

## **PROGRAM NARRATIVE**

### **(1) STATEMENT OF THE PROBLEM AND COLORADO'S 2015 JAG FUNDING PRIORITIES**

The Colorado Justice Assistance Grant (JAG) Board's Strategic Planning meeting was held on October 15 & 16, 2014 where the Board reviewed its previously established goal and made slight amendments. The amended for Colorado's JAG Program for 2015 and beyond reads as follows:

To support implementation of programs or provide resources that prevent, reduce, or address crime, delinquency, recidivism, or improve outcomes for those affected by crime using innovative, multidisciplinary, evidence-based, or 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
- Planning, evaluation, and technology improvement programs
- Prevention and education programs
- Prosecution, court and indigent defense programs

These funds are 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 Colorado JAG Board received training in evidence-based correctional practices, and members of the board are very familiar with the application of these practices in their organizations and agencies. The Governor (who appoints the JAG Board members) has

consistently made it clear that he wants the effective and efficient use of government resources, as stated in the JAG Program goal. This perspective was a primary aspect of his previous campaigns for governor, and it remains a constant refrain from officials from the Governor's Office. The goal is a clear recognition of the larger movement in the justice field to develop and implement programs and practices that build on evidence-based correctional practices. These practices are described by the National Institute of Corrections and summarized in a document that has been distributed to scores of policy makers and criminal justice practitioners in Colorado (please see <http://nicic.gov/library/026917>).

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

October 2014	Establishment of the 2015 JAG Board goals and priorities for funding
December 2014	Develop Application, Instructions and Announcement of Available Funds – Modification of current JAG announcement, listing who can apply, purposes of funds, restrictions on funding, required performance measures and reporting requirements to be specific to 2015 JAG funding
January 2015	Funding Announcement e-mailed/Announcement, Instructions and Application placed on DCJ website
February 2015	Subgrant Application Deadline
March-April 2015	Applications available for review by Justice Assistance Grant Board Members
May 12-15, 2015	Funding Conference – Initial funding decisions for JAG
May 2015	Notification of initial funding recommendations to applicants
June 2015	Requests for Reconsideration Deadline
July 2015	Reconsideration Meeting by JAG Board- final funding decisions for JAG applications
July 2015	Memo to Governor listing projects approved for funding including project descriptions and federal award amount
August 2015	Grant Agreements to Grantees
10/1/15-9/30/16	2015 JAG Subgrant Project Duration

## **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 also 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.

### **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, 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. Through such programs, offenders with mental illness are receiving more appropriate services because those who work in these systems have a better understanding of this special population's needs and of the role they, as staff, play in either providing direct services or appropriate and timely referrals to other agencies/systems.

### **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, among others.

### **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 to coordinate and integrate law enforcement, prosecution, judicial efforts, and victim services to identify and respond to victims of crime. In Colorado, victim's services are funded primarily through the Division of Criminal Justice's Office of Victim's Programs (OVP) which administers the federal Stop Violence Against Women Act (VAWA), Victim's Compensation, and Victims of Crime Act (VOCA) funding as well as the State Victim's Assistance and Law Enforcement (VALE) funds. OVP additionally provides Victims Rights Act Compliance assistance to victims of crime to ensure that their rights were protected by criminal justice agencies. This program area for JAG funding includes many projects previously categorized under other program areas such as specialized prosecution for victims of sexual assault or domestic violence and projects responding to drug endangered children.

### **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 2015 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 2015 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 2015 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 2015 JAG subgrant application instructions.

*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 Annual CCJJ Annual Reports both 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 subgrants awarded under the JAG Formula and JAG ARRA programs. (<http://www.colorado.gov/cs/Satellite/CDPS-CCJJ/CBON/1251617151523>)*

