

# 2020

## COLORADO JUSTICE ASSISTANCE GRANT (JAG) APPLICATION AND STRATEGIC PLAN



**COLORADO**  
Department of Public Safety

## **PROGRAM NARRATIVE**

### **(1) STATEMENT OF THE PROBLEM AND COLORADO'S 2020 JAG FUNDING PRIORITIES**

The Colorado Justice Assistance Grant (JAG) Board has made the determination to continue with the same funding priorities, goals, and objectives that were established during the 2019 JAG Board's Strategic Planning meeting based on the delay of receipt of the state of Colorado's 2019 JAG Award. At the 2019 meeting, the Board discussed the findings from the 2019 JAG Strategic Planning Survey which solicited information on priorities and needs across the state and was provided a recap of funding awarded in the prior year discussed updates on needs across the state. It further had presentations on the "State of the State" in Adult and Juvenile Justice and was provided a training on Implementation Science and Promoting Evidence-based Programs, Practice and Principles in JAG applications. This then led to a review of its established goal for Colorado's JAG Program to which no changes were made. The goal continues to read as follows:

*To support implementation of sustainable programs or provide resources that prevent or reduce or address crime, delinquency, recidivism, or improve outcomes for those affected by crime, using innovative, multidisciplinary, evidence-based, promising or best practices.*

The JAG program goal listed above may be accomplished within any of the Purpose Areas listed and described below in alphabetical order. JAG funds may be used for state and local initiatives, technical assistance, training, personnel, equipment, supplies, contractual support, information systems for criminal justice, as well as research and evaluation activities that will improve or enhance:

- Corrections and community corrections programs
- Crime victim and witness programs (other than compensation)
- Drug treatment and enforcement programs
- Law enforcement programs
- Mental health programs related to law enforcement and corrections programs, including behavioral health programs and crisis teams.
- Planning, evaluation, and technology improvement programs
- Prevention and education programs
- Prosecution and court programs

These funds continue to be for start-up efforts; either to attempt a new project design or to replicate a successful project. Projects are limited to a 48-month funding cap, and it is expected that State and local agencies will assume fiscal responsibility for projects when the federal JAG funding is no longer available.

The JAG Board was concerned about the reduction in the number of subgrant applications that have been received in the past few years. It may be a reflection of delays in receipt of federal awards by BJA to the state or could be a reflection of a difficulty in the application process itself. For that reason, the JAG Board assisted DCJ staff in reviewing the subgrant application and accompanying instructions to refine what it wants applicants to respond to, removing unnecessary questions and rewording others to provide more clarity.

### **SUBGRANT AWARD PROCESS AND TIMELINE**

October 2019	Establishment of the 2020 JAG Board goals and priorities for funding (Canceled due to delays in receipt of FY2019 award by BJA to the state of Colorado)
October 2019	Develop Application, Instructions and Announcement of Available Funds –listing who can apply, purposes of funds, restrictions on funding, required performance measures and reporting requirements to be specific to 2020 JAG funding. (This process was not completed due to delays in receipt of FY2019 award by BJA to the state of Colorado. If the states award is released the JAG Board will fund those applicants from the 2019 selection process)
January 2020	Funding Announcement e-mailed/Announcement, Instructions and Application placed on DCJ website (No new announcements made this year)
February 2020	Subgrant Application Deadline (No new applications this year)
February-April 2020	Applications were reviewed in 2019 by Justice Assistance Grant Board Members
Week of May 11, 2020	Funding Conference was cancelled for this cycle due to pending sub-awards from 2019.
May 2020	Notification to FY19 applicants that their applications will roll forward to the FY20 funding cycle.

June 2020	Memo to Governor listing projects approved for funding including project descriptions and federal award amount
August 2020	2020 JAG Award Agreements to Grantees (1/1/20-12/31/20)
October 2020	JAG Board Retreat to set goals and priorities for the upcoming funding cycle.

## **DESCRIPTION OF PROGRAMS TO BE FUNDED**

### **Law Enforcement Programs**

DESCRIPTION: These projects improve the operational effectiveness of law enforcement through a variety of techniques such as resource allocation, purchasing new equipment, and changing policies and/or procedures, among many other options. A key concept of this area is integrating services so that law enforcement agencies can better prioritize requests around the need for services and maximization of resources in fighting crime. Types of projects can include purchase of basic law enforcement equipment and supplies such as mobile data terminals, computers, cameras, police cruisers, and tactical equipment, etc. which state and local law enforcement agencies were unable to purchase due to falling revenues. Past projects have included programs to divert mentally ill offenders at the arrest stage, sex offender apprehension units, and tactical teams to address emergency situations.

### **Prosecution and Court Programs**

DESCRIPTION: These programs improve the operational effectiveness of the court process by: 1) expanding prosecutorial, defender, and judicial resources, and 2) implementing court programs with a special emphasis on management and process improvement based on better utilization of personnel or case routing. This area includes innovative or unique programs focused on drug, violent, or serious crimes, that are not typical of or similar to programs previously funded in this or other states, programs giving an especially innovative "twist" on previous approaches to a problem; and/or programs that cut across systems to involve law enforcement, courts, corrections, treatment, etc. and non-criminal justice entities. Please note the exclusion of Drug Courts as listed under the JAG Funding Exclusions and Limitations.

### **Prevention and Education Programs**

DESCRIPTION: Community and neighborhood programs that assist citizens in preventing and controlling crime, including special programs that address crimes committed against the elderly and special programs for rural jurisdictions. Over the past several years, the JAG Board has affirmed its support for quality, evidence or research-based prevention and education programming which reflects the Board's commitment to long-term planning and systemic change which occur when focusing on long-term prevention. It is understood by the JAG Board that if the state is committed to truly addressing crime and reducing recidivism, it must offer resources that can impact crime before it occurs. To that end, prevention and education programs including delinquency prevention will be considered. As in past years, the JAG Board encourages the commitment of other resources to support prevention and education services including

funding from local governments. The Board also encourages local government to build the structures to support these services and prioritize them within their community.

