases from the court's internal data collection from January 1, 2003 to June 30, 2003,<sup>1</sup> one can see dramatic shortening of time lines for specific child welfare events. "Removal" to 'shelter hearing", statutorily required in 3 days, has gone from 93% to 97%. 'Shelter hearing' to 'pretrial hearing (required in 15 days) has gone from 65.5% to 96%. 'Shelter hearing' to 'adjudication' (60 days) has gone from 46.9% to 92%. Most promisingly, the time from 'removal' to 'permanency hearing' (usually required in 12 months, but in 8 months for children younger than 36 months) has improved from 60% compliance to 90%; and from 57% to 79% respectively.

In November 2002, an evaluation of Utah's child welfare case processing was published, and recommendations made. In Phase I, the authors of the report were consulted as to the best way to implement recommendations. In December 2002, statewide representatives convened at a workshop sponsored by this grant and received guidance of consultants. The single most impressive accomplishment of the workshop was the creation of Delay Reduction Teams in each district. Known as the "Tables of 6," each district's team receives guidance and support from the statewide "Table of 6" Delay Reduction Team. Not only do these teams foster inter-agency collaboration, but they also promote improved communication statewide, up and down the chain of command. Each judicial district formed statewide teams comprised of a judge, court personnel, an Assistant Attorney General, defense attorneys, and a guardian ad litem. Each team addressed the Evaluation recommendations, and developed strategic plans. Communication was also improved by the following:

**Website.** Each Table of 6 team member may now access the developing Child and Family Resources webpage. The site provides information presented at the workshops, and a message board where team members can receive and supply information to other teams.

**District visits.** The Assistant Juvenile Court Administrator has provided support and accountability to each of the "Tables of 6" by participating in local team's policy and implementation discussions. The Assistant Juvenile Court Administrator reports back local recommendations to the statewide team, and statewide recommendations to the local teams. In addition to district visits, the Assistant Juvenile Court players have benefitted from improved communication within local teams, and within the larger statewide framework.

An issue contributing to delay in child welfare cases was identified at the December workshop. Promising practices in other states were researched. All members of the local teams were invited to attend a half-day workshop featuring Judge Gayle Nelson Vogel, an appellate judge from Iowa responsible for an almost-revolutionary process for expediting child welfare appeals in Iowa, reducing appellate time from 375 days to 45 days for most child welfare appeals. Upon receiving Judge Vogel's information, the group committed to the creation of expedited child welfare processes for Utah's appeals. A subcommittee is currently drafting rules and forms to achieve this end to be published next year.

Ultimately, this work improves the processing of cases in the courts, and it improves outcomes for children. Given the success of this program, the Juvenile Court plans to maintain the process in place.

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### ***Mental Health Court Project (2D11) (\$135,255)***

**Problem Statement:** The United States Department of Justice in 1999 estimated two million people are incarcerated in jails and prisons. Over ¼ million of these inmates are mentally ill. An additional 550,000 are on probation. Salt Lake County's estimates are no different: of the 31,000 booked into Salt Lake County Jail, 16% -- about 2,200 have a serious mental disorder, and 75% of those people also have a substance abuse disorder. Recent epidemiological studies on mental disorders in the criminal justice system show that the nation's jails may have become the largest *de facto* institution for the severely mentally ill (Abram & Teplin, 1991; Teplin, Abram & McClelland, 1996).

**Program Description:** The Third District Court in collaboration with Valley Mental Health, Salt Lake County Criminal Justice Services, Comprehensive Psychological Services, Salt Lake County District Attorney, Salt Lake City Prosecutors and the Legal Defenders Association have developed a program targeting mentally ill offenders. Salt Lake City Police Department and their Crisis Intervention Team (CIT) have made available their officers to respond to the homes of those who may not have been compliant with the court orders. The CIT officers are trained to use their knowledge of mental illness to help citizens and recognize mental illness in individuals breaking the law. The program gives the police and the health care community the chance to join forces to help those people with which both groups work. The Mental Health Court has four phases, which take a year to complete. The steps below outline the phases and

criteria for moving to the next phase: 1) Pre screening, 2) Entry to Court, 3) Stabilization, 4) Maintenance

**Program Goals and Objectives:** To reduce criminal recidivism of offenders with an identified mental illness.

Objective(s) Include:

- To provide a psychological evaluation and three phase Mental Health Court intervention to eligible offenders.

**Performance Indicators:**

- Bookings of mental health court participants will be reduced for each participant when booking rate before mental health court is compared to the year after involvement in the mental health court.
- The number of participants will increase from 25 for the first year to 50 during the second year of the project.

**Program Accomplishments/Evaluation Results:**

This narrative report is the combined Fourth Quarter and Final Reports for the contract from July 1, 2002 through June 30, 2003.

The Third District Mental Health Court (MHC) began in July, 2001 in cooperation with several state, local, and private agencies. During the first year of operation, July 2001 through June 2002, 25 persons were enrolled in the Court. By means of the Byrne funding, the program expanded to 37 active participants on June 30, 2003. An additional 10 to 15 defendants are pending admittance to MHC.

Progress on the goals and objectives continues. This report will update current caseload numbers and provide some additional program information for the second year of Mental Health Court implementation and the first year of Byrne Grant funding.

**PROGRAM GOAL #1: TO REDUCE CRIMINAL RECIDIVISM OF OFFENDERS WITH AN IDENTIFIED MENTAL ILLNESS**

*Fourteen participants have successfully completed MHC and all graduated less than one year ago. Therefore, long-term recidivism rates will not yet be available.*

Objective #1: To provide a psychological evaluation and four phases of Mental Health Court intervention to eligible defendants.

Comprehensive Psychological Services (CPS), a private agency who provides mental health services in the Salt Lake County Jail, conducts a psychological evaluation on inmates being considered for Mental Health Court while incarcerated to determine diagnosis. In addition, diagnostic information from Valley Mental Health or other mental health agencies is researched prior to admission to the program. The Salt Lake Legal Defender Association reviews competency and other psychological evaluations conducted through that office.

*It should be noted that the Salt Lake County Sheriff is currently in the process of selection of an agency or firm to provide Mental Health services in the Salt Lake County Adult Detention Center. Comprehensive Psychological Services submitted a proposal, but the decision has not yet been made. If CPS is not selected, a contract will be negotiated with the new provider.*

Once admitted a participant begins four phases of treatment:

- *Phase 1: Screening - for competency, suitability, mental health diagnosis, and residence.*
- *Phase 2: Entry to court – begin arranging mental health services and suitable housing through Valley Mental Health, Veterans Administration, or other mental health provider.*
- *Phase3: Stabilization – is 2 to 8 weeks where plea is made, court documents signed, and weekly progress is tracked by the court.*
- *Phase 4: Maintenance – where mental health treatment is maintained, regular court appearances required and graduation upon completion from one to three years.*

*Activity #1: Through the voluntary participation of offenders eligible and referred to the Mental Health Court, participants will be processed and monitored for Mental Health Court compliance.*

Each Mental Health Court participant is required to report to a Case Manager at Salt Lake County Criminal Justice Services. The Case Manager, along with the Clinical Coordinator, maintains records on each participant's compliance in the program by coordinating with Valley Mental Health or VA clinical staff. In addition, Adult Probation and Parole and the Salt Lake City Police Crisis Intervention Team monitor participant compliance.

*In contract year 2003-2004 a .50 FTE Intensive Case Manager will be hired by Valley Mental Health to provide additional case management services to the Mental Health Court participants. This case manager will assist participants in applying for SSI and medical benefits, coordinate transitional housing and medication management through Byrne Grant funds, provide transportation, and make home visits to assist participants in maintaining clean and safe living environments.*

Performance Indicator #1: Bookings of Mental Health Court participants will be reduced for each participant when booking rate before Mental Health Court is compared to the year after involvement in the Mental Health Court.

There has not been one complete year since the first graduation. However, During the first year of MHC, preliminary data shows that the average number of bookings pre- and post- plea while in Mental Health Court has been reduced by 26% - from an average of 2.3 bookings to 1.7 bookings.

## PROGRAM GOAL # 2: TO EXPAND THE CAPACITY OF MENTAL HEALTH COURT

Objective #2: To expand the capacity of the Mental Health Court.

In July 2002, the Mental Health Court began accepting defendants charged with felony offenses as well as misdemeanor offenses. *There were 131 defendants screened for Mental Health Court in GY2002 and 30 were admitted.*

*The contract for housing assistance through Valley Mental Health was finalized. The first housing placements will take place in the 4<sup>th</sup> quarter. Having access to immediate housing resources will facilitate more Mental Health Court participation and in a more timely manner. Eleven participants received transitional housing assistance in the following facilities:*

- *5 in John Taylor House*
- *3 in Jane's East Residential*
- *1 in Lost Creek Apartments*
- *1 in Renter Choice Property*
- *1 in Valencia Apartments*

*Valley Mental Health provides additional housing in its residential programs including Valley Plaza, Valley Woods, Safe Haven, and Jane's East and West. On June 30, 2003, there were 5 Mental Health Court participants in VMH housing.*

In addition, the Utah State Department of Corrections has allowed Mental Health Court participants access to its Orange Street facility, which has a mental health component. There have been up to 6 Mental Health Court clients at Orange Street at any given time.

Activity #2: Increasing staffing and court time will allow increasing the number of participants.

In July 2002, as a result of the Byrne funding, the Mental Health Court Case Manager position went from a .50 FTE to 1.0 FTE. It has not been necessary for the court time to increase. The pre-court meeting begins at 1:00 and court convenes at 3:00.

*50 participants will remain the caseload capacity. Participants who are charged with misdemeanor offenses are being given the option of completing the program in 6 months instead of one year depending on their progress.*

Performance Indicator #2: The number of active participants will increase from 25 for the first year to 50 during the second year of the project.

The active\* caseload per quarter during GY2002 was:

July	-	30	October	-	38	January	-	31	April	-	31
August	-	30	November	-	37	February	-	34	May	-	37
Sept.	-	35	December	-	34	March	-	37	June	-	37

- Active participants are those who have entered a plea.
- There are 10 to 15 defendants in the screening (pre-plea) phase.

**PROGRAM GOAL #3: SECURE PSYCHIATRIC MEDICATIONS FOR ALL MENTAL HEALTH COURT PARTICIPANTS FROM JAIL RELEASE UNTIL FUNDING CAN BE SECURED SO THE PARTICIPANT CAN PAY FOR MEDICATIONS.**

Objective #3: To ensure no participant has a period without medications.

Procedures were implemented between the Salt Lake County Sheriff, Comprehensive Psychological Services, and Valley Mental Health to provide inmates being released to Mental Health Court a three-day supply of medication and a prescription. The three day supply allows the participant time to fill the prescription following release from jail.

*Arrangements have been made between CPS and the jail to provide medication to participants sanctioned to jail within one day of being booked. Normally, it takes at least 3 days for an inmate to receive medications.*

Activity #3: Through case supervision and linkages to funding sources participants will have medications as needed.

The Byrne Grant has a \$2000.00 budget to pay for emergency medications. The Mental Health Court Case Manager and Clinical Coordinator will authorize payment to a Valley Mental Health clinic for prescriptions to be filled as needed. The VMH Forensic Unit is the clinic issuing these prescriptions.

*The \$2000.00 for emergency medications was expended by June 30, 2003. The approved budget for medications in FY 2004 was increased to \$10,000.00.*

Performance Indicator #3: 100% of participants will be linked to sources for medication, and future medication funding.

100% of the participants are linked to sources for medication management.

PROGRAM GOAL #4: TO INCREASE MENTAL HEALTH TREATMENT COMPLIANCE OF MENTAL HEALTH COURT PARTICIPANTS.

Objective #4: To expand the number of criminal offenders with a mental problem who leave jail and return to mental health treatment.

In the first complete year of Mental Health Court 94% of the participants are active community treatment including:

- 84% in Valley Mental Health
- 10% in Veteran's Administration

As a result of the placement of criminal offenders with a mental illness leaving jail into mental health treatment, participants have spent 534 fewer days in jail resulting in a 47% reduction in jail days or a \$37,871 reduction in jail costs (day in jail cost based on an average of acute and sub-acute costs).

Activity #4: Through case management from the court, participants will be linked with mental health treatment immediately following release from jail and treatment compliance will be monitored. When violations occur the participant will be reviewed at the court and either released with warning or jailed.

A treatment plan for each Mental Health Court admission is developed prior to release from jail and prior to a plea being entered. A participant may then be released immediately into treatment. Treatment compliance is monitored by the Mental Health Court Case Manager and Clinical Coordinator in cooperation with the clinical and case management personnel in the Valley Mental Health and V.A. systems.

When a participant is out of compliance, the Mental Health Court team staffs the case and a recommendation is made to the Judge with the appropriate level of sanction or modification in the treatment plan. A jail sanction may be given, particularly in the event a participant stops taking medication.

For severe issues of non-compliance including refusal to take medication or participate in treatment or in the event of a re-arrest a participant may be terminated from the program.

*Since the implementation of Mental Health Court, it has become increasingly apparent that most of the Mental Health Court participants are dual diagnosed with substance abuse and mental illness. Substance abuse is the most significant problem causing Mental Health Court participants to be sanctioned for non-compliance. Many participants are required to submit to drug testing either as part of their treatment with Valley Mental Health or through Criminal Justice Services. Frequently, clients self report drug and/or alcohol use. Jail is often used as a sanction for continued drug use.*

*The Mental Health Court Judge, defense and prosecuting attorneys and treatment staff is in the process of developing a graduated sanction protocol to be used to ensure consistency and fairness when determining a sanction for non-compliance including the use of alcohol and drugs and other treatment related problems.*

*In GY 2002, 14 participants graduated from Mental Health Court and 10 participants were terminated for non-compliance and sentenced. Three participants were returned to the original judge. One participant was rearrested on new charges and was admitted to the Utah State Hospital. One MHC graduate was arrested on new charges and readmitted to the program.*

Performance Indicator #4: All court, case management, and treatment activities will be documented and reported to the court. Any prior mental health compliance will be compared to after Mental Health Court involvement. Over time, 80% will show some improvement in mental health treatment compliance.

The Mental Health Court Case Manager and Clinical Coordinator provide the judge with documented case management and treatment activity on each participant who appears on the court calendar each week.

*\*\* Improvement in mental health treatment compliance information will be provided in the amended report.*

Program Goal #5: to Continue a Forum of Providers Prosecutors, Defenders, Judges, and State Correction Officials to Discuss Mental Health Court Issues.

Objective #5: To continue the Mental Health Court Advisory Committee.

Activity #5: Meet monthly

The Mental Health Court Advisory Committee meets every third Friday of the month at 3:30 p.m. in the administrative offices of Valley Mental Health.

Performance Indicator #5: During each year of the grant the committee will meet monthly and keep on file all minutes of the meeting for documentation and review.

Agendas and minutes of all meetings are kept by the administrative secretary to the Executive Director of Valley Mental Health. They may be reviewed for documentation at any time.

#### GY FY2002 SUMMARY:

The following purpose statement has been developed for the Salt Lake County Third District Mental Health Court:

*The purpose of the Mental Health Court is to provide a structured link for the offender who has a mental illness with: Treatment, Rehabilitation, Social Support Services, and the Criminal Justice System to enhance the functioning of the participant, protect the public and more effectively utilize public resources.*

- The Third District Mental Health Court is a very successful example of a collaborative effort between the Judiciary, prosecuting and defense attorneys, law enforcement, criminal justice agencies, and treatment agencies in addressing the problem of how to treat the severely mentally ill whom become involved in the criminal justice system. Mental Health Court places its emphasis on treatment and prevention, not punishment.
- The Mental Health Court Advisory Council held a retreat in October 2002. This was an opportunity to review the mission, goals, and objectives of the Court. The time was also spent in refining and streamlining some of the procedures and processes of the program.
- The mechanism to access the funds designated for emergency housing needs has been established. The Mental Health Court Clinical Manager and Case Manager will determine a participant's need for housing assistance and will find an appropriate housing alternative. Valley Mental Health will facilitate the placement and make the rent payment. Valley Mental Health will submit a billing to Criminal Justice Services for reimbursement.
- Contracts and agreements between Salt Lake County Criminal Justice Services and Valley Mental

Health, Comprehensive Psychological Services, and the Third District Court are in place and will be reviewed and amended as needed.

- A web page has been developed on the Utah State Courts Web Site and will be updated reflecting FY2003 information ([www.utahcourts.gov](http://www.utahcourts.gov)). It will have links to the web sites of all the Mental Health Court collaborators.
- Judge Bohling, Dr. Allan Rice, and others have given presentations at the following conferences and meetings during FY2003:
  - ✓ The Utah Chapter of the National Alliance for the Mentally Ill.
  - ✓ The Utah State Forensics Conference.
  - ✓ The American Probation and Parole Association Winter Conference.
  - ✓ The Justice Courts in Davis County.
  - ✓ The National Association of Drug Court Professionals National Conference.
  - ✓ The annual meeting of Utah State Justice Court Judges.
  - ✓ Mandatory training with the Salt Lake County District Attorney Office.

In FY2004 the following adjustments have been made to the Byrne Grant funding:

A part-time Intensive Case Manager has been funded and will be hired by the Valley Mental Health Forensic Unit. This case manager will identify and assess high risk Mental Health Court clients and will assist them in finding appropriate housing, provide transportation, and assist in securing Social Security and other benefits to ensure compliance with program conditions.

Medication assistance increased to \$10,000 for approximately 50 participants.

Emergency housing assistance support is \$48,491 for up to 10 clients per month.

Because of discussions being held both locally and nationally regarding the future of the Byrne Grant program, a high priority goal for FY2004 will be to seek new revenue sources for the Third District Mental Health Court. Salt Lake County Criminal Justice Services with support from the Mental Health Court Advisory Council will include Mental Health Court funding in the 2004 budget request. In addition, application will be made to the Department of Justice Programs in its Mental Health Court funding initiative in the Spring 2004.

The Mental Health Court Case Manager has been writing down small bits and pieces of conversations she has with the MHC participants. The following are excerpts from her journal which typify this population.

*“Do you want to see what I have in my wallet, he asked? He had three things. My card, a phone card he found, and a bus pass. It was good to have those three things he said. Did you ever live on the street, I asked. Yes I did, he replied. For 2 years. Where did you live? I lived in the weeds in Sugarhouse Park. Was it cold there? Yes it was.”*

*“She was used to hooking and living on the streets. She was finally living in supervised housing. It was her birthday. We went out to breakfast to celebrate. She was barefoot and walking with a crutch. She had thrown herself off the top tier of the jail in a suicide attempt. Her leg was still swollen but she didn’t want to wear the brace. She was to be alive and celebrating her birthday she said. She said they were going to bake a cake at her house. She couldn’t remember when she last had a birthday cake. It should be nice to have a birthday cake. She hoped it would be chocolate.”*

*“I hate Christmas. Why? Because maybe my family won’t invite me to the family party. I hate it*

*when they exclude me. I guess I make them uncomfortable somehow. Then I'll be alone."*

*"He came into my office, sank into the chair, and put his head in his hands. What's the matter? I'm really depressed, he whispered. I get so lonely. I think if I had a bag of heroin I would take the whole thing. I'm afraid of what I might do. I need to go to the hospital. He called his dad. When his dad asked why he would take the heroin he replied, at least I'd be dead. I remember another time when he asked me if anyone would ever love him even though he was insane."*

Although there have been setbacks, these four Mental Health Court participants remain compliant in their treatment and court requirements and have not been arrested on new charges.

