



# National Survey of Criminal Justice Coordinating Councils

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## Abstract

This publication presents findings from a national survey of criminal justice coordinating council (CJCC) directors and members. It is one of a series of publications aimed at enhancing the literature about CJCCs and highlighting their purpose and value in shaping local justice systems.

Findings from the analysis revealed that CJCCs share a common goal of improving public safety through greater collaboration between justice system stakeholders. Most CJCCs are structured similarly in pursuing this purpose, with variation in areas like membership and committees. Many CJCCs are typically supported by directors, a professional position responsible for coordinating the activities of the coordinating council. Despite differences in jurisdictions, CJCCs often are addressing comparable issues such as behavioral health and jail population levels.

Survey responses revealed that CJCCs serve an important role in local justice systems. Most respondents indicated that the CJCCs improved communication and collaboration among justice stakeholders. In addition, a vast majority of respondents believed that the CJCC enhanced the justice system efficiency and was performing important work in the jurisdiction.

The survey findings are intended to broaden our knowledge about CJCCs and to (1) assist jurisdictions interested in forming a coordinating council or (2) help existing CJCCs strengthen their council.

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## About the NNCJCC

The National Network of Criminal Justice Coordinating Councils (NNCJCC) was established ten years ago, with support from the Bureau of Justice Assistance. The NNCJCC is a forum for local CJCCs to learn from each other and to build local capacity for system improvement. Its vision is to be a national leader and a voice for local criminal justice system reform that is based on data-driven policies and evidence-based practices that result in improved public safety outcomes, cost-effective responses to crime, and fair and efficient adjudication processes.

The NNCJCC brings together staff and leadership from the most well-developed and long-standing CJCCs nationwide to engage in national problem-sharing and problem-solving discussions that focus on facilitation, coordination and collaboration among diverse stakeholders, identification emerging justice system challenges, and the sharing of effective strategies for addressing these challenges. The information shared and lessons learned serve as a platform for building capacity with newly formed or struggling CJCCs.

To learn more about the NNCJCC, please visit <https://www.jmijustice.org/>.



## Introduction

The criminal justice system is composed of various independent agencies and entities that traditionally operate in a “silo” fashion—focusing predominantly on their individual responsibilities and goals. This approach frequently causes the justice system to be fragmented and inefficient. Criminal justice coordinating councils emerged with the idea that more effective system change could be instituted through collaboration of key justice system stakeholders and agencies. A criminal justice coordinating council (CJCC) is the general term used to describe a body of elected and senior justice system leaders who convene on a regular basis to coordinate systemic responses to justice system challenges and opportunities.

The concept of CJCCs emerged in the early 1970s<sup>i</sup> as a means for administering grant funds. Federal funding from the Law Enforcement Assistance Administration (LEAA) to local and state governments spawned the creation of planning groups across the country, which were charged with determining, in a coordinated fashion, how the LEAA funds would be allocated to the various criminal justice system components. After the end of federal funding, many of the planning groups remained intact, becoming the predecessors to what is now known as criminal justice coordinating councils.

By the 1980s, local governments and justice practitioners realized the potential for CJCCs to address systemic issues, and jail crowding in particular (Cushman, 2002). By centralizing local criminal justice planning and coordination in a single advisory body, counties<sup>iii</sup> sought to gain a better understanding of the problems facing their justice system. Counties specifically desired to (1) increase cooperation among the various justice agencies and allied stakeholders, (2) establish clearer priorities for the justice system, (3) ensure better uses of system resources, and (4) implement more effective justice initiatives overall (Cushman, 2002). As a result, CJCCs were championed as a best practice, but they never fully gained significant traction as a necessity over the next few decades.

Recently, there has been a resurgence of support for CJCCs as jurisdictions around the country face complex challenges, such as mass incarceration, chronic recidivism, and racial and ethnic disparities. Coordinating councils are once again being championed as a useful mechanism to overcome systemic issues and promote collaboration between important decision-makers and the agencies they represent. However, questions linger about their effectiveness.