### **Corrections and Community Corrections Programs (including Reentry)**

DESCRIPTION: Programs and strategies that demonstrate diversion or hinder further penetration into the criminal justice system. Programs designed to provide additional public correctional resources and improve the corrections system, including treatment in prisons and jails, intensive supervision programs, reentry, and long-range corrections and sentencing strategies. In Colorado, the types of projects previously funded in this purpose area include services to special populations such as offender and inmate populations with mental illness, sex offenders, domestic violence offenders, juvenile offenders and the homeless/offender population. Colorado has also been a leader in addressing the systems issues related to serving offenders with mental illness. Through the increased awareness of the needs of this population as well as the needs of the various systems that have contact with this population, Colorado has been able to establish innovative programs that address both these needs.

### **Drug Treatment and Enforcement Programs**

DESCRIPTION: These programs and strategies identify and meet the treatment needs of adult and juvenile offenders with substance abuse, mental health and/or co-occurring issues using a collaborative multi-disciplinary approach. Programs in this area can target clients in the full spectrum of the criminal/juvenile justice system and have previously included programming such as gender-specific treatment for female offenders, aftercare programming for substance abusing offenders, substance abuse evaluation, testing and treatment for juvenile offenders, specialty treatment services for opiate and heroin using/dependent individuals, among others. The JAG Board will not fund applications to support multi-jurisdictional drug task force activities.

### **Planning, Evaluation, and Technology Improvement Programs**

DESCRIPTION: Projects in this area support criminal justice planning at the state and local level through research and evaluation. This includes: 1) projects that facilitate integration of information technology in the criminal justice system with the goal of sharing information across systems and across separate and distinct jurisdictions; 2) research and evaluation projects which serve to improve and expand the current knowledge-base about the criminal and juvenile justice systems which ultimately leads to better decision-making and program implementation; and 3) projects that are proven effective and which ultimately serve to promote system improvement.

### **Crime Victims and Witness Protection (other than compensation)**

DESCRIPTION: Programs, activities, or spending focused on assisting crime victims, families, or witnesses. This program area for JAG funding can include programs to coordinate and integrate services to identify and respond to victims of crime. This can include, but is not limited to: innovative approaches to education about crime victimization and how to access services; specialized victim advocate positions focused on populations with unique needs, such as victims of elder abuse, human trafficking, identity theft, domestic violence, and sexual assault/abuse; support of unmet victim/witness protection needs; or assisting law enforcement agencies and district attorneys' offices in building capacity to adequately address crimes with complex victim needs, which again may include, to name a few, elder abuse, human trafficking, and identity theft.

### **Mental Health Programs and related Law Enforcement and Corrections Programs, including behavioral programs and crisis intervention teams**

DESCRIPTION: Disproportionate numbers of people with mental illness are involved in the criminal justice system often as a result of untreated or undertreated mental illness. This is an issue that impacts numerous facets of the criminal justice system. The JAG Board is interested in projects which support programs and policy changes aimed at the following: identifying and treating people with severe mental illness before they reach crisis point; training law enforcement and correctional officers on mental health and mental health related crisis-intervention; increasing justice system diversion strategies to divert offenders with mental illness from unnecessary arrest and incarceration to more appropriate and cost-effective community-based treatment and supervision; mental health courts; allowing inmates to continue psychotropic medication in jails; and improving oversight of mental health care in jails, increasing post-jail housing options and enhancing community mental health services.

Colorado is also seeing a rise in heroin and opiate use, dependence and overdose related deaths. The JAG Board is interested in projects that assist in training law enforcement and other personnel in the criminal justice system in identifying high risk individuals; implementing specialized treatment services which may include medication assisted treatment and other innovative approaches to assist this population.

In addition to the JAG Board developed goal and the purpose areas listed above, the 2019 JAG application instructions also discussed the areas of concerns for the Bureau of Justice Assistance (BJA) which include:

- Reducing Violent Crime
- Officer Wellness and Safety
- Southwest Border Rural Law Enforcement Responding to the Opioid Crisis

## **USE OF EVIDENCE BASED PROGRAMS AND PRACTICES**

The goal established by the Colorado JAG Board for the JAG program includes the use of evidence-based, or promising or best practices which must be cited in any applications received. There are many resources available regarding evidence-based and promising practices in both the criminal and juvenile justice systems including work done by the Washington State Institute for Effective Public Policy (<http://www.wsipp.wa.gov/>). There are also numerous definitions of these terms.

In order to provide guidance to applicants, the 2019 JAG solicitation instructions included links to several documents intended to provide a framework for determining whether proposed projects will meet the established JAG goal to prevent, reduce, or address crime, delinquency, recidivism, or improve outcomes for those affected by crime. Because priority for JAG funding is given to those applicants who are requesting funding to implement evidence-based, promising, or best practices, programs and/or activities, applicants for 2019 JAG funding were highly encouraged to access the information provided (and other resources on evidence-based and promising practices of which they may be aware) in developing their proposed projects as well as determining what evaluation activities they will undertake to show the effectiveness of their proposed programs in meeting the goals of the JAG program. In the Project Plan section of the 2018 JAG subgrant application, applicants were asked to include information about whether the proposed project includes research, evidence-based or promising practices, programming or activities.

What follows is an excerpt from Colorado's 2019 JAG subgrant application instructions.

