



Utah Substance Abuse
Advisory Council

ANNUAL REPORT

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USA AV Council Mission and Duties

The mission of the Utah Substance Abuse Advisory (USA AV) Council is to create and coordinate a comprehensive strategy to eliminate substance abuse throughout Utah.

The Council's statutory duties (§63M-7-301 through 306) are to:

- Provide leadership and generate unity for Utah's ongoing efforts to combat substance abuse;
- Recommend and coordinate the creation, dissemination, and implementation of a statewide substance abuse policy;
- Facilitate planning for a balanced continuum of substance abuse prevention, treatment, and justice services;
- Promote collaboration and mutually beneficial public and private partnerships;
- Analyze and provide an objective assessment of all proposed legislation concerning alcohol and other drug issues;
- Oversee the implementation and evaluation of Utah's Drug Offender Reform Act (DORA);
- Monitor the use of beer tax funds annually distributed to municipalities and counties for purposes of alcohol-related law enforcement, prevention, treatment, detection, prosecution, and control to ensure compliance with the statute (§32B-2-404 and 405);
- Oversee Utah's Underage Drinking Prevention Media Campaign, ParentsEmpowered.org (§32B-2-306); and
- Report recommendations annually to the Governor, Legislature, Judicial Council, and Commission on Criminal and Juvenile Justice.

USA AV 2013 Legislative Priorities



In conjunction with its statutory duty to recommend statewide substance abuse policy, the USA AV Council proposed three bills for the 2013 Legislative Session, all of which passed. A description of these bills follows.

H.B. 33 – Expungement Process Amendments, by Representative Eric Hutchings. This bill was proposed by the USA AV Drug-Related Offenses Expungement Committee, created by S.B. 182 in the 2012 General Session. The purpose of the bill is to eliminate barriers to employment, housing, etc., encountered by individuals in successful recovery from substance use disorders and desiring to become productive citizens. The bill increases

the number of drug possession offenses a person can have on their record and still be eligible to expunge the offenses, and grants authority to the Board of Pardons and Parole to issue an order of expungement.

H.B. 56 – Behavioral Health Care Workforce Amendments, by Representative Ronda Menlove. This bill allows mental health therapists and substance use disorder counselors to provide services via Internet, telephone, or other electronic means; and allows for remote training and supervision of mental health professionals and substance use disorder counselors via electronic means. The bill also provides a means for short term transitional care for clients relocating to Utah. The bill grants rulemaking authority to the Division of Occupational and Professional Licensing to establish

standards for providing remote therapy/counseling.

H.B. 244 – Mental Health Professional Practice Act Amendments, by Representative Edward Redd. This bill adds advanced practice registered nurse interns specializing in psychiatric mental health nursing to the definition of "mental health therapist"; makes the definition of "mental health therapist" in the Psychologist Licensing Act consistent with the Mental Health Professional Practice Act; and grants rulemaking authority to the Division of Occupational and Professional Licensing to determine whether an applicant for a license as a substance use disorder counselor has met educational requirements.

All three USA AV-recommended bills passed both the House and the Senate unanimously.

2013 DORA Report



The goal of Utah's Drug Offender Reform Act (DORA) is to reduce the incidence of substance use disorders, drug-related crime, and the associated consequences for individuals, families and communities throughout Utah. The objectives of DORA are to: determine an individual's specific risk and substance use disorder treatment needs as early as possible in the judicial process; expand substance use disorder treatment resources for individuals under corrections supervision in the community and in correctional institutions; provide more intensive supervision by the Utah Department of Corrections; and integrate substance use disorder treatment and correctional supervision in a collaborative approach to managing individuals on probation and parole.

On November 1, 2013, the Utah Criminal Justice Center (UCJC) at the University of Utah submitted its final *Drug Offender Reform Act: DORA Statewide Report*, which provided an update on the outcomes for the 1,336 offenders (929 probationers and 407 parolees) who were admitted to DORA services in fiscal years 2008 and 2009 when funding was available for statewide implementation. This is the final report because DORA evaluation funding has been exhausted.

While past UCJC reports included a comparison of DORA participants to a historical sample of offenders that would have qualified for DORA, the 2013 report introduces a comparison of DORA participants to a matched group of probationers and parolees created by the Utah Department of Corrections to assess the impact of

DORA on criminal justice outcomes. The overall results of the comparison were as follows:

"Results of the post-exit recidivism analysis suggested that DORA participants' outcomes were not significantly different from those of the matched comparison group. The findings show that, after controlling for covariates, DORA did not have a significant impact on participants when compared to similar offenders on traditional probation and parole." The following possible explanations for this outcome were offered by the Utah Criminal Justice Center:

1) "DORA was implemented as a legislative and policy change, rather than a discrete criminal justice program. As such, it may be difficult to implement the model with fidelity and/or limit the diffusion of its treatment effects. For example, AP&P refers many of their supervisees to community-based treatment providers and resources. As such, it is possible that the comparison group received similar types and levels of treatment and services as the DORA group. Additionally, the introduction of DORA may itself have had an impact on the way that AP&P agents worked with all supervisees, not just DORA. It is also possible that AP&P practices in general have evolved to be more in line with the evidence-based principles of DORA as agents and treatment providers anecdotally shared experiences on what practices worked."

