

Jail Bookings & Restriction Effects



SALT LAKE CITY POLICE DEPARTMENT

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About the Data

- Time Period:** The data included in this publication is for January 1 to December 31 of each listed year and includes jail bookings and crime/offense data.
- Jurisdiction:** All arrests made and crime/offense data reported occurred within the jurisdiction of the Salt Lake City Police Department and/or handled by a sworn Law Enforcement Officer of the Salt Lake City Police Department.
- Offenses & Reporting:** As a National Incident Based Reporting Agency (NIBRS), all numbers contained herein are representative of NIBRS incident-based numbers; which means that each offense is counted separately, even if the offenses occur on one incident. This provides for a broader and more complete illustration of what crime is really occurring in the area.

Introduction

The Salt Lake City Police Department has increased our efforts through diversion, targeted enforcement, directed patrol, and community outreach throughout Salt Lake City, with specific emphasis on the Rio Grande area. These efforts aim to improve the quality of life for business owners, tourists, the homeless population, residents, other citizens of Salt Lake City, and anyone else visiting our city. While these efforts have proven to be successful *to a degree*, the department has reached a plateau in the progress of crime reduction due to the inability of officers to utilize the Salt Lake County Jail, at their professional discretion, to book offenders into jail, due to current jail restrictions.

Operation Diversion

In the fall of 2016, as one of the efforts to curb criminal activity without the use of the jail system, the Salt Lake City Police Department – in coordination with the Unified Police Department and drug treatment centers – conducted three operations over a period of nine days, aiming to redirect offenders into treatment, rather than incarceration.

The initial operation resulted in 52% choosing treatment, 33% going to jail, and the remainder receiving citations, being released to family members, or being transported to hospitals. As part of the ongoing operation, a total of 210 people overall have been involved. As of January 9th, 68 remain in treatment, 79 left treatment, 52 returned to the street, and 1 successfully completed residential treatment.

Jail Restriction Implementation

Salt Lake County Jail implemented a new policy at the Salt Lake County Jail that restricted the booking of certain classes of offenses, dependent upon current jail population levels¹. Excluding arrests for domestic violence, protective orders, DUI-related arrests, child abuse, negligent vehicular homicide, and any charge or warrant that, if convicted, would qualify the arrestee to register as a sex/kidnapping offender, the following restrictions were put into place on March 1, 2016:

- | | |
|----------|---|
| Females: | Phase 3 / Step 9 (OCR and booking restrictions for MA, MB, MC) |
| Males: | Phase 4 / Step 10 (OCR and booking restrictions for MA, MB, MC, and OCR F3) |

¹ Salt Lake County Sheriff's Office Special Order #16-001, Issued 2/24/2016

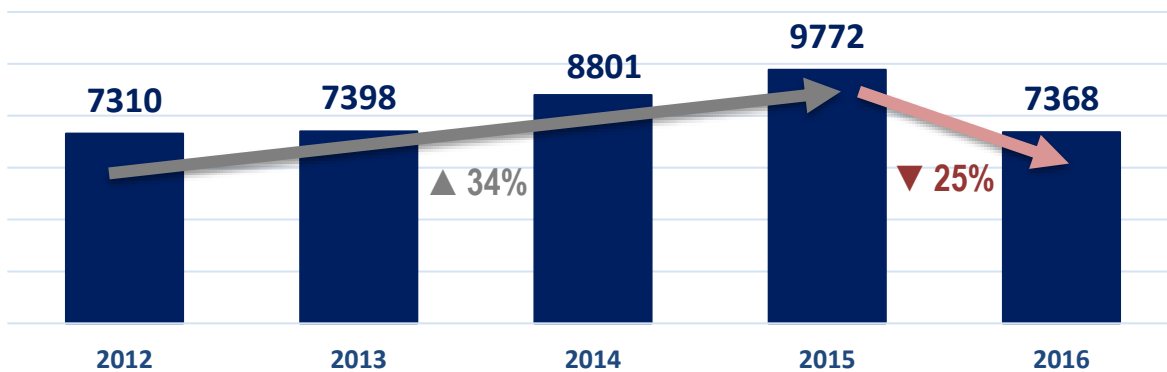


Jail Bookings: Five Years 2012-2016

From 2012 to 2016, arrest bookings were steadily increasing. From 7,310 arrests in 2012 to 9,772 arrests in 2015, arrests rose 34% total, for an average of 10% over those four years. In 2016, arrests dipped to a four year low of 7,368.

While arrests in the year 2011 were lower than this (7,216 – not pictured), there has not been this significant of a drop in a one year period in at least the last ten years. The decrease between 2015 and 2016 hit a ten-year low of -25% while all other decreases in the past decade from year-to-year were no greater than -10%.