*The Colorado JAG Board established one goal for the JAG program which includes the use of evidenced based and/or promising practices and applicants are highly encouraged to consider use of research, evidence-based or promising practices, programs and activities. There are many resources available regarding evidence-based and promising practices in both the criminal and juvenile justice systems including work done by the Washington State Institute for Effective Public Policy (<http://www.wsipp.wa.gov/>). There are also numerous definitions of these terms. In order to provide guidance for JAG applicants, links are included to several documents intended to provide a framework for determining whether proposed projects will meet the established JAG goals to prevent and reduce crime and delinquency using collaborative evidence-based and promising practices; and/or to improve outcomes through effective and efficient use of resources (financial, community, human) to bridge gaps within the criminal and juvenile justice system.*



*Because priority for JAG funding will be given to those applicants who are requesting funding to implement evidence-based and/or promising practices, programs and/or activities, applicants for 2019 JAG funding are highly encouraged to access the information provided (and other resources on evidence-based and promising practices of which they may be aware) in developing their proposed projects as well as determining what evaluation activities they will undertake to show the effectiveness of their proposed programs in meeting the goals of the JAG program.*

*For the last several years, the Colorado Commission on Criminal and Juvenile Justice (CCJJ) has been addressing the need for evidence-based and promising practices focused on reducing recidivism and victimization by replacing traditional criminal justice practices with a wide range of strategies that promote systemic change. The CCJJ Annual Reports (<https://www.colorado.gov/pacific/dcj-ors/ors-reports>) provide a great deal of information regarding the CCJJ recommendations put forward to the Governor, several of which are in the process of being implemented, some through legislation and others through grants awarded under the JAG program.*

*Much of the initial work of the CCJJ was largely based upon two bodies of literature. The first was What Works- Effective Recidivism Reduction and Risk Focused Prevention Programs published by the Colorado Division of Criminal Justice in February of 2008 ([https://cdpsdocs.state.co.us/ors/docs/reports/2008\\_WhatWorks.pdf](https://cdpsdocs.state.co.us/ors/docs/reports/2008_WhatWorks.pdf)). This report is based on a comprehensive and systematic review of the criminology literature on what works to reduce recidivism or prevent the onset of delinquent and criminal behavior. Information was obtained by reviewing evaluation and other reports on correctional interventions and early, risk-focused prevention programs operating in the United States and Canada. To identify what works, both quality and consistency of the evidence was considered. Quality was addressed by basing the conclusions presented here on the latest and most rigorous scientific evidence available. Consistency was addressed by focusing on research that synthesized the evaluation results from many studies and programs.*

*The second body of literature used by the CCJJ, entitled Evidence Based Correctional Practices ([https://cdpsdocs.state.co.us/ors/docs/reports/2007\\_CCJJ\\_EBP.pdf](https://cdpsdocs.state.co.us/ors/docs/reports/2007_CCJJ_EBP.pdf)) and provided by the DCJ's Office of Research Statistics, includes principles of evidence based corrections developed by the National Institute of Corrections (NIC). The NIC Integrated Model emphasizes the importance of focusing equally on evidence-based practices, organizational change, and collaboration to achieve successful and lasting change. The scope of the model is broad enough that it can be applied to all components of the criminal justice system (pretrial, jail, probation, parole, private/public, etc.) and across varying jurisdictions, i.e. local, county, state, etc. (<http://www.nicic.org/pubs/2004/019342.pdf>).*

*There are several sources when looking for evidence-based or promising practices to address the mental health, substance use or co-occurring disorders which are prevalent within the adult criminal and juvenile justice offender population. One such document is *Improving Outcomes for people with Mental Illnesses under Community Corrections Supervision: A Guide to Research-Informed Policy and Practice* developed by the MacArthur Foundation and the Justice Center within the Council of State Governments (<https://csqjusticecenter.org/cp/publications/improving-outcomes-for-people-with-mental-illnesses-under-community-corrections-supervision-a-guide-to-research-informed-policy-and-practice/>). This guide is divided into three sections: 1.) the nature and extent of the problem, 2) strategies to improve outcomes for people with mental illness under community corrections supervision, and 3) future research questions and implications for policy and practice. The Substance Abuse and Mental Health Services Administration (SAMHSA) has also developed a National Registry of Evidence-based Programs and Practices (NREPP) (<http://www.nrepp.samhsa.gov/>) which is a searchable database of interventions for the prevention and treatment of mental health and substance use disorders. The National Institute on Drug Abuse (NIDA) has also published thirteen Principles of Drug Abuse Treatment for Criminal Justice Populations ([http://www.nida.nih.gov/PDF/PODAT\\_CJ/PODAT\\_CJ.pdf](http://www.nida.nih.gov/PDF/PODAT_CJ/PODAT_CJ.pdf)) which is intended to describe the treatment principles and research findings that have particular relevance to the criminal justice community and to treatment professionals working with drug abusing offenders. It is divided into three main sections: (1) research findings on addicted offenders distilled into 13 essential principles, (2) a series of frequently asked questions (FAQs) about drug abuse treatment for those involved with the criminal justice system, and (3) a resource section that provides Web sites for additional information. A summary of the research underlying both the principles and the FAQs is available on NIDA's Web site at <http://www.drugabuse.gov/>.*

*Research in Briefs are regularly developed by the Division of Probation Services at the State Court Administrator's Office which recognized that Districts often do not have the time to sift through research and consider how they might utilize the information and adjusts practices to become more effective. In an effort to make this information more widely available and useful, "Research in Briefs" are both disseminated and posted on the Judicial Department's website. These documents ([http://www.courts.state.co.us/Administration/Custom.cfm/Unit/eval/Page\\_ID/180](http://www.courts.state.co.us/Administration/Custom.cfm/Unit/eval/Page_ID/180)) are intended to summarize potentially helpful information related to effective practices and suggest possible and practical application of the information. Topics and practical applications that reinforce the principles of effective interventions are chosen for inclusion in these publications.*

*Although specific issues pertaining to the juvenile justice system are not currently being addressed by the CCJJ, there is a whole body of evidence regarding evidence-based and promising practices which can guide JAG applicants in addressing issues within the juvenile justice system. For additional information regarding research or evidence-based juvenile programming, there are*

several resources including the Model Programs Guide (MPG) website at <http://www.ojjdp.gov/mpg>, which has been developed by the Office of Juvenile Justice and Delinquency Prevention. This website is designed to assist practitioners and communities in implementing evidence-based prevention and intervention programs that can make a difference in the lives of children and communities. The MPG database of evidence-based programs covers the entire continuum of youth services from prevention through sanctions to re-entry. The MPG can be used to assist juvenile justice practitioners, administrators, and researchers to enhance accountability, ensure public safety, and reduce recidivism. The MPG is an easy-to-use tool that offers the first and only database of scientifically proven programs across the spectrum of youth services.