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### **Domestic Violence and Drug Court Case Management (2D53) (\$66,763)**

#### **Program Goal:**

Create a case management structure and process to timely and effectively track defendants in Domestic Violence and Drug Courts.

#### **Program Objectives:**

- Maintain community task forces for Domestic Violence and Drug Courts.
- Track and monitor any defendant convicted of a misdemeanor who is sentenced to some kind of counseling and is not being supervised by any other agency. The short term goals of this proposal would immediately bring about the following outcomes:

#### **Program Activities/Components:**

- Discuss case management duties and objectives with task forces for Drug Court and Domestic Violence Court.
- Establish protocol for contacting defendants who have not complied with court probation.
- Establish a protocol for contacting prosecutors and defense attorneys when a defendant has not complied with court probation.
- Establish a database for tracking outcomes for program completion and recidivism of probationers.

#### **Performance Measures/Evaluation Methods:**

- A more efficient system of notifying prosecutors and defense attorneys when a defendant has not complied with probation.
- Better use of court clerk time by not having to track probation and answer the never-ending phone calls dealing with questions about probation.
- An accelerated procedure to provide consequences for noncompliance.
- By strictly monitoring compliance there would be an automatic increase in success and a decrease in repeat offenses.
- The people that successfully complete counseling, for the problem they had at a misdemeanor level, are not likely to have the same problems rise to the felony level.
- The defendant learns that the courts are serious and that there will be quick consistent consequences if they do not comply with probation.
- Increased respect in the court system from both citizens and offenders.

#### **Program Accomplishments/Evaluation Results:**

Special courts have been established in Utah to deal with cases involving unique needs such as counseling and drug treatment which is often required to change defeating behavior patterns. Two such courts in Utah are Domestic Violence Court and Drug Court.

The job of hearing all domestic cases is extremely difficult and the courts have learned that a rotation of judges is necessary from a judicial perspective. Fortunately, Utah has three excellent judges who are willing to hear domestic violence cases on a rotating basis. Each judge has approximately 4,000 cases assigned to her or him which equates to more than 20,000 defendant appearances during a year. The number of cases increased further in February 1999 as domestic violence judges begin to hear state misdemeanor domestic violence cases. One of the drawbacks of judicial rotation is a loss of continuity among particular defendants, and with other individuals and elements of the Domestic Violence Court.

The Third District Drug Court currently has only one judge, Judge Fuchs, who is handling over 300 ongoing drug cases. The success of the drug court program has been stunning. Prior to this grant, over 100 defendants successfully completed the counseling, treatment and appearances in Judge Fuchs' court and have remained drug free for over a year. The success of this program is dependent on extensive follow-up and coordination between the court, pre-trial services, prosecutors, defense counsel, drug treatment and other allied agencies. This work is extremely labor intensive and Judge Fuchs has been handling this case load in addition to a full consolidated district court caseload.

During the 200 Byrne grant year project goals were met for Drug Court and Domestic Violence as follows:

#### *Drug Court*

Goal #1 Reduce Recidivism of drug offenders.

- A four phase drug intervention strategy (see 2001 Strategy Update for detail) was offered to 450 active participants as of June 30, 2003.
- There have been 91 graduates in GY 2002 with no recidivism reported.
- There have been 560 graduates since the beginning of the drug court program.

Goal #2 Increase the number of participants in the Drug Court.

- The Drug Court Advisory Committee met in March 2002 to discuss the strategic plan for the Drug Court.
- Third District Court judges have agreed to add another ½ day of Drug Court starting in July 2001 with Judge Stephen L. Henriod assuming this calendar on July 1, 2001.
- The number of active Drug Court participants as of June 30, 2002 was over 270.

Goal # 3 Expand Drug Court

- Judge Fuchs has met with judges and staff from two new drug courts in the state.
- According to the strategic plan approved for the Drug Court, the goal was to service more than 500 active participants with 380 active participants to in GY 2002.

#### *Domestic Violence*

Goal #1 Reduce recidivism of domestic violence perpetrators.

- There were 1,688 domestic violence misdemeanor cases filed in the Salt Lake Department of Third District Court during the 2001 grant year.
- A system of reviews, treatment and sanctions was established in the August, 1999 meeting with treatment providers, law enforcement agencies, and the courts. This protocol has been used since this meeting took place.
- Salt Lake City has performed a study of effectiveness of domestic violence. Data suggests the number served is less than anticipated as arrests have decreased by about 25% over the past

year. It is believed that the consistent adjudication of domestic violence offenders has contributed to this decline. A study of domestic violence court was prepared by Brigham Young University that indicates that defendants who enter treatment generally do better than those who do not.

Goal #2 Provide consistent program sanctions.

- The domestic violence tracker/coordinator has been on staff since July of 1999.
- Better sanctions have been implemented and tracking has become more timely since the second quarter of 1999.
- The A.C. will continue to monitor this goal to determine if the turnaround time is too long.

Goal #3 Establish a forum for prosecutors, defenders, providers, and judges to discuss Domestic Violence Court issues.

- A meeting with all of these parties has been held periodically to review case management and calendaring techniques.

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## **Programs to Improve the Corrections System (Purpose Area # 11) - five projects \$357,049**

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### ***Corrections Treatment and Education Facility (1D63) (\$95,000)***

#### **Program Goal:**

Reduce prison recidivism rates by providing additional substance abuse treatment, education, and life skills programming opportunities through additional classrooms.

#### **Program Objectives:**

- Completion of building and site design.
- Preparation of building the site at Utah's Draper prison facility.
- Construction and siting of modular classroom buildings.
- Provide treatment, education, and life skills programming to an additional 90 inmates per week.

#### **Program Activities/Components:**

The South Point Complex, located at the Draper State Prison, houses 1,472 inmates in its Oquirrh and Wasatch facilities. Currently all programming/treatment and education space is limited to seven classrooms in the Oquirrh facility which can seat a total of only 121 inmates. This space is used from 7:30 a.m. to 8:15 p.m. during three time blocks when inmates are out of their cells. This arrangement allows services for only 363 inmates per week of the 1,472 housed at South Point. The modular program will provide services for an additional 90 inmates per week at South Point. It is anticipated that additional modular classrooms will be constructed over the next few years.

Under the supervision of the Salt Lake Community College trades program, inmates enrolled in the construction track will build modular classrooms at the Draper prison. Once completed, modular buildings will be relocated to the site prepared at the South Point complex for final installation. Utilities including

security systems will be installed and when completed programming will be provided through a contract with the local school district and other contract treatment providers.

**Performance Measures/Evaluation Methods:**

- Hold necessary planning meetings with agencies involved in the building project.
- Bid site materials and services through State procurement policies and procedures.
- Install necessary electrical, phone, and computer data lines to the site.
- Completion of excavation and concrete pad.
- Construct modular building including framing, electrical, insulation, sheet rock, siding, roofing, HVAC, fire systems, ceiling tile, floor coverings, and painting.
- Modular transported to and set up at the site.
- Purchase and install all necessary classroom materials and equipment.
- Staff receives Management Action Plans (MAP) for 90 additional inmates.
- Scheduling of inmates who will participate in activities.
- Begin to teach classes and provide treatment.

**Program Accomplishments/Evaluation Results:**

The building project for this final year of modular construction was scheduled to start July 1, 2001. The Salt Lake Community College (SLCC) experienced state budget cuts and a reorganization that moved funding away from the prison site resulting in SLCC not having the funding to hire an instructor. At UDC request, CCJJ suspended this grant until SLCC could obtain funding to pay for an SLCC staff member to supervise the construction of the modular. The State Office of Education and the Jordan School District were able to obtain the funds for SLCC to hire the instructor. The grant was taken out of suspension on March 1, 2002 and UDC will complete the project by November, 2002.

Vickie Overson completed the task of developing and implementing an accounting process to manage grant funds and a contractual agreement between UDC and Salt Lake Community College was signed and finalized during the 2000 grant year to construct the third and fourth modular buildings..

All contracts for site design, construction, electrical engineering, and inmate labor were processed through standard state policies and procedures. Materials for the construction of the modular were purchased by Corrections using state contract bids with local building supply companies. The actual construction of the modular building including foundation, floor system, framing and sheathing, door and window installation, sheet rocking, painting walls, roofing, internal conduits, HVAC, ceiling system, siding, deck and ramp concrete pour, and electrical wire installation was completed using inmate labor under the supervision of the Salt Lake Community College trades program.

Salt Lake Community College completed the basic construction of the modular building. Upon completion of this task, the final inspection was requested. All invoices were reviewed and processed.

The Draper Prison is located within the boundaries of the Jordan School District. As part of the school district's working relationship with the prison they provided a full-time instructor to conduct classes in this modular building. The school district further provided the necessary school supplies for instruction. Jordan School District staff continue to work and provide the match for this grant.

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***Interstate Commission Annual Assessment Fee Abstract (1D76) (\$13,500 extended)***

**Program Goal:**

To provide four years of funding to cover the Interstate Compact annual assessment fee of the Utah Department of Corrections.

**Program Objectives:**

Using Byrne funding along with Department of Corrections resources, the annual assessment fee will be met over the next four years.

**Program Activities/Components:**

- Provide assessment fee funds via sub-grant to the Department of Corrections.
- Make assessment fee payment to the Interstate Commission.

This proposed Interstate Compact for Adult Offender Supervision, drafted by the Council of State Governments and the National Institute of Corrections, will govern the movement of probationers and parolees across state lines. The current compact governing these issues was adopted in 1937 and has not been amended since that time. Originally established to handle a few thousand offenders crossing state lines annually, the current compact is simply outdated and inadequate to handle the nearly 250,000 probationers and parolees currently crossing state lines each year. Additionally, the current compact does not specifically authorize a rule-making group, making changes very difficult, does not address violations of the compact, and does not provide for efficient communication between states meaning that some offenders fall through the cracks. This proposed compact addresses these and other issues. The primary changes to the original compact include:

- the establishment of a national governing commission;
- rule-making authority for the national commission;
- representation of all member states on the national commission;
- notification to victims of offender movement;
- sanctions for violations of the compact; and
- provisions regarding the collection, reporting, and exchange of information.

**Performance Measures/Evaluation Methods:**

- Confirmation of assessment fee payment to the Interstate Commission.
- Ongoing participation by Utah’s Compact Administrator in the Interstate.
- Commission for Adult Offender Supervision.
- Compact Administrators meeting the requirements as directed in H.B.18.

**Program Accomplishments/Evaluation Results:**

Project progress was poor in the first year of funding and little was accomplished. Poor reporting from UDC gives little to report on at this time. It has been reported by UDC that some equipment has been purchased, some travel undertaken, and the Compact Fee paid in GY 2002. No new funds were provided from GY 2002 Byrne funds. During GY 2002, the Interstate Compact Project operated on extended GY 2001 funds. This extended funding was used primarily to establish the new compact infrastructure.

***ASEND (Adaptive Services for Environmentally Needs Development) (2D64) (\$97,502)***

**Program Goal:**

To expand and develop the SEND program for mentally challenged and learning disabled inmates at the Draper site of the Utah State Prison.

**Program Objective(s):**

Within the first 12 months of the grant period screening will take place to determine the actual number of offenders who are mentally challenged.

#### **Program Activities/Components:**

- Conduct a review of educational records to identify inmates at the Draper Prison who may be mentally challenged.
- Conduct a survey among therapists, caseworkers, and unit management staff to determine which inmates they think may be mentally challenged.
- Interview inmates who were identified through the review of files and educational records.
- Test inmates identified through the review process to be mentally challenged. Testing will include a WAIS-III, Wechsler, and Adaptive Behavior Measures. Testing is to utilize all three instruments so that offenders are qualified for community-based services prior to release.
- Offenders who are identified as qualifying for the SEND program will be provided a safe living area separate from the general inmate population.
- Provide training to staff assigned to the SEND unit relative to working with the targeted population.
- Screen inmates appropriate for the program and begin operation of the program.
- Complete a written habilitative plan on each inmate accepted into the program within 30 days of their arrival.
- Teach life skills classes relative to the level of functioning of offenders in the program.
- Coordinate educational programs with the local School District personnel. Provide either educational or employment training for each inmate assigned to the SEND program.
- Coordinate services for program inmates who are sex offenders, drug and alcohol offenders, or mentally ill offenders with other appropriate treatment programs in the correctional system.
- Monitor and reinforce positive offender behavior utilizing a behavior privilege matrix.
- Provide daily recreational activities.
- Provide release and aftercare services depending on staff resources.
- Provide a housing unit that is safe for mentally challenged inmates.

#### **Performance Measures/Evaluation Methods:**

- Inmates assigned to the program will participate in life skills classes, educational and job training programming in accordance with their Management Action Plan (MAP) and written habilitative plan.
- Inmates assigned to the program who are sex offenders, drug and alcohol offenders, or mentally ill offenders will have services coordinated with other appropriate treatment programs within the prison system.
- Release of program inmates will be coordinated with appropriate local community resources.
- Recidivism for program graduates will be lowered by 20% compared to Utah's recidivism rate for the general prison population.

#### **Program Accomplishments/Evaluation Results:**

Due to policy decisions made several decades ago to de-institutionalize individuals that were mentally unstable, the Department of Corrections (UDC) has experienced an increase in the number of mentally challenged individuals sentenced to prison for crimes they have committed. These seriously challenged inmates become a significant safety concern since they can be victimized or taken advantaged of more easily than the general inmate population. It is estimated that within the Draper Correctional Facility there are approximately 300 inmates that fit this general description.

UDC is in the beginning stages of developing programming for mentally challenged and learning disabled offenders within the prison system. Additional resources being sought through Byrne funding will allow UDC to (1) conduct a survey and testing to accurately determine the number of mentally challenged adults

housed in the prison system, and (2) to provide staffing and administrative costs to begin programming options for mentally challenged and learning disabled adults.

Activity during the 2002 grant year of SEND can be divided into two parts: a Testing Segment and a Program Segment.

The Testing Segment involved a study to identify mentally retarded adults that made great progress. Of the 1,569 offenders identified for screening (the protocols used as a cutoff, a score of 5.9 grade level or below on academic testing), over 600 have had a Kaufman Brief Intelligent Test (K-Bit) screening test completed. Through the review of institutional records, over 400 other inmates have been identified who have completed a previous I.Q. test. Thus an additional screening test does not need to be completed on them. Over two hundred inmates were released prior to having the screening test completed. Less than 300 inmates still need to be tested. The review of institutional records and educational records has been completed. Inmates who scored 75 on the screening tests or by the review of institutional records would be tested using a WAIS-III instrument. All of the tests funded by the grant were completed utilizing a licensed clinical psychologist.

A threshold academic testing score of 5.9 was utilized during the first group of 1,569 offenders. However, a lower threshold will be used on an ongoing basis inside the prison to identify inmates with mental retardation. The higher academic testing threshold score of 5.9 revealed few inmates with an I.Q. score of 75 or below. In the future, a threshold academic testing score of 5.0 will be used. The system for ongoing testing of inmates when they enter the prison has been established.

Because not all of the testing has been completed, testing will be continued during the next year. It is estimated that it will be completed by the end of the second quarter. As mentioned above, a system has been established to provide for ongoing screening of inmates to document mental retardation has been put into operation and will be used during the upcoming year.

The Program Segment included the following components:

- Modification of Institutional Treatment Plan (MAP) to Include Individual Habilitative Goals;
- Education Program Component;
- Cognitive Programming Component;
- Employment/Job Readiness Component;
- Modified Behavior Privilege Matrix;
- Recreation and Physical Activities, and Aftercare Services.

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***Draper Cognitive Restructuring Project (2D78) \$107,000***

**Program Goal:**

To provide cognitive restructuring classes to offenders designed to improve offenders conative skills and reduce recidivism rates of offenders completing the COG classes.

**Program Objectives:**

- Staff will be obtained to teach/facilitate the cognitive classes.
- Implement COG classes.
- To reduce the recidivism rate of offenders that complete the COG classes.

**Program Activities/Components:**

- UDC and Jordan School District will coordinate to ensure staff are hired to provide COG services and the grant match is achieved.
- DIO staff will coordinate with education, treatment, and program staff to schedule the space and assist in obtaining the offenders to receive the services. DIO and Jordan School District staff members will coordinate to ensure the COG services are delivered to offenders at the Draper Complex and the match is achieved.
- The inmates completing the COG classes will be tracked and the recidivism rates determined for 3 years after completion of the classes.

**Performance Measures/Evaluation Methods:**

- Agreement developed and signed between Jordan School District and UDC for the delivery of COG restructuring services;
- Selected applicant will be hired;
- New staff member will complete the required UDC training;
- Jordan School District's match position is filled;
- Classes are scheduled;
- Students are recruited and selected;
- Jordan School District enrolls offenders in classes;
- Start Classes;
- Track and evaluate offenders participation;
- Ensure payment for construction & site materials are made;
- COG completion data will be entered in the educational computer system;
- Recidivism rates will be determined.

**Program Accomplishments/Evaluation Results:**

The State of Utah and the United States of America are facing major problems with the number of individuals involved in the criminal justice system. The problems include the increased number of crime victims and the escalating cost of incarceration and supervision of offenders. "The number of adult men and women under the supervision of Federal, state, and local correctional authorities rose to a record 6.3 million in 1999, the Justice Department's Bureau of Justice Statistics (BJS) announced today. This number, which represents 3.1 percent of all adults residents in the United States, or one or every 32 adults, includes persons incarcerated in jails and prisons and those supervised in the community under probation and parole" (Correctional Form, July/August 2000, Vol. 9 No. 4). The prison population in the United States increased 66.8 percent from 1990 to 1999 (Correctional Form, July/August 2000, Vol. 9 No. 4). "Over 40% of the increase in the prison population since 1980 is due to an increase in the prisoners convicted of violent offenses" (Justice Department's Bureau of Justice Statistics (BJS), Internet site: [ojp.usdoj.gov/bjs/glance](http://ojp.usdoj.gov/bjs/glance), page last revised on August 27, 2000). The Utah prison population increase from 3,066 offenders in 1990 to 5,215 offenders in 1999, this is an increase of over 70 percent (Cliff Butter, UDC's Research and Planning, August 07, 2000).

The inmates under the supervision of the Utah Department of Correction come from both urban and rural areas. Currently the recidivism rate for inmates in Utah is approximately 80%. About 60% return to prison on technical parole violations, while 40% commit new crimes. Assessment during Reception and Orientation (R&O) indicates that 85% of the inmates have substance abuse problems, 81% are lacking in positive Life Skills, 100% need crime specific treatment for deviant life styles, and 51% are in need of education services. All inmates need treatment, programming and education to address and resolve antisocial behavior patterns which lead to criminal lives. Most inmates have needs in more than one of the above areas.