**Criminal justice coordinating councils, or CJCCs, are established bodies of key criminal justice, government, and community stakeholders that convene regularly to identify systemic challenges and work collaboratively to improve the local criminal justice system.**

Despite being around for decades, very little is written or known about CJCCs. The most prominent publication on the topic was written by Robert Cushman in 2002 for the National Institute of Corrections (NIC) and entitled *Guidelines for Developing a Criminal Justice Coordinating Committee*.<sup>iv</sup> This publication explained the importance of bringing together criminal justice decision-makers to collaborate, outlined a framework for effective justice system planning and coordination, provided details on developing a coordinating body, and described the essential elements of effective CJCCs. It was followed ten years later by another NIC publication entitled *Guidelines for Staffing a Local Criminal Justice Coordinating Committee*.<sup>v</sup> Written by Michael R. Jones, this document was a sensible companion piece for advancing CJCCs by advocating for criminal justice planning staff positions and delineating the important responsibilities these positions should pursue in strengthening local coordination efforts. Like its predecessor, the document provided pragmatic information highlighted by helpful hints, case examples, and relevant resources that enabled the reader to easily adapt the information and put it into practice.

To add to the literature on CJCCs, this publication seeks to accomplish two objectives. First, using data from a national survey, this publication provides evidence that coordinating councils produce favorable outcomes on measures such as improved communication, collaboration, and efficiency in justice systems based on the perceptions of CJCC participants. Second, it outlines the structure, staffing, and activities of CJCCs to illustrate the common characteristics of coordinating councils from across the country. This information should be useful to jurisdictions considering the creation of a CJCC or those seeking to enhance their existing coordinating council.

## Survey Methodology







The Justice Management Institute (JMI) gathered information for this study through the distribution of two web-based surveys. JMI used its database of CJCCs, including the 30 members of the National Network of Criminal Justice Coordinating Councils, to invite 84 CJCC directors to participate. The first survey, consisting of 49 questions, was completed by 57 of the 84 CJCC directors invited to participate (a 68% response rate). The participants of this initial survey were those directly responsible for leading and coordinating their jurisdiction's CJCC (i.e., the CJCC director). As part of this survey, the CJCC directors were also asked 11 questions regarding their perceptions of CJCCs using a Likert scale of agreement ranging from strongly agree to strongly disagree. In addition, as part of the web-based survey, the directors were asked to electronically submit documents, such as their council's bylaws and strategic plans, related to their CJCC.

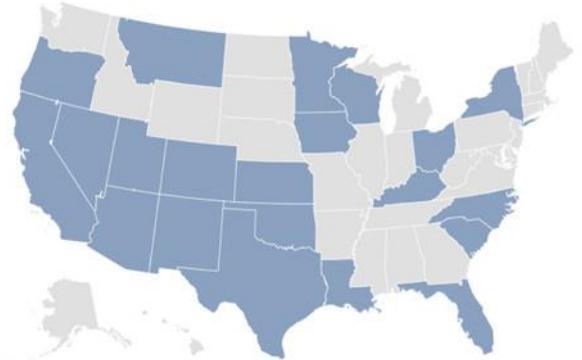
The second survey was designed to elicit the opinions and perceptions of the CJCC from those who responded to the first survey. Each CJCC director who completed the initial survey was invited to have their CJCC members participate in this second survey. A total of 26 CJCCs participated in this part of the study. Of the 750 CJCC members contacted, 489 CJCCs responded to the survey request (a 65% response rate). The survey included basic questions about the person's jurisdiction, agency affiliation, length of involvement, and status of CJCC

membership, including rate of attendance and membership on subcommittees. The survey further asked 23 questions about the person’s level of agreement with statements regarding the council’s effectiveness and structure as well as his or her satisfaction with the council using the same Likert scale used in the first survey. Only the researchers had access to the information generated by both surveys to protect the identity of the respondents.

Survey respondents represented CJCCs from 22 different states and the District of Columbia (noted in blue on the map below). The population size of the participating jurisdictions varied between small and large and rural, suburban, and urban.