Other resources for evidence-based programs include:

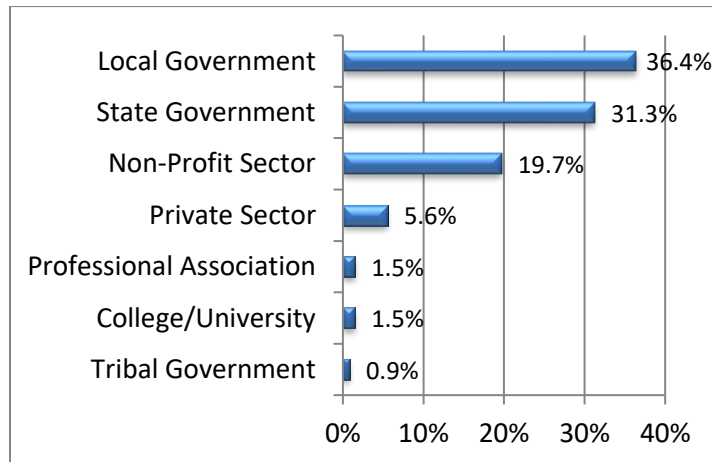
Source	Web address
Provides information on several crime reduction and prevention program and practices	<a href="http://www.crimesolutions.gov/">http://www.crimesolutions.gov/</a>
National Training and Technical Assistance Center which serves as BJA's training and technical assistance center. Website provides resources, tools, webinars, and TTA support on a variety of criminal justice issues and initiatives.	<a href="https://www.bjatrainng.org/">https://www.bjatrainng.org/</a>
Contains resources to support strategic planning, program development, and implementation of evidenced-based policy and practice.	<a href="http://www.ncjip.org">NCJP.org</a>
Evidence-based Policing Matrix provides information on evidenced-based practices for law enforcement	<a href="http://cebcp.org/evidence-based-policing/the-matrix/">http://cebcp.org/evidence-based-policing/the-matrix/</a>
What works in Reentry Clearinghouse provides research on the effectiveness of reentry programs and practices	<a href="https://whatworks.csgjusticecenter.org/">https://whatworks.csgjusticecenter.org/</a>
Blueprints for Violence Prevention	<a href="http://www.colorado.edu/cspv/blueprints/">http://www.colorado.edu/cspv/blueprints/</a>
CASEL (Collaborative for Academic, Social, and Emotional Learning)	<a href="http://www.casel.org/research#Field">http://www.casel.org/research#Field</a>
Centers for Disease Control and Prevention	<a href="http://www.cdc.gov/publications/">http://www.cdc.gov/publications/</a>
Colorado Office of Interagency Prevention Systems	<a href="http://www.colorado.gov/bestpractices/">http://www.colorado.gov/bestpractices/</a>
Community Guide for Helping America's Youth	<a href="http://youth.gov/">http://youth.gov/</a>
Department of Education Safe, Disciplined, and Drug Free Schools	<a href="http://www2.ed.gov/about/offices/list/osdfs/programs.html">http://www2.ed.gov/about/offices/list/osdfs/programs.html</a>
Drug Strategies, Inc.	<a href="http://www.drugstrategies.org/">http://www.drugstrategies.org/</a>
Improving Transition Outcomes for Youth Involved in the Juvenile Corrections System	<a href="http://www.ncwd-youth.info/juvenile-justice-guide">http://www.ncwd-youth.info/juvenile-justice-guide</a>
Institute of Medicine	<a href="http://www.iom.edu/">http://www.iom.edu/</a>
NIDA Preventing Drug Abuse	<a href="http://www.drugabuse.gov/publications/preventing-drug-abuse-among-children-adolescents/preface">http://www.drugabuse.gov/publications/preventing-drug-abuse-among-children-adolescents/preface</a>
National Institute of Justice What Works Report	<a href="http://www.ncjrs.gov/works/">http://www.ncjrs.gov/works/</a>
OJJDP Model Programs Guide	<a href="http://www.ojjdp.gov/mpg">http://www.ojjdp.gov/mpg</a>
Promising Practices Network	<a href="http://www.promisingpractices.net/">http://www.promisingpractices.net/</a>
National Registry of Evidence-based Programs and Practices	<a href="http://www.nrepp.samhsa.gov/">http://www.nrepp.samhsa.gov/</a>
Research in Briefs/ CO State Court Administrator's Office	<a href="http://www.courts.state.co.us/Administration/Custom.cfm/Unit/eval/Page_ID/180">http://www.courts.state.co.us/Administration/Custom.cfm/Unit/eval/Page_ID/180</a>

## (2) PROJECT DESIGN AND IMPLEMENTATION

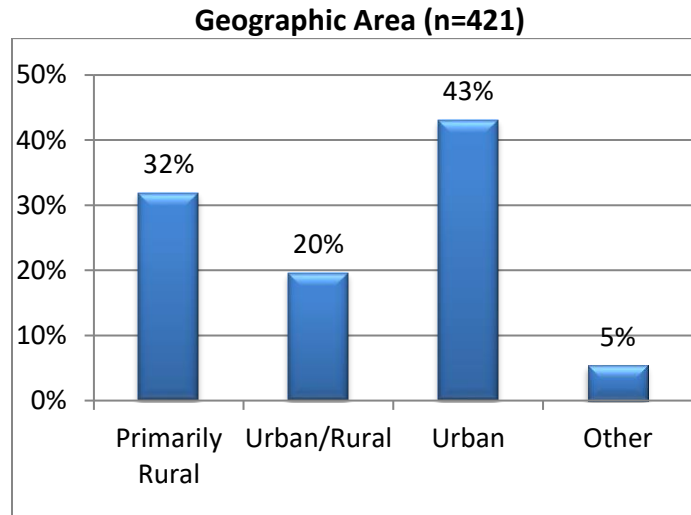
Colorado’s strategic planning process resulted in Colorado’s JAG Strategic Plan for 2019-2024 which provides documentation of the process and the outcome of bringing together dozens of criminal justice stakeholders from across the state to identify problems, prioritize them, and recommend solutions.