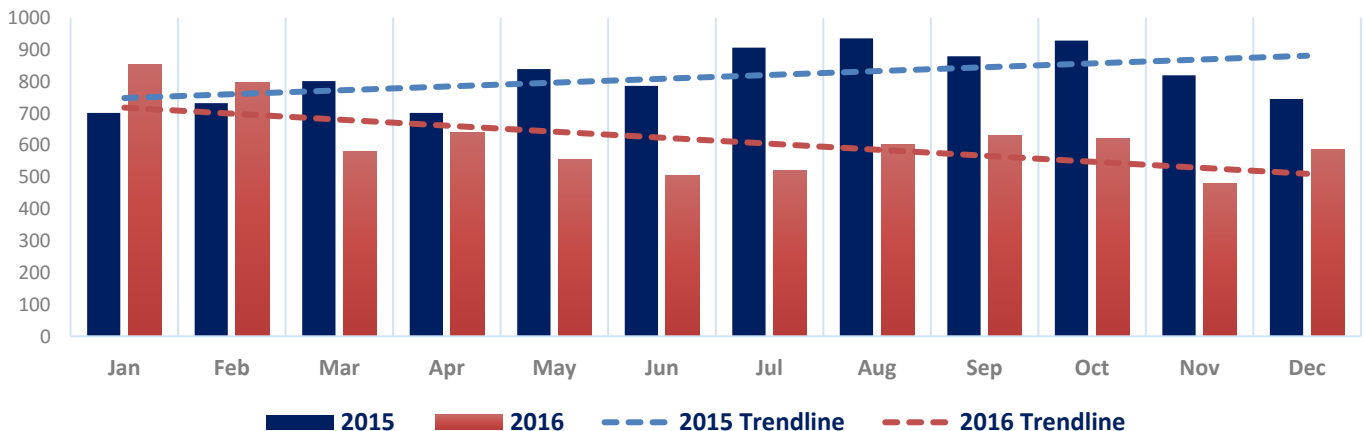
Figure 1: Year-to-Year



Yearly & Monthly Trends

With the steady increase in arrests from 2012 to 2015, and before the jail restrictions, it was probable that the rise would continue and the monthly trends for these years was evidence of that. However, once the jail restrictions were put into place, the trend reversed itself. As illustrated below, 2015 shows a steady upward trend, characteristic of the past four years, while 2016 shows a drastic downward trend.

Figure 2: Month-to-Month Trends – 2015 to 2016

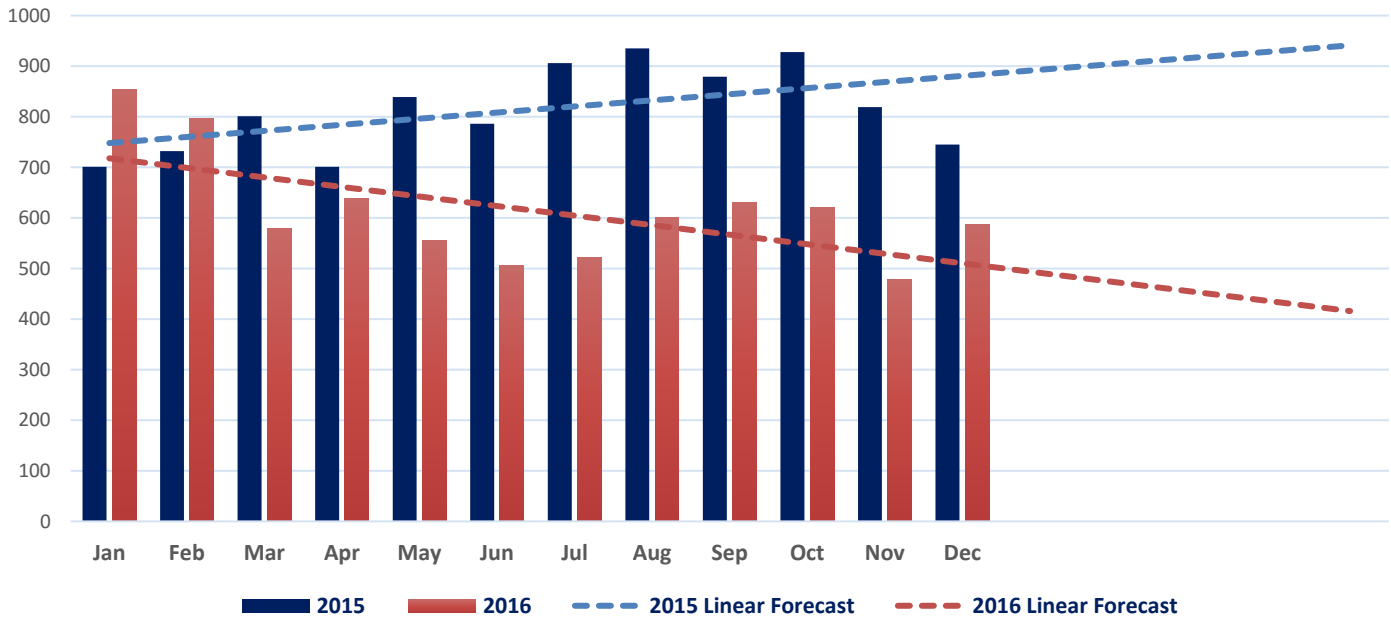




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Going a step further, historical data can be used to forecast future trends. Comparing the trends and forecasts for 2015 and 2016 displays the distinct point in time when jail restrictions were implemented (March 1, 2016), leading to the downward linear forecast and providing a dark look into the future of declining arrests.

Figure 3: Forecasting Arrest Trends 2015 & 2016



Seasonal Trends

The Bureau of Justice Statistics states that “with the exception of robbery, violent and household property crimes exhibit a pattern of recurrent seasonal fluctuations in their trends”². It is logical, then, to expect that arrests would follow the same seasonality. Arrests and overall crime typically follow these seasonal fluctuations according to temperature.

