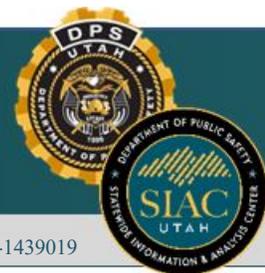


Utah Department of Public Safety
Statewide Information and Analysis Center
Intelligence Bulletin



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(U) Analysis of Domestic Violence in Utah

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(U) Executive Summary

(U//FOUO) It is challenging to assess the scope of domestic violence (DV) in Utah due to inconsistencies with reporting and sharing information. Varying data in DV reports by federal/local law enforcement and non-law enforcement agencies make it difficult to understand the true nature of DV in Utah. The Utah Statewide Information and Analysis Center (SIAC) assesses data on DV will remain incomplete if inconsistencies in collecting and reporting data continue. The SIAC also assesses that Utah's DV numbers are likely to remain consistent in the near future, while the profile of victims is likely to remain similar with women and children being the most common victims of domestic violence.

(U) Key Judgments

- (U//FOUO) The SIAC assesses information obtained on Utah DV is likely inaccurate due to inconsistency in DV numbers reported from local and federal agencies. It is difficult to determine the true nature of DV in Utah when each agency reports varying DV statistics based on different methods, and reporting requirements. This discrepancy in information is happening on the federal, state, and local level.
- (U//FOUO) The SIAC assesses DV data is likely incomplete due to a lack of consistency in Utah law enforcement and non-law enforcement agencies sharing data or reporting on domestic violence. Not every agency is sharing data through the same platform, while some agencies do not report at all.
- (U//FOUO) The SIAC assesses data on Utah's DV rates is likely incorrect due to the inability to consistently obtain the number of DV offenses or offenses involving DV based on current reporting requirements and guidelines. Current data provides a summary of criminal offenses that may relate to DV; however, the number of cases that have a DV relation is not always specified.
- (U//FOUO) The SIAC assesses women and children are very likely to continue being the most common victims of DV while a boyfriend or girlfriend continue being the main perpetrator of violence. Data from federal and Utah agencies report women are more likely than men to experience DV at some point in their lifetime. Children are also common victims of DV. Offenders of DV tend to be a romantic, intimate partners, and data from the past two years show that violence inflicted on a victim is often by a boyfriend or girlfriend.
- (U//FOUO) The SIAC assesses Utah DV numbers are likely to remain fairly consistent in the near future due to relatively consistent numbers of Utah DV incidents reported between 2016-2020.

This report addresses DHS HSEC codes: HSEC- 3.7.1, 3.10.1, 3.4.4, 3.2.3, 3.2.4
This report addresses SIAC Standing Information Requirements: UTSIAC- 03-01, 03-02

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(U) Background

(U) The State of Utah defines DV as any criminal offense between one cohabitant against another that involves violence or physical harm or the threat or solicitation to commit violence or physical harm. Aggravated assault, homicide, harassment, kidnapping, stalking, sexual offenses, child abuse, and unlawful distribution of an intimate image are some, but not all forms of domestic violence. Another example of DV is Intimate Partner Violence (IPV), or violence between two people in a close relationship.^{1, 2}

(U) According to the Utah Domestic Violence Coalition (UDVC), Utah is known to have a higher rate of DV, especially against women. The US average number of women who experience DV in their lifetime is one in four, while the number of Utah women who experience DV is one in three.³ The UDVC also oversees Utah's Lethality Assessment Program (LAP), which connects Utah law enforcement and other first responders with victim service providers. The LAP provides law enforcement and first responders with a questionnaire they can use as a guide when talking with potential DV victims to assess whether the incident indicates DV. If the officer determines the potential victim is at high risk for DV, officers can call the victim service provider's 24-hour hotline. The victim service provider then speaks with the victim and provides them with resource information. 86 agencies are enrolled, or are in progress for enrollment, with the LAP. 72 of those are Utah law enforcement agencies. The UDVC collects data from the LAPs to report the number of screenings conducted each year and actions taken by victim service providers to assist the victim. From 1 July 2020 to 30 June 2021, the UDVC reported 4,227 LAP screens statewide, with 3,462 of those being considered "high danger" or at risk of DV. From 1 July 2019 to 30 June 2020, LAP screens were 4,356 with 3,416 being considered high danger.⁴