In order to assess the types and level of needs for JAG funds, the Division of Criminal Justice’s (DCJ) Office of Adult and Juvenile Justice Assistance, which administers the JAG program, conducted a survey in late summer of 2014, the results of which were presented to the JAG Board at its October 2014 Strategic Planning Retreat. The survey, patterned after similar surveys used by other states developed with the support of the National Criminal Justice Association, was widely distributed across the state to state and local governmental and non-governmental (including non-profit) organizations who are involved with criminal and/or juvenile justice issues. A total of 449 responses were received, with a majority representing government at either the local (36.4%) or state (31.3%) level, followed by the non-profit sector (19.7%).

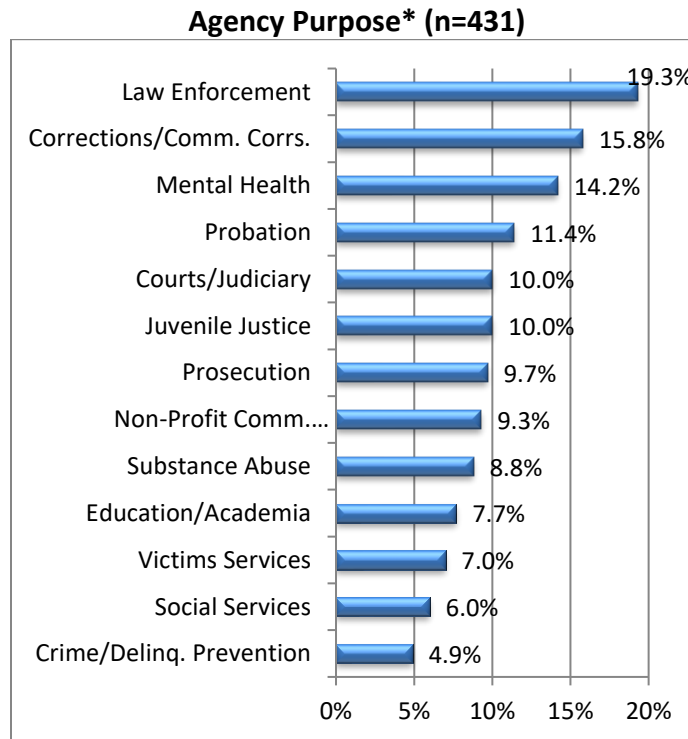
**Primary Interest (n=435)**



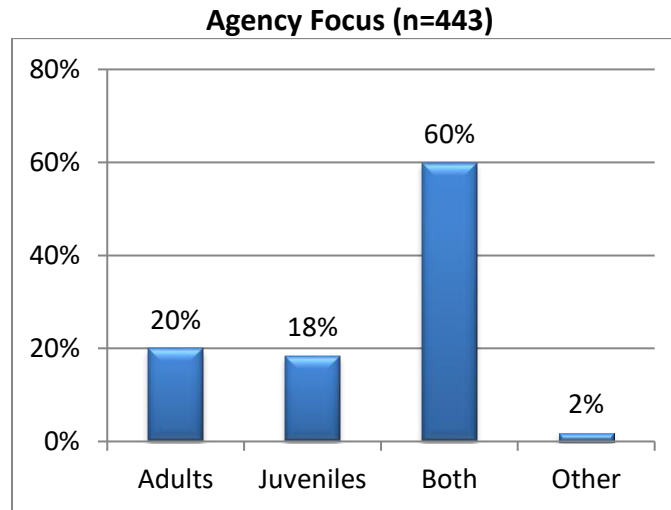
The geographic distribution of respondents was also diverse, with 43% representing Urban areas, 32% primarily Urban, and 20% Urban/Rural mix.



The diversity of agency purpose of respondents was quite diverse with 19.3% representing law enforcement, followed by Corrections/Community Corrections at 15.8% and Mental Health at 14.2% and Probation at 11.4%. All others were less than 10%.



The focus of the respondent participants was primarily both adult and juvenile at 60%, followed by those who primarily served adults at 20% and those who primarily served juveniles at 18%.



Survey respondents were asked, “Of the various components within the seven JAG Program Areas, rank in order of importance, with 1 being the most important, which components are most in need of investment?” With a response rate of 278, the following Program Areas were identified to be the most in need of investment.

- Prevention Programs
- Law Enforcement Programs
- Court Programs
- Education Programs
- Drug Treatment Programs

Within the then seven JAG Program Areas, respondents were also asked to rank in order of importance their top three program types or subcategories such as particular equipment under the Law Enforcement Program Area or types of specialty courts under the Prosecution, Courts and Indigent Defense Program Area. What became evidently clear is the diversity across the state and across agency purposes just what those top items would be. The rank ordering was too close to identify any clear components within any JAG Program Area that should be a top funding priority.

What was clearer though, was that the goal as established by the JAG Board for funding was well supported by respondents overall. When asked “To what degree do you agree with the JAG Board-established goal to support programs that prevent or reduce crime, delinquency, and recidivism; and that improve outcomes for those affected by crime, using innovative, multidisciplinary, evidence-based, best, or promising practices? Thinking about the

criminal/juvenile justice system needs in your community/service area, please tell us how important the following goal components are for your community.”, the percentage of respondents indicating “Agree” or “Strongly Agree” ranged from 83% to 96% for the entire list of eleven JAG Goal components.

- Prevention or reduction of juvenile delinquency,
- Reduction of juvenile delinquency recidivism
- Use of multi-disciplinary/collaborative processes in juvenile justice
- Focus on prevention or reduction of recidivism
- Use of evidence-based, best, or promising practices
- Use of innovative practices in juvenile justice
- Prevention or reduction of adult crime
- Reduction of adult recidivism
- Use of multi-disciplinary/collaborative processes in adult criminal justice
- Use of innovative practices in adult criminal justice, and
- Focus on improving outcomes for those affected by crime

As can be seen below, there was also a lot of synchronicity between the top 5 most pressing issues from respondents both at the state and local levels.

