

City of Colorado Springs
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FY 2021

Local JAG Application

Edward Byrne Memorial Justice Assistance Grant (JAG) Program
Funding Opportunity Number: CFDA 16.738
Application Number: GRANT 13397005

Proposal Narrative

Background

Colorado Springs is the county seat of El Paso County, Colorado with an estimated county population of 739,880. The majority (69%) of El Paso County’s residents live within the city limits of Colorado Springs¹. El Paso County is home to five large military bases; personnel residing “on base” are not included in the population data listed above. The Colorado Springs area also has a strong tourism industry with approximately 23 million visitors to the region annually². Colorado Springs is Olympic City USA and home to the U.S. Olympic & Paralympic Committee Headquarters, more than twenty Olympic National Governing Bodies of Sports, the Colorado Springs Olympic Training Center where more than 10,000 athletes train each year, and the U.S. Olympic & Paralympic Museum.

Colorado Springs is bisected north to south by the heavily travelled Interstate 25, which runs from northern Wyoming to the border of Mexico serving as a main artery for vehicular traffic. During the first half of 2021, on average 123,568 vehicles per day passed through I-25 near downtown Colorado Springs³.

Within the city limits of Colorado Springs, the Colorado Springs Police Department (CSPD) provides police services in partnership with the community to promote the safety and welfare of the citizens it serves. CSPD currently has approximately 1,100 employees of which approximately 71% are sworn officers.

¹ <https://demography.dola.colorado.gov/population/population-totals-counties/#population-totals-for-colorado-counties> on 7/26/2021

² Visitor statistics, Visit Colorado Springs, retrieved from <https://www.visitcos.com/media/fast-facts/> on 7/26/2021

³ Colorado Department of Transportation Online Transportation Information System, Continuous Traffic Count Point 000520

The El Paso County Sheriff’s Office (EPSO) is responsible for maintaining peace and order in El Paso County by providing law enforcement services to approximately 1,900 square miles of unincorporated areas of the county. EPSO’s mission is to provide citizens of El Paso County with effective and efficient public safety services delivered consistently with character, competence, and transparency.

CSPD and EPSO collaborate on law enforcement issues through forming joint operations (such as the Metro Crime Laboratory; the Metro Vice, Narcotics, and Intelligence (VNI) Division; and the Metro Explosives Unit), by collaborating through task forces (such as the Motor Vehicle Theft Task Force), by regionalization of resources (since October 2017, EPSO utilizes the same mobile field reporting system and records management system as CSPD, which are both hosted by CSPD), and using compatible equipment and/or systems, including body-worn cameras.



In 2019, CSPD and EPSO reported a total of 42,819⁴ offenses under the National Incident Based Reporting System (NIBRS) to the Federal Bureau of Investigations (FBI), which represents nearly 14% of all offenses reported under NIBRS in the State of Colorado⁵.

2019	Crimes Against Persons	Crimes Against Property	Crimes Against Society	Total Offenses
CSPD	5,802	27,042	3,648	36,492
EPSO	1,386	4,202	739	6,327
	7,188	31,244	4,387	42,819
Colorado	59,182	215,222	38,753	313,157

⁴ FBI National Incident-Based Reporting System 2019, Agency Tables by State, Colorado

⁵ FBI National Incident-Based Reporting System 2019, Crimes Against Person/Property/Society Offenses, Offense Category by State

In 2020, CSPD dispatched resources to 313,532 calls for service (CFS), initiated 42,648 case reports, and made 17,784 arrests. EPSO received 237,649 CFS for law enforcement during 2020 and entered 15,109⁶ case reports.

Justice Assistance Grant (JAG) funds will support a variety of law enforcement efforts by CSPD and EPSO and provide vital funding for equipment and personnel. Funds will be used to continue employment of three civilian personnel at CSPD to support investigative efforts, and to provide law enforcement supplies to the EPSO Criminal Justice Center consisting of self-contained breathing apparatus (SCBA) and SCBA face masks.