*Much of the initial work of the CCJJ was largely based upon two bodies of literature. The first was *What Works- A Compendium of Evidence-Based Options for Preventing New and Persistent Criminal Behavior* published by the Colorado Division of Criminal Justice in February of 2008 (<http://www.colorado.gov/cs/Satellite/CDPS-CCJJ/CBON/1251617151523>). 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* ([http://www.colorado.gov/ccjdir/ORS2/research\\_documents.htm#2008](http://www.colorado.gov/ccjdir/ORS2/research_documents.htm#2008)) 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://www.bja.gov/Publications/CSG\\_MHC\\_Research.pdf](https://www.bja.gov/Publications/CSG_MHC_Research.pdf)). 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 disseminated throughout the state and posted on the Judicial Department's website, these documents, located at: [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.dsqonline.com/mpg2.5/mpg\\_index.htm](http://www.dsqonline.com/mpg2.5/mpg_index.htm), which has been developed for 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
The Office of Justice Programs' CrimeSolutions.gov uses rigorous research to determine <b>what works</b> in criminal justice, juvenile justice, and crime victim services.	<a href="http://www.crimesolutions.gov/">http://www.crimesolutions.gov/</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/programs/index.php">http://www.casel.org/programs/index.php</a>
Centers for Disease Control and Prevention	<a href="http://www.cdc.gov/node.do/id/0900f3ec8000e539">http://www.cdc.gov/node.do/id/0900f3ec8000e539</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://www.helpingamericasyouth.gov/">http://www.helpingamericasyouth.gov/</a>
Department of Education Safe, Disciplined, and Drug Free Schools	<a href="http://www.ed.gov/about/offices/list/osdfs/index.html">http://www.ed.gov/about/offices/list/osdfs/index.html</a>
Drug Strategies, Inc.	<a href="http://www.drugstrategies.org/">http://www.drugstrategies.org/</a>
Hamilton Fish Institute	<a href="http://hamfish.org/cms/">http://hamfish.org/cms/</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.nida.nih.gov/Prevention/Prevopen.html">http://www.nida.nih.gov/Prevention/Prevopen.html</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.dsgonline.com/mpg2.5/mpg_index.htm">http://www.dsgonline.com/mpg2.5/mpg_index.htm</a>
Promising Practices Network	<a href="http://www.promisingpractices.net/">http://www.promisingpractices.net/</a>
Surgeon General's Youth Violence Report	<a href="http://www.surgeongeneral.gov/library/youthviolence">http://www.surgeongeneral.gov/library/youthviolence</a>
National Registry of Evidence-based Programs and Practices	<a href="http://www.nrepp.samhsa.gov/">http://www.nrepp.samhsa.gov/</a>
The National Reentry Resource Center	<a href="http://www.nationalreentryresourcecenter.org/what">http://www.nationalreentryresourcecenter.org/what</a>
LINKS Repository for Systems Transformation (ReST) Website	<a href="http://www.cdphe.state.co.us/ps/isp/ReST/index.html">http://www.cdphe.state.co.us/ps/isp/ReST/index.html</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**

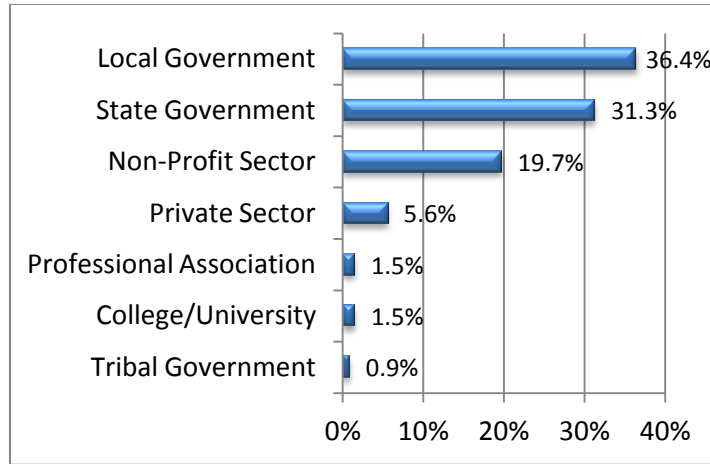
Colorado's strategic planning process does not result in a written strategic plan, *per se*. However, it does result in significant documentation of the process and the outcome of bringing together dozens of criminal justice stakeholders from across the state to identify problems, prioritize them, and recommend solutions.