(U) The Utah Department of Public Safety (DPS) Bureau of Criminal Identification (BCI) annual Crime in Utah 2020 Report found during 2020 Utah law enforcement reported 28,053 crimes against persons based on the National Incident Based Reporting (NIBRS) and Uniform Crime Reporting (UCR) summary submissions. Crimes against persons include assault offenses (aggravated and simple assault, intimidation), homicide offenses (Murder & nonnegligent manslaughter, negligent manslaughter), kidnapping/abduction, forcible sex offenses (sexual assault with object, fondling, rape, sodomy), and non-forcible sex offenses (incest, statutory rape). Only 112 reporting Utah law enforcement agencies report NIBRS data and do not reflect statewide data. There is not a DV offense in the program, but data is gathered based on the relationship between the victim and the offender. In the BCI Crime in Utah 2020 report, of the three tables provided for the NIBRS Domestic Violence Analysis, the number of victims range from 12,854 to 14,773. In the NIBRS analysis on 2020 offenses committed against qualifying domestic violence relationships the three most common forms of DV were simple assaults (9,155), aggravated assaults (1,618), and intimidation (1,599).⁵

(U) The FBI Crime Data Explorer is a federal reporting database based on NIBRS and UCR reporting that calculates the number of crimes by category for each state. According to the FBI Crime Data Explorer, Utah had 1,515 incidents of rape and 3,613 aggravated assault incidents in 2020 reported by 114 law enforcement agencies that submitted NIBRS data. This covers about 91% of Utah's total population, and includes some agencies that do not report directly to Utah BCI. It is unknown how many of the rapes and aggravated assaults are DV related.⁶

(U//FOUO) Utah law enforcement does not share record management system (RMS) data on a statewide basis, but some law enforcement agencies do participate in the Utah Law Enforcement Information Sharing & Analytic System (ULEISA) program, allowing other approved Utah law enforcement agencies access to approved RMS data. ULEISA allows law enforcement the ability to search for and analyze crime data, but there is no NIBRS, National Crime Information Center (NCIC) offense code, or consistent statewide law enforcement flag for domestic violence cases in the ULEISA system. Only 54 Utah law enforcement agencies currently share data on the ULEISA system.⁷

(U) Discrepancies in Domestic Violence Data

(U//FOUO) The SIAC assesses information obtained on Utah DV is likely inaccurate due to inconsistency in DV numbers reported from local and federal agencies. It is difficult to determine the true nature of DV in Utah when each agency reports varying DV statistics based on different methods and reporting requirements. This discrepancy in information is happening on the federal, state, and local level.

- (U//FOUO) The Utah Domestic Violence Coalition states since 2000 at least 42 percent of adult homicides in Utah are domestic violence related.⁸ According to ULEISA data for the year 2020 the number of homicides relating to DV was around 17%. It is unknown how many homicides in ULEISA were for adults.⁹ The Utah BCI Crime in Utah 2020 report indicates 20 (15%) DV homicides incidents occurred in 2020.¹⁰
- (U) The FBI Crime Data Explorer based on NIBRS data shows in 2020 Utah law enforcement agencies reported 3,613 aggravated assault incidents. The Utah BCI Crime in Utah 2020 report indicates there were 3,619 aggravated assaults in Utah with 1,618 of those having a DV relation. It is unknown how many of the aggravated assaults shared in the FBI Crime Data Explorer have a DV relation.^{11, 12}
 - (U) In 2019, the FBI Crime Data Explorer shows Utah law enforcement agencies reported 3,267 aggravated assault incidents, while the Utah BCI Crime in Utah 2019 report indicates there were 3,275 aggravated assaults in Utah with 1,672 having a DV relation.^{13, 14}
- (U) In the Utah BCI Crime in Utah 2020 NIBRS Domestic Violence Analysis, of the three tables provided on DV, the number of DV cases where the victim was the offender's child, grandchild, or stepchild ranged from 2,659 to 3,394. However, in 2020, The Utah Department of Human Services Child and Family Services' (DCFS) annual report indicated there were 7,334 confirmed cases of child victims and abuse.^{15, 16}
 - (U) In the Utah BCI Crime in Utah 2019 NIBRS Domestic Violence Analysis, of the three tables provided the number of DV cases where the victim was the perpetrator's child, grandchild, stepchild ranged from 3,097 to 3,410. However, in 2019 the Utah DCFS reported 10,828 confirmed child victims of abuse and neglect that year.^{17, 18, a}

(U) Inconsistencies with Reporting Information

(U//FOUO) The SIAC assesses DV data is likely incomplete due to a lack of consistency in Utah law enforcement and non-law enforcement agencies sharing data or reporting on domestic violence. Not every agency is sharing data through the same platform. Some agencies share information on ULEISA, others share data through Summary Reporting (Summary)^b, others submit information to NIBRS, some agencies may not share data at all, and some may share data in multiple platforms. As a result, each database or agency has different statistics on Utah DV rates. To obtain a complete view of DV in Utah, data must be obtained from all agencies who specialize in the different areas of domestic violence response.