Description of the Issues

The robust population growth in El Paso County has significantly impacted area law enforcement agencies. Both the CSPD and EPSO report an overall increase in demand for law enforcement services. To keep up with these increased demands, law enforcement agencies need to work as efficiently and safely as possible.

City of Colorado Springs Funding Priorities and & Program Description for 2021 JAG

Law enforcement staffing – both sworn and civilian positions – continues to be a challenge in Colorado Springs. The City of Colorado Springs and CSPD strongly believe that civilian personnel are an important element in law enforcement activities. Shifting tasks not requiring law enforcement credentials to civilian personnel not only results in significant salary savings compared to the salaries of sworn personnel, but also frees up sworn personnel to focus on enforcement actions. The city’s funding priority for the FY 2021 JAG will be to continue employment of three (3) existing civilian support positions that are currently grant-funded.

⁶ EPSO Criminal Intelligence Unit (CIU)

The CSPD has been expanding the roles in which civilian employees support investigative efforts. CSPD employs **Investigative Clerks** who provide clerical support to detectives and, as needed, to other sections of CSPD. Investigative clerks, in addition to transcribing dictated case reports, also prepare supplements to case reports (such as adding detailed property descriptors), check individuals for wants and warrants, and prepare cases for filing with the District Attorney's Office. This clerical support significantly reduces the amount of time detectives have to spend on administrative functions and in turn allows detectives to focus on investigation of crimes. Without investigative clerks, detectives would need to perform clerical functions associated with their work, leaving less time for the detectives to actually investigate and solve crimes, which in turn may negatively impact the clearance rates of the crimes these detectives investigate.

CSPD plans to continue employment of two (2) existing full-time investigative clerks with funding from the 2021 Local JAG grant. It is projected that the salary and benefits for one of the positions will be funded from the time their current grant funding was depleted in mid-April 2021 through September 2022. The other position will be funded from the time the current grant funding was depleted in mid-June 2021 through September 2022.

In 2014, CSPD piloted a program to further the involvement of civilian personnel in criminal case investigations; as part of the pilot program, several part-time **Civilian Criminal Investigator (CCI)** positions were created. CCIs actively investigate criminal cases and work alongside sworn law enforcement personnel in the Investigations Division. The pilot program has been so successful that CSPD has not only continued to employ CCIs, but also expanded the CCI program to other functional units within the CSPD (21 CCI positions now exist department-wide).

One of the part-time CCI positions in the Adult Sexual Assault Unit is currently grant funded under the 2020 JAG grant. This part-time CCI investigates sex assault cases in seeking justice for victims, and ensures CSPD's compliance with current State legislation regarding timeframes for the testing of sexual assault nurse examiner kits. CSPD is planning to use monies

from the 2021 JAG grant to fund the salary and benefits of this existing part-time position (maximum of 29 hours per week) from June 2021-August 2022.

El Paso County Sheriff's Office Funding Priorities and Program Description for 2020

JAG

The El Paso County Sheriff's Office manages the largest single detention center in the State of Colorado with an inmate population that averages just over 1,250 per day. In 2020, Sheriff William (Bill) Elder, focused on critical projects that will keep staff and inmates safe and improve the safety and security of the jail⁷

SCBA are needed for the timely evacuation or rescue of inmates and staff in the event of fire or other emergencies within the Criminal Justice Center (CJC). Recent fire drills show slower responses mostly due to complications getting and operating the existing SCBAs.

Currently there are 7 operational SCBA's of different makes and models within CJC. Due to the age of the equipment, maintenance, repair, and replacement parts are no longer a possibility as the devices are at or nearing their end of life cycle.

The SCBAs would allow for standardization of equipment throughout the Criminal Justice Center and at the Courthouse. The SCBAs requested are designed specifically for correctional facilities and are focused on rescues and evacuation. Utilizing similar equipment will result in consistent training and simplify the use of the equipment.

