

City of Colorado Springs
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FY 2020

Local JAG Application

Edward Byrne Memorial Justice Assistance Grant (JAG) Program
Funding Opportunity Number: CFDA 16.738
Application Number: 2020-H7731-CO-DJ

Program Narrative

Background

Colorado Springs is the county seat of El Paso County, Colorado with an estimated county population of 737,354¹. The majority (66%) of El Paso County’s residents live within the city limits of Colorado Springs². 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 24 million visitors to the region annually³. 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 2020, on average 101,735 vehicles per day passed through I-25 near downtown Colorado Springs⁴.

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 around 70% are sworn officers.

¹ Colorado State Department of Local Affairs, State Demography Office, 2020 Population Forecast, retrieved from <https://demography.dola.colorado.gov/population/population-totals-counties/#population-totals-for-colorado-counties> on 7/24/2020

² City of Colorado Springs Budget Office, 2020 Budget, Population Estimate 489,683 Residents, retrieved from <https://coloradosprings.gov/budget/page/city-budget> on 7/24/20

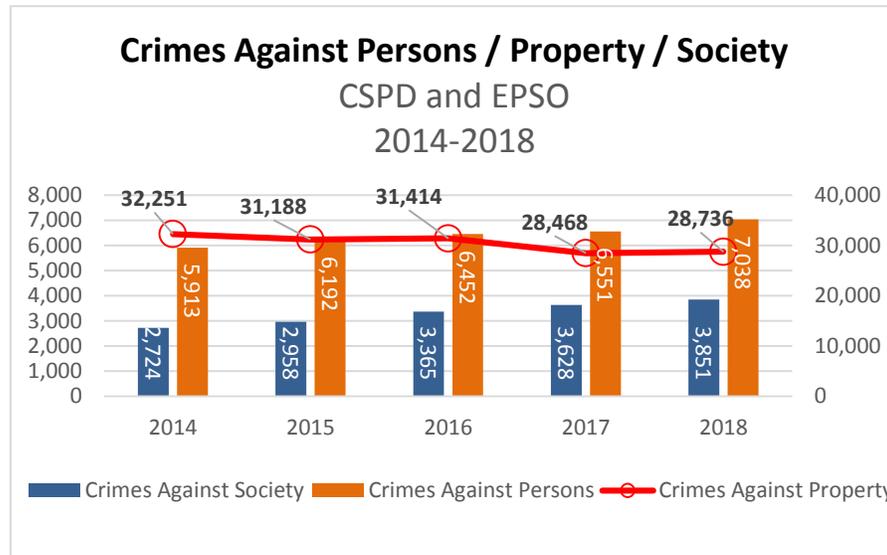
³ Visitor statistics, Visit Colorado Springs, retrieved from <https://www.visitcos.com/media/fast-facts/> on 7/24/2020

⁴ 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 2018, CSPD and EPSO reported a total of 39,625⁵ offenses under the National Incident Based Reporting System (NIBRS) to the Federal Bureau of Investigations (FBI), which represents nearly 12% of all offenses reported under NIBRS in the State of Colorado⁶.



⁵ FBI National Incident-Based Reporting System 2018, Agency Tables by State, Colorado

⁶ FBI National Incident-Based Reporting System 2017, Crimes Against Person/Property/Society Offenses, Offense Category by State

2018	Crimes Against Persons	Crimes Against Property	Crimes Against Society	Total Offenses
CSPD	5,349	24,170	3,097	32,616
EPSO	1,689	4,566	754	7,009
	7,038	28,736	3,851	39,625
Colorado	61,902	227,742	41,391	331,035

In 2019, CSPD dispatched resources to 337,147 calls for service (CFS), initiated 42,392 case reports, and made 22,191 arrests. EPSO received 257,896 CFS for law enforcement during 2019 and entered 7,978 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 five civilian personnel at CSPD to support investigative efforts, and to provide law enforcement equipment to the EPSO Traffic Enforcement Unit, consisting of smart trailers (speed and traffic monitoring and messaging trailers), associated tow equipment, and licensing costs.

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 2020 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 2020 JAG will be to continue employment of five (5) existing civilian support positions that are currently grant-funded.

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 four (4) existing full-time investigative clerks with funding from the 2020 Local JAG grant. It is projected that the salary and benefits of these four positions will be funded from the time their current grant funding was depleted at the end of May 2020 through January 2021.

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 (22 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 2019 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 SANE kits. CSPD is planning to use monies from the 2020 JAG grant to fund the salary and benefits of this existing part-time position (maximum of 29 hours per week) from June 2020-January 2021.

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

JAG

In 2017 and 2018, El Paso County was the deadliest county in Colorado in regards to traffic deaths, impaired driving fatalities, and fatalities involving those who were not properly restrained by a seatbelt or child safety seat. . In 2020, El Paso County is once again the deadliest county in Colorado for traffic fatalities, outpacing the next county by 33%.

Sheriff Elder responded with the formation of the El Paso County Sheriff's Office Traffic Enforcement Unit, the creation of the Traffic Enforcement Areas, the StatTraker program, and the utilization of partnerships, equipment, and personnel to address the problem. The approach has made great strides in combating the issues, but more is needed. The Colorado Department of Transportation provided a comprehensive report on the issue and indicated the following:

- Motor vehicle crashes are a leading cause of death in Colorado;
- Speeding was a factor in 35% of all fatalities;
- Among the people who died in a motor vehicle crash, 53% were not wearing a seat belt.

A significant tool to collect traffic data and more effectively deploy resources, slow drivers, and decrease traffic deaths is the "smart trailer," or speed and traffic monitoring and messaging trailer. Smart trailers have been credited with as much as a 40% reduction in speed-related crashes when combined with proper enforcement. EPSO's priority for the 2020 JAG includes the purchase of two smart trailers; tow package equipment to transport the trailers; and licensing costs (covering equipment management, reporting, image management, alerts, mapping, warranty, and cloud data

storage). Currently, EPSO has one trailer that would utilize the same software as the new trailers and could build a more dynamic picture of the traffic situation when utilized as part of a strategic deployment. In addition, safety messaging, traffic warnings, and speed alerts can be programmed via the message board.

Subgrant Award Process and Timeline for 2020 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 five existing employees, who were funded through the 2019 JAG. Funding from the 2019 JAG was fully expended at the end of May 2020 and these positions are now at risk. Funding from the 2020 JAG is anticipated to provide for salaries and benefits from June 2020-January 2021. As that funding is depleted, 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 El Paso County Sheriff's Office will purchase two (2) smart trailers, tow package equipment, and associated licensing for the Traffic Enforcement Unit. The full JAG allocation for EPSO 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. EPSO will follow the formal 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.

EPSO will provide CSPD with quarterly and semiannual reporting on the progress of the purchases for the Traffic Enforcement Unit 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 more⁷. The five-year Strategic Plan will be updated annually to ensure that the plan is still relevant to the environment and to reassess progress made towards the strategic plan, and will include feedback and input from City Department Heads,

⁷ 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

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/strategicplan>). 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 93 law enforcement entities⁸ 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.

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

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. Officer training is tracked by CSPD’s Training Academy via their training calendar and class participation rosters. Community meetings and communication to the public are tracked by CSPD’s Public Information Officer and the Community Relations Officers. Surveys conducted involving the community are tracked by CSPD’s Research and Development Section, who is also responsible for the overall JAG grant reporting.