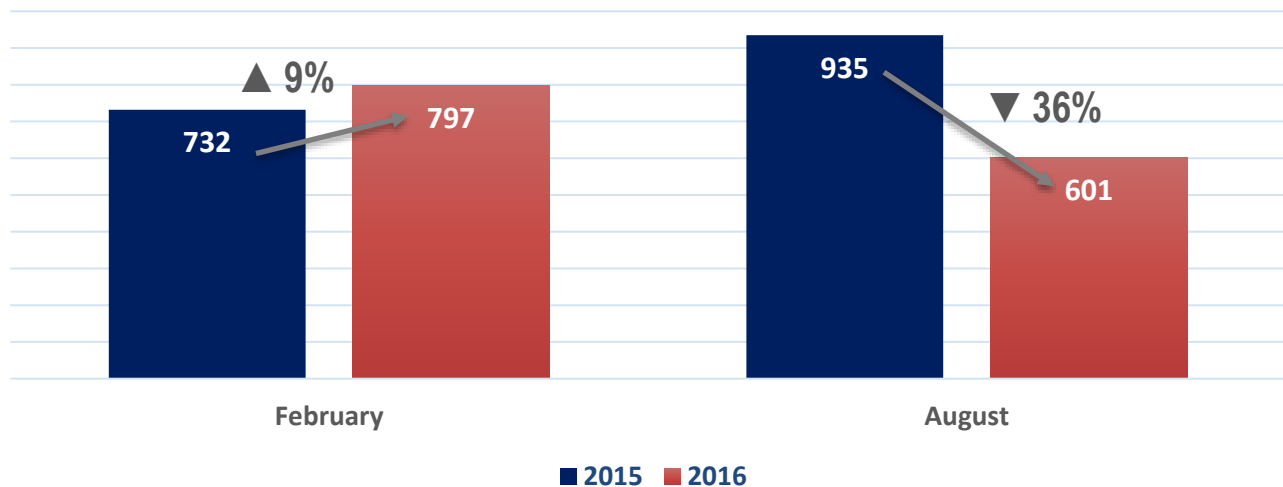
Using the ICMA Center for Public Safety Management’s ³ standard use of February as an illustration of a winter month and August as an illustration of a summer month (both are months with weather that is typical of the seasons and neither have any major holidays), the seasonal changes are displayed.

² U.S. Department of Justice, Bureau of Justice Statistics; Seasonal Patterns in Criminal Victimization Trends, June 2014

³ International City/County Management Association, *An Analysis of Police Department Staffing*.



Figure 4: 2015 & 2016 Summer vs. Winter



February shows an increase of 9% between 2015 and 2016, which was right on track with the linear forecast shown previously. However, once jail restrictions were implemented, August showed a drop of 36%, highly uncharacteristic for that season and month.

Crime Rates

While unable to book individuals into jail who have broken the law due to jail restrictions, the Salt Lake City Police Department has managed to bring the citywide crime rate down by a staggering 7% overall in the year 2016 for Part I Offenses. This marked decrease in crime is due to a variety of different tactics and strategies utilized by the department in order to maintain order and improve the quality of life. Left without the option of incarceration, the department has used directed patrol, multiple special operations, community outreach, targeted enforcement, an increase of patrol officers, additional foot patrols, and social workers.

Part I Offenses

While Part I Offenses may show a successful decrease of 7% in 2016, even with jail bookings dropping by 25%, the correlation between the crime rate and the bookings can be deceiving without delving further into the details.

Part I Offenses include homicide, aggravated assault, robbery, burglary, motor vehicle theft, larceny, forcible sex abuse, and arson, all offenses exempt from the jail restrictions. While admittedly serious offenses, these are not the types of crimes that occur most frequently in our neighborhoods, downgrading the quality of life of our communities.



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Quality of Life Crimes

The crimes most commonly responsible for bringing down property values, driving customers away from local businesses, decreasing the feeling of safe neighborhoods, and causing general discontent in the community are ones that fly 'under the radar' in regards to crime statistics and reporting. They're neither tracked by State and Federal agencies, nor are they used as official crime statistics for any agency across the country.

Defined by the Salt Lake City Police Department as "Quality of Life" offenses, these crimes include:

- Illegal Drug Violations
- Drunkenness
- Forgery
- Private Property Damage
- Prostitution/Commercial Sex
- Retail Theft/Shoplift
- Simple Assault
- Trespassing

All of these are offenses that fall under the jail restrictions, preventing officers from booking offenders into jail for committing these crimes.

The inability to incarcerate offenders for these crimes creates an atmosphere of indifference, fosters an appearance of lawlessness, and destroys the community's trust in law enforcement and pride in their neighborhoods.

Table A: Quality of Life Offenses by Year

	2008	2009	2010	2011	2012	2013	2014	2015	2016
Drug Abuse	3750	3697	3625	3368	3759	3807	5633	6570	8049
Drunkenness	1960	2192	1905	2010	2158	1774	1797	1437	1678
Forgery	570	495	525	439	390	452	604	569	713
Private Property Damage	1013	970	1082	958	991	971	968	1044	1051
Prostitution	406	492	377	460	45	92	163	166	186
Retail Theft	2570	2423	2434	2173	2827	3295	3760	3792	3903
Simple Assaults	4493	4404	4301	3986	4250	4069	4052	4371	4429
Trespass	2362	2264	2038	2112	3877	3398	3425	3372	3311
TOTAL	17124	16937	16287	15506	18297	17858	20402	21321	23320
PER CAPITA	95	93	87	82	97	93	107	111	120



