



City of Colorado Springs

Colorado Springs Police Department

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FY 2023

Local JAG Application

Edward Byrne Memorial Justice Assistance Grant (JAG) Program

Funding Opportunity Number: O-BJA-2023-171790

CFDA: 16.738

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Edward Byrne Memorial Justice Assistance Grant (JAG) Program

CSPD Proposal Narrative

Background

Colorado Springs, the second largest city in the State of Colorado (second to Denver), is the county seat of El Paso County. El Paso County is larger than Denver County with a population of 738,532 (2021).¹ 67% of the residents of El Paso County live within the city limits of Colorado Springs. Tourism is a vital industry, with an estimated 23.7 million² people visiting the area annually. As “Olympic City USA,” Colorado Springs is home to the U.S. Olympic & Paralympic Committee, 24 national Olympic governing bodies, over 50 national sport organizations, the U.S. Olympic & Paralympic Training Center, and the U.S. Olympic & Paralympic Museum. Additionally, Colorado Springs is home to five military installations: the U.S. Air Force Academy, Schriever Space Force Base, Peterson Space Force Base, Cheyenne Mountain Space Force Station, and Fort Carson. Space Command has recently made the City its permanent home. The military influence on the city is significant.

Interstate 25 bisects Colorado Springs north to south, running from northern Wyoming, bisecting the cities of Denver, Colorado Springs, and Pueblo, and continues south to the border of Mexico. It is a main arterial for vehicular traffic. In 2021, an average of 140,000³ vehicles daily passed through downtown Colorado Springs via I-25.

The mission of the Colorado Springs Police Department (CSPD) is to promote the quality of life in Colorado Springs by providing police services with integrity and with a spirit of excellence, in partnership with our community, and provide police services to

¹ State of Colorado, Dept of Local Affairs, Population Data, <https://coloradodemography.github.io/population/data/county-data-lookup/>
² <https://www.visitcos.com/about-us/tourism-promotion-funding/tourism-pays>

³ <https://dtdapps.coloradodot.info/otis/TrafficData#ui/0/0/1/station/000520/criteria/16000//true/true>

residents within the city limits. It employs 1,077 employees of which approximately 70% are sworn law enforcement professionals.

Those who live in the 1,900 square miles of unincorporated El Paso County receive law enforcement services from the El Paso County Sheriff's Office (EPSO). EPSO's mission is to provide county residents with effective and efficient public safety services delivered with character, competence, and transparency.

CSPD and EPSO have a long history of collaboration and support, having formed joint operations such as the Metro Crime Lab, Metro Vice Narcotics and Intelligence Division and the Metro Explosives Unit. They have collaborated through the Motor Vehicle Theft Task Force and regionalized resources by using the same mobile field reporting system as well as compatible equipment and/or systems.

In 2021, 12% of all offenses reported under the National Incident Based Reporting System (NIBRS) to the Federal Bureau of Investigations (FBI) in the State of Colorado⁴ were reported by CSPD and EPSO. The combined total for both agencies is 35,557.⁵

2021	Crimes Against Persons	Crimes Against Property	Crimes Against Society	Total Offenses
CSPD	5,917	26,977	2,663	35,557
EPSO	1,644	4,646	620	6,910
<i>Totals</i>	7,561	31,623	3,283	42,467

Violent Crime in Colorado has steadily increased over the past three years, from 25,078 recorded incidents in 2019 to 32,128 in 2021, a 22% increase.⁶ The population of Colorado increased by only 2% during that time.⁷ Property crime has seen similar growth;

⁴ <https://cde.ucr.cjis.gov/LATEST/webapp/#/pages/explorer/crime/crime-trend>

⁵ chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://cde-prd-data.s3.us-gov-east1.amazonaws.com/nibrsTables/2021/statePDFs/CO.pdf

⁶ Colorado Bureau of Investigation, Colorado Crime Statistics, <https://coloradocrimestats.state.co.us/tops/report/violent-crimes/colorado/2022>.

⁷ <https://www.census.gov/quickfacts/fact/table/CO/PST045222>

in Colorado, burglary increased from 19,889 incidents in 2019 to 22,533 in 2021,⁸ a 13% increase. In Colorado Springs, with a 1.7% population growth from 2019 to 2022,⁹ burglary increased from 2,413 incidents in 2019 to 2,707 in 2022, a 16% increase.¹⁰

Description of the Issue

El Paso County continues to experience rapid population growth. The Colorado Springs metro area is out-pacing much of Colorado in violent and property crime incidents. Like much of the nation, rates of violent crime are increasing. The demand for law enforcement services is increasing for CSPD and EPSO, who continue to look to innovatively respond to the increase in demands for service while working as efficiently and safely as possible.