^a The Utah DPS BCI Crime in Utah 2020 and 2019 number of DV cases listed where the victim was a child, does not include the number of foster children. Foster children were grouped into "other family members" and not separated from that total number. The DPS BCI crime reports do not indicate the age of the victim whose relationship to the offender was as a child, grandchild, or stepchild.

^b Summary Reporting is where law enforcement agencies decide how to record an offense. In single-offense situations it is determined whether the offense is an Index Crime and if so the offense is scored as such (i.e. homicide, robbery, rape). If several offenses are committed at once by an individual or group, the type of UCR reporting an agency conducts determines the data collected. In cases where multiple crimes are committed, agencies submitting Summary data follow the FBI's hierarchy rule and only report the most serious offense of that incident.

- (U) The Utah BCI Crime in Utah 2020 obtains data from UCR Summary and NIBRS reporting. 112 agencies submitted at least one month or more of NIBRS data while 12 agencies submitted Summary data, totaling 124 agencies that reported information. Nineteen agencies did not submit data. In the Utah BCI 2019 Crime in Utah report, 90 agencies submitted NIBRS data while 39 agencies submitted Summary data, totaling 129 agencies that reported information. Sixteen agencies did not submit any data.^{19, 20}
- (U) The FBI Crime Data Explorer is derived from NIBRS and UCR Summary reporting. In 2020, FBI estimates of crime statistics for Utah was calculated by data shared from 130 of 145 Utah law enforcement agencies. In 2019, statistics for the FBI crime data explorer were based on data shared from 122 of 146 law enforcement agencies. The number of agencies reporting data fluctuates each year.^{21, 22}
 - (U) Some law enforcement agencies in Utah do not share crime statistics to BCI, but forward them directly to the FBI. These agencies are military installations, national parks, and tribal lands. This may be one reason why the number of agencies reporting to the FBI and Utah BCI Crime differs.²³
- (U//FOUO) Currently, only 70 Utah law enforcement agencies are sharing information through the ULEISA. Of the 70 law enforcement agencies sharing information on ULEISA, 16 of the agencies' integrations are not running or some of their data is broken due to changes locally in their systems or moving from one record management system to another, causing a need for updates and reintegration of the data, which is under way.²⁴
- (U//FOUO) The co-chair of Utah's statewide DV Offender Management Task Force noted for each type of DV there are different agencies involved in providing information. The Administrative Office of the Courts (AOC) has access to information, but on cases dealing with suicide or strangulation that information might come from a medical or treatment provider. Even then, medical or treatment providers may not be able to share the information based on industry regulations. There is not one good place to find DV data, and it is obtained agency by agency.²⁵
- (U//FOUO) While the UDVC oversees the LAP for law enforcement enrolled in their program, other agencies in the state may be conducting a similar assessment that is not managed through the Utah Domestic Violence Coalition. As such, there is not a single repository or method for obtaining LAP information across the state.²⁶

(U) Data Indicating a Domestic Violence Relation

(U//FOUO) The SIAC assesses data on Utah's DV rates is likely incorrect due to the inability to consistently obtain the number of DV offenses or offenses involving DV based on current reporting requirements and guidelines. Current data provides a summary of criminal offenses that may relate to DV; however, the number of cases that have a DV relation is not always specified. Crimes like strangulation, suicide, and homicide can be difficult to link to DV if the victim is unable to confirm it was associated to DV. Even if agencies consistently report DV-related offenses, the data may still be incorrect due to complexities in linking DV to these crimes.

- (U//FOUO) In a discussion with the Utah AOC, they indicated they track protective orders and can distinguish between civil and criminal orders or if the case is between a cohabitant or intimate partner; however, that information is not broken down into type of incident involved (i.e. stalking, strangulation, assault, etc.).²⁷

- (U//FOUO) Utah's Commission on Criminal and Juvenile Justice (CCJJ) indicated they generally obtain data on arrests from BCI, court case filings, dispositions/sentencing from AOC, and Corrections; however, without DV flags it is hard to track DV incidents apart from the statutes specifically identify it.²⁸
- (U) Both the FBI Crime Data Explorer and Utah BCI Crime in Utah Crimes Against Persons analyses give statistical data on aggravated assaults, which can have a DV relation according to Utah law. The FBI's statistical reports do not indicate the number of aggravated assaults having a DV relation, though Utah BCI reports do attempt to report the number of DV-related assaults based on the reported relationship of the victim and offender. The reported 1,618 DV-related aggravated assaults in Utah are likely underrepresented based on an assumption that the relationship identified constitutes a DV offense.^{29, 30, 31}
- (U//FOUO) Data on stalking, strangulation, violence in the presence of a child, and threats of suicide or attempted suicide between July 1, 2020- June 30, 2021 from the ULEISA provides the following DV statistics.
 - 630 stalking cases.
 - 1,247 strangulation cases with 750 having a DV relation.
 - 1,929 cases involving violence in the presence of a child.
 - 2,980 cases of suicide threats or attempted suicide.
 - 1,404 homicides, with 240 having a DV relation.