Grant Year 2002 Byrne funding has been used to hire/contract/pay overtime for staff to teach/facilitate COG restructuring classes for offenders at the Draper Prison Complex. Inmates cannot recover or

habilitate without reaching these goals. The recidivism rate will be reduced when inmates are better prepared to successfully re-enter their communities.

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### ***Medication for Offenders Project (2D91) \$44,047***

#### **Problem Statement:**

The Division of Adult Probation and Parole of the Utah Department of Corrections (UDC) is charged with statewide supervision of probationers and parolees referred by the courts and the Board of Pardons. Inherent in this supervision responsibility is providing educational, vocational, and treatment services to offenders who require them. This is not a simple task, as today's offenders present more complex problems. UDCs' population tends to have more convictions for drug offenses than fifteen years ago. Below is a current breakdown of offenses reflected in the present inmate population

- 51% currently serving time for violent offenses.
- 66% have a history of violence.
- 75% have a history of substance abuse.
- Average of 8.5 adult criminal arrests.
- Average of 5.4 convictions.

#### **Program Description:**

To provide medications for offenders who require it, the UDC proposes increasing funding for addiction suppression medication, psychotropic medications, and medication evaluations by \$133,333 per year. This funding will serve as a bridge for offenders between incarceration and such time as they can receive entitlements or health insurance benefits.

#### **Program Goals and Objectives:**

Provide medication to offenders, in the interim, while they reestablish their lives thus reducing recidivism.

#### **Objective(s) Include:**

- Use State purchasing bid process to select a private provider.
- Determine offenders who will participate in the program.
- Track and monitor identified offenders who receive private provider services.
- Gather and submit project data and statistical information to research and planning.
- Evaluate project data and statistical information.

#### **Performance Indicators:**

- Measure the treated offenders' rate of successfully completing supervision and treatment.
- Measure offenders' rate of recidivism.
- Evaluate the contractor's effectiveness against the offender's successful compliance with the conditions of probation/parole.

#### **Program Accomplishments/Evaluation Results:**

During grant year 2002, this project provided additional psychotropic medications for mentally ill post release offenders in order to bridge the gap by supplying medications after release prior other resources taking over.

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## **Programs Providing Adult and Juvenile Drug & Alcohol Treatment (Purpose Area # 13) - *four projects \$517,721***

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### **Program Goals:**

- Provide therapeutic intervention to inmates in need of intensive substance abuse treatment through a residential treatment program.

### **Program Objectives:**

- Provide therapeutic intervention and other services to equip substance abusing offenders with cognitive, emotional and behavior skills necessary to choose and maintain a drug-free and crime-free lifestyle.

### **Program Activities/Components:**

#### **Residential Substance Abuse Treatment Programs:**

Substance abuse among offenders is a staggering problem. Assessments conducted by the Utah Department of Corrections at inmate reception and orientation last year indicated that approximately 85% of males and 90% of females coming into the prison system have substance abuse problems at a level requiring treatment. If inmates are released into the community prior to receiving substance abuse treatment, they will likely violate their parole and be returned to prison.

In 1995 Byrne funding established the first 36-bed residential substance abuse treatment program at the Draper site of the Utah State Prison in the Timpanogos facility where inmates could be housed together. Although there was some interaction with the general inmate population, the program provided as much isolation for the groups as possible to enable them to bond together and form a therapeutic community. This program became the model for subsequent residential treatment programs, and helped to launch two integrated aftercare efforts.

The established residential substance abuse programs targets offenders with less than 36 months before their expected parole release date, but with at least one year of time to serve to ensure the maximum benefit of the program. Prior to program admission, all candidates complete an assessment to determine their eligibility for the program and their treatment needs. If accepted into the program, an individual treatment plan is then completed and describes the three different levels of therapy to be completed.

Participants are also required to maintain a 40 hour "work" week as part of their treatment plan. This work week not only includes substance abuse treatment needs, but also includes an educational and vocational component to prepare the individual for eventual release into the community. Treatment activities include treatment groups with a focus on criminality and substance dependency; family and/or individual therapy; cognitive restructuring; educational programming; life skills development; mental health treatment; relaxation training; a physical exercise component; and community aftercare referrals. Secular and non-secular twelve-step programs are also provided. In addition, random drug testing is conducted.

### **Performance Measures/Evaluation Methods:**

- Number of inmates who successfully terminated from the residential treatment program at the Utah State Prison.
- Provide a minimum of 32 hours of substance abuse awareness education for all program participants.

- Provide a minimum of 4-6 hours per week of intensive group, individual, and/or family therapy for all program participants.

**Program Accomplishments/Evaluation Results:**

***Detention Screening and Referral Program (1D82) \$76,500 (Extended)***

The overall intent of the Screening and Referral Project is to demonstrate the ability of an early screening process to deter further crime by identifying and obtaining, through collaboration and the sharing of assessment information, more timely alcohol/other drug abuse and mental health treatment interventions for high risk delinquent youths just entering the juvenile justice system.

Project staff have developed and are field testing a process for screening first and second time detention admission children and youth for both alcohol, drug abuse and emotional problems at three detention center along the Wasatch Front. The three detention center are located in Weber, Salt Lake and Utah Counties.

As a continuation project the fourth and final year Byrne grant application has been approved and is active. In the fourth year the addition of Farmington City as a location for detention screening will be pursued in an effort to provide services along the entire Wasatch Front. Over this next year, a survey of the usefulness of the detention screening will be conducted. Results of the survey will provide the basis of a proposal regarding the advisability of making the detention screening process permanent within the Division of Youth Corrections.

During the past grant year objectives have been met despite the turnover in personnel. The bulleted points below provide a look at the objectives of last year how they were met.

- Objective 1: Continue to train detention staff to administer and score screening instruments.  
*Completed*
- Objective 2: Continue to develop and implement level II of the multiple-gating procedure.  
*DYC provided 33 brief clinical assessments of juveniles who failed routing (level I) screening last quarter.*
- Objective 3: Develop a communication/collaboration system with human services agencies.  
*Completed*
- Objective 4: Evaluate the efficacy, practicality, and user satisfaction with the screening program.  
*Cancelled*
- Objective 5: Develop a data tracking and collection system.  
*Completed*
- Objective 6: Begin Preliminary Data Analysis  
*Completed*
- Objective 7: Public Presentations of Preliminary Data Analysis  
*Completed*

During the 2000 grant year significant changes were made in relation to the administration and accomplishments of this grant. The administration of the grant is now the responsibility of a new Project Director, Tom Darais. Tom is a CPA who will have direct and continuing responsibility for grant projects in the Division of Youth Corrections. In addition to Tom, Jim Marchel has assumed full responsibility for administration of the programmatic portion of the project. Together, these two provide all the necessary administrative expertise for the administration of the Detention Screening and Referral project.

During the 2002 Byrne funding year approximately 1151 male and 457 females were tested at the three Utah detention centers involved in the project totaling 1608 individuals tested. Of the 421 youth tested there were 926 Caucasian, 262 Hispanic, 53 Pacific Islander, 50 Native American, 44 Black, 16 Oriental, and 257 of unknown ethnic origin.

***CIAO - Collaborative Intervention for Abusing Offenders (2D68) (331,726.33)***

Release from prison presents offenders with a difficult transition. Upon release, offenders often have no place to live, no job, and no family or social supports. They often lack the knowledge and skills to access community resources. All of these factors increase the likelihood of relapse and recidivism.

For treatment to be effective, the transition from prison to the community should be seamless. Treatment should begin in the prison and then continue once an offender returns to the community. This takes a high level of system collaboration and service integration. Corrections and the local substance abuse authority system must reach beyond traditional roles and boundaries to broker service across systems, share information, and facilitate the treatment process.

CIAO is a program being funded in partnership with the Utah Division of Substance Abuse and Mental Health (DSAMH). One of the major objectives of CIAO is to develop and utilize statewide treatment opportunities for probationers and parolees through the Local Substance Abuse Authority System.

In the last three years, CIAO created an assessment-driven linkage between institutional treatment, transition, community treatment and aftercare for substance abusing offenders.

Assessment-driven, substance abuse treatment services offered by CIAO include:

- Initial screening with the Substance Abuse Subtle Screening Inventory (SASSI).
- A comprehensive assessment with the Addiction Severity Index (ASI).
- Identification of risks and needs with the Level of Supervision Inventory (LSI).
- Creation and implementation of an individualized treatment plan.
- Transitional services.
- A full continuum of treatment services based on the American Society of Addiction Medicine Levels of Care.
- Aftercare and tracking.
- Regular drug testing and monitoring
- Collection of outcome data on all CIAO participants.

Eligibility for CIAO is according to the following criteria:

- Criminal activity is directly related to a substance abuse/dependency problem.
- Offenders with a conviction for a crime of violence or sex offense are not eligible.
- Offenders with severe mental illness are not eligible
- Offenders with multiple or major disruptions in prior substance abuse treatment episodes are not eligible.

During this project year, 633 referrals were made to CIAO, a 28% increase in referrals from the previous year. A total of 1,078 individuals were involved in treatment during the year. This figure represents those individuals that were referred in the previous year and are still involved in treatment during this project year. Treatment averages 18 months in duration.

About 54% of CIAO clients have successfully completed treatment, up from 45% in the previous year. In examining the numbers that did not successfully complete treatment, data shows that 51% were discharged by the treatment provider for noncompliance. Another 32% leave treatment against professional advice.

CIAO continues to serve as a model of systems coordination, bridging the gap between agencies that serve criminal justice populations and agencies that provide treatment to substance abusers. Through this cooperative model, improved outcomes for substance abusing offenders are being achieved.

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***Davis County Jail Residential Substance Abuse Program for Women (2D75) \$21,098***

Statistics indicate that nearly all the females sentenced to the Davis County Jail have substance abuse problem or other problems related to substance abuse. The jail, in partnership with Davis Behavioral Health, provides residential substance abuse treatment for women incarcerated at the jail. The treatment is 120 days in length and is provided to up to ten women at a time. After completion of the program, participants are transitioned into an aftercare phase which lasts for 30 days. The women may also be transferred to the Work Release program.

Since the inception of the program July 1, 2003, 30 women began the program and 17 completed. Of those that failed to complete, seven dropped out of the program and five were terminated. Seven of the program graduates successfully completed the aftercare program, with 50% of these women remaining arrest-free.

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***EXCELL Residential Substance Abuse Treatment Program for Women (2D94) \$88,396***

The Excell Program for Women is a 72-bed residential substance abuse therapeutic community program at the Timpanogos facility at the Utah State Prison in Draper, Utah. The program serves offenders who have been diagnosed as substance dependent according to the DSM-IV. The overall treatment needs of this population is assessed by a Management Action Plan (MAP) Committee which is made up of a multi-disciplinary team of prison program providers. The MAP process is intended to give offenders an action plan for the programming they are expected to participate in while incarcerated.

As with other residential substance abuse treatment programs, offenders are required to participate in educational and vocational training. Employment is another requirement. These activities are designed to prepare the offender to be self-sufficient when released, increasing their likelihood of success while on parole.

The Excell program has four different phases. The first phase introduces inmates to the program and requires them to participate in group therapy and be involved in substance abuse psycho-educational classes. Inmates learn about anger management, goal setting, and thinking errors. Phase II continues to therapeutic services, yet allows inmates to have additional privileges. Inmates during this phase learn about communication, family issues and women's issues. Phase III has similar requirements, but inmates now focus on relapse prevention.

The fourth phase is institutional aftercare and community transition services. These services are designed to prevent substance abuse relapse. Transitional staff work with the Board of Pardons and Parole to develop a transitional plan that will connect the inmate to needed community treatment service providers. Transitional services also assist the inmate with other needs such as medications, housing, transportation, employment, and mental health referrals.

This year, the project identified a need to address inmates that had a dual diagnosis for a substance abuse and a mental health disorder. A student intern from the University of Utah School of Social Work was hired to work 16 hours a week conducting classes and providing individual counseling for dual diagnosis offenders.

Another program change was the establishment of a pre-treatment and aftercare unit to serve the women prior to entering the program and to maintain support upon program completion. This unit is located in the same facility as the Excell program and allows for a smooth transition between the programs.

During the grant year 549 offenders were accessed and screened for the program. A total of 197 offenders were admitted into the program. None of the offenders had positive UA's while in the program. There were 131 offenders that were removed for the program (86 terminated for non-compliance, 9 moved to a county

jail, 33 paroled before completion, and 3 moved for other reasons). A total of 63 inmates successfully completed the program during this grant year, with all referred for transitional services.

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## **Crime Lab Support Projects (Purpose Area # 15-A) - Three projects during the 2002 grant year \$326,592**

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### **Program Goal:**

- Enhance the capabilities of the crime labs and criminalists in the forensic examination of evidence.

### **Program Objectives:**

- Purchase state-of-the-art equipment to more accurately and quickly collect and analyze evidence (e.g. drug analysis, crime scene investigation, etc.)
- Provide training to criminalists to ensure proper use of equipment and to develop technical skills needed to implement new technologies, examine evidence, testify in court with confidence, or complete other critical assignments.
- Hire and maintain a full-time crime lab personnel.
- Fund projects to support, expand or enhance Utah's state crime labs.

### **Program Activities/Components**

The Utah State Crime Lab system consists of four labs and employs 28.5 people. It is critical that the criminalists obtain on-going specialized training in the 10 fields of expertise required to analyze the various cases submitted to the lab such as drug analysis, tool marks, fibers and hairs, DNA analysis, and serology. Every law enforcement agency in the state and the judicial system is affected by the criminalists ability to properly analyze the evidence submitted.

### **Performance Measures/Evaluation Methods:**

- Fund and train crime lab personnel.
- Purchase necessary state-of-the-art crime lab equipment to facilitate evidence analysis.
- Implement strategies which allow for better analysis and tracking of evidence.
- Were projects to support, expand or enhance Utah's state crime labs funded and completed.

### **Program Accomplishments/Evaluation Results:**

#### ***Questioned Document Examiner (2D59) \$134,060***

This grant is a continuation from 2000-2001 and 2001-2002 with Jacque being hired 9/2000. She is responsible for the scientific examination of document evidence including maintaining the integrity of the chain of custody, case preparation and final reporting. Mr. Don Vacca, her primary trainer, is reviewing her cases. Mr. Vacca was under contract for this after George Throckmorton stated he did not have sufficient time. Mr. Vacca is a well-known nationally respected document examiner.

This year Jacque's training included:

**ASQDE (American Society of Questioned Document Examiners) - August 14-18, 2002 - San Diego, California.**

“As per my training protocol, it is recommended that I attend conferences that provide training and networking in forensic document examination. I have not had the opportunity to attend an ASQDE meeting in the past. I was very impressed with the quality of this conference. It contained excellent technical presentations and was attended by some of the most prominent document examiners in the field internationally. This year’s agenda had an excellent arrangement of various topics, including some areas that I am lacking hours in my training program modules. These areas include expert testimony, inks, printing processes and validation testing. I was also exposed to a variety of presentations on current forensic document examinations instrumentation through technical presentations and workshops...”

**IAI (International Association for Identification) - August 4-10, 2002 - Las Vegas, Nevada**

“This conference provided a variety of educational opportunities to further enhance my training as a forensic document examiner. I attended a lecture and workshop on digital imaging taught by David Witzke. I also attended a workshop entitled ‘Document Examination by Electronic and Digital Means’ taught by Robert Garrett. I attended a four-hour lecture on light theory entitled ‘The Light Fantastic’ taught by Robert Toalson.”

“In addition, I also attended several lectures specific to forensic document examination. These lectures were highlighted by ‘Forensic Examinations of Rubber Stamp and Cache Impressions’ by Jan Seaman Kelly; ‘Check Washing’ by James Wall; ‘The Lost Art of Penmanship’ and ‘Forensic Processing of Anthrax Letters’ by Kenneth Zercie; ‘Consistency of Individual Handwriting Characteristics’ by James Streeter; ‘Understanding Spanish Exemplars’ by John Hsueth; ‘The Use of the ESDA’ by Ronald Emmons; and ‘The Future of QD Examinations and SWGDOC Update’ by Jim Josey.”

**Colorado Bureau of Investigations and Denver Police Department Training - September 15-21, 2002 and November 3-8, 2002 - Denver, Colorado**

“As per the requirement of my questioned document training, I must spend a specified amount of training time with secondary trainers. I spent four days at the Colorado Bureau of Investigations (CBI) and one day at the Denver Police Department during the week of September 16-20, 2002. In addition to providing excellent training in forensic document examination, this internship included a moot court involving five document examiners and the opportunity to witness a Shreck hearing (similar to a Daubert or Fry hearing). As was to be expected, this training opportunity provided me with a week complete with training and interaction with highly reputable and respected document examiners.”

“As per the requirements of my questioned document training, I must spend a specified amount of training time with secondary trainers. Although I have spent time interning at the Colorado Bureau of Investigation in September 2002, it has been determined by my trainers that the ink and paper module of my training can be properly addressed and filled at the CBI. Therefore, I was able to train at the CBI November 4-8, 2002. This training covered ink, paper, and physical match examinations. In addition, I also gave informal testimony on one handwriting case per day. On Friday, I had a formal moot court involving physical match and ink examination testimony.”

**SWAFDE (Southwestern Association of Forensic Document Examiners) - October 3-7, 2003 - Hawaii**

“The 2002 Fall SWAFDE meeting was particularly important to me this year because I was able to present my first professional presentation. The topic of my presentation was part one of research I have been involved in for the development of improved preservation methods for charred documents. Although charred documents are not frequently encountered in forensic laboratories, when the information is needed, it is difficult to find. Further, by understanding better handling and preservation practices for charred documents, a better understanding for general treatment of other fragile documents and the handling and care of all document evidence is understood....In addition to my presentation, the meeting also contained workshops and paper presentations. Two separate panel discussions covered the topic of Daubert hearings and moot court training. Sandra Homewood hosted an excellent workshop on elder abuse, specifically discussing providing information to attorneys and the public. Jeffrey Payne from the

Secret Service presented a paper on printing processes. A. Lyter provided an informative lecture on inks....”

**AAFS (American Academy of Forensic Sciences) February 16-22, 2003 - Chicago, Illinois**

“Barrow and Macken attended two workshops held on Monday and Tuesday. The first workshop was entitled ‘Evidence in History’. This workshop was specifically geared towards forensic document examiners and focused on the preservation of forensic documents, which is the projected speciality in QD for Barrow. This workshop included a tour of the Newberry Library, which is renown throughout the world as having one of the finest rare book, map and transcript collections. This workshop also included a lecture by the curator of the collection (Paul Gehl) and a paper conservator (Margo McFarland). These individuals are important contacts and resources. The second workshop was held on Tuesday and entitled ‘Note Taking Considerations and Techniques for Document Examiners’. This workshop focused on American Society of Crime Lab Directors (ASCLD) requirements and discussed techniques and suggestions for comprehensive note taking. This workshop included a panel of legal experts to provide insight on the legal aspect of note taking...Thursday and Friday were consumed by forensic document examination paper presentations. This section also included a panel discussion on the examination of photocopies, an area of contention and controversy in the forensic document community. Other papers included technical papers on recent research on various forensic document examination topics.”