This year, 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



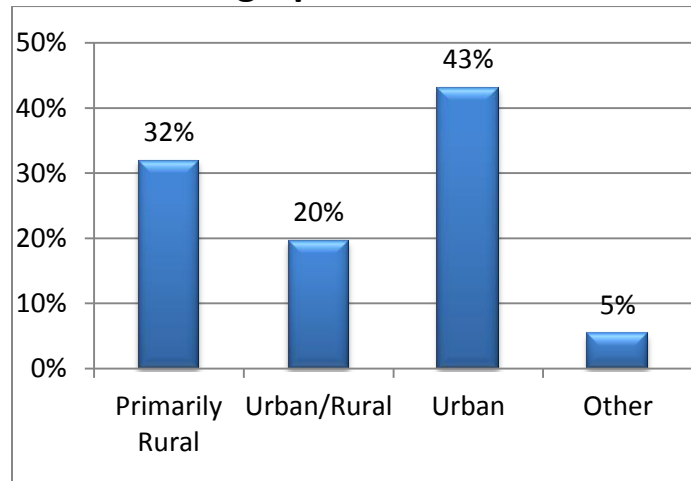
Association, was widely distributed across the state to state and local governmental and non-governmental (including non-profit) organizations who are involved with criminal and/or juvenile justice issues. A total of 449 responses were received, with a majority representing government at either the local (36.4%) or state (31.3%) level, followed by the non-profit sector (19.7%).

### Primary Interest (n=435)



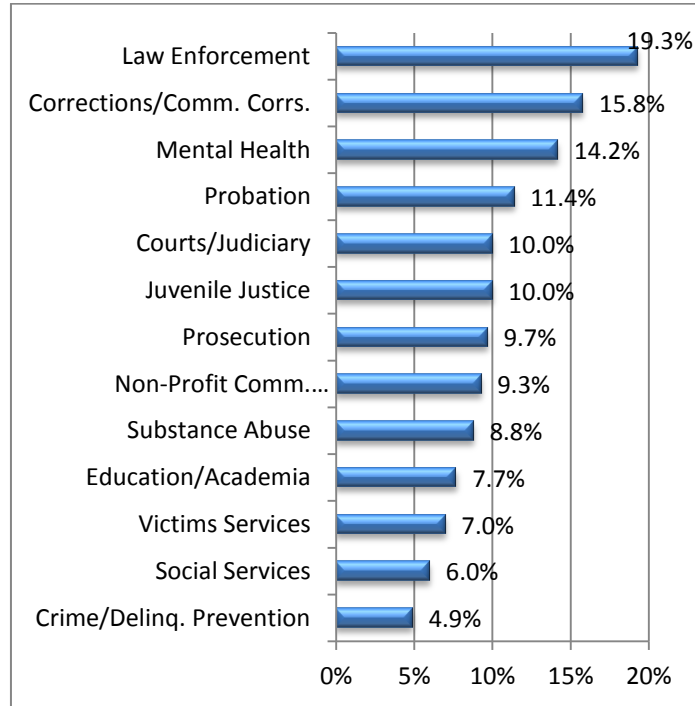
The geographic distribution of respondents was also diverse, with 43% representing Urban areas, 32% primarily Urban, and 20% Urban/Rural mix.

### Geographic Area (n=421)



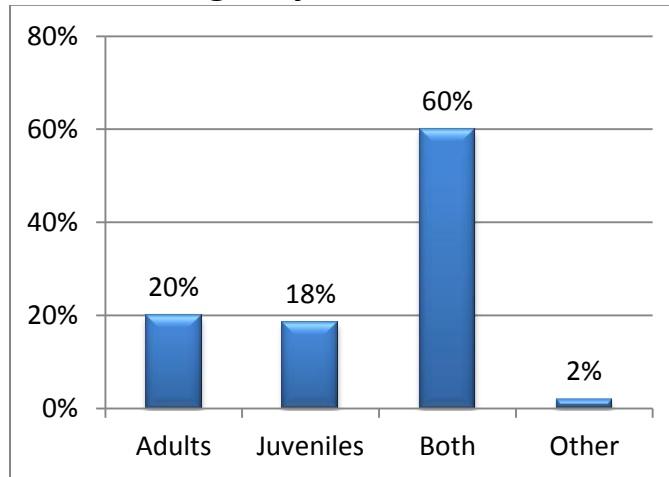
The diversity of agency purpose of respondents was quite diverse with 19.3% representing law enforcement, followed by Corrections/Community Corrections at 15.8% and Mental Health at 14.2% and Probation at 11.4%. All others were less than 10%.