### Participating Jurisdictions

	53%	Less than 499,999 residents
	28%	500,000–999,999 residents
	19%	Over 1 million residents
	28%	Rural
	26%	Suburban
	47%	Urban



The CJCCs participating in the study were mostly well-established councils as more than 80% existed for at least four years and 58% operated longer than a decade. In some jurisdictions (47%), the CJCC was required by a state law or local ordinance or resolution.

Respondents to the CJCC member survey, the second survey, were often experienced participants of their local coordinating council. Most (89%) were active members for at least one year and, of those, 60% were active for more than three years. A vast majority of the respondents (90%) also indicated that they attended CJCC meetings “always” or “usually” over the past year, and 98% conveyed that they will continue participating on the coordinating council during the upcoming year.

## Part One: Perceptions of CJCCs

A CJCC brings together important decision-makers to improve the justice system through greater collaboration. How can we tell if CJCCs are successful in accomplishing this primary objective? Through the national survey, the researchers sought to answer this question by relying on the perspectives of the CJCC members and CJCC directors. Measures of success included the CJCC being a productive use of a member's time, improving communication and cooperation between stakeholders, making the criminal justice system more efficient, tackling important issues, and playing a valuable role in the criminal justice system.

**Table 1.1: Perceptions of CJCC Members**

<i>Measures</i>	<i>Survey Response</i>		<i>Finding</i>
<b>CJCC meetings are a productive use of member's time</b>	32%	Strongly agree	<b>88%</b> favorably perceived CJCCs as a productive use of time
	56%	Agree	
	10%	Disagree	
	2%	Strongly disagree	
<b>The CJCC improves communication between stakeholders and agencies</b>	42%	Strongly agree	<b>93%</b> favorably perceived that CJCCs improved communication
	51%	Agree	
	6%	Disagree	
	1%	Strongly disagree	
<b>The CJCC improves cooperation between justice stakeholders and agencies</b>	41%	Strongly agree	<b>92%</b> favorably perceived that CJCCs improved cooperation
	51%	Agree	
	7%	Disagree	
	1%	Strongly disagree	
<b>The CJCC makes the criminal justice system more efficient</b>	33%	Strongly agree	<b>85%</b> favorably perceived that CJCCs improved efficiency
	52%	Agree	
	14%	Disagree	
	1%	Strongly disagree	
<b>The CJCC works on important issues to the criminal justice system</b>	50%	Strongly agree	<b>94%</b> favorably perceived that CJCCs work on important issues
	44%	Agree	
	5%	Disagree	
	1%	Strongly disagree	
<b>The CJCC serves an important role in the future of the criminal justice system</b>	39%	Strongly agree	<b>91%</b> favorably perceived that CJCCs serve an important role in the future
	52%	Agree	
	8%	Disagree	
	1%	Strongly disagree	

CJCC members overwhelmingly indicated that coordinating councils had a positive effect on communication, collaboration, and system efficiency. In addition, coordinating council meetings were deemed a proactive use of time, and most CJCC members believed their coordinating council worked on important issues and played an important role in the future of the criminal justice system. Although CJCCs generated favorable perceptions by a vast majority, members were more likely to “agree” rather than “strongly agree” on most measures. It was uncommon for CJCC members to “strongly disagree” that the CJCC was of benefit to the criminal justice system.

The perceptions of CJCC directors closely mirrored the perspectives of CJCC members, as shown in table 1.2.

**Table 1.2: Perceptions of CJCC Directors**

<i>Measures</i>	<i>Survey Response</i>		<i>Finding</i>
<b>CJCC meetings are a productive use of member’s time</b>	18%	Strongly agree	<b>95%</b> favorably perceived CJCCs as a productive use of time
	77%	Agree	
	5%	Disagree	
	0%	Strongly disagree	
<b>The CJCC improves communication between stakeholders and agencies</b>	54%	Strongly agree	<b>96%</b> favorably perceived that CJCCs improved communication
	42%	Agree	
	4%	Disagree	
	0%	Strongly disagree	
<b>The CJCC improves cooperation between justice stakeholders and agencies</b>	39%	Strongly agree	<b>95%</b> favorably perceived that CJCCs improved cooperation
	56%	Agree	
	5%	Disagree	
	0%	Strongly disagree	
<b>The CJCC makes the criminal justice system more efficient</b>	34%	Strongly agree	<b>90%</b> favorably perceived that CJCCs improved efficiency
	56%	Agree	
	10%	Disagree	
	0%	Strongly disagree	
<b>The CJCC works on important issues to the criminal justice system</b>	58%	Strongly agree	<b>97%</b> favorably perceived that CJCCs work on important issues
	39%	Agree	
	3%	Disagree	
	0%	Strongly disagree	
<b>The CJCC serves an important role in the future of the criminal justice system</b>	47%	Strongly agree	<b>98%</b> favorably perceived that CJCCs serve an important role in the future
	51%	Agree	
	2%	Disagree	
	0%	Strongly disagree	