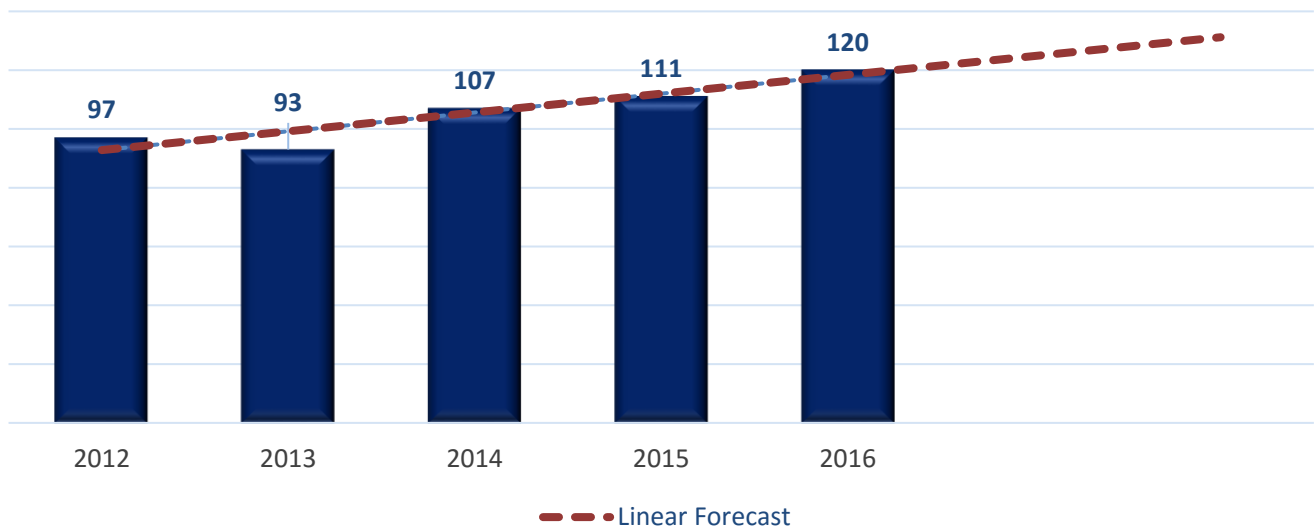
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Nearly all offenses above show increases over the years. These are the types of crimes that bring repeat offenders back to the area time and time again; presumably because they know that they are not at risk for going to jail. With officers doing their best to enforce these laws without use of the jail system by issuing citations, even when multiple citations pile up in the court system for repeat offenders, these offenders also know they run no risk of being booked when those citations turn to warrants either.

Population & Per Capita

With a metropolitan statistical area growing at the fourth-fastest rate among the 100 largest metro areas in America⁴, Salt Lake City's per capita crime rate shows a minimal, yet steady, increase of quality of life offenses, as noted in Table A and illustrated below.

Figure 5: Quality of Life Crimes Per Capita



*Per Capita = Per 1,000 Residents

While it is expected to see the crime rate rise parallel to the population⁵ growth, you can see from the linear forecast above that the rate of quality of life crime is rising at a more rapid pace than the population. This, while only counting the resident population and not the daytime commuter population, which adds to the city by 72% each day⁶, and would only prove to show a more drastic upward trend.

In 2014, the quality of life crime rate had risen 12% over the previous year. In response to this rise, the Salt Lake City Police Department, in 2015, booked the highest number of arrestees into jail in the last ten years, bringing the quality of

⁴ <http://www.forbes.com/sites/erincarlyle/2016/03/08/americas-fastest-growing-cities-2016/#755d6bc47056>

⁵ <https://www.biggestuscities.com/city/salt-lake-city-utah>

⁶ <https://www.westernplanner.org/transportation-articles/2016/10/30/salt-lake-city-by-foot-bike-and-transit>



life crime rate down 8%. However, with the recent implementation of jail restrictions, this rate has again began to steadily increase.

Jail Restriction Tracking

In the seven months after jail restrictions were implemented, the Salt Lake City Police Department began to track and analyze the effects of the restrictions on the crime rate and recognized a need for tracking the number of offenders that could not be booked into jail due to the restrictions. In September 2016, the code was activated in the department's Computer Aided Dispatch system (CAD) which allowed for officers to note when they were unable to take a subject to jail, specifically because of the restrictions. Four months into the study, the numbers have been telling.

Table B: Pre & Post Jail Restriction Bookings

Pre-Jail Restriction Monthly Average (Sep-Jan 2014-2015)	656
Post-Jail Restriction Monthly Average (Sep-Jan 2015-2016)	469
Average % Difference	▼ 29%

Average Monthly Jail Restrictions	234
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The number of jail restrictions entered by officers, shows that on average each month, 234 people who have committed crimes and have been located and stopped by officers, are unable to be booked into jail because of the restrictions. This means that out of all of the subjects who should be booked into jail, only approximately 67% of them can actually be booked, leaving 33% of criminals on the street, free to continue to commit their crimes. These numbers do not account for those subjects with warrants and who are known offenders of open criminal cases who are not stopped by officers, even when officers see them, simply because there is nothing the officers can do. While not documented, had those numbers been added in, the illustrated effect would prove to be even worse.

Summary

The Salt Lake City Police Department wholeheartedly believes that diversion, rehabilitation, community outreach, and public education are generally much better options than incarceration, but only when they are relevant and applicable. Without the capability to book offenders into jail – specifically for the aforementioned quality of life crimes – officers are left without any means of authoritative presence, which in turn breeds disorder and an attitude of wanton disregard for the law and the community by repeat and known offenders who are in no danger of legal repercussions. This chain reaction produces a widespread distrust of the police department, city personnel, and elected officials resulting in a disenchanting community as a whole due to the perception that laws can be broken without punishment.