With a grant change we were able to send Elisa Macken to Chicago with Jacque for the American Academy. Elisa will be in training for a second document examiner and this was an excellent training seminar for her to attend

**SWAFDE (Southwestern Association of Forensic Document Examiners) - April 4-6, 2003 - Anaheim, California**

“Friday was a special training day for trainees and new examiners. A pilot test was also available for those wishing to participate in the test validation. Based on the results from this pilot test, the American Board of Forensic Document Examiners (ABFDE) will be creating a new certification test... The test contained 291 multiple-choice questions and took about 4 hours to complete. The test content covered all different aspects of forensic document examination. Saturday morning., Professor Raymond Davis provided an excellent presentation on testimony. Davis is an excellent speaker and provided a lot of insight and good advice for public speaking. Andre Moenssens, who is a very well known law professor hosted the afternoon presentation. He has been very active in assisting the forensic document community in response to attacks from critics and Daubert challenges. Three moot Daubert hearings were conducted...”

**Courtroom Presentation of Evidence - May 28-30, 2003 - Meridian, Idaho**

“Four of our employees were able to attend this seminar because of a grant change - Elisa Macken, Julianna Keogh, Andy Pacejka and Steffen Soller. This course would have normally had a registration fee of \$1,000; four were able to attend at a cost of \$1047.41 which included lodging and per diem.”.

“Effective Courtroom Presentation’ was taught by Raymond Davis and Ron Davis of Quantum Communications. The course consisted of a series of lectures on presentation and communication skills coupled with in-class drills designed to enhance those skills. The course culminated in a final exam and moot court in which every student presented evidence from a case similar to one with which he/she has been working...”

One criminalist was scheduled to attend an FBI class in Quantico, Virginia. He received an invitation from the DEA to attend a week-long class in Sterling, Virginia. Because of a grant change, we were able to send him to this class which covered drug analysis including spectrophotometry, chromatography and other classical and instrumental needs.

Don Vacca traveled to Salt Lake City in November, 2002. This travel was in place of one of Jacque's trips to Parachute.

The grant paid \$5,000.00 of Don Vacca's contract. He has been Jacque's trainer for two years. George Throckmorton had been her trainer and was local, however, he indicated that he didn't have sufficient time to do this training, preview of cases, reading assignments, etc. Don Vacca, who lives in Colorado, is a well respected forensic document examiner and was willing to take on this responsibility. Jacque finished her training in December, 2002 - six months earlier than anticipated.

She was promoted to a Criminalist II and in January 2003 was honored at a DPS Promotional Ceremony. Each of her trainers said she was the best examiner they had ever had.

This grant paid for a microscopy documentation system and 11 digital cameras for the criminalists in the Central and Northern labs. The cameras are used for serology, prints and weapons analysis. The cameras in the Lab were shuttled back and forth and criminalists had to wait to have access to them.

A replacement hair/fiber comparison microscope was purchased as the one we had was 20 years old. It was dropped several years ago and could no longer be repaired nor was it reliable. If a criminalist had a case needing this instrument, the case was compromised and took hours longer to analyze.

A digital camera and an AVID imaging (audio/video) system for forensic analysis. The camera will be used for weapons analysis. The imaging system will be used to analyze audio/video tapes submitted by banks and 7-11's after robberies. Often the tapes brought to the lab are of poor quality and the criminalists can't retrieve decent pictures to give to the media and law enforcement. This system will be purchased in phases.

*We have been able to purchase various supplies such as:*

- 2 digital printers - printing of photo quality images for side-by-side comparisons and court displays.
- 2 digital scanners.
- 4 ADOBE Photoshop software - 7.0.
- Plain paper color printer - not all images need to be copied on the more expensive photo quality paper.
- Attachments for the QD microscope - to support the digital enhanced camera and system
- 3 ADOBE Photoshop upgrades.
- 3 digital cameras for the Northern lab.

*The objectives for this grant have been met as have the administrative measures. The results from the performance measures are as follows:*

- The examiner will develop an expertise in questioned document examination, obtaining consistently favorable evaluations from her trainers annually - **DONE**.
- The examiner will meet all minimum requirements for certification as a questioned document examiner - **DONE**.
- Number of documents examined - **55**.
- Handwriting examinations - 51.
- Indented writing - 1.
- Printing process/counterfeiting - 1.
- Alterations - 2
- One proficiency test completed.
- One presentation for PDIT on the success of the QDE grant.
- Completed 2.5 years training as per American Board of Forensic Document Examiners guidelines.
- Presented technical paper at the Fall 2002 meeting of the Southwestern Association of Forensic Document Examiners.

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**Cedar City Utah Crime Lab (2D61) \$136,526**

The Eastern Utah Crime Lab has benefitted from Byrne with third year funding coming from the 2000 grant year and an extended second year grant active this period as well. The Byrne Eastern Utah Lab grant is broad in scope and as a true crime lab support project, it is used to pay for personnel, equipment, supplies and remodeling costs.

This project has purchased crime lab equipment including:

- *Digital Camera* to be used in crime scene work
- *Mettler Hot Stage* used to measure the melting point of fibers and other trace and controlled evidence.
- *Stereo-microscope* used to exam and compare two items at the same time such as hair and fiber analysis.
- *Workstation Counter Tops and Storage Units.*
- *DNA Sample Storage Freezer* to protect and preserve DNA evidence.
- *Computer Workstations*

Training and education that took place this past grant year include:

- Utah hosted the Northwest Association of Forensic Scientists conference.
- Courtroom Presentation of Evidence training.
- Training from the Oregon State Police Crime Lab in Portland on hair examination.
- The Eastern Utah Criminalist also provided instruction to 77 criminal justice students in crime scene investigation work.

This grant year required the ASCLD/LAB accreditation process to be undertaken. A tremendous effort was put into this process by all Utah crime lab personnel. The overall results were very positive with some recommendation needing to be completed. The Utah labs are working on or planning to make these adjustments. Byrne funds will be used to finalize the accreditation process.

Year four final funding for the Price Crime Lab was used primarily for equipment and supplies. No travel took place this past year and these funds were transferred to equipment. Finalization of the ASCLD accreditation process was completed during GY 2001. Some minor problems had to be rectified prior to ASCLD certification.

Over the past four years of the Price Crime Lab project, the case load has grown as the Lab has improved its capabilities.

	<b>4/99 - 6/99</b>	<b>7/99 - 6/00</b>	<b>7/00 - 6/01</b>	<b>7/01 - 6/02</b>
<b>Total Cases</b>	29	398	839	1202
<b>Controlled Substances</b>	29	313	735	1132

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**DPS Crime Lab AFIS (LEXS) Project (2D79) \$56,006**

The prints found on each finger is unique and has been proven to be an infallible way of identifying a person. A fingerprint comparison is the only way to be sure that a person does not have a criminal record, therefore, fingerprints are used to verify the individual is the same person arrested and to eliminate matches resulting from someone else using the same name.

The Automated Fingerprint Information System (AFIS) concept was a joint effort by some of the western states in the 1980's. This concept established computer databases which allowed latent print technicians to perform searches and fingerprint comparisons in a few hours rather than days. In 2000 - 2001, this responsibility was transferred from the Bureau of Criminal Identification (BCI) to the Crime Laboratory. One reason for this change was a 10-12 month turnaround time which was a serious problem for the criminal justice community's efforts to prosecute/exonerate individuals in a timely manner. The reason for the backlog was because BCI was required to do background checks on school teachers, law enforcement recruits, medical providers, real estate agents and concealed weapons applicants. They were also preparing to conduct criminal background checks for the 2002 Winter Olympics.

The other issue was security. BCI had no secure evidence storage or evidence handling procedures to ensure the integrity of the evidence. This was an issue the defense attorneys used frequently during trials.

Moving AFIS to the Salt Lake Lab also saved numerous hours wherein criminalists do not have to size photographs or transport them to BCI. They can simply scan an enhanced photo into the AFIS terminal.

With this grant, the Lab was able to purchase two terminals. Trenton Grandy, one of two certified fingerprint examiners in Utah, is the examiner paid for with grant funds.

Five print examiners attended the IAI (International Association for Identification) conference in 2002 held in Las Vegas, Nevada. Workshops were offered in AFIS techniques as well as fingerprint topics. We were also able to send one person to a 5-day fingerprint seminar in Sacramento, California which was sponsored and paid for by WIN/NEC.

Training has been provided for AFIS submissions to UHP troopers and SBI agents.

One of the goals was to track the turnaround time for latent print analysis cases. In June 2002, when the Lab assumed AFIS responsibilities from BCI, the average turnaround time was 10-12 months. By the end of September 2002, turnaround had gone to 34.5 days. By the end of June 2003, it was reduced to 5-7 days

Another goal was to train five print examiners how to use the AFIS terminal to ensure a timely response to all prints requiring AFIS analyses. To this date, Clark Lund, Karen Elliott, Robert Stevens, Elisa Macken, Steffen Soller and Kevin Patrick have been trained on this system.

During this grant year, there have been 633 prints scanned into AFIS. We have had 3 hits - all from Utah; 2 homicides and 1 burglary.

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## **Criminal History Improvement Projects (Purpose Area # 15-B) - Five projects during the 2002 grant year \$249,770**

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### **Program Goal:**

- Utah's primary goal is to produce a criminal justice information system that is accurate, complete, timely and secure.

### **Program Objectives:**

- Improve the process to obtain court dispositions with the correct Offense Tracking Number (OTN).

- Regularly obtain prosecutor declinations.
- Speed identification of suspects.
- Improve the disposition reporting rate of *o/a* criminal history data.
- Produce a complete criminal justice data dictionary.
- Include state and local law enforcement in the National Incident Based Reporting System (NIBRS).

**Program Activities/Components:**

*There were five active criminal history projects during the 2002 grant year: 1D46, 1D47, 2D4, 2D70, 2D99.*

- Research and update missing dispositions.
- Increase the quality and timeliness of fingerprint data through the use of education and live-scan technology.
- Electronically transmit criminal history arrest information from local law enforcement agencies to the state repository.
- Routinely obtain prosecution declinations/use prosecutors to aid in disposition reporting.
- Improve the ability to track dispositions, current legal status and custodial history.
- Provide direct access to criminal history data by court personnel.
- Produce a comprehensive data dictionary to be used for all future criminal justice information system designers.
- Complete a comprehensive data quality audit.
- Explore technologies to enhance electronic switching capabilities for criminal justice applications.
- Create an integrated system for prosecutor case management.
- The electronic exchange of information between the county booking agencies and the county prosecutor keyed on the offense tracking number.
- Automate the case tracking system within the county prosecutor's office to routinely obtain prosecution declinations and aid in effective disposition reporting.
- Electronically transmit criminal history arrest information from local law enforcement agencies to the state repository.
- Integrate live-scan technologies into the booking process to increase the timeliness and quality of fingerprints.
- Assist at least one law enforcement agency per year in converting to the NIBRS.

**County Automation Project:** The electronic county model maximizes the electronic transfer of information both within and between organizations, as data follows the defendant through the criminal justice system. This model is planned for metropolitan Utah which consists of Utah, Salt Lake, Davis and Weber Counties and includes nearly 80% of Utah's population. In some agencies, implementation of this plan requires an entire systems re-write. In others, only the "interface" piece is missing to complete the transfer between agencies. The inability to electronically transfer data or share information between the sheriff's offices and the county attorneys often means that prosecutors must re-enter data. This can lead to missing declinations and poor data quality. Most of the identification and arrest information collected by the county sheriff is needed by the county attorney. By supporting the development of information systems that allow data to be transferred from the sheriff's office directly to the prosecutor we encourage the accurate reporting of data, decrease the likelihood of missing declinations, and increase the likelihood that the Offense Tracking Number will be available to court personnel at the time of filing.

**Criminal History Improvement:** The Utah Department of Public Safety maintains the Utah Criminal History Repository. These projects center around research for dispositions of felony arrests and suspense file entries. The suspense file entries are those dispositions received from the courts and prosecutors that are not matched in an automated fashion to arrest information at the repository. One aspect of researching dispositions going into suspense is to identify process problems and pass the information on to training staff so that corrective action can be taken in a timely fashion with the other criminal justice agencies. This

effort combines correcting old data as well as ensuring that new data will be more accurate and complete.

**Performance Measures and Evaluation Methods:**

In order to measure progress in achieving the goals and objectives previously listed, 18 milestones were developed by the members of the Criminal Justice Records Improvement Task Force. The four major components of these milestones were:

- Train jail, prosecutor, court and state personnel in the criminal history *process*.
- Develop a new automated system for the courts and correct the most pressing problems in the existing court system.
- Provide better access to criminal justice computer applications by the Utah Bureau of Criminal Identification to aid them in finding missing dispositions.
- Better track system improvements.

Along with each listed milestone is a target completion date and responsible agency. Regular meetings are scheduled with these agencies to discuss and review progress made and problems encountered. Additionally, an annual audit is conducted of the Computerized Criminal History System to determine the accuracy and completeness of the file.

The 1995 audit examined 276 felony cases from Weber, Davis and Morgan counties (one of the largest judicial districts in the state). The auditors examined the process used to move information from the point of arrest, through the prosecution and adjudication stages and then on to the repository. Also, the Department of Public Safety, Division of Management Information Services publishes a quarterly report that provide statistics on the disposition reporting rates for targeted groups of arrests i.e. felonies, crimes against children, and domestic violence etc. These reports monitor the progress of the research to improve disposition rates of old cases, as well as monitor the progress of system improvements that impact current incoming data.

The 1996 audit reviewed all admissions to the Utah State Prison in 1995 and compared the data maintained at the Department of Corrections with data from the Criminal History Repository. Preliminary findings indicate that information relating to the offenders' custody is not updated on the repository, and that booking information is not sent to the repository for persons already in custody at the time additional charges are filed. The final results of the 1996 audit will be used to develop procedures to improve the flow of data between agencies and increase the accuracy of the Criminal History Repository.

The 1997 Criminal History System Audit of Utah's Adult Justice System included information from the Department of Corrections OBSCIS and O-TRACK information systems, the Administrative Office of the Courts CORIS system, and the Department of Public Safety's Criminal History File. The purpose of the audit was to assess the accuracy of data exchange between these three systems.

This audit resulted from CCJJ's research efforts in trying to qualify for Tier Two funding of the Violent Offender Incarceration and Truth-in-Sentencing Incentive Formula (VOI/TIS) Grant Program. The purpose of VOITIS funding is to increase confinement space for persons convicted of a Part 1 violent crime. Part 1 violent crimes include murder, non-negligent manslaughter, forcible rape, robbery, and aggravated assault as reported to the Federal Bureau of Investigation for purposes of the Uniform Crime Reports (UCR). The VOITIS Grant Program has a number of funding tiers that target specific problems related to the confinement of perpetrators of Part 1 crimes. To qualify for Tier Two funding, a state must prove one of the following:

- The percentage of persons who are arrested for a Part 1 violent crime and sentenced to prison have increased every year since 1993; or
- Since 1993 the average prison time served has increased; or
- The average percent of sentences served by persons convicted of a Part 1 violent crime have increased.

To discover if Utah qualified under the first criterion, data was “pulled” from the Criminal History File. The initial analysis identified 2873 offenders who had been arrested for one of the qualifying offenses between 1993 and 1997 and were subsequently convicted. That list was then matched against the Department of Corrections O-TRACK database. Of the 2873 offenders, all but 147 (about 5 percent) were successfully matched.

To try and resolve the mismatches, we used RAP sheets from Public Safety's Criminal History File and the Court Records from CORIS to discover exactly what happened to each of these 147 offenders. This research accounted for all 147 offenders and identified a number of data exchange problems between these information systems and data problems within the systems themselves. Finally, the audit made several recommendations to solve these problems.

The primary purpose of past audits was the ascertain disposition reporting rates. This was accomplished by beginning our audits at local Sheriff departments, or at the State Court Administrator's Office. After drawing a sample, missing data was traced back to individual departments to examine policies or procedures that were causing data quality problems. This approach has been highly successful in identifying and correcting systemic problems.

**Program Accomplishments and Evaluation Results:**

As part of the 1995 audit of the Computerized Criminal History File, felony cases were examined at the Davis County Courts. The auditors found the process by which information moves from the jail to the prosecutor's office was less timely, accurate and complete than in the neighboring county of similar size that has implemented the County Automation Plan. Davis County in Northern Utah has begun work on their information systems to begin participating in the County Automation Plan. Two projects have begun that will utilize grant funds to improve the flow of criminal justice data within the county. Although no grant funds were spent this reporting cycle on the county automation plan, significant activities have taken place that will enhance the county's effort during the next year as they complete a criminal justice information system upgrade.

The 1995 audit was used to measure many of the individual projects' goals and objectives under this program area. The audit found that *over 88 percent of the felony cases examined contained the Offense Tracking Number (OTN)*. The OTN is the key identifier that matches fingerprints to arrest data to court disposition data and without which there is virtually no chance the data will match. Further, the audit found that of the cases with an OTN, over 92 percent matched arrest data to the appropriate disposition.

The following table dated July 2002 demonstrates the success of the program in obtaining dispositions for the target felony crime categories for the years 1990 and forward:

Year	Disposition Reporting Rates			
	Felony	Likely Felony	Child Abuse	Dom. Violence
2001	77.9%	75.7%	74.0%	68.3%
2000	73.6%	74.4%	72.6%	65.5%
1999	88.9%	56.8%	N/A	N/A
1998	88.9%	71.1%	N/A	N/A
1997	88.9%	91.8%	91.3%	84.5%
1996	91.5%	91.9%	92.1%	79.2%

Year	Disposition Reporting Rates			
	Felony	Likely Felony	Child Abuse	Dom. Violence
1995	94.7%	94.7%	93.1%	88.2%
1994	94.0%	92.4%	93.9%	91.6%
1993	93.2%	91.1%	91.9%	91.1%
1992	93.4%	92.4%	91.8%	93.2%
1991	94.3%	92.2%	95.4%	92.3%
1990	93.5%	N/A	N/A	N/A

In addition to making systemic improvements for better disposition matching and researching old dispositions, DPS moved criminal history off the State's central mainframe computer and onto a computer within the department. This allows State and local law enforcement to access criminal history at a lower cost. DPS completed the specification for the necessary hardware and software to upgrade the criminal history system.

DPS re-wrote the NIBRS database, completed testing and placed the new system into production. This NIBRS data repository provides better access and accuracy to local agencies participating in the system. This includes integrated links to those local agencies that are implementing CDPD systems which electronically gather and disseminate information from officers in the field. Funds from the 1999 grant year assisted in the development of NIBRS for Utah police agencies including: Brigham City, Salt Lake County, Salt Lake City, and Parowan City.

CCJJ and DPS developed a statewide plan for implementing fingerprint and electronic arrest reporting procedures and technologies. As a member of the Western Identification Network (WIN), Utah will be participating in the WIN's completed upgrade of the Automated Fingerprint Identification system. This new technology and implementation plan will not only enhance the state's ability to quickly identify suspects, it will be the infrastructure Utah uses to implement automated arrest reporting from the local law enforcement agency to the state criminal history repository.