(U//FOUO) Of this data, most indicate how many cases by type have a DV relation. However, suicide threats or attempted suicides are not broken down showing how many cases have a DV relation.^{32, c} ULEISA statistics on DV are significantly different from other reporting sources.

- (U) The FBI Crime Data Explorer shows Utah law enforcement agencies reported 1,515 rapes in 2020. It is unknown how many of these rapes are DV related.³³
- (U) In 2021, a national DV case involving an encounter with Utah law enforcement was recorded by Utah law enforcement as a "mental health crisis" rather than a DV incident.³⁴ Due to widespread inconsistencies in reporting and identifying DV-related offenses in law enforcement and community victim support programs, DV-related incidents may be flagged as other offenses or incidents, resulting in incorrect DV reporting in Utah.
- (U//FOUO) According to data from the Utah Department of Health Violence and Injury Prevention Program (VIPP), out of 39 strangulation deaths between 2010-2019, 17 (44%) were DV related. Due to data suppression standards the VIPP is not able to release counts below 11, making it difficult to determine the number of DV related strangulation deaths happening each year.³⁵

(U) Victim and Offender Profiles

(U//FOUO) The SIAC assesses women and children are very likely to continue being the most common victims of DV while a boyfriend or girlfriend continue being the main perpetrator of violence. Data from federal and Utah agencies report women are more likely than men to experience DV at some point in their lifetime,

^c Data from the ULEISA was obtained by searching all general offenses using key words relating to stalking, strangulation, violence in the presence of a child, and homicides.

although male victims are likely unreported to authorities. Children are also common victims of DV. Offenders of DV tend to be a romantic, intimate partners, and data from the past two years show that violence inflicted on a victim is often by a boyfriend or girlfriend.

- (U) For both 2019 and 2020, the Utah BCI Crime in Utah NIBRS Domestic Violence Victim and Weapon Analysis show the second most common relationship of the victim to the offender was a child. In 2019, for this analysis, 2,708 cases of DV were inflicted on a child. That number rose to 2,743 in 2020.^{36, 37}
- (U) The 2020 Utah BCI Crime in Utah NIBRS Domestic Violence Victim and Weapon Analysis indicates of 14,773 Utah DV victims, 4,625 or roughly 31 percent said the abuse was inflicted by a boyfriend or girlfriend. The number of Utah DV victims indicating their abuser was a boyfriend or girlfriend was also around 31 percent in 2019.^{38, 39}
- (U) Data from the Utah Department of Health (UDOH) shows in 2017, twice as many female teens as males were physically hurt purposely by someone they were dating. This was roughly 9.6% of females versus 5.1% of males.⁴⁰
 - (U) One in 11 teens were forced by someone they were dating to do sexual things they did not want to do, while 26.5% were emotionally and verbally harmed by a dating partner (33.2% of females and 19.7% of males).⁴¹
- (U) In 2016, the Utah Department of Health's Intimate Partner Violence Factsheet indicated two in 11 adult women experience IPV in their lifetime, while one in 10 adult males will experience IPV during their life.⁴²

(U) The Future of Domestic Violence in Utah

(U//FOUO) The SIAC assesses Utah DV numbers are likely to remain fairly consistent in the near future due to relatively consistent numbers of Utah DV incidents reported between 2016-2020.

- (U) According to BCI's Annual Crime Reports from 2016-2020, offenses identified as DV-related by victim relationship have remained steady, ranging from 13,491 to 14,482 offenses every year.⁴³
- (U) The BCI's Annual Crime Reports show from 2016-2020 the most common DV-related offense was simple assaults. Between 2016-2020 the percent of DV-related simple assaults have consistently ranged from 61 to 69 percent each year.
 - (U) Aggravated assaults were the second most common DV-related offense ranging from 9 to 12 percent of DV cases between 2016-2020. Intimidation was the third with 8 to 12 percent of DV-related offenses involving intimidation. Other common DV-related offenses involved forcible fondling, intimidation, kidnapping/abduction, and forcible rape. All of which remained fairly consistent each year.