Controlled Substance-Related Incidents



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Thank you for the opportunity to provide data for the 360 Program efforts. Salt Lake City has partnered with the DEA for over 20 years, and we recognize the benefits of collaboration and coordination to the success of combatting the problems of drug addiction and the peripheral crimes associated with the drug trade. We appreciate the attention to this problem and are excited to continue to participate in finding solutions to help communities throughout the state of Utah.

About the Data

- Time Period:** The data included in this publication is for January 1 to December 31 of each listed year for 2012 through 2016.
- Jurisdiction:** All arrests, incidents, and seized drugs found in this report occurred within the jurisdiction of the Salt Lake City Police Department and/or handled by a sworn Law Enforcement Officer of the Salt Lake City Police Department.
- Offenses & Reporting:** Although SLCPD is a National Incident Based Reporting Agency (NIBRS), all numbers contained herein are representative of summary-based numbers according to the Uniform Crime Reporting hierarchy; which means that each offense is counted only once, by primary offense, even if multiple offenses occur on one incident.
- Data Included:** All data contained herein is related to the illegal use of controlled substances with the exception of deaths, which also includes alcohol.
- Seized drugs include Amphetamines, Heroin, Cocaine, Marijuana, and Hallucinogens (LSD, Mushrooms, and Spice).
- Drug cases, arrests, citations, and charges include all illegal controlled substance offense codes and statute codes includes but is not limited to; drug paraphernalia, solicitation, possession with intent to distribute, distribution, and/or forging/altering a prescription.

Introduction

According to the federal government's National Survey on Drug Use and Health¹, nearly 21 million Americans had a substance abuse problem in 2015. Utah is no different, ranking 5th in the nation in overdose deaths², more than doubling from 1999 to 2013, and unfortunately our capitol city reflects those same deadly statistics.

¹ <https://www.samhsa.gov/data/sites/default/files/NSDUH-FFR1-2015/NSDUH-FFR1-2015/NSDUH-FFR1-2015.htm>

² <http://www.deseretnews.com/article/865630874/Utah-ranks-5th-for-overdose-deaths-14th-overall-for-injury-deaths-report-says.html>



Jail Restrictions

Salt Lake County Jail implemented a new policy at the Salt Lake County Jail that restricted the booking of certain classes of offenses, to include the restriction of most drug offenses, and dependent upon current jail population levels³. Excluding arrests for domestic violence, protective orders, DUI-related arrests, child abuse, negligent vehicular homicide, and any charge or warrant that, if convicted, would qualify the arrestee to register as a sex/kidnapping offender, the following restrictions were put into place on March 1, 2016:

Females: Phase 3 / Step 9 (OCR and booking restrictions for MA, MB, MC)
Males: Phase 4 / Step 10 (OCR and booking restrictions for MA, MB, MC, and OCR F3)

OCR = Overcrowding | MA = Class A Misdemeanor | MB=Class B Misdemeanor | MC = Class C Misdemeanor | F3 = 3rd Degree Felony

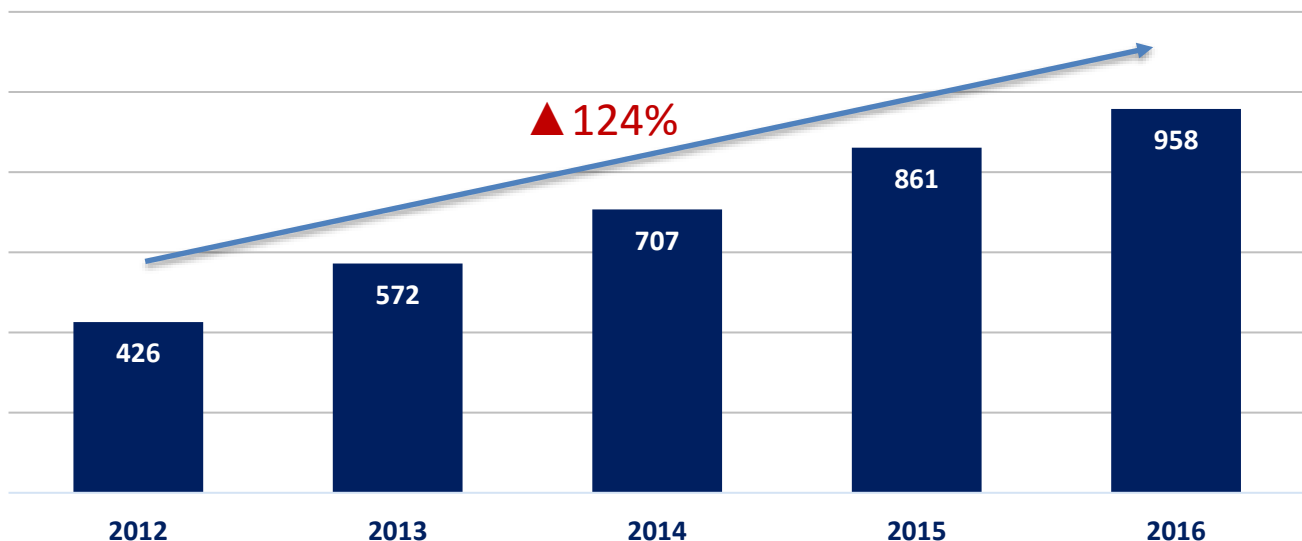
Naloxone

In September 2016, SLCPD implemented the use of Naloxone, a medication designed to rapidly reverse opioid overdose. In the last quarter of 2016, officers utilized Naloxone eight times, saving the lives of five individuals who would have likely otherwise perished. Although this puts the department's success rate at 63%, there is still much more that needs to be done to lessen the epidemic of drug use in our city.