“From a STATEWIDE perspective, what do you see as the most pressing issues? (Please rank with 1 being the most important)”

**Top Five (of 18)**

Crime Prevention  
Delinquency Prevention  
Access to BH (SA/MH) Services/Initiatives  
Accurate Risk Assessment for Offenders  
Recidivism Reduction

**Bottom Five (of 18)**

Increased Drug Enforcement  
Increased Gang Enforcement  
Increased Drug Enforcement: Marijuana  
Human Trafficking  
Immigration Services

“From a LOCAL perspective, what do you see as the most pressing issues? (Please rank with 1 being the most important)”

**Top Five (of 18)**

Crime Prevention  
Delinquency Prevention  
Access to BH (SA/MH) Services/Initiatives  
Accurate Risk Assessment for Offenders  
Recidivism Reduction

**Bottom Five (of 18)**

Enhanced Reentry Services  
Increased Gang Enforcement  
Increased Drug Enforcement Specific to Marijuana  
Human Trafficking  
Immigration Services

The survey was helpful in that it supported the JAG Board's decision to remain broad in its scope of what programs to fund as no single area of need could be identified statewide. Geographic location, purpose of the agency within the broad criminal or juvenile justice arena, and whether a state or local agency each has different levels of need.

The JAG Board's decision making process was also informed by the work of the Colorado Commission on Criminal and Juvenile Justice (CCJJ or Commission). At least annually, the SAC director, who is the lead staff person for the Commission, makes a formal presentation to the JAG board on the Commission's work priorities. This presentation occurred at the JAG Board's 2018 JAG strategic planning session on September 26, 2017. Commission publications are forwarded to the JAG board members, and the DCJ/OAJJA Manager is a member of the CCJJ.

To understand Colorado's strategic planning process, it is necessary to understand the work of the Commission on Criminal and Juvenile Justice. The Commission is a 30 member, multidisciplinary group that is mandated, by statute (Colorado Revised Statute 16-11.3-103(1)), to accomplish the following:

*The mission of the Commission is to enhance public safety, to ensure justice, and to ensure protection of the rights of victims through the cost-effective use of public resources. The work of the Commission will focus on evidence-based recidivism reduction initiatives and the cost-effective expenditure of limited criminal justice funds.*

The statute requires that the Commission make recommendations for reform and, to date, it has promulgated 268 recommendations, most of which have been completed/implemented.<sup>1</sup> The recommendations are data-driven, and promote the use of evidence based policies and practices to reduce recidivism, remove barriers to employment and other collateral consequences of conviction, implement sentencing reform, divert youth and adults from the justice system, address behavioral health disorders, and promote the training and education of criminal justice practitioners.

The membership composition of the Commission reflects key criminal justice stakeholders from across the state, and includes the following representatives:

- Executive director, Department of Public Safety
- Executive director, Department of Corrections
- Executive director, Department of Human Services
- Executive director, Department of Higher Education

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<sup>1</sup> The status of these recommendations can be found at the Commission's web site, at <https://www.colorado.gov/ccjj>.



- State Public Defender
- Four legislators
- Chair, Adult Parole Board
- Chair, Juvenile Parole Board
- County commissioner
- Representative of non-profit representing municipalities
- Sheriff representing state Sheriff's Association
- Chief representing state Chiefs of Police Association
- Attorney General
- Director of Probation Services
- Director, Division of Criminal Justice (SAA)
- District court judge
- Juvenile justice expert
- Executive director, District Attorneys Association
- One elected district attorney
- Representative of victim rights organization
- Victim rights advocate
- Crime victim
- Former offender
- At-large: mental health treatment provider
- At-large: criminal defense attorney

Much of the work undertaken by the Commission is accomplished in its task forces and committees.<sup>2</sup> The task forces and committees are composed of scores of criminal justice professionals from state and local agencies, along with representatives from non-profit organizations. Task Force and committee members significantly expand the level of “representation” of stakeholders. For example, active members include representatives from the adult and juvenile defense bars, officials from criminal justice reform organizations, jail administrators, assistant prosecutors, the director of parole, mental health professionals from community mental health centers and the Department of Corrections, members of the parole board, legislators, representatives from the Division of Youth Services, the state drug court administrator, private treatment providers, the JAG and JJ state grants program manager, and staff from the state Division of Behavioral Health, among others.

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<sup>2</sup> Task forces are empaneled for at least a year, and are often active for several years. Committees seek shorter-term solutions to very specific issues.

As task force or committee members, these individuals study issues, identify gaps in procedures and practice, prioritize concerns, develop timelines, obtain data on the topics they study, and make recommendations to the full Commission. The Commission meets monthly to review the work of the task forces and committees and, when making recommendations for reform, requires a “super-majority” of 66% approval before a task force/committee proposal becomes a final “Commission recommendation.”

The Commission’s annual reports focus on recommendations for reform.<sup>3</sup> The published recommendations include the empirical evidence that supports them, when it is available. In fact, the Commission has established a reputation for being “evidence-based.” Recommendations that have resulted in legislation have been called “Commission bills” and they usually pass unanimously through legislative committees.

Some of the Commission’s recommendations for systemic reform are legislative and are outside the purview of the JAG board. Nevertheless, the Commission has placed a high priority on training corrections practitioners in evidence-based practices, the expansion of behavioral health treatment, program evaluation, adult and juvenile diversion programs, bail reform, responding to truancy and “crossover youth” (who are in the child welfare system and the justice system), and the reduction of minority overrepresentation.<sup>4</sup> Recently, in just one example, the Commission collaborated with other entities to support legislation that would prohibit the use of county jails as holding facilities for individuals in a mental health crisis.