### Agency Purpose\* (n=431)



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%.

### Agency Focus (n=443)



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 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 one particular 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 all bring 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 2015 JAG strategic planning session on October 15 & 16, 2014. 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 26 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 over 200 recommendations.<sup>1</sup> The recommendations are data-driven, promote the use of evidence based policies and practices to reduce recidivism, the removal of barriers to employment, the training and education of criminal justice practitioners, and the implementation of sentencing reform.

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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>.

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
- State Public Defender
- Four legislators
- Chair, State Parole Board
- Chair, Juvenile Parole Board
- County commissioner
- Sheriff representing state Sheriff's Association
- Chief representing state Chiefs of Police Association
- Attorney General
- Director of Probation
- Director, Division of Criminal Justice (SAA)
- District court judge
- Juvenile expert
- Two elected district attorneys
- Representative of victim rights organization
- At-large: mental health treatment provider
- At-large: criminal defense attorney
- At-large: victim representative
- 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 nearly 100 criminal justice professionals from state and local agencies. 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, bail bondsmen, jail administrators, victim advocates from district attorney’s offices, assistant prosecutors, the director of parole, mental health professionals from the Department of Corrections, members of the parole board, legislators, representatives from the Division of Youth Corrections, the state drug court administrator, private treatment providers,

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

the JAG and JJ state grant program manager, and staff from the state Division of Behavioral Health, among others.

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 75% approval before a task force/committee proposal becomes a final “Commission recommendation.”

The Commission’s annual report focuses on these recommendations for reform. 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 the reduction of minority overrepresentation.

Commission members agreed that efforts for Fiscal Year 2015 should be focused on the following areas of study:

- Screening and assessment
- Incarceration of the mentally ill
  - Behavioral health interventions
- Bail/pretrial reform
- Support to local jurisdictions
- Community Corrections
  - Referral process
  - Board composition/training/decision making
  - Modifications to the budgeting process to recognize differential risk levels of clientele
- Adult and juvenile diversion programs
- Re-entry

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 the JJDP Council. The JJDP Council recently published Colorado's 2015-17 Juvenile Justice Plan which is available on-line at: <https://docs.google.com/a/state.co.us/file/d/0B-Gph2bKxZIEUHJQWDIVcWh0X0E/edit>.

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 them in implementing their 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. Because the Commission's and JJDP Council's strategic planning processes are ongoing, dynamic, and includes input from broad and numerous justice stakeholders, we believe undertaking a separate strategic planning process for JAG funds would be redundant and inefficient.

### **(3) CAPABILITIES /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) and JABG 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), recipient of the 2009 "Best of Niem" Award, 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 Corrections (CDHS-DYC) - the DYCS 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>May 2015</b>	
Eva Wilson, Chair (10/10) Senior Chief Deputy District Attorney, 1 <sup>st</sup> Judicial District Attorney's Office	Kaye Hotsenpiller (07/12) Hilltop Community Resources
Jeanie Vela, Vice Chair (07/10) Office of the Colorado Public Defender	Sandy McFall (08/14) Director, Seven Cedars Live & Online Training
Susan Colling (08/04) Probation Services, State Court Administrator's Office	Mitchell Murray (07/12) 8 <sup>th</sup> Judicial District, District Attorney's Office
Alexis Devine (08/14) Syngery Outpatient Director	Jagruti Shah (10/12) Colorado Department of Human Services, Office of Behavioral Health
Doug Erler (908/14) Director, Weld County Justice Services	Joanie Shoemaker(05/07) Retired, Department of Corrections
Matt Friesen (02/13) SB 94 Coordinator, Division of Youth Corrections	William Sightler (04/13) Chief Probation Officer, 9 <sup>th</sup> Judicial District
Tom Giacinti (09/14) Retired, Jefferson County Justice Services	Kirk Taylor (07/13) Sheriff, Pueblo County
Sterling Harris (04/13) Colorado Organization for Victims Assistance (VOCA)	Gary Wilson (07/12) Denver Sheriff Department
Chief William Housley (03/12) Town of Granby Police Dept.	Paul Zuber (07/13) Deputy Public Safety Chief, City of Longmont

(Dates shown are original dates of appointments)