Overdose Calls

It's quite clear that illegal drug use is a problem in our city, state, and nation; but nothing speaks more to the urgency of it or the shocking effect of it as much as the rise in overdose calls in only five years. From 2012 to 2016, the number of calls received by SLC911 regarding drug overdoses increased by a staggering 124%.

Figure 1 Overdose Calls



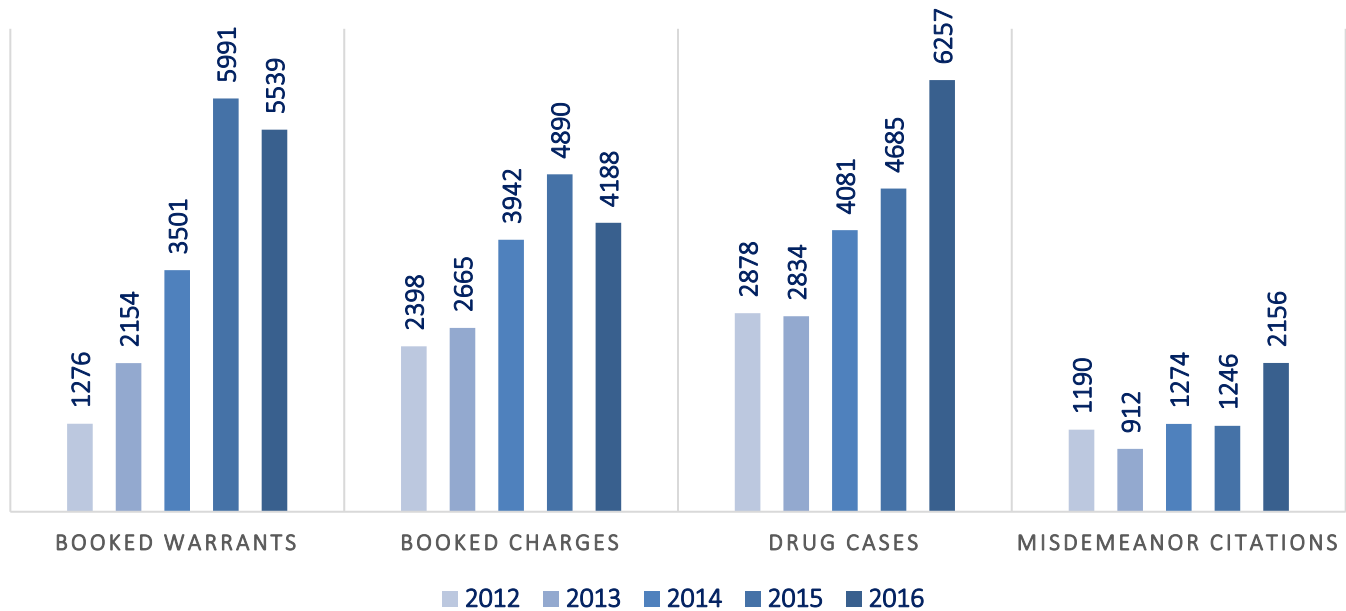
³ Salt Lake County Sheriff's Office Special Order #16-001, Issued 2/24/2016



Arrests, Citations, & Offense Reports

With drug use on the rise and Salt Lake County Jail Restrictions in place, the department used creative and out-of-the box thinking in the form of special operations, resource options, diversion operations, and the implementation of social workers. With all of those efforts in place, jail-booked arrests continue to decrease while drug-related offense reports increase and officers hand out more misdemeanor citations without any other option.

Figure 2: Warrants, Charges, Cases, & Citations



In 2016, drug-related offense reports increased by 1,572 cases (34%) compared to 2015, yet drug-related charges for jail bookings dropped by 14%.

Seized Drugs

Drugs seized by the department has also risen significantly. When factored into common street level-sized doses, in 2016 there was an increase of 57% compared to 2012, and an increase of 82% since 2015.

Table 1: Drugs Seized

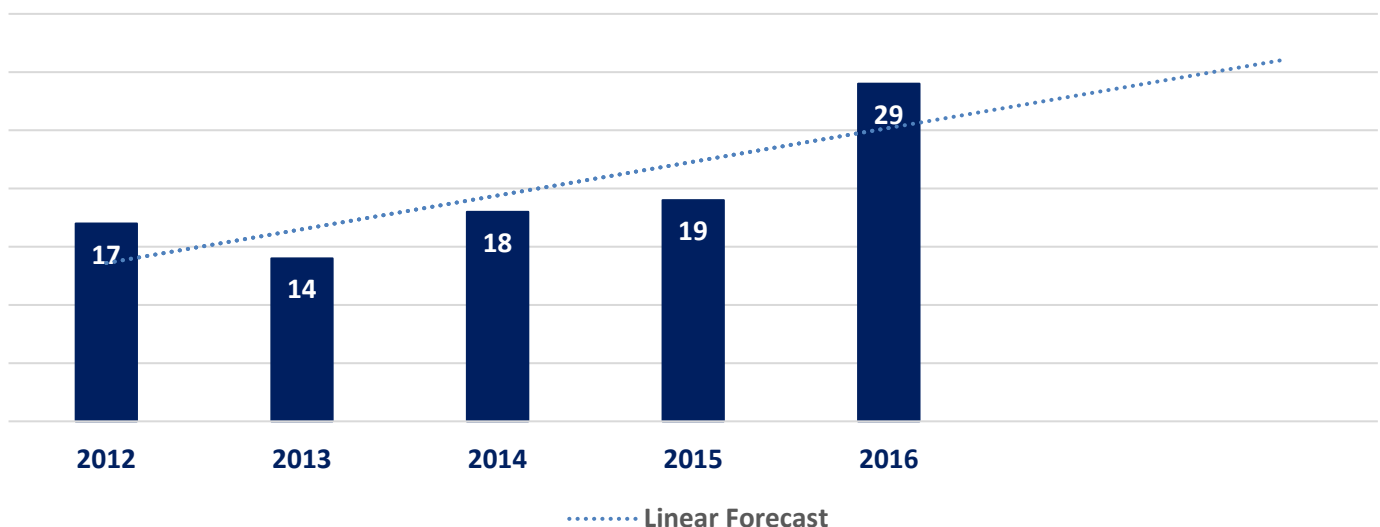
	2012	2013	2014	2015	2016
Cocaine	19938	12477	22740	21288	26184
Heroin	73523	22536	45732	76025	111995
Marijuana	59161	63940	35125	27423	123284
Hallucinogens	3482	17954	8126	29034	11464
Amphetamines	54752	56553	33475	27576	56931
TOTAL	210855	173460	145198	181345	329858