To demonstrate the scope of the Commission’s work, the following is a list of study groups the Commission has empaneled:

- Bail Subcommittee
- Comprehensive Sentencing Task Force
- Community Corrections Task Force
- Cost Savings Subcommittee
- Data Sharing Task Force
- Direct File Subcommittee

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<sup>3</sup> Please see the 2017 annual report, available at [https://cdpsdocs.state.co.us/ccjj/Resources/Report/2017-12\\_CCJAnnRpt.pdf](https://cdpsdocs.state.co.us/ccjj/Resources/Report/2017-12_CCJAnnRpt.pdf).

<sup>4</sup> In 2017 the Commission requested that the analysis of a statewide report on disparity across criminal justice decision points be disaggregated by judicial district so that the information becomes actionable at the local level. This resulted in additional analysis and the publication of 22 judicial district reports.

- Drug Policy Task Force
- Behavioral Health Task Force
- Probation Task Force
- Incarceration Task Force
- Post-incarceration Task Force
- Sentencing Task Force
- Juvenile Justice Task Force
- Juvenile Continuity of Care Task Force
- Transition Task Force
- Sex Offense Task Force
- Cyberbullying Subcommittee
- Mandatory Parole Subcommittee
- Re-entry Task Force

Commission members agreed that efforts for Fiscal Year 2018 should be focused on the following areas of study:

- **Incarceration of the mentally ill (focus: jails)**
  - Behavioral health interventions
  - Defining and promoting the use of early diversion
  - Crisis Intervention Training for law enforcement
- **Bail/pretrial reform**
  - Assessment of prior bond reform efforts
  - Support to local jurisdictions/education of judges in use of evidenced-based bond decisions; use of risk assessment
  - Maximize use of PR bonds/minimize use of money bonds
  - Expand pretrial services programs
  - Review of Colorado Pretrial Assessment Tool (CPAT)

- **Age of delinquency**
  - Safe management of 10, 11, 12 year olds
  - Co-mingling younger youth with older youth
  - Assessments/protocols for young adults, 18-25
- **Clarify sentencing laws**
  - Current sentencing structure is confusing for professionals, victims, offenders
  - Prison population is at capacity: what are drivers of prison population?

Further, the Commission's priorities for the improvement of the administration of justice are also aligned with the funding priorities developed by Colorado's Juvenile Justice and Delinquency Prevention Council (JJDP Council), the body that oversees funding from the U.S. Office of Juvenile Justice and Delinquency Prevention. Colorado's JJDP Council serves as the state advisory group (SAG) as defined in Title II of the federal Juvenile Justice and Delinquency Prevention Act of 2002, is also based with the Colorado Division of Criminal Justice's Office of Adult and Juvenile Justice Assistance. Because of this, it facilitates the cross pollination needed for quality strategic planning between the JAG Board and the JJDP Council. The JJDP Council's most recent Juvenile Justice Plan which is available on-line at: <https://www.colorado.gov/pacific/dcj/node/166331>.

This three-year plan which is shared with the JAG Board is based upon an in-depth analysis of Colorado's juvenile justice system including a systematic review of the various agencies involved in the lives of youth with problem behaviors and their families. What is included is an analysis of Colorado's youth serving systems from prevention through aftercare including an analysis of juvenile crime problems, juvenile needs and resource availability and gaps. This strategic plan document begins with statewide prevention efforts that are integral to the prevention of juvenile delinquency. From there, it provides information regarding the "state of the state" in all facets of the juvenile justice system, describing the path a juvenile takes as they penetrate further into the system. Finally, it includes Colorado's plans for addressing the priorities for the Title II Formula Grant Program as well as the plans to address compliance with the four core requirements of the JJDP Act: deinstitutionalization of status offenders; separation of juveniles from adult offenders; removal of juveniles from adult jails and lock-ups; and, the plan for compliance with the Disproportionate Minority Contact.

This alignment is strengthened by cross-participation by the DCJ OAJA Manager whose Office staffs the JJDP Council and assists in implementing its Three Year Plan. This group has identified the need to develop a Colorado Juvenile Justice Training Academy, an Evidence-Based Principles and Practices State-Wide Initiative to better serve children, youth and families; and promote changes in educational, programming and organizational culture to support a collaborative design of integrated services to proactively meet the behavioral health needs of youth that frequently drive them into the justice system.

In sum, Colorado's JAG priorities are intentionally broad but informed by the work and priorities identified by both the Commission on Criminal and Juvenile Justice—the main justice policy-making body in the state—and the state's Juvenile Justice and Delinquency Prevention Council.

### **(3) CAPABILITIES /COMPETENCIES/COORDINATION EFFORTS**

The Office of Adult and Juvenile Justice Assistance (OAJJA) within the Colorado Department of Public Safety, Division of Criminal Justice, administers the Justice Assistance Grant for the State of Colorado. This Office is in a unique position to be able to maximize federal resources by reducing duplication of programming, assuring best practices in both the adult and juvenile arenas, and broadening the knowledge of community needs through its planning process. The office also administers a John R. Justice (JRJ), Title II (Formula) funding from Office Juvenile Justice and Delinquency Prevention (OJJDP); the National Criminal History Improvement Program (NCHIP) from the Bureau of Justice Statistics; the Paul Coverdell Forensic Grant from the National Institute of Justice; and also the state-funded Juvenile Diversion program. Responsibility for a multitude of grant programs within one office assures elimination of duplication and improved cross system collaboration.

Law enforcement agencies also apply for and receive Homeland Security funding. As in past years, the JAG Board, remains concerned about maintaining consistency with the state's Homeland Security Strategy and funding priorities when appropriate. The JAG Board's law enforcement representatives allow for the connection to this fund's source, its priorities, etc.

The Division of Criminal Justice also houses the office that administers the various state and federal victims' grants. The strong relationship between OAJJA and the Office for Victims Programs (OVP) provides another opportunity to reduce funding duplication and assures that victim-centered practices are coordinated in any JAG or juvenile project that impacts victims. The Department of Public Safety has several other Divisions and Offices, including the Colorado State Patrol and Office of Preparedness, Colorado Bureau of Investigations, and Security & Fire Safety which interact almost daily with the Division of Criminal Justice.