This funding would enable the Sheriff's Office to purchase fifteen (15) SCBA's and fifteen (15) air purifying respirator face masks. The full JAG allocation for Sheriff's Office will be used towards the purchase of the required equipment. In the event there are any additional costs, they will be paid for using El Paso County General Funds. The Sheriff's Office will follow the formal

⁷ El Paso County Sheriff's Office 2020 Annual Report

procurement process established by the El Paso County Procurement Office. The delivery timeframe for the purchase of the equipment will be approximately ninety days after the award is approved by CSPD and according to the El Paso County Procurement timelines.

The Sheriff's Office will provide CSPD with quarterly and semiannual reporting on the progress of the purchases for the facility in a narrative format to be included as part of the reporting requirements of the grant program.

Subgrant Award Process and Timeline for 2021 JAG

CSPD and the EPSO are in funding disparity; CSPD acts as the fiscal agent for the JAG grant as agreed upon in the enclosed Memorandum of Understanding (MOU). Once the aggregate of the JAG funds have been obligated by the City of Colorado Springs (approximately 4–6 weeks post award), CSPD issues a statement of grant award (SOGA) to EPSO reflecting their portion of the award along with the budget items as outlined in the joint application. The SOGA also includes special conditions and assurances that mirror those in the JAG award. As expenses are incurred, EPSO submits reimbursement requests to CSPD who ensures expenses are consistent with the approved grant budget and are in compliance with Federal financial guidelines. CSPD conducts sub-recipient monitoring on a regular basis and remains in frequent communication with EPSO throughout the grant cycle. If EPSO has any unobligated funds at the end of the grant cycle, CSPD will ask EPSO if they want to reallocate funding and draw down the remaining balance, or if the funds should be deobligated.

The funding requested by CSPD is for continued employment of three existing employees, who were funded through the 2020 JAG. Funding from the 2020 JAG was fully expended mid-June 2021, and these positions are now at risk. Funding from the 2021 JAG is anticipated to provide for salaries and benefits for one full time position from mid-April 2021 through September

2022, and for the other full-time position from mid-June 2021 through September 2022. The salaries and benefits for the part-time CCI position will be funded from mid-June 2021 through August 2022. As soon as CSPD has spending authority, employees will be switched over to the new funding source. The transition will be seamless for the employees and their employment will not be interrupted.

The full JAG allocation for EPSO will be used towards the purchase fifteen (15) SCBA and fifteen (15) SCBA air purifying respirator face masks. In the event there are any additional costs, they will be paid for using El Paso County General Funds. EPSO will follow the formal procurement process established by the El Paso County Procurement Office.

EPSO will provide CSPD with quarterly and semiannual reporting on the progress of the purchases in a narrative format to be included as part of the reporting requirements of the grant program.

Project Design and Implementation

The City of Colorado Springs' Strategic plan sets forth City priorities and commitments from 2020 to 2024. The Strategic Plan is developed by the City's Strategic Advisory Team, in conjunction with City Department Heads, Chiefs, and Managers, and in consultation with City Council, El Paso County, Colorado Springs Utilities, other regional governments, community organizations, and stakeholders. Through brainstorming workshops and interviews, the City involved more than 30 diverse community partners including military representatives, local chambers, arts and cultural organizations, and more⁸. The five-year Strategic Plan is updated

⁸ Apartment Association, Independence Center, Better Business Bureau, Innovations in Aging, Bee Vradenburg Foundation, Library District, Bike Colorado Springs, Military Installations, Colorado College, Pikes Peak Community College, Colorado Springs Chamber & Economic Development Corporation, Colorado Springs Utilities, Pikes Peak Small Business Development Center, Pikes Peak Workforce Center, Council of Neighbors and Organizations, Pikes Peak Area Council of Governments, Continuum of Care, Pikes Peak Rural Transportation Authority, Cultural Office of the Pikes Peak Region, Quad Innovation Partnership, Downtown Partnership, School District Superintendents, El Paso County Public Health, Silver Key, El Paso County, Springs Rescue Mission, El Pomar Foundation, Trails & Open Space Coalition, Historic Preservation Alliance of Colorado Springs, University of Colorado, Colorado Springs, Visit COS, Housing & Building Association, YMCA