2) "The findings of the current report confirm those from previous years, and show that higher risk participants demonstrated worse outcomes than lower risk ones. As currently implemented, DORA may not have sufficient intensity or breadth of treatment targets to adequately

address the dynamic needs of the high risk population it serves. DORA's exclusive focus on substance abuse, to the exclusion of other criminogenic risk factors, may be insufficient to reduce recidivism among a high-need group of offenders."

Finally, the UCJC made the following recommendation regarding future DORA analyses: "*The current report provides an overview of the impact of DORA, which is a statewide policy initiative. As such, the analysis does not shed light on differential offender outcomes as a result of program-level differences by treatment provider and AP&P agency. Future analyses should consider the impact of program-level factors on offender outcomes, including: staff training, program philosophy, treatment fidelity, and targeting appropriate and sufficient criminogenic needs.*"

Future of DORA

Prior to the completion of the 2013 DORA Report, but consistent with the above UCJC recommendation, the DORA Oversight Committee had determined the next steps should involve a multi-phase technical assistance and quality improvement process that will involve the UCJC administering the evidence-based Correctional Program Checklist (CPC) through a 1-2 day site visit to each local DORA program. If approved by the 2014 Legislature, the outcomes of this process will identify both strengths and weaknesses in current DORA implementation and enable DORA to move forward to strengthen the components of the model and ensure fidelity to evidence-based practices.

The complete 2013 Report is available on the UCJC website at: http://ucjc.utah.edu/wp-content/uploads/DORASTatewide_2013Final_103113.pdf

2013 Beer Tax Funds

The USAAV Council monitors the use of beer tax monies appropriated annually to Utah's municipalities and counties for alcohol-related activities. The table to the right shows how the FY 2013 appropriation of \$5,118,400* was utilized.

FY 2013 Beer Tax Funds Reports Submitted to the USAAV Council How Funds Were Used All (170) Entities Reporting	Municipalities and Counties Utilizing Beer Tax Funds for Each Activity		Beer Tax Funding Expended for Each Activity	
	Number	Percent	Amount*	Percent
Alcohol-Related Prevention/Education	55	32.35%	\$ 188,193.90	3.97%
Treatment of Offenders with Alcohol Problems	10	5.88%	776,597.28	16.40%
Alcohol-Related Law Enforcement	136	80.00%	2,343,349.01	49.49%
Prosecution of Alcohol-Related Cases	46	27.06%	428,044.37	9.04%
Confinement of Alcohol Law Offenders	26	15.29%	999,067.93	21.10%
	Totals		\$4,735,252.49	100.0%

*Note: Expenditures do not add up to the total appropriation due to the Tax Commission distribution fee and carryover of unexpended funds by counties and municipalities to the new fiscal year.



Underage Drinking Prevention Campaign

During 2013, the USAAV Council maintained its oversight of Utah's ParentsEmpowered Underage Drinking Prevention Media Campaign, funded by the Utah Legislature through the Department of Alcoholic Beverage Control. The campaign entered its eighth year on July 1, with new TV, radio, print and social media components. The USAAV Underage Drinking Prevention Workgroup continues to meet regularly to guide the development of campaign materials.

With its strong foundation of research showing **parental disapproval is the #1 reason youth choose not to drink**, ParentsEmpowered continues to focus on providing parents and guardians with information about the harmful effects of alcohol on the developing teen brain, along with proven skills for preventing underage alcohol use, including **BONDING** with children through daily, positive communication and interaction; setting clear **BOUNDARIES** and limitations,

including rules about underage drinking; and **MONITORING** children's activities by asking direct questions and ensuring their environment is alcohol-free.

According to a statewide survey of parents conducted by Dan Jones and Associates, a full **80 percent of adults in Utah strongly agree that whether or not a child experiments with alcohol depends primarily on the parents.** The ParentsEmpowered campaign serves as the hub for Utah's comprehensive effort to prevent and reduce underage drinking, goals that are being achieved as the biannual Student Health and Risk Prevention (SHARP) Survey illustrates in the table below.