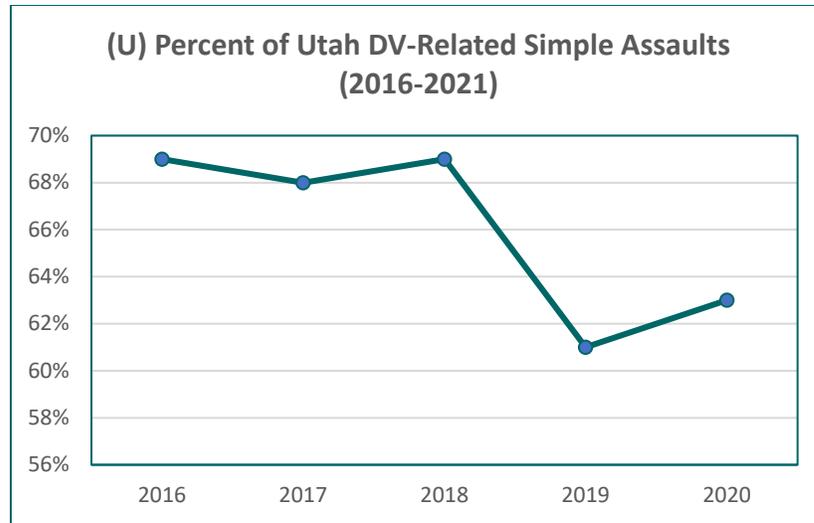


Figure 1: (U) Utah BCI Crime in Utah reports 2016-2020

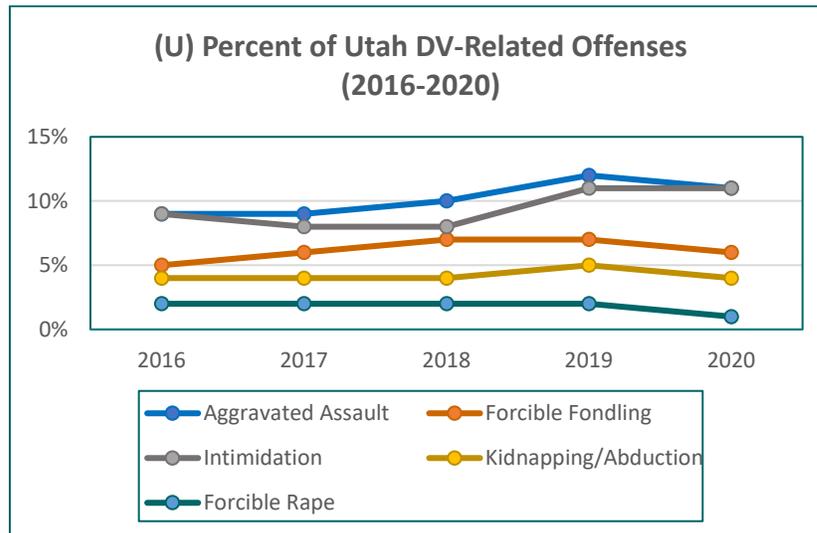


Figure 2: (U) Utah BCI Crime in Utah reports 2016-2020

- (U) The number of DV-related arsons reported in BCI’s Annual Crime Reports rose from 6 incidents in 2019 to 34 incidents in 2020. It is possible that Covid-19 and other significant happenings in 2020 impacted these increases. Despite the significant increase in 2020, the number of DV-related arsons has remained fairly consistent from 2016-2019 with the number of incidents ranging between 2 to 6 each year.
 - (U) The number of DV-related burglaries also saw a significant increase in 2020. In 2019, the number of DV-related burglaries was 124 and in 2020 increased to 173. From 2016-2020 the number of DV-related burglaries ranged from 49 to 173, with a decline in the number of cases from 2016-2017 and increases in cases over the last three years.

(U) Outlook

(U//FOUO) As discrepancies continue with sharing and reporting Utah DV data, it has the potential to impede law enforcement and non-law enforcement agencies operations against DV and hinder their ability to address the issue. As these discrepancies remain unaddressed, law enforcement can expect the numbers reported to show an inaccurate view of the DV scope in Utah.

(U//FOUO) Utah law enforcement can expect to see DV numbers remain fairly consistent in the near future. Law enforcement can also expect that victim profiles are likely to remain common among women and children, while offender profiles are likely to remain consistent with a boyfriend and girlfriend being the main perpetrator of violence.

(U) Contact Information

(U//FOUO) Any questions related to this special event threat assessment or suspicious activity reporting should be directed to the SIAC by calling 801-965-3838 or emailing SIAC@utah.gov

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