City of Colorado Springs Funding Priorities and Program Description for 2023 JAG

The CSPD continues to face challenges with staffing, both in sworn and civilian positions. It recognizes that certain tasks in law enforcement do not require law enforcement credentials and can be performed by civilian staff. Shifting certain duties to civilian personnel results in salary savings and allows sworn personnel to focus on enforcement action. These positions are critical to ensure that sworn personnel are successful in bringing about outcomes that reduce violence and crime in our community. Funds from the FY 2023 JAG will be used for continuing employment of three existing support positions that are currently JAG funded. CSPD employs two full-time Business Support Specialists who provide clerical support to detectives. These specialists prepare supplements for case reports, review and assign cases to the appropriate investigative unit, generate victim contact letters, check individuals for wants and warrants, research and report criminal history of suspects, and provide support for the electronic warrant program. Most importantly, this clerical support reduces the time detectives have to spend on

⁸ Colorado Bureau of Investigation, Colorado Crime Statistics, <https://coloradocrimestats.state.co.us/tops/report/property-crimes/colorado/2022>.

⁹ <https://www.census.gov/quickfacts/fact/table/CO/PST045222>

¹⁰ Colorado Bureau of Investigation, Colorado Crime Statistics, <https://coloradocrimestats.state.co.us/tops/report/property-crimes/colorado/2022>.

administrative functions, allowing them to focus on the investigation of crimes, critical to reducing crime and violence. The 2022 JAG grant which has funded these positions will deplete in March 2024. Funding from the 2023 JAG will continue the employment of the business specialists, funding salaries and benefits from April 2024 through approximately March 2025.

CSPD also employs Civilian Criminal Investigators (CCIs) who actively investigate criminal cases and work in conjunction with sworn law enforcement personnel in the Investigations Division. Having seen success with CCIs since 2014, CSPD has expanded the program and now employs 23 CCIs department wide. One CCI is currently funded by the 2022 JAG grant and works in the Adult Sexual Assault Unit. This part-time (20 hours a week) position investigates sexual assault cases; collaborates with local, state-wide, and national agencies, especially the UC Health's Forensic Nurse Examiner Team (training them on sexual assault nurse examiner (SANE) test kits), the local District Attorney, and others that provide services related to the investigation of domestic violence and sexual assault; seeks justice for victims; and ensures CSPD's compliance with current State legislation regarding timeframes for the testing of SANE kits. Currently this position is funded by the 2022 JAG grant and will deplete in March 2024, when funding for the CCI position will transfer to the 2023 JAG grant if awarded, covering salary and benefits April 2024 through approximately March 2025.

[El Paso County Sheriff's Office Funding Priorities and Program Description for 2023 JAG](#)

The El Paso County Sheriff's Office (EPSO) manages law enforcement services and emergency response in one of the fastest-growing counties in the nation. The public safety mission places personnel in constant need of data communication to Sheriff vehicles and devices. Having a reliable internet connection to get information to Deputies' computers while out in the field is crucial for their safety and to adequately respond to the citizens in the community.

In 2016 the Body Worn Camera (BWC) program was launched within EPSO with Utility, Inc. BWC hardware that provided connectivity for the system and field mobile data computers (MDC). After seven years of using this hardware there is an increasing rate of failure. The resulting drop in connectivity with the hardware in the vehicles is jeopardizing the safety of Deputies and no longer adequately provides reliable access to the internet.

After meeting with several vendors for a new BWC solution EPSO will use Motorola to replace its BWCs. This solution needs additional hardware for the connectivity solution to a FirstNet provider. Research on routers led EPSO to choose the CradlePoint router as the best method of passing data from BWC to the internet for cloud storage. EPSO intends to use JAG funds to purchase 15 CradlePoint routers to be installed into certain EPSO vehicles.

[Subgrant Award Process and Timeline for JAG 2023](#)

CSPD and EPSO are in funding disparity; CSPD acts as the fiscal agent for the JAG grant as agreed upon in the attached Memorandum of Understanding (MOU). Once the aggregate of the JAG funds has been obligated by the City of Colorado Springs (typically 4-6 weeks post award), CSPD issues a statement of grant award (SOGA) to EPSO reflecting their portion of the award along with budget items as outlined in the joint application. The SOGA includes special conditions and assurances that mirror those in the JAG award. As expenses are incurred, EPSO submits reimbursement requests to CSPD. The CSPD ensures expenses are consistent with the approved grant budget and follow federal financial guidelines. The CSPD communicates regularly with EPSO and will ensure it submits the proper paperwork to procure equipment, according to both procurement processes of EPSO and CSPD. 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 deobligate the funds.

The funding requested by CSPD is for continued employment of the three existing employees previously mentioned. Funded through the 2022 JAG, which is anticipated to be depleted by March of 2024, the employees will switch over to the new funding source, which is anticipated to be funds from a 2023 JAG award. The transition will be seamless for the employees and their employment will not be interrupted.

EPSO will use their full JAG allocation of \$50,346 to purchase 15 routers from CradlePoint at an estimated cost of \$3,348.63 per vehicle, plus mounting hardware. Each unit includes both a roof-top mounted antenna and router. Any additional expense above the allocated amount will be paid for by using other El Paso County funds. The delivery timeframe for this purchase will be approximately 120 days after the award is received and accepted.