**Incident Based Reporting:** Many Utah law enforcement agencies have been participating in the National Incident-Based Reporting System (NIBRS), taking advantage of computer technology and the more detailed data base captured by an incident-based reporting system. As more agencies submit data to NIBRS, it will become a powerful law enforcement tool, providing more detailed, meaningful, and timely information about criminal activities than has been available in the past. The Utah Department of Public Safety has implemented a central repository to collect all of the incident-based information submitted by Utah law enforcement agencies. The State of Utah has approximately 130 law enforcement agencies with 52 submitting NIBRS data. Funds from the 1999 Byrne grant year provided resources to both Salt Lake City PD and Salt Lake County Sheriff's Office for NIBRS development. Both agencies are in the process of becoming NIBRS certified, and soon will be providing data to the central repository. Once both agencies certify, Utah law enforcement will be providing NIBRS data from jurisdictions encompassing approximately 75% of the States population of 2.2 million. In GY 2000 three grant projects provided resources for the ongoing effort of NIBRS integration throughout the State. The cities of Helper, Wendover, and Salt Lake Community College received funds to assist with the NIBRS component of their Records Management System upgrades. In GY 2001 Wellington City received Byrne support for NIBRS development. In a coordinating effort three Utah agencies: Salt Lake City, Utah Department of Public Safety, and Layton City received funding through the BJS National Incident Based Reporting System grant (NIBRS) to assist in the development of NIBRS.

Another component of this program is to provide a computerized Incident Based Reporting system to local agencies which would allow police officers to enter and receive data through a computer in the field and transmit that information by a Cellular Digital Packet Data (CDPD) System directly to the local central computer network and then on to the records system. From there they can update the county jail, the state identification bureau, NCIC and other online agencies.

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**Live Scan Enhancement:** The Bureau of Criminal Identification (BCI) houses arrest and disposition information from statewide criminal justice agencies for state and national use. A statewide program to automate fingerprint and arrest data was initiated in 1994 with the purchase of a live scan terminal at Salt Lake County and live scan image printing equipment at BCI. By having an "image printer" connected via telephone line to a local agency's live scan, BCI can receive criminal history and fingerprint data in minutes after booking. This helps ensure the quality of the fingerprints by reviewing the prints in time to provide feedback to the agency booking the individual. The success of live scan at the initial agency has proven to be very beneficial in improving the quality and timeliness of the data. As additional agencies began purchasing live scan equipment, technology had advanced and the new equipment could not be accommodated by BCI's initial printing equipment. Therefore, the purchase of additional updated live scan printing equipment enabled BCI to receive the automated and improved quality fingerprint and arrest data in a timely manner from additional law enforcement agencies statewide. During GO 2001 the Sandy City Police Department used Byrne funding to purchase and AFIS fingerprint workstation.

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### **OTRACK**

In the late 1990's the Utah Department of Corrections (UDC) began the process of upgrading there existing offender database to the new OTRACK offender tracking system. The State of Utah has made much progress toward improving its criminal history repository by obtaining a greater percentage of dispositions for felony offenses. Utah is successful in obtaining disposition information on arrests for new crimes. Another critical problem area being addressed by the OTRACK project is felony arrests resulting from violations of parole conditions. UDC is the agency that makes arrests for parole violations and is the source of disposition information on this type of arrest. OTRACK is the vehicle for submitting these data to the criminal history repository.

UDC is in the final stages of completing its rewrite and upgrade of its entire database. As part of this project, UDC is automating the collection of disposition information on parole violation arrests and transferring these data in an electronic form to Utah's criminal history repository site at the Department of Public Safety, Bureau of Criminal Identification. This project, when completed, will attempt to provide dispositions for a number of arrests from parole violators which are now missing disposition information. OTRACK is in the final stages of completion and should not require additional NCHIP support after 2001. OTRACK has received the majority of

its funding from the State of Utah along with supplemental funding from grant programs such as NCHIP and 1999 Byrne 5% set aside. OTRACK is fully operational as of 2001.

### ***Provo police Department UCCATS Project (1D46) \$99,375 (Extended)***

Multi-jurisdictional integration projects make the most of Utah's limited Byrne funding. The Provo Police UCCATS project is a great example of a successful integration effort. Law Enforcement Agencies are typically restricted to geographic jurisdictions. Criminals, however, do not respect these boundaries. Perpetrators can and do commit crimes across these jurisdictional boundaries. Currently there is not a system that will allow agencies to track and analyze crime trends that occur across municipal borders. Although patterns exist, they are very difficult to identify and are often not addressed as serial crimes. Offenders may be arrested for crimes in one jurisdiction without being charged for crimes that they have committed nearby in another city.

A central database of incident information can be distributed through Geographic Information Systems (GIS) interface. An Internet Map Server, accessible by all participating agencies throughout Utah County,

will map crime and allow criminal justice agencies to analyze and identify incident patterns and crime trends within geographic areas. The system can also be used to geographically demonstrate temporal, modus operandi, vehicle recovery and other patterns. This will give detectives the ability to coordinate case investigation and provide profiles of offenders' habits, assist coordination of undercover operations, and give prosecutors additional tools to prepare courtroom presentations.

A shared county system will also create the ability to share information about suspects between agencies by filtering criminal activity through geographic patterns. Such an inter-dependant and dynamic system objectively promotes and facilitates communication, coordination, and cooperation between participating agencies. Additionally, it encourages good will and fosters a cohesive and comprehensive strategy to identify, track, investigate, apprehend and successfully prosecute career criminals.

A multi-agency Crime and Intelligence Analysis coordination has many benefits. It allows agencies to keep their policing efforts on a community level while giving them the analytical tools of a large metro agency. Crime trends which flow across community boundaries can be identified and pursued by all agencies involved. Analysts and officers from all participating agencies can work together, lending varying levels of expertise and experience to the job(s) at hand. Agencies who may not have the funds or need to employ a full-time analyst can still have the benefits of crime analysis at a much lower cost. But, since they are still affected by serial crime within and across their borders, giving them access to analytical tools at a county-wide shared cost can help these agencies alleviated crime problems and increase their ability to communicate with other agencies.

Allowing criminal justice personnel to work together across boundaries, while reporting to their respective agencies, will keep all involved agencies in the communication loop without disrupting the fragile network of community policing efforts which agencies have spent so much time and energy to develop. The communities' trust is essential in effective police work. Maintaining that trust should be first priority for every agency. Obtaining higher clearance rates can and will bolster the communities' trust in law enforcement. This coordinated effort has eliminate wasted man hours and police resources by identifying patterns more quickly and making crime patterns more apparent to officers as they are occurring.

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### ***Utah Prosecution Council Software Project (1D47) \$29,679 (Extended)***

This on-going project started in 1999 working toward the goal of improving the Utah Prosecution Councils (UPC) collection of criminal history data. During grant year 2000 the UPC purchased equipment and provided training and product installations around the State. Equipment purchases included two laptop computers to use in training programs around the State. Training included: trouble shooting the new Prosecutor Dialog software, methods of accurate data collection for criminal history records, and provided to all attendees an inactive website for users of the Prosecutor Dialog software. The project was continued through the 2002 grant year using 2001 funding. The following information is a summary of the activity of this project over the past twelve months. The project is now concluded.

#### **Training for Staff Attorney / Technical Support personnel and IS Staff**

Jason Cammack was hired as a staff attorney and as a technical support person for assistance with the project. He has received training in installation, configuration and support of Prosecutor Dialog as well as in Crystal Reports. We have trained the IT/IS staff of the following sites to manage some of the installation, configuration and reporting issues for Prosecutor Dialog: Salt Lake City; Logan City; Beaver County; Davis County; Layton City and Lehi City. Since the start of this grant, we have been able to create 16 new reports that have been requested by various sites. We have also created many custom reports for offices with different needs. When possible, we have made the custom reports available to all users.

#### **Prosecutor Dialog User Manual**

We made necessary changes to the user and administrator manuals for Prosecutor Dialog and distributed them in electronic (PDF) and printed versions. We worked with the vendor to provide the necessary

updated documentation for the latest version of Prosecutor Dialog and converted them to PDF format for electronic distribution to all sites.

### **Training – Standard and Advanced**

We conducted several training sessions in a training room where UPC is located. After a couple of sessions, we determined through user feedback, that it was more effective to train users on site. Since then, we have conducted regional and local training sessions whenever a need was present.

### **UPAA Conference**

Ron Weight attended the UPAA conferences in September, 2001 and the recent conference in June, 2003. He gave a presentation at the 2001 conference about Prosecutor Dialog and demonstrated a reminder/tickler program at that time. The feedback was mostly positive and many users thought it would be very helpful. The tickler program is now ready for use and will be installed as soon as possible where users want it.

### **Receiving live data from 95% of installed sites**

There have been some technical and political issues to receiving live data from remote sites. The state and many installed sites have installed fire walls that block any attempt to send data in the way we had designed an automated utility to do it. We have made some progress on resolving those technical issues, but in the meantime, we are using a manual data collection procedure. When we visit a site, we collect a copy of their data on a CD. We have live data from 13 counties (72%) and 14 cities (74%) and the AG's office (100%) for an average of 75% of installed sites that we are receiving data from.

### **Installed Sites increased**

During the grant period, we have installed Prosecutor Dialog in 3 new cities (South Salt Lake City, South Jordan and Lehi) and 1 county (Box Elder).

### **Meet or coordinate with BCI for exchange of data**

We have met with Mike Sadler from BCI on several occasions to discuss data exchange. We completed a utility that would extract data from Prosecutor Dialog databases (specifically declinations), but there is no site currently using it. Every time we travel to a site for training, installation, or upgrades, we stress the importance of including declined cases in the database. Currently, very few sites are entering cases that are declined. They simply don't put them in the database, so we can't retrieve it to report to BCI.

### **Coordinate with AOC**

We have integrated our charge table with the court system (CORIS). All charges in prosecutor dialog now map to the correct charge in CORIS. Previously the court clerk would have to look at the charge filed and manually determine what should be charged in the court system. This created inconsistent or wrong charges being entered into the court system from the charging document. Now the court clerk can key in a number list on the charging document. That number will automatically correlate to the correct charge in the CORIS system. We have also obtained XML formatted calendars from the court and are currently developing a way to integrate the XML calendar information into the events in prosecutor dialog.

### **Purchase HW for help with testing**

UPC purchased a KVM switch to enable us to run several test computers using only 1 keyboard, monitor and mouse. We have retained many of the old computers as we have upgraded our desktops and are using them as test systems. They have proven very valuable in troubleshooting various issues with different operating systems and versions of Prosecutor Dialog or UPC Utilities. We currently have 4 test computers with a variety of operating systems installed for testing.

### **Prosecutor Dialog Utilities / Add-ons**

UPC has created several utilities for users of Prosecutor Dialog. They fill in the gaps left by Prosecutor Dialog and help users accomplish their tasks easier and faster. The current utilities are: Maintenance, Law enforcement data import, Flexible reporting tool, a utility to select police officers from a list and

automatically insert them into the database (this avoids the duplicate entry of data for every case), and a tickler/reminder system. The tickler system has just recently been installed in St. George city, Logan City and Cache County. We worked on creating a wizard type utility for creating templates, but were unable to make a utility that was any easier to use than the current system. Currently, these utilities have all been separate programs that need to be installed individually. We are currently working on consolidating all of them into one program to simplify installation, training and maintenance.

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***DPS/BCI - Courts Electronic Interface Project (2D42) \$35,000***

This grant program consolidated the data transfer files from the court system to DPS (Department of Public Safety) to achieve more timely and complete data sharing. It will also establish an Internet Web Page for documentation of criminal justice integration standards (Lists of file formats DPS needs to accept other agencies data) and layouts for agencies submitting data to DPS.

Interview and hire a contract consultant with the necessary skills and knowledge necessary for the project by September 30, 2002.

This hiring has been completed.

Develop one data file layout for transfer of information from the court system to DPS by October 31, 2002.

We developed one data file layouts and data elements needed to receive transmitted records from the other agencies. **This objective is complete.**

Complete programming necessary to separate incoming data and direct it to the appropriate database by December 31, 2002.

The parsing (sending data to BCI and Driver License) program is complete. This program extracts required disposition records from the new record layout format. The data is put into a disposition format as well as a new format for Driver License. With the data in the new format, Drivers License and BCI will be able to use the data in existing computer programs for record management and statistical purposes. The larger courts that are using Coris (Record Management System) software are in production and sending files. The other courts using Casselle or other brands of software have not sent good enough files to test. This will be an ongoing project to bring courts on line and test the files they send to us. This objective is complete.

Modify existing programs and databases to accept data from the new data file layout by December 31, 2002.

The Rap Sheet program has been modified to display the new data elements and is 100% complete. The Criminal History program has been modified to accept new data elements and store them in the database. The Batch program on the HP box has been modified to accept the new data elements. This program change is complete. We have tested incoming files, the program is able to receive the files and post them correctly. **This objective is complete**

Develop a website, accessible to criminal justice agencies which will serve as a repository for documentation of file layouts and other integration projects by January 31, 2003.

We have developed the file layout web page ([http://bci.utah.gov/file\\_layout/](http://bci.utah.gov/file_layout/)). Additional files have already been added to this Web Page. This will always be an expanding Web Page as data sharing is developed between all agencies and DPS. **This objective is completed.**

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***Utah Justice Courts Information System Study Project (2D70) \$58,642***

This project started late in the 2000 grant year. The purpose of the study is to find the best approach to a collaborative technology solution that will produce a single automated reporting standard for Utah justice

courts. In Utah there are 136 justice courts each with its own hardware system, software package and procedure for reporting to the Drivers License Division and the Bureau of Criminal Identification. There are a few justice courts in Utah with no automation. While statute requires each of these entities to report certain conviction information within prescribed time limits, there is no requirement for a uniform method of reporting, and the rates of driving and misdemeanor criminal conviction reporting are low.

This is a challenge that warrants study to determine the efficacy of such a project since justice courts are funded and operated by local governments and not the State making reporting standards difficult to impose. In spite of these difficulties, the results of this study were analyzed and recommendations were made to the Utah State Courts. Currently, Byrne funding is supporting the development of a justice court history reporting standard that came as a result of this Byrne funded feasibility study.

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### **DPS - UCJIS Disk Space Upgrade Project (2D99) \$27,074**

**Problem:** The Bureau of Criminal Identification (BCI) is responsible for providing quality and timely criminal justice information to local, state, and federal criminal justice agencies. We initially estimate that BCI would have run out of disk space to store Criminal Justice Information System (UCJIS) data during February or March 2003. As a result, (UCJIS) would not be complete and up-to-date when accessed by criminal justice agencies.

While the existing disk storage system is only about one year old, the disks, which this system uses, aren't made any longer. The disk space on this storage system is near capacity, and more and more data is being submitted for entry and retrieval every day.

#### **Strategy:**

BCI purchased a state-of-the-art disk subsystem that included software to manage the disks that store criminal history information. This new system is compatible with the old system, which allows a smoother transition from the older disks to the new disk. The new system is also expandable to assist with future growth of the UCJIS system.

The criminal history data systems were transferred to the new storage system over a weekend at the end of March 2003. The old disks will be used with the backup server that we are trying to get funds for to put in a remote location. The backup server will have a duplicate of all criminal history data that can be accessed in the event of a failure of the primary system.

#### **Grant Goals and Objectives:**

##### **Program Goals:**

- Ensure that the Utah Criminal History and Criminal Justice Information System can accommodate and store all criminal history data.

*The disk has been purchased and installed. The system was taken down on a weekend and all data has been transferred to the new disk system. It is accommodating and storing all criminal history data. The new disk is functioning properly.*

##### **Program Objectives:**

- Purchase an expandable disk subsystem that includes software on which to store criminal history information.

#### ***This has been completed***

##### **Activities:**

- **Order and install the disk system.**
- **Transfer UCJIS data to the new disk system by January 31, 2003.**

*The new disk system has been installed. The transfer of data was completed at the end of March.*

**Performance Indicators:**

- Was all the UCJIS data transferred to the new system by January 31, 2003?
- Is UCJIS current and up-to-date?
- Can all criminal justice agencies access UCJIS information utilizing the new storage system?

*UCJIS data has been transferred to the new disk system, it was not done by January but it was done at the end of March before the grant expired. UCJIS is current and up-to-date. All criminal justice agencies are accessing UCJIS on the new storage system.*

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**Crime Scene Investigation / Emerging Technology Projects (Purpose Area # 16) - *twenty-seven projects during the 2002 grant year at \$414,163***

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**Program Goals:**

- Enhance crime scene evidence collection, preservation, and investigation capabilities of local law enforcement agencies.
- Establish projects that take an innovative approach to enforcement , prosecution, and adjudication of drug offenses and other serious crime.

**Program Objectives:**

- Purchase equipment and supplies in support of crime scene investigations and/or emerging technologies.
- Provide training to crime scene investigators to ensure that evidence is collected and handled in a consistent and proper manner to ensure comprehensive crime scene investigations.

**Program Activities/Components:**

- *There were twenty-seven CSI / Emerging Technology projects serving state and local agencies funded in this category under Utah grant identification number(s) : 1D09, 1D10, 1D22, 1D25, 1D27, 1D29, 1D31, 1D87, 2D07, 2D08, 2D09, 2D23, 2D28, 2D29, 2D31, 2D32, 2D33, 2D34, 2D38, 2D62, 2D67, 2D69, 2D71,2D73, 2D74, 2D80, and 2D86.*

Law enforcement personnel must have the skills, equipment, and supplies to process crime scenes properly. Too often, cases are lost due to inadequate or improper crime scene evidence collection, preservation, and/or investigation techniques. Agencies receiving grant funds through this program have priority access to crime scene investigation training through the state crime lab system.

In the 1998 Byrne strategy update the intent of this program was broadened to include funding for “emerging technology”. Each year requests are received seeking equipment funding for such items as in-car video cameras, digital cameras, in-car laptop computers with modem/Internet access, surveillance systems, and tracking devices. Meeting these additional law enforcement needs through Byrne funding has primarily benefitted rural departments who lack sufficient budget resources to meet needs beyond personnel, weapons, and vehicles.

**Performance Measures/Evaluation Methods:**

- Equipment and supplies in support of crime scene investigations were bid out and purchased.
- Investigators obtained crime scene investigation training.
- Investigators obtained training on how to use crime scene investigation equipment and supplies.
- Items outlined as emerging technology identified and purchased by local law enforcement agencies.
- Utilization of emerging technology, such as computers, enhances officer productivity.

Program Accomplishments/Evaluation Results:

Nearly all CSI projects in the 2002 Byrne funding year including a training component to enhance the capability of the departments. All the equipment purchases included some level of proficiency training to assure the equipment was used safely and properly.