Utah SHARP Survey State Averages	Grade 6					Grade 8					Grade 10					Grade 12				
	2005	2007	2009	2011	2013	2005	2007	2009	2011	2013	2005	2007	2009	2011	2013	2005	2007	2009	2011	2013
Percentage of Students Who Used Alcohol During Their Lifetime	12.3	11.3	6.9	8.3	6.5	24.5	23.2	18.7	19.3	14.7	35.3	35.0	29.9	28.9	27.1	40.0	38.2	36.9	37.3	33.1
Percentage of Students Who Used Alcohol During the Past 30 Days	2.1	1.8	1.3	1.4	1.0	9.3	8.7	6.6	6.0	4.2	15.7	15.9	12.9	11.2	9.4	20.5	19.0	17.1	17.0	14.0

2013 USAAV Governor's Awards

The USAAV Council annually honors those who have made outstanding contributions to Utah's efforts to eliminate substance abuse and its consequences.

Denise Leavitt received the 2013 USAAV Governor's Award in recognition of her leadership, vision, and exceptional work to introduce and successfully implement Utah's Access to Recovery (ATR) Program, thereby significantly expanding recovery

support services for Utahns with substance use disorders.



Chief Robby Russo received the 2013 USAAV Governor's Award in

recognition of his leadership and dedication to proactively reducing impaired driving, drug trafficking, and prescription drug fraud in Cottonwood Heights.





The **Utah Pharmaceutical Drug Crime Project**, which operates with leadership and staffing from the Salt Lake City

Police Department, received the 2013 USAAV Governor's Award in recognition of the project's multidisciplinary and collaborative effort to successfully reduce the abuse and illegal diversion of prescription drugs in Utah. The award was received by Deputy Chief Mike Brown and Lt. Mike Ross.



Retired USAAV Members

The USAAV Council bid farewell to Lieutenant Governor Greg Bell,

Department of Public Safety Commissioner Lance Davenport and Department of Human Services Executive Director Palmer DePaulis, who served with distinction as USAAV members and retired from state government service in 2013. In addition, Lana Stohl, former director of the Division of Substance Abuse and Mental Health, left USAAV after several years of distinguished service, following her appointment as Deputy Director of the Department of Human Services.

Utah Substance Abuse Advisory Council Members

S. Camille Anthony, CHAIR
Citizen Representative

Col. (Ret.) Merrill R. Carter
VICE CHAIR
Utah National Guard

Senator Stuart Adams
Utah State Senate

Dan Becker
State Court Administrator

Pat Bird
Expertise in Prevention Issues

Heather Borski
Utah Department of Health

Paul Boyden
Chair, DUI Committee

Susan Burke
Utah Division of Juvenile Justice Services

Craig Burr
Utah Department of Corrections

Peg Coleman
Utah Domestic Violence Council

Santiago Cortez
Chair, Treatment Committee

Commissioner Bill Cox
Utah Association of Counties

Ron Gordon
Utah Commission on Criminal and Juvenile Justice

Judge Michael Kwan
Expertise in Judicial Issues

Verne Larsen
Utah State Office of Education

Dr. Joel Millard
Expertise in Treatment Issues

Craig PoVey
Chair, Prevention Committee/UPAC

Representative Paul Ray
Utah House of Representatives

Scott Reed
Chair, Justice Committee

Mayor JoAnn Seghini
Utah League of Cities and Towns

Shirlee Silversmith
Utah Division of Indian Affairs

Commissioner Keith Squires
Utah Department of Public Safety

Doug Thomas
Utah Division of Substance Abuse and Mental Health

Chief Paul Tittensor
Expertise in Criminal Justice Issues

Kirk Torgensen
Utah Attorney General's Office

Pending Appointments
Governor's Designee
Chair's Representative,
Drug Endangered Children Committee
Utah Resident Personally Affected by
Alcohol/Drug Abuse

USAAV Committees

DORA Oversight Committee
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Richard Nance, Vice Chair

Drug Endangered Children Committee
Dr. Karen Buchi, Chair

DUI Committee
Paul Boyden, Chair
Kim Gibb, Vice Chair

Justice Committee
Scott Reed, Chair

Prevention Committee/UPAC
Craig PoVey, Chair
Verne Larsen, Vice Chair

Underage Drinking Prevention Workgroup
Doug Murakami, Chair

Public Health Committee
Commissioner Bill Cox, Chair
Teresa Garrett, Vice Chair

Treatment Committee
Santiago Cortez, Chair
Dr. Joel Millard, Vice Chair

Behavioral Healthcare Workforce Workgroup
Santiago Cortez, Chair

Sober Living Homes Subcommittee
David Felt, Chair
Adam Trupp, Vice Chair

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