Alcohol & Drug Related Deaths

Although the implementation of Naloxone has proven to be helpful, the numbers of alcohol and drug-related deaths in 2016 compared to 2012, and even to 2015, speak for themselves. Additionally, the major spike from 2015 to 2016 of more than 52% is directly aligned with the date that jail restrictions were put into place. There is likely a direct correlation, due to offenders with substance abuse issues being unable to be booked into jail – even temporarily – to create an interruption of behavior and an opportunity for treatment.

Figure 3: Deaths



In 2012, these deaths were at a five-year low, but three years later, they more than doubled. The linear forecast on the above graph provides a dark look into what the future may hold for these types of deaths.

Summary

While this data illustrates of the definite need for more resources and treatment, it also demonstrates the need to be able to use incarceration as a means for prevention when no other options are available in the community or welcomed by substance users.

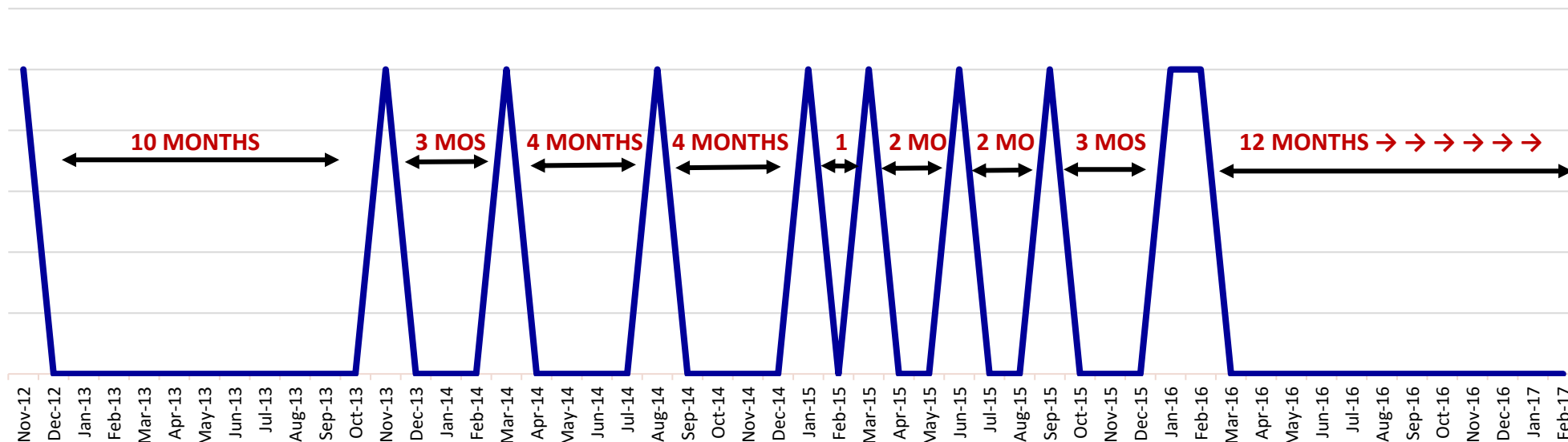
We are looking forward to the collaboration this program will provide and are excited to see the results that develop from our partnership.



Data does not include animals shot by officers or any shots fired by officers that did not strike a human being.

MAR 2012-FEB 2013	MAR 2013-FEB 2014	MAR 2014-FEB 2015	MAR 2015-FEB 2016	MAR 2016-FEB 2017
1	1	3	5	0

Timeline & Time Span Between Incidents





Weekly Statistics: 2016- March 2017

Walk-in Clients Seen: 3240

Average Clients/Day: 21

Primary Service Provided:

- Substance/Mental Health Treatment: 787 (24%)
- Phone/computer: 154 (5%)
- Employment: 316 (10%)
- Transportation: 685 (21%)
- Housing: 671 (21%)
- Other: 627 (19%)

Operation Diversion Clients:

- Receiving Center to Treatment = 68
 - In treatment: 16 (24%)
 - Absconded: 51 (75%)
 - Completed treatment: 1

Operation Voluntary Clients:

Oct 10, 2016-March 23, 2017

Total people assessed: 320

- Waiting for treatment: 92

Obtained treatment: 194

- In treatment: 93 (48%)
- Left treatment: 101 (52%)
- Completed treatment: 1

Success Stories:

- Success Stories: A clients father came to get assistance for his son, whom has a mental illness. The son was very scared, due to the visual and auditory hallucinations he was experiencing- so scared in fact he jumped out of a moving vehicle prior to getting to the CCC. Once the social worker and the father were able to get the son to come back to the CCC, 2 social workers were able to transport the individual to the emergency room for further evaluation. Once at the emergency room, the client was taken back to a room where he became even more scared and agitated that he got up and left the building. The 2 social workers were able to get him to calm down and come back into the emergency department to go back and be seen again. At that point one of the social workers took the client out into the main hospital to use the restroom while the other social worker, worked with security and the doctors to come up with a plan to get the client back into a bed. When he came back from the bathroom the client saw the security presence and



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escalated- however with the team approach and the social workers directing the client to get the assistance he needed, he was able to be escorted back to his room without use of force or going hands on with the client. The social workers were able to get him to take the medication he needed in that moment without force either. The client remains in the hospital for further evaluation and care and the father was seen the next day at the CCC to discuss a plan for both him and his son from here on out.

- Client spent 21 years in prison and was assisted on getting into housing and a job. Currently living on their own and has full custody of 10 month old twins.
- Arranged for community nurse to meet with at least 5 at risk pregnant women to assess for resources and get medical assistance that day.
- Arranged to get a homeless client's dog involved with the "Legacy pet initiative" to receive donated veterinary services.
- CCT staff have been able to send multiple families and individuals on greyhound tickets to reunite with family, and end their homelessness. One of these individuals had not seen his brother for 10 years, and his brother was happy to hear from him and help him get back up on his feet.
- Staff assisted 3 Mentally Ill Offenders from Orange Street Halfway House with completing their benefits application.
- Staff members continued to assist a young male who had a previous suicide threat by coordinating any medication management, stabilizing him in a motel room, and communicating with family/friends a plan to have him return to Arkansas. Staff purchased a greyhound ticket to Arkansas, and coordinating with Utah Community Action to purchase food card for the trip.
- Staff members were able to get gas cards to assist a homeless family with getting their R.V's into a camping spot. Staff also coordinated with VA to ensure housing voucher for this family.
- Week of 3/20/17 the CCC was able to get two pregnant women into inpatient treatment for substance use who have never been to treatment before.
- A client came in from The Road Home (TRH), he started using TRH in 2002 and has consistently used the facility since 2010. His accumulative shelter nights (since 2011) are 2,533. He has been one of the highest users of shelter services in the last 10 years and one of the most difficult clients to engage due to his severe mental illness. By collaborating with TRH, we were able to assist with this client with rent to get him housed. He was placed into supportive housing services.
- Client has been homeless off and on since 2002, he has had 1,000 consecutive nights at TRH and has severe mental health issues. We were able to obtain a voucher for this client to get housing and now he is currently looking for an apartment.
- A referral from Det. Teerlink at Horizonte: A 15 year-old stated that she was pregnant and about to fail out of school. We were able to outreach to her at home and refer to appropriate county nursing program. This individual has since had the baby and is on track to graduate high school.



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- A person was observed being assaulted outside of the CCC by her boyfriend. We found out she was 6 months pregnant and were able to offer supports and referred to county nursing program for first time mothers. At time of engagement the client self-reported using meth and spice multiple times a day. Since engagement she has had the baby and has been clean for the last 4 months. The baby was born healthy.
- A frequent client of the CCC was arrested on a \$25k mis. warrant and booked in to ADC. Staff has been able to coordinate with this client's LDA and DA's office for a plan to address long-term court ordered treatment and case management as well as referral to a housing program.
- CCT staff assisted with pink sheets for 3 different individuals in one week that were able to get admitted into hospital psych units for stabilization. These individuals have been visited in the hospital by CCT staff for follow-up. One of the individuals has agreed to a follow up plan to transition to UNI's Wellness Recovery center for further stabilization. This client also thanked CCC staff for "saving his life."
- We were able to connect with a juvenile that has been causing issues for police in the recent weeks and bring him into the office to show him that he can come here instead of calling 911 to obtain services. Client no longer abuses 911 services.
- Lana Dalton assisted Joe Taylor and officers in a suicide call with a young man who was talked down from jumping off an overpass, and sent to ER for evaluation. Upon stabilization, this client will be discharged to CCC who will purchase a greyhound ticket for client to go back home to attend his father's funeral and access services there.
- Social Workers assisted a difficult referral from the mayor's office obtain housing and get her, her husband and her 2 teenage girls out from living in their vehicle.
- Jessica attended the Utah Department of Health and Utah Syringe Exchange Network Harm Reduction Navigator Training. She is now trained in HIV/HCV basics, overdose prevention/naloxone administration and providing prevention services for people who use drugs. The goal of this training series was to extend current, evidence-based interventions and language that will be useful out in the field. She will now come back and train the rest of the social workers as well as be a point of contact for issues with the syringe exchange.
- Liz and Lana went to Bonneville Correctional Center to talk with corrections administration on how to best serve mentally ill offenders who have a high recidivism rate. Our program was well received and we were able to come up with a plan for us to collaborate on funding so it is not all coming from the SLCPD.
- Lana and Jessica connected with PAARI (Police Assisted Addiction and Recovery Initiative) to form a partnership in order to find more means of accessing treatment for those who may not be able to access treatment due to the lack of beds.