Some of the equipment and supplies purchased with Byrne funds included: digital cameras enabling agencies to process their own photographs and not depend on local film developers for crime scene pictures; laptop computers in patrol cars; and software in many cases to update and make investigations more efficient; Generators for crime scene vehicles to increase the time on scene for investigators. A summary of major equipment items purchased includes;

- |                                |   |
|--------------------------------|---|
| • Voice Stress Analyzer (CVSA) | • Fingerprinting equipment                          |
| • Evidence kits                | • Tracking Devices                                  |
| • Surveillance system          | • Power Generators                                  |
| • CDPD's/Laptop computers      | • Argon laser light                                 |
| • Digital Camcorder            | • Automated Investigation Measurement System (AIMS) |
| • Photographic Software        | • Patrol K-9  |
| • Digital cameras              | • In car Video Equipment                            |
| • AFIS Remote Work Station     | • CSI Equipment Trailers.                           |
| • Computer/Server              | • BMT Compact Light Source                          |
| • Color printer                |   |
| • Distance Measurement System  |   |

These equipment purchases have enabled local law enforcement agencies to gather more substantive evidence. Although many agencies took part in the CSI / Emerging Technology program in GY 2002; three agencies provided a good representative sample of how their equipment purchases improved their efficiency.

Iron County Sheriff's Office - Crime Scene Investigation Project (2D08).

The Iron County Sheriff's Office received GY 2002 Byrne funding for a CSI equipment project to purchase two lap-top computers during the 2002 grant year. The acquisition of the computers has increased the amount of time the Iron County Deputies are able to spend in the field by approximately 30% to 40%. This is due primarily to the efficiencies of report processing as a result of the MDT lap-top installations. The lap-tops allow the officers to work from home, car, or even while waiting to testify in court.

Garland City Police Department - Records Management System Upgrade Project (2D34)

Garland City Police used their GY 2002 Byrne grant award to enhance their resources directed at the purchase of a new records management system for their police department. The new system is has improved Garland's investigation capabilities, reporting, and opened communication links with neighboring jurisdictions including: Brigham City and the Box Elder Sheriff's Office.

Helper City Police - MDT Technology Access Project (1D09)

Helper City Police, using GY 2001 Byrne grant funds during the 2002 grant year, installed three wireless communications sites within their city. One wireless access radio has been installed in each of the cities five patrol vehicles. Helper City's wireless communication system is now complete and allows city officers to access the records management system, Utah Criminal Justice Information System UCJIS, email, and car to car communication. This new Byrne grant funded system improves Helper City Police Officers in arrests, case resolution, locating warrants, obtaining NCIC hits, and to access booking photos on suspects.

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**DPS- Surplus Property Distribution Project (2D62) \$74,806****Program Goal(s):**

- Raise the level of preparedness of state and local law enforcement agencies to respond to a wide range of criminal incidents, including violent acts and actual terrorist threats.

**Program Objectives:**

- Implement and maintain an Excess Property Program to distribute excess Department of Defense property to state and local law enforcement agencies.

**Program Activities/Components:**

- Develop job descriptions for Excess Property Program manager and office technician positions and obtain approval for these positions. This will be done prior to the grant start date.
- Announce, recruit, interview, and hire the manager and office technician (July 2000).
- Train and equip the manager and office technician (August 2000)
- Manager and office technician will develop mechanism to identify property needs of state and local law enforcement agencies by attending meetings, making telephone calls, sending out surveys, and meeting with contacts one-on-one.
- Property staff will coordinate with Surplus Property staff to locate and transport needed property to Camp Williams for storage, inventory control, and distribution.

**Performance Measures/Evaluation Methods:**

- Track hiring, equipping, and training of program staff
- Track the number of agencies requesting property, the property requested, cost for transporting the property, the property distributed and to whom, and the estimated value of the property obtained on a monthly basis.
- Survey participants to determine how the property has assisted them with their day-to-day law enforcement responsibilities as well as responding to violent crime and terrorist incidents.
- Survey program participants to determine how to improve the identification of needed equipment and their satisfaction level after participating in this program.

**Program Accomplishments/Evaluation Results:**

In response to an identified need, DPS/CEM will establish an Excess Property Program to procure equipment and supplies for use by state and local law enforcement authorities at little or no cost so they can respond to violent crimes and terrorist incidents.

Program staff will consult with law enforcement agencies statewide and develop a comprehensive list of needed equipment and supplies. They would then obtain this property through DoD, and distribute it to the requesting agency. The Utah Division of Comprehensive Emergency Management (CEM) and State Surplus Property have agreed to join forces in providing state and local law enforcement agencies with basic and specialized equipment and supplies needed to assist them with all law enforcement activities, and especially against incidents of violence and terrorism. CEM will be responsible for the day-to-day project management, hiring and supervising the personnel needed to implement this property distribution program. The program staff will meet with chiefs and sheriffs at association meetings, regional training meetings, and make one-on-one contacts to identify needs.

The staff will be housed at CEM facilities at the Utah National Guard's Camp Williams where there is space to store the DoD property obtained through this program. DPS already has a long-term lease at Camp Williams so there will be no cost for this space assessed against the grant. The CEM staff will assist in obtaining the property and manage it through inventory safeguards and procedures. They will also coordinate the distribution of the property.

Section 1033 of the Department of Defense Act ensures that state and local law enforcement agencies have first choice of surplus property, after federal agencies' requests have been filled. We have to take advantage of this opportunity to obtain nearly new and used property to benefit law enforcement.

During the period July 1, 2002 through June 30, 2003 the Surplus Property Distribution project finalized their grant and are now operating independently of the Byrne grant. No additional Byrne funding will be required.

### **GY 2002 Recap**

The Defense and Re-utilization and Marketing Service (DRMS) Law Enforcement Support Office (LESO) Web-based application automation project introduced mid 2002 has been the driving force in changing the way Law Enforcement Agencies (LEA's) request and get approval for Excess Department of Defense (DoD) property. All steps of the process can be done from a computer that has Internet access regardless of location. LEA's are now responsible to find their own excess property online with the DRMS system. The need to travel to various Defense and Reutilization and Marketing Office (DRMO) installations by law enforcement or program representatives to screen equipment, has practically been eliminated.

The training of LEA's has also changed to accommodate this automation. The online DRMS system is simple enough to use that law enforcement can and have been trained over the phone. Training sessions one-on-one, in groups or by phone, were conducted during the year. As with any program, some LEA's took the training to heart and utilized the system. Others simply have not taken advantage of this excellent program.

Early in the year, the Excess Property Program Manager and the USASP program manager reviewed the Agreement between the Division of Emergency Services (DES) and the Utah State Agency for Surplus Property (USASP) to determine if any adjustments were necessary based on the automation of the process.

The number of online requests by LEA's remained fairly constant the first three quarters of the year, averaging 17 per quarter. The 4<sup>th</sup> quarter saw a tremendous increase in requests, a total of 210 for the period. I have no explanation for the increase except that the LEA's making the requests saw a unique opportunity to acquire excess property at no cost and followed through finding useful equipment using the system. This dramatic increase required the Program Manager to spend all available time coordinating shipping as provided in the grant.

### **End of Grant Evaluation**

The success of any program of this type is its long-term survivability based on participation. Though it may be premature to make an extended prediction of this programs success, the Program Manager and administrative staff at DES feel the Excess Property Program funded by the CCJJ grant has matured to the point where it has become self-supporting. The Program Manager will continue in a supportive role to LEA,s statewide to help in the transition to full responsibility for program operation at the local level. Participation levels by the LEA's are expected to fluctuate. However, as more and more LEA's take advantage of this program, its value to local law enforcement and the positive impact on the citizens of the state of Utah will be more fully realized.

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### ***DPS - Computer Forensic Lab Project (2D67) \$54,723***

#### **Program Accomplishments/Evaluation Results:**

INTRODUCTION: Computer forensics involves computer investigation and analysis techniques that retrieve potential legal evidence off the hard drives and disks of suspects' computers. The DPS Forensic Computer Unit was established in 1995 with State funds. There are three full-time investigators – two DPS agents and one Utah Attorney General agent. Most cases are submitted by local law enforcement agencies, and involve child pornography, fraud (including identify theft), and forgery cases.

Prior to grant funding, the Forensic Computer Unit agents' case analysis was hindered because 1) agents and support staff needed basic and advanced training, and 2) basic and advanced computer supplies and equipment were needed. State budget cuts had reduced the amount of funds available to support this unit.

During the grant period November 1, 2002 to June 30, 2003, grant funds were used to purchase a variety of computer hardware and software that helped the lab become more efficient. This unit purchased the following technology in support of computer forensics:

- Three (3) versions of Guidance Software's Encase 3.22
- (11) Upgrades to Guidance Software's Encase 4.10
- Ten (10) Hard Drives
- (4) External Firewire Hard Drives
- Hardware to upgrade five (5) forensic examination computers
- Two (2) IPAQ Pocket PC's
- Recordable DVD's

Explain briefly how these items enabled you to be more efficient.

Grant funding allowed agents to attend (2) training classes in January 2003 and (2) training classes in April 2003. Special Agents Terry Sparks and Daniel Hooper attended Guidance Software's Encase training in Pasadena California. Agent Sparks attended the intermediate analysis and reporting class. Agent Hooper attended the advanced Internet and e-mail recovery class. Agent Hooper attended the National White Collar Crimes Advanced NTFS Computer Forensics class in Boise, Idaho and Agent Sparks attended the International Association of Computer Investigative Specialists Basic Data Recovery Course in Orlando, Florida.

The combination of training and obtaining needed software and hardware has helped the investigators keep up with changing technology and resulted in a more productive unit. Because the agents are more efficient and have needed computer technology, they continue to meet their growing case load.

Grant funding was provided for a part time clerk, Amber Lopez. This has allowed the forensic examiners to focus more of their time on cases. Ms. Lopez helps the lab in a variety of ways including organizing and managing the evidence room, keeping track of equipment, supplies and software and contacting case agents regarding their cases. Ms. Lopez will be attending a Basic Data Recovery and analysis training conference soon, which will allow her to handle some of the imaging processes. This is a big step in forensic computer skill development, and will require additional training in the future. However, such training will assist the agents long-term in reducing its case load.

The following narrative summarizes the grant activities and accomplishments between November 1, 2002 – June 30, 2003:

During the eight month period of this annual grant cycle the Forensic Computer Lab opened 113 new cases for 38 different Federal, State and local agencies. These cases involved 139 computers, 204 hard drives and 5,115 GB of disk space. Ninety-five cases were closed during the grant cycle, leaving the lab with 115 open cases at the end of June 2003.

The lab assisted the Salt Lake County Sheriff's Office on a search warrant. The suspect was suspected of creating forged checks, Utah Driver's Licenses and Utah State Identification Cards. The residence was searched and four (4) computers and a variety of floppy diskettes and CD-R's were seized.

The lab assisted the State Bureau of Criminal Identification (BCI) and the United States Bureau of Alcohol, Tobacco and Firearms (BATF) with a search warrant on a firearms dealer. Two (2) computers were seized during this search warrant. At the request of the United States Attorney's Office the Lab was able to take the two (2) seized computers, image the computers hard drives and return the seized computers while the search warrant was still in process.

The lab closed one forgery case for the Office of the Attorney General. This case turned out to be just a part of a large scale forgery and theft ring that has brought six (6) cases to the Forensic Computer Lab in the last six (6) months. Three (3) computers were examined and a large number of forged checks and documents were located. These cases are still active with the Office of the Attorney General.

The lab assisted the Utah Office of the Attorney General on a large surveillance case involving identity theft, forgery, counterfeiting and narcotics violations. The lab processed two laptop computers everyday for two weeks. Data was downloaded from these computers and given to the case agent on a daily basis. This information allowed the case agent to keep track of suspect's activity when using the computers and helped to verify what was observed on the hidden cameras and identify any activity that occurred off camera. This case was featured in a news conference at the end of February. (See attached news article.)

The lab assisted the Salt Lake County Sheriff's Office with a homicide. The case agent had located a document during the investigation that if located on the victim's computer would tie the victim and the suspect together. Initially the lab was unable to locate the document. Further investigation revealed that the original document had been written in Korean (using Korean script) and we had been given a translated version. After receiving a copy of the original document, the lab was able to locate the document on the victim's computer

The lab is currently assisting the Salt Lake County Sheriff's office on a homicide. The lab has been able to locate information on the suspect's computer that has helped to provide a link between the victim and the suspect. This is an open case and can not be discussed in detail.

The lab assisted the State of Utah's Motor Vehicle enforcement unit with a search warrant on an identity theft case. A laptop, desktop, hard drives and assorted floppy disks and CDs were seized.

The lab assisted the Federal Bureau of Investigation with a reported kidnaping. Agents from the lab responded after hours and began processing the victim's computer. The victim was located sometime later and no charges were filed.

This funding allowed the Forensic Computer unit to procure needed personnel (a part-time clerk), training, and technology in support of their unique investigative analysis. The 2003 Byrne grant funds will continue to enhance the efficiency of this unit and allow this to increase the productivity of the lab.

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***AG's Cyber-Crime Task Force Project (2D69) \$75,000***

**State:** Utah

**Program Title:** Cyber-Crime Task Force Project

**Purpose Area:** 16

**Problem Statement:** With the use of the Internet in committing high-tech crimes, law enforcement is faced with many challenges, including immense audiences, anonymity, lack of traditional boundaries, and finding victims at minimal costs. Also it is necessary to track down sophisticated users who commit unlawful acts on the Internet while hiding their identities; the need for close coordination among law enforcement agencies; and the need for trained and well-equipped personnel to gather evidence, investigate, and prosecute these cases.

- Internet users in the U.S. reached 65 million in 1998, over 100 million in 1999, and are expected to exceed 200 million this year (New York Times, November 12, 1999).
- Business-to-business e-commerce totaled over \$100 billion in 1999 (more than doubling from 1998) and is expected to grow to over one trillion dollars by 2003. Worldwide net commerce, both business-to-business and business-to-consumer, will hit an estimated \$6.8 trillion in 2004 (Forrester Research, Inc., <http://www.Forrester.com>).

**Program Description:** This request is seeking funds to combat Internet fraud in Utah by acquiring equipment and hiring one full-time agent to conduct investigations and act as a clearinghouse in processing complaints under the direction of the recently-created Utah Internet Fraud Task Force. Modeled after the Utah Internet Crimes Against Children Task Force formed in January 2000, the Utah Internet Fraud Task Force is directed, supervised, and managed by the Utah Attorney General's Office.

**Program Goal and Objectives:** To enhance national, state, and local law enforcement's investigative and prosecutorial response to Internet fraud.

Objective(s) Include:

- Act a clearinghouse to screen and disseminate complaints, anticipating 500 complaints by the end of the grant period.
- Conduct operations, resulting in 250 investigations by the end of the grant period.
- Prosecute and indict 25 people by the end of the grant period.
- Increase investigative capacity by properly equipping and training Task Force investigators, resulting in attendance at 3 major training sessions or conferences.
- Establish collaborative efforts with private industry by obtaining commitments from 10 large businesses to serve as a resource to file complaints and investigate cases.
- Train law enforcement and prosecutors to increase expertise and knowledge of policies, procedures and protocols.
- Develop statewide prevention and education programs with collateral materials on Internet fraud to present to schools, community-at-large, private industry, business community, and other entities and agencies, anticipating 300 people trained by the end of the grant period.
- Promote safe and ethical use of computers and the Internet through public education and outreach.
- Provide forensic computer examination, intelligence, and technical assistance to member agencies.

**Performance Indicators:**

- Positions filled, Record hours, activities.
- Track complaints and routing process.
- Track number of cases and results.
- Track number of successful pros.
- Record attendance; solicit feedback.
- Record companies and details of commitment.
- Track number of materials distributed.
- Record details of training sessions.

**Program Accomplishments/Evaluation Results:**

The goals of the Utah Cyber-crime Task Force and the accomplishment of those goals during the 2002 grant year.

1) Establish the Utah Cybe-rrcrime Task Force as a "Clearing House" for computer crime complaints.

Projected completion date: September 30, 2003

**GOAL**

Conduct training seminar(s) for approximately 100 law enforcement officers, providing basic Cyber-crime investigation training as well as information regarding the task force and the ULEIN database.

**ACCOMPLISHMENTS**

Regional training is being planned for law enforcement agencies throughout the state. This training will include basic Internet investigation training as well as training on the ULEIN database. It will also educate

law enforcement agencies about the Utah Cyber-crime Task Force and its mission of establishing itself as a Clearing House for computer crime complaints as well as a resource for all law enforcement agencies throughout the state.

The Utah Cyber-crime Task Force co-sponsored the Utah Attorney General's Office 10<sup>th</sup> Annual White Collar Crime Conference which was held in Salt Lake City, June 23-25, 2003. The attendees included persons from both law enforcement and the business community. The attendance was 150 persons with approximately one-third of those being from the business community. The conference proved to be very fruitful for the task force as it sparked an interest from both law enforcement and the business community to become involved with the task force.

- 2) Train members of the Utah Cyber-crime Task Force to investigate computer crime.  
Projected completion dates: October 31, 2002 and December 31, 2002

#### GOAL

Forty hours of training of three full-time task force investigators by October 31, 2002.

Sixty-four additional hours of training of two full-time task force investigators by December 31, 2002.

#### ACCOMPLISHMENTS

Two investigators attended the 2003 Economic Crime Summit where a variety of subjects were discussed pertaining to financial crimes including computer crime. Some of the topics presented were; "How the IT Manager Helps Prevent Financial Crime"; "Cyberspace and Warfare"; "Best Practices for Preventing On-Line Fraud"; and, "Cybercrime: Impact, Prevention & Mitigation". Each investigator received 24 hours of training.

One investigator attended an electronic evidence recovery class that was 24 hours in length. The class provided training on the use of the forensic software, "Forensic Tool Kit" (FTK), which the investigators on the task force use to recover electronic evidence from computer systems.

- 3) Train prosecutors to prosecute computer crime.  
Projected completion date: September 30, 2003

#### GOAL

One hundred eighty hours of training of one cyber-crime prosecutor.

#### ACCOMPLISHMENTS:

One prosecutor attended a two-day Litigation Forum where the topic was Electronic Discovery & Document Retention. Some of the topics discussed were; "E-discovery in the Post-Enron Era"; "Sources of Evidence: All That You Leave Behind"; "Keeping a Clean Chain of Custody"; and, "Preservation Pitfalls in Today's Business Process". By attending this seminar, the prosecutor also had an opportunity to network with other Attorney General Offices throughout the United States.

- 4) Hire support personnel.  
Projected completion date: October 30, 2002

#### GOAL

Hire two part-time support persons by October 30, 2002.

#### ACCOMPLISHMENTS

Two part-time support persons were hired prior to October 30, 2002. A portion of their job duties include, inputting complaints received by the UCTF into the ULEIN database. For the period April 1, 2003, to June 30, 2003, the total number of complaints received by the task force from various sources was 448. This figure does not include the numerous complaints we received regarding SPAM, or Unsolicited email, which we response to, but do not enter into the ULEIN database. The total loss amount experienced by the 448 complainants was \$790,902. The number of complaints received in the second quarter of 2003 increased by 35% from the first quarter. The total loss amount experienced by these victims increased 24%.

Additional duties conducted by support persons include, taking complaints via all sources, assisting with the coordination and preparation of training classes, complaint follow-up, maintaining the ULEIN data base, transcription of interviews, and maintaining a hard copy filing system.