EPSO will provide CSPD with quarterly and semiannual narrative reports on the progress of the purchases 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, sports, cultural organizations, and more¹¹. The five-year Strategic Plan is updated annually to ensure that the plan is still relevant to the environment and to reassess progress made

¹¹ 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

towards the Strategic Plan. The annual update includes feedback and input sessions from City Department Heads, Chiefs, and Managers and community partners, then is considered for approval by the Mayor. The Strategic Plan is the City's guiding document for the annual budget process and budget requests are tied to a Strategic Plan initiative. Progress towards the Strategic Plan is tracked quarterly and the information is reported to City Council, sent to all stakeholders, and is posted on the City's website for citizens to view.

The Strategic Plan has four platform goals, three containing 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.
 - 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.
- Evaluate the feasibility of implementing CDOT/DOT highway signs as an educational tool in traffic safety.
- Expand and enhance the operations of the community response team (CRT) by 2021.
- Implement appropriate recommendations from the Illumination Project.

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

- **Initiative:** Improve public safety response.
- **Performance Measures:**
 - Demonstrate a positive impact on crime rates.
 - Demonstrate a positive impact on response times.
 - 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 2022.
 - Expand the use of red-light enforcement cameras by seeking opportunities to use them in crash-prone locations on state highways by 2022.

Each of these initiatives and performance measures are mostly funded through the City's general fund, although progress towards CSPD's goal to reduce crime and violence is made possible with funding from grant resources, including that of JAG. Without the services of the business support specialists whose salaries are funded by JAG, progress towards strategic goals would be hampered as staff investigators would be required to perform administrative tasks, taking time away from solving crimes. Progress is made as CSPD wisely uses JAG funds for

CCIs, giving more hours to investigate and solve crimes than if sworn personnel were doing the work alone. The JAG-funded CCI has been responsible for many investigations that solved violent crimes and have ultimately placed many criminals on sexually violent predator lists.

CSPD will also receive funding from the State of Colorado through their allocation of the Edward Byrne Memorial Justice Assistance Grants. These funds will be used to support a .75FT CCI in its Cold Case Unit providing administrative and investigative support for the continuing work being done on the 116 CSPD cases currently classified as cold cases. Cold cases are unsolved cases that have generated no additional leads for approximately one year. This CCI will focus on older cold cases that have yet to benefit from new technology, especially DNA analysis, to generate new leads that could solve the cases. This CCI will collect and analyze data to be used not only by CSPD but other LEAs throughout the nation, as they upload the data to both internal and external national data bases (e.g. CODIS).

CSPD also receives BJA funding to fund positions within its Metro Crime Lab. Two full-time and one part-time DNA Analysts, funded by BJA's Formula DNA Capacity Enhancement for Backlog Reduction (CEBR) Program Grant, are responsible for testing DNA and uploading results into CODIS for use by local, state, and federal LEAs.

Capabilities and Competencies

CSPD has collaborated with many other agencies at the local, State, and Federal level. Through various partnership MOUs, mutual aid agreements, data sharing, and task forces, CSPD has been and continues to be a reliable agency working with other law enforcement agencies. CSPD continues to act in the lead agency capacity for the Crimes Against Children (ICAC) Task

Force, which is comprised of 98 law enforcement entities¹² located within the State of Colorado. Further, CSPD and EPSO contribute to the centralized database for sexual offender tracking and registration (SOTAR). This database is used by over 90 Colorado law enforcement agencies to track and monitor sexual offenders. CSPD also collaborates and partners with the Colorado State Patrol in deterring and investigating auto theft through the Colorado Auto Theft Prevention Authority (CATPA); is an active participant in the National Integrated Ballistic Information Network (NIBIN), uploading gun cartridge casings from crime scenes into NIBIN's national database; and is the lead agency for its Metro Division/Armed Violent Offender Unit, a multi-agency task force that investigates violent crime in the metropolitan area and comprised of members from the CSPD, EPSO, Colorado Department of Corrections, the ATF (Bureau of Alcohol, Tobacco, and Firearms), the FBI (Federal Bureau of Investigation), and the United States Army.

Plan for Collecting the Data Required for this Solicitation's Performance Measures -

CSPD uses a variety of systems to track data for the JAG performance measures. The system used depends on the data point being tracked. Expenditures related to the grant are tracked in sub-ledgers in the City of Colorado Springs' financial management system, PeopleSoft. Data required for the PMT funding module can be queried in PeopleSoft, resulting in accurate reporting. The Fiscal Services Grants Unit of the Colorado Springs Police Department will track expenditures against the grant while the Human Resources Section will track employment status. The Fiscal Services Grant Unit will also be responsible for providing programmatic reports according to the funder's specifications and timeline.

¹² Police departments, Sheriff's offices, District Attorney's Offices, Federal law enforcements offices, and state law enforcement offices