annually to ensure that the plan is still relevant to the environment and to reassess progress made towards the strategic plan. The annual update includes feedback and input sessions from City Department Heads, Chiefs, and Managers, as well as a community partner meeting to solicit feedback that is considered for approval by the Mayor’s Office. The Strategic Plan is the City’s guiding document for the annual budget process, and budget requests are tied to a Strategic Plan initiative. The City tracks progress towards the Strategic Plan on a quarterly basis, presents this information to City Council, sends it to all stakeholders, and posts it on the City’s website for citizens (link to City of Colorado Springs Strategic plan:

https://coloradosprings.gov/sites/default/files/inline-images/final_2020-2024_citywide_strategic_plan_wdesk.pdf)

The City’s Strategic Plan has four platform goals, three of which contain law enforcement initiatives:

1. Goal: Promoting Job Creation

- **Initiative:** Address public safety issues that impact our image and attractiveness to new business and residents
- **Performance Measures:**
 - Affect positive change in driver behavior as indicated through crash data;
 - Increase the number of resources, to include staffing, addressing homelessness issues and enforcement by 2021;
 - Increase the number of referrals of persons experiencing homelessness to service providers by 2021;
 - Collaborate with the City Attorney’s Office to evaluate ordinances that address illegal street racing by 2022;
 - By the end of 2020, examine the feasibility of a fifth police station in the downtown area.

2. **Goal: Building Community & Collaborative Relationships**

- **Initiative:** Continually build on a solid foundation of public trust and engage the community in public safety efforts
- **Performance Measures:**
 - Maintain an average citizen trust score of at least 69/100 as measured by a digital, continuous survey;
 - Implement a community-wide traffic safety steering committee by 2020;
 - Implement CDOT/DOT highway signs as an educational tool in traffic safety by 2020;
 - Expand and enhance the operations of the community response team (CRT) by 2021;
 - Implement appropriate recommendations from the Illumination Project by 2022.

3. **Goal: Excelling in City Services**

- **Initiative:** Improve public safety response
- **Performance Measures:**
 - Demonstrate a positive impact on crime rates by 2022;
 - Demonstrate a positive impact on response times by 2022;
 - Develop and implement a comprehensive strategic technology plan by 2022;
 - Implement an intelligence-led policing model as a crime prevention and crime reduction tool by 2021;
 - Expand the use of red-light enforcement cameras by seeking opportunities to use them in crash-prone locations on state highways by 2021

Capabilities and Competencies

The CSPD has a long history of collaboration with other agencies at local, State, and Federal levels, whether through mutual aid agreements, MOUs, task forces, regionalization of specialized functions or systems (like the records management system), or data sharing.

CSPD is the lead agency of the Colorado’s Internet Crimes Against Children (ICAC) Task Force, which consists of 95 law enforcement entities⁹ throughout the State of Colorado. Additionally, more than 90 Colorado law enforcement agencies have joined together to create a centralized database for sexual offender tracking and registration (SOTAR). Both the CSPD and EPSO contribute data to SOTAR.

Plan for Collecting the Data Required for this Solicitation’s Performance

Measures

Data for the JAG performance measures is tracked in a variety of systems, depending on the data point tracked. For example, grant expenditures are tracked in sub-ledgers in the City of Colorado Springs’s financial management system, PeopleSoft, which can be queried to report data required in the PMT funding module. CSPD’s Fiscal Services Grants Unit will track expenditures against the grant while the Human Resources Section will track employment status; the Fiscal Services Grants Unit will also be responsible for providing programmatic reports according to the funder’s timeline.

⁹ (55) police departments, (28) sheriff’s offices, (6) district attorney’s offices, (5) Federal law enforcement offices, (1) state law enforcement office