In March of 2003, the Utah Cyber-crime Task Force initiated a "Restitution Program" designed to address misdemeanor complaints, as the task force only investigates felony cases. A letter is sent to the victim and a series of letters is sent to the suspect regarding a complaint transaction. Between April 30, 2003 and June 30, 2003, fourteen complainants received a total of \$4,025 which was collected by victims as a result of the "Restitution Program." The support staff sent out all letters and kept track of restitution payments made. This has increased their workload significantly. The total amount collected by victims as a result of the Restitution Program since March of 2003 is \$15,963.

5) Community Education

Projected completion date: September 30, 2003

GOAL

Hold community education seminars relating to cyber-crime issues and scams, educating a minimum of one hundred persons by September 30, 2003.

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**AOC - Racial and Ethnic Fairness Task Force Project (2D74) \$10,015**

**Program Goal:**

To complete the mission of the Utah Task Force on racial and Ethnic Fairness in the legal System to "organize and lead to honestly examine and address real and perceived bias toward racial and ethnic minorities within Utah's criminal justice system."

**Program Objectives:**

- Hire an Assistant Director.
- Hold a comment period on the Task Force's report to allow affected entities an opportunity to respond.
- Conduct additional research to determine the existence of racial and ethnic bias.
- Write Task Force final report.
- Print and publish Task Force final report.
- Formulate a preliminary implementation plan.

**Program Activities/Components:**

There was one Racial and Ethnic Fairness Task Force project funded within this category under Utah grant identification number: 0D74.

- *Research:* *The identification and utilization of appropriate research methods, the collection and evaluation of the data to determine the extent to which race and ethnicity affect the dispensation of justice through explicit bias and implicit institutional practices. Methods may include, but are not limited to, the utilization of prior studies, surveys, public hearings, focus groups, and the evaluation of existing policies.*
- *Findings:* *The publishing of findings of the data gathered as a result of the Task Force's assessment. Findings will be published in a final report to the Judicial Council, with preliminary findings available via interim progress reports to the Judicial Council.*
- *Recommendations:* *The creation and publishing of recommendations for all aspects of the legal system, including appropriate agencies, community groups, and private citizens to ensure equal access to justice. Recommendations*

*shall include appropriate strategies for implementation as recommended by the Task Force.*

- **Partnerships:** *The development of partnerships both in the legal system and in the broader community to assist in the efforts of the task force to include a broad cross-section of Utah's communities, particularly its ethnic minority communities, both in the fulfillment of its mission and in ensuring the implementation of its findings.*

The Task Force is working to improve law enforcement and the entire criminal justice system through several means. Determining the existence or extent of real and perceived racial and ethnic bias addresses both the potential improper, ineffective use of race in law enforcement as well as decreased levels of public trust in law enforcement around these issues. Whether or not real bias exists, the perception of bias can yield a significant lack of public trust in the system that must be addressed pro-actively if our legal system is to have credibility with its citizens. The Task Force directly addresses these areas through its efforts to determine public perception and the existence or extent of real bias.

Task Force efforts have centered around a cross-institutional and cross-community dialogue that intends to be non-confrontational and to encourage productive change where necessary. These changes strive to enhance efforts to fight crime, to enhance the court process, to reduce delays by eliminating barriers to access, and to provide systemic assistance to all those who utilize the criminal justice system (i.e., juror, witnesses, crime victims, family members). For example, preliminary results suggest that people of color tend to lack information about their rights and responsibilities. This points to a need for community education about the role of law enforcement and the courts in society. These efforts can lower confrontation levels in law enforcement interaction with minorities in situations where defensiveness exists due to lack of knowledge or misinformation about the process.

#### **Performance Measures/Evaluation Methods:**

- Assistant Director joins Task Force staff.
- Number and list of entities who respond to the Task Force's invitation for comment.
- Research work plan from the University of Utah Social research Institute.
- Written research results from the University of Utah Social research Institute.
- Draft copy of the Task Force final report.
- Published copy of the task Force final report.
- List of press conferences and presentations for the Task Force.
- Mailing list of final report distribution.
- Concept paper for implementation efforts as proposed by the Assistant Director.

#### **Program Accomplishments/Evaluation Results:**

During the period of July 1, 2000 to June 30, 2001, the Administrative Office of the Courts (AOC) / Utah Task Force on Racial and Ethnic Fairness in the Legal System accomplished its proposed tasks. They received Task Force approval of the final report which in turn was published, disseminated, and a press conference held as outlined in the original grant application. The implementation plan interim period accomplished the creation of a living document serving as the action plan for two entities responsible for implementation of Task Force recommendations. Legislative sponsors for the Task Force efforts were also obtained when legislative monies funded a full-time staff position for implementation within the courts. Some goals are currently in motion while others, such as building collaborative relationships, will continue into the future. At this time, the Task Force is in the process of drafting member agency resolutions and seating new members on the Commission for Racial and Ethnic Fairness in the Legal System. GY 2000 Byrne funds also assisted with smoothing the transition process between project directors prior to the legislative funding fiscal year.

All Byrne funds allocated to this project in GY 2002 went to pay for the salary of the Racial and Ethnic Fairness Project Director.

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**Programs to Improve the Criminal and Juvenile Justice Systems  
Response to Domestic and Family Violence (*Program Area 18*) - One  
Project \$13,146**

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**UDH - Domestic and Intimate Partner Violence Death Review Team (2D82) \$13,146**

**State:** Utah

**Program Title:** Intimate Partner Death Review

**Purpose Area:** 18

**Problem Statement:** The Intimate Partner Violence Death Review Team was established by the Utah Department of Health in 2000. It's goals have been: 1) identifying and reviewing all female homicides perpetrated by an intimate partner that occurred between 1994-1999; 2) facilitating and improving communication among agencies that deal with intimate partner violence; 3) fostering the development of protocols and agreements to improve agency responses and interventions; 4) cultivating discussion and action to establish an unified multi-agency approach to intimate partner violence; and, 5) working toward a reduction in the rate of intimate partner violence deaths in Utah. The Intimate Partner Violence Death Review Team reviewed all deaths between 1994 and 1999 and published Intimate Partner Homicide in Utah: 1994-1999.

**Program Description:** Byrne funds will support a collaborative, multi-agency approach to addressing intimate partner and domestic violence reviews. The review process brings together public and private agencies whose services address domestic, intimate partner, and stalking violence. Members have realized the benefits that may not have existed without the homicide reviews. The team members work together to create recommendations and to better address domestic, intimate partner, and stalking violence in our communities. The data from the reviews expands and completes the picture of this problem in Utah. Law enforcement is an integral part of the Intimate Partner Violence Death Review Team's review process, essential in addressing domestic and intimate partner violence. Domestic and intimate partner violence challenges law enforcement officers every day, but they cannot address the problem by themselves.

**Program Goals and Objectives:** The goal for the review process is to better recognize and respond to victims of domestic, intimate partner, and stalking violence.

Objective(s) include:

- Use Byrne funding to bring law enforcement into the intimate partner and domestic violence death review process.
- Expansion of the death review and include all domestic violence deaths for review.
- Conduct all reviews in a timelier manner.
- Provide law enforcement a protocol of questions for investigating officers to use when conducting intimate partner and domestic violence homicide case evaluations.

**Performance Indicators:**

- Law enforcement continues participation in the review process over the 12 months of Byrne funding.
- Expansion of the review team along with more cases review in 12 months.
- Reviews conducted faster over the next 12 months.
- Completion of a law enforcement question protocol.

## **Program Accomplishments/Evaluation Results:**

Program Goal #1- To facilitate and improve communication among agencies that deal with victims and/or perpetrators of domestic and intimate partner violence.

*Objective #1- By April 30, 2003, Identify and review all homicides meeting the case definition that occurred during 2000. Cases occurring during 2001 will be reviewed by June 29, 2003. All cases for 2000-2001 have been reviewed and final data elements are being collected to complete each case file.*

*Performance Indicator #1: Number of homicides identified as being perpetrated by an intimate partner between 2000-2001. Preliminary data indicate: Between 2000 and 2001 there were approximately 31 intimate partner violence homicides. Based on the case definition, this number includes homicides defined as a love triangle or where a third party dies due to an intimate partner relationship dispute. There were 7 additional adult domestic violence homicides.*

*Performance Indicator #2: Number of intimate partner homicides reviewed quarterly. All 31 intimate partner violence homicides have been reviewed. We also reviewed all 7 domestic violence homicides..*

*Performance Indicator #3: Number of homicides identified as being perpetrated by a "household member" between 2000-2001. Preliminary data indicate: Between 2000 and 2001 there were seven adult domestic violence homicides. Based on the statute, approximately four of these cases would meet the legal definition of domestic violence homicide.*

*Performance Indicator #4: Number of domestic homicides reviewed quarterly. All seven domestic violence homicides were reviewed by the fourth quarter*

Goal #2- To enter, analyze, and disseminate data gathered through the homicide review team.

*Objective #1- By July 31, 2003, all 2000-2001 case data will be entered into the database.*

*Performance objective #2: Percent of total cases entered into the database each quarter. Cases are currently being entered into the data base and should be complete by July 31, 2003.*

*Objective #2- By August 25, 2003, Data analysis of 2000-2001 cases will be completed.*

*Performance objective #1: Amount of data analysis completed for the final report. To be completed.*

*Objective #3 - By September 15, 2003, the 2000-2001 homicide report will be drafted and presented to the Domestic Violence Fatality Review Committee for review.*

*Performance Objective #1: Draft report completed by September 15, 2003. To be completed. A skeleton of this report has been drafted. Upon completion of data*

*Objective #4- By October 1, 2003, the 2000-2001 homicide report will be completed and press conference scheduled for October 2003 to begin dissemination.*

*Performance Objective #1: 2000-2001 homicide report published October 31, 2003. This will take place in October 2003 based on an unexpected high number of D.V. and intimate partner violence homicide cases and to coincide with October Domestic Violence Awareness Month.*

*Performance Objective #2: Press packet developed for the press conference. To be completed.*

*Performance Objective #3: Press conference scheduled for October 2003. It has been determined that releasing this report in October 2003 for Domestic Violence Awareness Month*

*may provide for better media coverage and better use of data.*

Objective #5- By October 31, 2003, the 2000-2001 homicide report will be disseminated to all participating agencies on the death review team as well as other key community and public agencies.

Performance Objective #1: Press conference conducted to release report.  
*To be completed.*

Performance Objective #2: Homicide report mailed to each agency on the review committee and made available to interested community and governmental agencies by October 31, 2003.  
*To be completed.*

Performance Objective #3: 75 copies of the 2000-2001 homicide report disseminated by October 31, 2003.  
*To be completed.*

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## **Programs to Prosecute Charges and Enforce Other Laws Relating to DUI (Program Area #22) - *one project(s) \$72,795***

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***DPS/UHP - Aggressive Driving OT Project - (0D95 - \$37,500 and 1D95 - \$35,295)***

### **Program Accomplishments/Evaluation Results:**

This Byrne Grant Narrative Progress Report will serve as the annual and final quarterly narrative report for Grant #1D95. The grant is a continuation award from OD95. This report outlines the activities and progresses made by the Utah Highway Patrol from July 1, 2002 through June 30, 2003. This report was prepared and submitted by Capt. Kathy Slagowski. Lt. Doug Anderson, Lt. Steve Myer, and Lt. Al Acosta assisted in the day to day management of the aggressive driving shifts. Lt. Ed. Michaud, State Bureau of Investigations purchased the equipment authorized in this grant.

Our goal during the period of this grant was to ensure the safety for all motorists and decrease auto accidents on Wasatch Front Freeways. Our main objective was to curb aggressive driving and road rage incidents using a variety of enforcement techniques with troopers during regular and overtime shifts (time and a half rate). The overtime money was spent out during the second quarter. We did not conduct saturation enforcement shifts / or an aggressive driving enforcement blitz using overtime funds during the last two quarters of this grant period. Overall, we were successful in curbing aggressive driving during the additional shifts worked by "aggressively" enforcing hazardous violations.

Troopers targeted the hazardous violations which most often contribute to aggressive driving, i.e., speeding, following too close, passing on the shoulder, and weaving in and out of traffic. This was accomplished using the overtime fund (during the first two quarters) and in the regular course of their duties.

Utah's AAA held an Aggressive Driving Conference in which they distributed a valuable survey conducted in Utah regarding aggressive driving. The concerns of citizens are in line with our enforcement efforts. It was interesting to note the public would like to have more driving education and public information events to help curb this problem.

### **Equipment**

Motorists driving under the influence of alcohol/drugs continue to contribute to aggressive driving. The D.P.S. State Bureau of Investigations - Liquor Section Agents target problem areas in private clubs where

people are over served alcohol. The agents' goal is to prevent individuals from getting behind the wheel and driving intoxicated. In November of 2002, we requested funds (\$15,000.) Be transferred from Personnel to equipment to purchase (2) video/audio wireless receiver system (button cameras). This equipment was used in surveillance to document liquor violations. Initially, we were going to purchase two cameras. Instead, we decided to purchase (1) "state of the art" camera. The Liquor Section received the camera in April of 2003 for a total of \$10,085.00. The balance was transferred back into UHP personnel to pay for overtime shifts.

Lt. Ed Michaud reported the following:

*"Since having received the two button hole cameras (one transmitter, and one self contained) we have used them successfully in two operations and attempted to use them in a third, where we experience technical difficulties. The cameras worked in two clubs (The Gold Bar and the Busy Bee) as we anticipated and will be able to record the evidence we need."*

*"The third operation (Raskals) where we attempted to use them, we found that they have some limitations. The remote recorder did not function on this occasion. Our cell phone also did not function normally at this location. I believe the two problems are related. The hard wire system was too bulky for the female agents to wear. As it was lady night with male strippers, male agents would have had trouble "blending" in."*

*"In short, we are continuing to evaluate and train ourselves on the equipment. I am sure we will discover further uses for them as we go about this process. We took delivery of the cameras in late April. I am sure you recall that is when the budget became very tight and our operations became restricted due to this. SIP operations, our main reason for getting the cameras, are somewhat costly and therefore, curtailed. Now that we are in a new budget year we will pick up where we left off and should have a more comprehensive picture of the effectiveness of this equipment at the next reporting cycle."*

#### Aggressive Driving

Collecting and analyzing our data has presented several challenges for us when measuring our progress and impact. We collect data from the trooper's mobile data terminal systems; records from Communications (Dispatch); and the data entry recorded by Leila Billingsley, the Section Four Secretary. Ms. Billingsley's data is the most accurate and the information and became available May 5. She hand entered 3, 738 accidents investigated in Salt Lake County (by the patrol). The troopers upload the information collected from their MDT's, however, often there are errors in the data input. For example, an accident on I-15 should be typed as SR-15. If the troopers indicate I-15, or Interstate 15, the total won't give an accurate account of accidents in a specific location. This is the same for SR-215, SR-80, and SR-201. The information then needs to be corrected, which is time consuming.

Total accidents investigated collected by the Mobile Data Collect System for the year 2002 in Salt Lake County. Totals include both reportable and non-reportable accidents (injury, property damage, and fatal accidents).

<u>Interstate</u>	<u>Accidents</u>
Interstate 80	532 accidents
Interstate 15	1671 accidents
Interstate 215	621 accidents
Interstate 201	<u>267 accidents</u>
	<b>3091 accidents</b>

Total accidents recorded in Salt Lake County by the UHP per data collected by the Section Secretary, Leila Billingsley:

- 3,738 accidents investigated

Total accidents recorded by Communications Center (Dispatch):

- 7,787 accidents dispatched\*

The discrepancy with Dispatch is that often accidents get called in more than once, yet still recorded.

Aggressive Driving Complaints

Salt Lake County Dispatchers reported that the majority of the aggressive driving complaints registered are on I-15 at the following locations:

- I-15 Point of the Mountain
- I-15 and I-215 Interchange (approximately 6400 South)
- I-15 between 9000 South to 10600 South
- I-15 between 600 north and 600 south
- I-215 construction zone

Dispatch recorded 3,815 reckless driver/road rage calls in 2001 with an average of 318 calls per month. Dispatch recorded 5,638 reckless driver/road rage calls in 2002 with an average of 470 calls per month. Dispatch recorded 3,089 reckless driver/road rage calls from January-June, 2003 with an average of 514 calls per month.

<u>2002</u>	<u>Complaints</u>
*May	460
*Jun	500
*July	530
*Aug	581
*Sep	438
*Oct	500
Nov	506
Dec	532

<u>2003</u>	<u>Complaints</u>
Jan	519
Feb	418
Mar	569
Apr	528
May	546
Jun	509

\*(months of aggressive driver enforcement shifts)

Reviewing the months we worked aggressive driver shifts (approx. May - Oct), there was still an increase in complaints. Increased cell phone usage and the ability for motorists to call and complain makes it difficult to measure our progress. Of course, drivers using cell phones also contribute to aggressive driving problems. This is not a reliable means for measuring our progress.

Future efforts will specifically target Interstate 15 along the Wasatch Front in Salt Lake County and Utah County. We receive many complaints of aggressive drivers at the point of the mountain, however, we don't have the crash data to show this is a high accident area. We have found that the saturation strategy works. Without a doubt, we have compliance when there is a law enforcement presence. If we narrow our focus, and try diligently to reduce aggressive driving in a specific area, we can measure our progress more efficiently.

Lt. Doug Anderson, Lt. Steve Meyer, and Lt. Al Acosta have been helpful in managing this grant. This presented a challenge in the way that information was tracked and recorded. Future efforts will be made to plan the shifts and identify three to five trouble spots where the special enforcement is to take place. This will definitely help in measuring our progress. Laura Lewis has been very helpful with this grant. She has shared her expertise and is always willing to answer questions.

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## **Gang Enforcement Projects (Program Area # 24)**

### ***Two Projects \$431,567.29***

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#### **Program Goals**

- Suppress gang-related crime through investigation, arrest, prosecution and conviction.
- Promote and foster the collection and exchange of gang information and intelligence between local, state, and federal criminal justice agencies.
- Mobilize the community against gang activity in partnership with law enforcement.

#### **Program Objectives**

- Investigate, prosecute and convict gang-related offenders in a coordinated fashion.
- Collect and maintain intelligence on gang members and gang-related crimes.
- Provide training to law enforcement officers and civilians regarding gang suppression methods.

#### **Program Activities/Components**

Byrne funds were used to support two multi-jurisdictional gang units, the Salt Lake Area Gang Project and the Ogden-Weber Gang Task Force. The units employ a three-pronged strategy in addressing the gang problems:

1. Directed gang suppression
2. Intelligence gathering and dissemination
3. Community mobilization

#### **Performance Measures/Evaluation Methods**

- Number of gangs and gang members identified.
- Hours of directed gang suppression and interdiction.
- Number of gang-related crimes committed, including assaults, homicides, drive-by shootings, and graffiti.
- Number of gang-related cases investigated.
- Number of training presentations and conferences held and number of participants receiving this information.

#### **Program Accomplishments/Evaluation Results**

The **Salt Lake Area Gang Project** is the largest gang unit in the state (\$280,567.29). The unit is a multi-jurisdictional gang suppression, investigation, intelligence gathering and diversion task force which operates throughout the Salt Lake County area. The Salt Lake County Sheriff's Office serves as the host agency, with 14 other jurisdictions participating including state and federal agencies.