Like their counterparts, CJCC directors scored coordinating councils highly on measures of productivity, communication, collaboration, efficiency, and importance of work and role. CJCC directors were slightly more likely to view the coordinating council more favorably than CJCC members on these measures. However, CJCC directors were more likely to “agree” rather than “strongly agree” that a coordinating council meeting was a productive use of time and improved cooperation. CJCC directors were more inclined to perceive the CJCC as effective at improving communication, addressing important issues, and performing a valuable role in the justice system.

The favorability ratings for CJCCs clearly indicate that coordinating councils are useful in their intended purpose and worthy of being considered a “best practice.” The survey results also suggest that there are opportunities for coordinating councils to improve their effectiveness to achieve better outcomes, and this should be explored more deeply. Overall, the key takeaway is that CJCC members and CJCC directors consider a coordinating council a worthy endeavor for jurisdictions interested in strengthening their local justice system.

With the value of CJCCs established, the next three sections describe the structure, staffing, and activities of CJCCs from across the country to highlight common characteristics and essential components of coordinating councils. This information is shared to present the current state of CJCCs as a potential guide for jurisdictions interested in creating or enhancing a coordinating council.

## Part Two: The Structure of CJCCs

CJCCs across the country share common characteristics, but at the same time none operate identically. For example, CJCCs have different membership and leadership structures. Frequency and times of meetings also vary from jurisdiction to jurisdiction. Some CJCCs are responsible for managing grant funds, whereas others are not. In this section, the results of the national survey are used to describe the most common elements of a coordinating council.

### CJCC Bylaws

As part of the analysis, the bylaws submitted by the survey respondents were reviewed for content. CJCC bylaws, sometimes referred to as charters, outline the purpose and organizational structure of a jurisdiction's council. Nearly all the jurisdictions participating in the study had written bylaws in place. Each set of bylaws contained common components that included:

- A vision and mission statement
- A set of guiding principles
- A list of council members
- A process for selecting a chair or co-chairs and a description of their duties
- A procedure for organizing and conducting meetings and making decisions
- A set of rules related to committees, subcommittees, or working groups
- A description of duties and responsibilities for CJCC staff (if present)
- A statement on conflicts of interest
- A policy on open meetings and open records
- A procedure for amending the bylaws

The bylaws from the various jurisdictions also included consistent language about the role of the CJCCs. The most common language used in the bylaws included the following:

- Heightening public safety of residents
- Improving communication and cooperation between justice agencies
- Addressing issues and challenges collaboratively and proactively
- Enhancing the operation of the criminal justice system and leveraging system resources
- Advancing data driven solutions and evidence-based practices
- Promoting effective policies
- Fostering programs and services for justice-involved individuals and victims

An example of CJCC bylaws is available in appendix A.

## **CJCC Vision and Mission Statements**

CJCCs often adopt vision and mission statements to convey the purpose of the coordinating council. A CJCC vision statement is aspirational and typically describes the desired future of public safety and the criminal justice system. A CJCC mission statement, on the other hand, generally is more concrete and defines the council's overall purpose, focus, and aims. Often vision and mission statements are combined to reinforce the importance of the CJCC and inform the public of the council's role and responsibilities.