The Division of Criminal Justice's Office of Research and Statistics (ORS), as Colorado's designated Statistical Analysis Center (SAC), is the principal agency responsible for general criminal justice research and Byrne/JAG program evaluation activities. The research projects funded by Byrne/JAG have informed state legislators, policy advisors and practitioners about many findings in the criminal justice arena. In 2006, the Justice Research and Statistics Association (JRSA) honored ORS with the Phillip Hoke National Publication Award for Excellence in Research/Policy Analysis for its "Evaluation of the Youthful Offender System (YOS) in CO: 2004" Report. ORS also received mention for its "Crime and Justice in Colorado" Report. Both these studies were

supported by JAG/Byrne federal funds and can be viewed on DCJ's website <http://www.colorado.gov/ccjdir/ORS2/index.htm>. The ORS received the "Research and Policy Analysis" award from the Justice Research and Statistics Association at their conference in St. Louis. The award recognizes the 2008 Criminal and Juvenile Justice Commission Annual Report and commends its integration of national and state data along with the presentation of ideas and direction to other states interested in the reform issues that the report addressed.

Criminal and juvenile justice information sharing has been a big focus for Colorado's JAG efforts in past years and continues to be so today. The Colorado Integrated Criminal Justice Information System (CICJIS) is an integrated computer information system that links five state-level criminal justice agencies - law enforcement, prosecution, courts, adult corrections and juvenile corrections - to create one virtual criminal justice information system. This enables all criminal justice agencies to track offenders through the criminal justice system from arrest and prosecution to adjudication and incarceration. The DCJ works closely with the CICJIS and its partner agencies when considering information sharing applications for funding to assure that such efforts align with the CICJIS processes.

The CICJIS agencies and applications include:

Colorado Department of Public Safety, Colorado Bureau of Investigation (CBI) - CBI's Colorado Crime Information Center (CCIC) is the state's criminal history repository and serves over 300 local law enforcement agencies.

Colorado District Attorneys Council (CDAC) - the D.A.'s ACTION case management system tracks felony, juvenile and misdemeanor cases for 18 of 22 district attorneys throughout the state.

Colorado Judicial Branch - the court's ICON case management information system provides probation case management services and tracks all felonies, juveniles and 90% of misdemeanors throughout the state.

Colorado Department of Corrections (CDOC) - the Department of Corrections Information System includes all adults incarcerated in state correctional facilities, adult parolees and community corrections clients.

Colorado Department of Human Services, Division of Youth Services (CDHS-DYS) - the DYS's Client Data System includes all juveniles incarcerated in state-operated and contract facilities, as well as juvenile parolees.

CICJIS is a virtual database because it provides access to information contained on each of the five systems without unnecessary data duplication between the agencies' legacy systems. Through the use of a three-tier, middleware architecture, a user on any of the five systems can

view information contained on another system as if it were stored locally. Transparent, real-time access to criminal justice information is the ultimate goal of CICJIS. To accomplish this, CICJIS performs two core functions: real-time transfer of shared data and interactive access to data stored on remote systems.

#### **(4) STATE PLAN FOR COLLECTING AND SUBMITTING PERFORMANCE MEASUREMENT DATA**

The DCJ's Office of Adult and Juvenile Justice Assistance (OAJJA) requires subgrantees to enter their project's data into the Bureau of Justice Assistance's Performance Data Tool (PMT) database within 15 days of each calendar quarter end date. OAJJA staff reviews information to ensure accuracy and completeness. This ensures that required performance reports which are due to the Bureau of Justice Assistance within 30 days of each calendar quarter's end are completed. In order to emphasize the importance of these performance measures reporting requirements, the following was placed in the JAG Program Instructions for subgrantees: *"If the mandated performance reporting data required by DCJ, is not provided during project implementation in a timely manner, it can result in the cancellation of the grant and DCJ may request a refund of federal funds expended during the period of non-compliance. Non-compliance can also adversely affect eligibility for future federal funding under this program. This JAG-mandated performance measure reporting is in addition to any other required reporting including quarterly narrative and financial reports."*

## APPENDIX A

<b>JUSTICE ASSISTANCE GRANT (JAG) BOARD</b>	
<b>March 2020</b>	
<p>Mitchell Murray (07/12) JAG Board Chair 8<sup>th</sup> Judicial District, District Attorney's Office</p>	<p>William Sightler (04/13) JAG Board Vice Chair Chief Probation Officer, 9<sup>th</sup> Judicial District</p>
<p>Matt Friesen (02/13) SB 94 Coordinator, Division of Youth Services</p>	<p>Doug Eler (08/14) Director, Weld County Justice Services</p>
<p>Alexis Devine (08/14) Synergy Outpatient Director</p>	<p>Tom Giacinti (09/14) Retired, Jefferson County Justice Services</p>
<p>Rebecca Huckaby Raphaelson (04/16) Colorado Department of Human Services, Office of Behavioral Health</p>	<p>Sheryl Berry (10/18) Chief Deputy District Attorney (DA) 1<sup>st</sup> Judicial District Attorney's Office</p>
<p>Heather Garwood (10/18)</p>	<p>Demetria Trujillo (10/18) Office of the Colorado Public Defender</p>
<p>Brian Barela (10/19) Adjunct, Pikes Peak Community College</p>	<p>Sean Smith (10/19) Sheriff/La Plata County</p>
<p>Douglas Gray (10/19) Chief Probation 18th/State of Colorado</p>	<p>Brian Cousineau (10/19) Detective Sergeant, Englewood PD</p>
<p>Karen Morgenthaler (10/19) Executive Director/Gateway to Success</p>	<p>Robert Dalley (10/19) Chief/DeBeque Marshal's Department</p>
<p>Christa Taylor (10/19) Program Director/Colorado Organization for Victim Assistance</p>	<p>Susan White (10/19) Assistant Director/DOC-Division of Adult Parole</p>

(Dates shown are original dates of appointments)