The Gang Project's mission is to identify street gangs and gang members in the Salt Lake metro area; to divert gang members into positive and effective diversion programs; to provide allied law enforcement agencies with information and assistance which will lead to the apprehension and prosecution of gang members involved in criminal activities; and ultimately, the suppression of gang activity.

In order to attain these goals, the project targets three primary law enforcement and community relations areas.

### *Proactive, directed gang suppression and investigations*

The Project continues to take a proactive approach to aggressively seek out gangs and their members. Gang cases are either self-generated or assigned from participating agencies. During this project year, detectives spent 4,818 hours in directed gang suppression and interdiction; conducted 1,339 hours of surveillance; executed 95 search warrants; and seized 113 weapons.

The unit's first Racketeering Influenced Corrupt Organizations (RICO) case against a well-known Salt Lake gang member finally went to trial after a year of intensive case investigation. The defendant, Tyrese Smith, 29, was a gang leader of the local set of the King Mafia Disciples who was serving time in state prison for 1993 drive-by shooting. Smith was charged with ordering his fellow KMD members to kill a rival gang member. The members mistakenly killed another man. Smith was convicted under the RICO Act and sentenced to life in federal prison without the possibility of parole. Another eleven defendants related to this case were also convicted.

The Project implemented a new apprehension program called "Public Enemy Number One" to bring law enforcement, the media, and the general public together to target and arrest dangerous gang members. Nearly each week detectives choose a gang member considered a serious threat to the community. After a member is chosen, a picture and bio of that member is sent to all participating media outlets as well as to the law enforcement community. The program has led to the arrest of 24 of the 26 gang members listed. Intelligence information indicates that the other two members have left the state.

The Unit also continues its participation and support of the Serious Habitual Comprehensive Action Program (SHOCAP). Current data show that 70% of the SHO's are identified gang members or associates of gang members. Unit detectives are actively involved in home visits and monitoring of SHO youth.

### *Gathering and disseminating gang intelligence*

Assisting agencies with intelligence information continues to be one of the Project's primary goals. The Unit's database contains more than 4,000 gang members and includes photos, field cards, and information on tattoos, monikers, addresses, physical descriptions, vehicles, associations and gang affiliation. A total of 725 new gang members were entered into the database this year. Another 30 new gangs were also added.

The Unit also publishes a weekly bulletin with information obtained from weekly intelligence meetings and from information provided by other agencies. These bulletins are distributed to law enforcement officers and agencies around the state of Utah, as well as agencies in neighboring states. During this year, 46 weekly bulletins were produced and distributed to 39 agencies.

### *Positive prevention, intervention and community mobilization efforts*

Project personnel have long recognized that the gang problem will not be solved by traditional law enforcement efforts alone. To that end, Project staff train social service agencies, school personnel, community groups and professionals working with gangs on current gang activities, identifiers, trends and affiliations, as well as strategies to prevent the spread of gangs, and effectively intervene with youth who are already involved. A presentation is also provided in Spanish by detectives who are fluent in Spanish.

During the program year 119 training sessions were held with a total of 4,154 in attendance. The largest of these training events was the 13<sup>th</sup> Annual Utah Gang Conference. This two-day conference presented nationally recognized speakers and was attended by more than 725 attendees from across the state and nation. More than 8,000 copies of the conference manual were produced on CD and distributed.

### *Statistics*

The Unit reports that 2002 gang crime increased by 33.5% percent from the previous year, with 1,252 gang crimes reported in 2002 compared to 832 gang crimes reported in 2001. This increase followed an unusual 2001 year, in which crime was down by 28.5% from the previous year. The Unit surmises that gang statistics are not an accurate measure of the extent of gang activity in a community as the reporting of gang crime is not consistent among agencies. For example, some agencies emphasize to officers the importance of using a secondary code to identify gang-related crimes, while others do not provide the same level of vigilance.

The **Ogden-Weber Metro Gang Project** (\$151,000) became a multi-jurisdictional gang unit in 1996. All eleven law enforcement agencies within Weber County as well as the Weber County Attorney's Office and the U.S. Forest Services are members of the unit. The unit combats the gang problem through a combined regiment of investigation, prosecution, suppression, education, intervention, training, intelligence gathering and preemptive presence at certain events.

The Unit continued to combat gang and youth violence during the project year by utilizing a combination of suppression, intervention and prevention activities.

*Proactive, directed gang suppression and investigations*

During this project year, the Unit spent 3,390 hours on directed gang suppression and interdiction. Detectives also spent 928 hours conducting surveillance, served two search warrants and assisted on 15 others, and seized 110 weapons. The many hours spent on suppression translated into higher arrests and increased numbers of gang members identified. This year, detectives made 288 arrests, a 43% increase from the previous year. The Unit also added 298 new gang members (1,204 total) to its database and five new gangs (133 total).

Detectives also worked closely with the Weber-Morgan Narcotics Strike Force to target gang members that are involved drug crimes. This year, the Unit made 33 gang-related drug arrests, up from 17 arrests last year and four the year before.

The Unit is frequently called upon by its partner agencies to assist with special events that may attract gang members. These events include Peach Days in Brigham City, Roy Days in Roy, Weber County Fair in the county, and Weber State Pops Concert at Weber State University. At such events detectives are able to prevent and suppress gang activity because of their familiarity with the gang members and their rivals.

*Gathering and disseminating gang intelligence*

One of the primary goals of the Unit is to maintain strong working relationships with local law enforcement agencies and other agencies that work with youth and gang issues. To reach this goal, a monthly intelligence sharing meeting is held. Information generated from this meeting is later put into weekly intelligence bulletins prepared by the Ogden Police Department and distributed to 45 agencies.

The Unit is also participating in SHOCAP, with a Unit detective assigned to coordinate the SHOCAP effort. Twelve SHOCAP monthly bulletin were produced during this grant year. The program identified 34 SHO youth, with 50% contacted on a weekly basis. Data shows that 85% of these youth completed the terms of their corrective action plan, and 45% were subsequently released from SHOCAP status.

*Support for positive prevention, intervention and community mobilization efforts*

The Unit employs a full-time Community Coordinator to conduct outreach and education. During this project year, the Coordinator conducted and/or organized 247 training sessions to 10,984 individuals. The Coordinator was also responsible for organizing the 2002 Northern Utah Youth Violence Conference. The conference brought together 250 law enforcement, school officials, intervention agencies, corrections and probation personnel from across Utah and surrounding states. Topics covered during this conference included gangs and criminals in court, security threat groups, ecstasy and RAVE parties, and a local gang update.

The Coordinator has an active role in presenting to schools and students. Through a continued partnership with Weber County Libraries, the Coordinator conducted annual gang presentations for youth attending middle school for the first time. The focus of these presentations is on ways to avoid gang involvement, peer pressure, safe dress, safe places and the importance of staying and doing well in school.

Presentations were also provided for back-to-school nights, neighborhood watch groups, and allied law enforcement agencies. An awareness booth was set up for such events as Ogden Night Out Against Crime, Safe Kids Day and Back to School. More than 1,500 children were also fingerprinted and provided Child Safety Kits.

*Statistics*

During the project year, the Unit conducted an analysis of gang activity in the Weber-Morgan County area. A total of 2,862 gang-related case were reported, with the largest number of cases reported in the Ogden City area. It is apparent that the lack of gang cases in other jurisdiction is most likely a training issue, with officers failing to input a secondary "gang-related" data code on their reports.

Further analysis of gang crime indicated that most crimes took place between the hours of 1200 and 2359, with crimes being reported fairly consistently day-to-day. The exception was Sunday, in which the fewest number of gang crimes were reported. The majority of those arrested were between the ages of 18-28. Similarly, the majority of victims were also from this age category.

**Performance Measures**

<b><i>Intelligence</i></b>	<b>Salt Lake</b>	<b>Ogden/Weber</b>
Number of new gangs documented.	30	5
Number of new gang members documented.	725	298
<b><i>Crimes</i></b>	<b>Salt Lake</b>	<b>Ogden/Weber</b>
Gang-related crimes reported	6,359	2,862
Gang-related crimes investigated	774	339
<b><i>Apprehension/Prosecution</i></b>	<b>Salt Lake</b>	<b>Ogden/Weber</b>
Number of gang members arrested	314	288
Number of gang members convicted	65	unk
<b><i>Proactive Enforcement</i></b>	<b>Salt Lake</b>	<b>Ogden/Weber</b>
Hours of directed gang suppression and interdiction	4,818	3,390
Hours of surveillance	1,339	928
Number of search warrants	95	2
Number of weapons seized	113	110
<b><i>Community Involvement</i></b>	<b>Salt Lake</b>	<b>Ogden/Weber</b>
Number of public/private training sessions	119	247
Number of public/private individuals trained	4,154	10,984
<b><i>Administration</i></b>	<b>Salt Lake</b>	<b>Ogden/Weber</b>
Number of gang intelligence meetings	46	12
Number of Governing Board meetings	11	3
Number of Community Board meetings	5	n/a
<b><i>Agency Cooperation</i></b>	<b>Salt Lake</b>	<b>Ogden/Weber</b>
Number of outside agency assists	1,073	52
Number of out-of-state agency assists	7	3
Number of joint investigations completed	100	70

Weekly intelligence bulletins produced	46	52
Number of agencies receiving bulletin	39	45
<b>Community Involvement</b>	<b>Salt Lake</b>	<b>Ogden/Weber</b>
Number of contacts with parents of gang members	416	n/a
Number of referrals made for allied agency services	1,314	n/a

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## **Anti-Terrorism Training and Equipment Projects (Program Area # 26) - one project(s) \$230,877**

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### ***Homeland Security Project (1D98) \$ 230,877 Extended***

#### **Program Goals:**

The goal of this project is to secure and protect the safety, health, well being and rights of all people in Utah from man-made threats against freedom, life, property and the environment.

#### **Program Objectives:**

- Proactive investigations and intelligence operations.
- Facilitate effective communication, coordination and partnerships among local, state and federal government agencies.
- Provide effective public information on homeland defense.
- Assess and develop, as appropriate, plans and procedures to mitigate, prepare for, respond to and recover from acts of domestic terrorism.
- Foster a strong, member-valued organization.

#### **Program Activities/Components:**

Governor Leavitt directed the Utah Department of Public Safety to establish a Homeland Security Task Force to help prepare for and respond to terrorist threats and attacks in Utah. This task force will work in conjunction with the Office of Homeland Security initiated by President Bush and led by Governor Ridge. The purpose of the task force will be to identify potential terrorist targets and threats. It will also assess the current response capabilities of local and state agencies in case of an incident, and prepare them to respond quickly and effectively. The task force will be housed at the Center for Domestic Preparedness at Camp Williams 25 miles south of Salt Lake City.

#### **Performance Measures/Evaluation Methods:**

- Track the purchasing of equipment, supplies, etc. needed to establish the task force.
- Monitor the establishment of the task force (staff assigned, Camp Williams site prepared to house staff, assignments given, etc.)
- List the terrorist targets and threats identified.
- Document how these targets and threats were protected or nullified.
- List the strengths and weakness of established agencies in Utah.
- Document how the weakness were addressed to correct them.
- List the resources identified needed by state and local agencies
- Document which of these resources were obtained and by what means.

- List the vital infrastructures identified.
- Document what measures were enhanced or implement in order to protect vital infrastructures.
- List emergency response personnel and partners identified who need to be included in outreach efforts.
- Document the communication system was established with emergency response personnel and partners.
- List counter-terrorism education and training measures implemented for civilians.

## **Program Accomplishments/Evaluation Results:**

### **GY 2001 Results**

Established in the weeks following September 11, 2001, the Byrne funded Utah Homeland Security project was one of the first projects in the nation to address the problem of international terrorism. The Utah Homeland Security project was also put in place prior to the 2002 Winter Olympic Games hosted by Salt Lake City, Utah.

The project establishes a multi-agency cooperative effort to protect the State and Nation from international terrorism. To accomplish this, equipment was procured, training conducted and well over 1000 cases involving potential threats to Utah communities have been investigated. Additionally, the Homeland Security project is raising public awareness and educating citizens and public employees of their critical role as the eyes and ears of the Homeland Security effort. Some of the agencies and organizations the Homeland Security Task Force has addressed include: Emergency Management sponsored Elected Officials Conference, Civil Defense Volunteers of Utah, Counter Terrorism Council, Utah Sheriff's Association, Utah Chief's of Police, and numerous community organizations.

### **GY 2002 Results**

#### Administrative Issues

In the past year we have moved our offices to downtown Salt Lake City into the FBI building and co-located with the FBI/Joint Terrorism Task Force (JTTF). We have been located in an area that is attached to the JTTF and our coordination with all of the agencies represented in the JTTF has been phenomenal.

#### Personnel Issues

We continue to have personnel changes due to many factors including changes in agencies that are participating in the Task Force, promotions and retirements. We currently have one open position that we are interviewing for tomorrow.

#### Operations

Homeland Security continues to be actively involved in investigations involving possible terrorist threats to the state of Utah. Our information and intelligence sharing is going very well with full cooperation from all sides. During the reporting period we opened 219 new cases. At the time of this report we currently have 24 open active cases. Our cases have a broad range of topics including identity theft, suspicious circumstances and people, possible terrorist activity, insurance fraud that may be support for terrorism, threats by people for any number of reasons, among many other topics. Many of our cases are easy to investigate and can be closed quickly, however some of them involve over 1000 suspects and many different investigative agencies. These cases tend to take a long time to investigate.

One example of a case we have been involved in during the past year was the subject that plead guilty to sending millions of dollars to Iraq in violation of current federal laws. Another case we were involved with involved an Iraqi who was selling drugs in various places around the state. We were able to make the connections between the various agencies that were investigating the subject. The agencies involved were local, state and federal and none of them knew that the others were investigating the same person. Through our efforts, we identified the suspect for all of the agencies and facilitated a joint investigative effort. The suspect has been arrested on some of the charges and others, along with adjudications are pending.

### Training and Presentations

We are involved in constant training and presentations for all types of law enforcement, both local and around the nation. The system we have set up is being recognized around the country as a model to look at for intelligence sharing among and between differing agencies.

We also put an Infrastructure Protection Conference on in downtown Salt Lake last September. We invited Chiefs, Sheriffs and Infrastructure Protection partners to come together and share ideas on how to best protect Utah's critical infrastructures. We had approximately 260 people attend the conference from all over the state. We are currently planning a second Infrastructure Protection Conference for November of 2003 based on last year's success.

### Infrastructure Protection Unit

The Infrastructure Protection employees work hand in hand with their counterparts from the FBI. Infrastructure subcommittees made up of security representatives from Utah's critical infrastructures were formed prior to the 2002 Winter Olympic Games and the committees are still active.

Working with these subcommittees the Infrastructure Protection Unit is undertaking the huge job of identifying all of the state's critical infrastructures. They are identifying places that include electrical substations, drinking water treatment plants, transportation hubs, communication terminals and many other types of infrastructure. A prioritized list of what is deemed to be Utah's most critical infrastructures has been developed and shared with those with a need to know the information.

We are also developing a CD/Video that will discuss what Officers in Utah, Idaho and Montana need to know about Infrastructure Protection and what to look for when they are on patrol that would help protect those facilities.

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## **Programs to Enforce Laws and Prevent Child Abuse and Neglect (Program Area # 28) - one project(s) - \$3,375**

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### ***Office of the First Lady - Faux Paw Internet Safety Project (1D40) \$3,375***

**State:** Utah  
**Program Title:** Faux Paw Internet Safety Video Project  
**Purpose Area:** 28

**Problem Statement:** A national survey of the online experiences of teens and preteens, who use the Internet on a regular basis, was conducted in 1999 for the National Center for Missing & Exploited Children by the University of New Hampshire's Crimes Against Children Research Center. According to this report, approximately one in five children, aged 10 to 17, had received a sexual solicitation online. One in 33 youth had received an aggressive sexual solicitation—a solicitor who asked to meet them somewhere; called them on the telephone; or sent them regular mail, money, or gifts. One in four youth surveyed had experienced unwanted exposure to sexual images. One in 17 was threatened or harassed in some way. One of the most distressing things discovered in this study was that less than 10 percent of the sexual solicitations were reported to authorities. It is also important to note that children may become involved in criminal activity on the Internet. Children can be the perpetrators in sexual exploitation or harassment cases. Other crimes that children may engage in include sending viruses, hacking, gambling, the illegal purchase or distribution of narcotics and weapons, fraud, and the illegal copying of software or other copyrighted material.

- Individuals under eighteen years of age represented 32.2% of Utah's population, compared to 25.7% nationally.
- The prevalence of personal computers and Internet usage in Utah (in 2000, 73% of Salt Lake City households owned at least one computer) only increases the opportunities for these crimes to occur.

**Program Description/Strategy:** The prevalence of Internet crimes has prompted the governor and first lady to initiate the *Faux Paw* project for the safeguarding of Utah's youth. The first stage of this project consists of the animation of *Faux Paw the Techno Cat*, a cartoon based on a children's book written by Jacalyn S. Leavitt. In light-hearted style, *Faux Paw the Techno Cat* teaches both the importance of technology and rules for Internet safety.

In the project's second stage, one copy of a *Faux Paw the Techno Cat* VHS video will be given to each elementary school in Utah, with a focus on the second, third, and fourth grades. This will provide teachers with a ready vehicle to discuss Internet safety with their students. Finally, an accompanying pamphlet with guidelines for Internet use will be distributed to the 107,499 students in those grades. Notably, this program is directed at children from 7-10 years of age, a time when experts say children begin to pay more attention to their peers and to look "outside the family for social validation and information . . . and for more independence from parents" (see [www.getnetwise.org](http://www.getnetwise.org)). Our goal is that this take-home pamphlet will both open doors in Utah families for conversations about wise Internet use and provide children with a reminder of the need for discretion.

**Program Goals and Objectives:** Goal 1 - Provide elementary school teachers with an attractive vehicle for talking about a difficult topic. Goal 2 - Provide children with an Internet safety brochure that will both open doors for at-home

Objective(s):

- Distribute *Faux Paw the Techno Cat* videos to all Utah schools. Include a letter asking for teacher and student responses about the impact and usefulness of *Faux Paw the Techno Cat*.
- Distribute *Faux Paw the Techno Cat* brochures to all second, third, and fourth grade students in Utah. Include a website and e-mail address through which children may contact Faux Paw.

**Performance Measures:**

- Teacher response.
- Requests for more copies of *Faux Paw the Techno Cat*.
- Successful distribution of brochures to Utah's second, third and fourth grade classrooms.
- Website visits.
- E-mails from school children.

**Program Accomplishments/Evaluation Results:**

This project, started in GY 2002 using GY 2001 funds to start the process of developing a video production for children in order to educate them on the dangers of the internet. The first stage of this project consists of the animation of *Faux Paw the Techno Cat*, a cartoon based on a children's book written by Jacalyn S. Leavitt. In light-hearted style, *Faux Paw the Techno Cat* teaches both the importance of technology and rules for Internet safety. This Stage is now complete.