Examples of CJCC vision statements:

**We will live in a safe community supported by safety and [a] justice system that works together to focus on prevention and restoration, while balancing intervention and enforcement. The system will be built on a solid foundation of constitutional principles, statutory laws, and community values which honor and promote personal responsibility, family and neighborhood involvement, and trust among people and institutions.**

— Lane County, Oregon, Local Public Safety Coordinating Council

**A united and safe community where all people trust the criminal justice community to be fair and efficient.**

— Ashland County, Wisconsin, Criminal Justice Council

Examples of CJCC mission statements:

**Create a safer community by working collaboratively to employ data-driven decision-making practices across the criminal justice system to improve the quality of services and achieve more successful outcomes for all.**

— Ramsey County, Minnesota, Criminal Justice Coordinating Council

**To improve the administration of justice and promote public safety through planning, research, education, and system coordination of programs and initiatives.**

— Louisville/Jefferson County, Kentucky, Metro Criminal Justice Commission

## WHAT DOES THIS TELL US?

CJCCs commonly adopt bylaws to define the purpose of the council and to establish formal ground rules for conducting business, resolving disputes, and ensuring the council's transparency. The bylaws also help maintain consistency in running the council when members and/or leaders change. When new CJCCs are formed, the creation of bylaws should be one of the first tasks completed by the council. Many CJCCs also seek to have their council and bylaws formally recognized by their jurisdiction's board of county commissioners or superintendents through a resolution. This step helps solidify the coordinating council's role in shaping the local criminal justice system and makes the CJCC's bylaws more binding.



*Louisville/Jefferson County, Kentucky*

## Authority and Decision Making

### Authority

CJCCs are generally formed under an agreement by stakeholders or through some formal mechanism, such as a state statute or action by a local governing body. In the survey of CJCC coordinators, 53% reported that their coordinating council was created through a local stakeholder agreement, while 47% indicated that their council was required by statute, ordinance, or resolution. Several states require counties to form a criminal justice coordinating council or similar

**80% of the surveyed CJCC members reported that their coordinating council influenced their decisions as a leader.**

body, and the state statute defines the council's purpose. Examples of states requiring CJCCs include Illinois, Oregon, and Wisconsin. In the survey, CJCCs formed under a legal framework were twice as likely to be responsible for overseeing criminal justice-related grant funds funneled from the state or federal government.

As noted above, a majority of CJCCs are formed through an informal agreement by local justice stakeholders and, as a result, do not have any formal authority. In general, nearly all coordinating councils serve in an advisory capacity since they cannot dictate policies or practices over independently elected officials and their offices or usurp statutorily defined duties assigned to other governmental entities. For instance, CJCCs have no control over city or county operating budgets, but they may make recommendations to those partners on funding decisions for the criminal justice system. In fact, it is commonplace for budget decision-makers to seek the input of CJCCs for public safety issues that arise and/or for CJCCs to bring public safety issues, and their potential solutions, to budget decision-makers' attention.

### Decision Making

Because the vast majority of CJCCs lack legal authority, they must rely heavily on collaboration when conducting business. CJCCs typically depend on consensus for decision-making, even if voting is used during meetings, because they cannot act unilaterally. For example, a coordinating council cannot enact a new bail policy unless the courts agree with the change. Thus, councils must work to find common ground that key stakeholders are willing to accept and support. Findings from the national survey indicated that 82% of CJCCs used consensus to reach decisions. Voting was still used by many of these councils but mostly as a show of support for decisions reached by consensus. Voting was also used by CJCCs to gauge members'



*Johnson County, Kansas*

interest in moving an item forward or for procedural matters related to running a group meeting (i.e., following Robert’s Rules of Order). Based on a review of the CJCC bylaws gathered for the analysis, it was found that the chair of the council generally makes the decision on when a vote will be taken.

Eighteen percent of the CJCCs in the survey reported that councils made decisions solely by majority vote. A vast majority of these councils were formed under state statute or local ordinance/resolution. In addition, they were more likely to be responsible for making decisions on state or federal grant funds.

In making group decisions, coordinating councils assume shared responsibility for actions that affect the criminal justice system. CJCCs can demonstrate their support to individuals or agencies that must execute desired changes, which can sometimes be controversial. Using bail reform as an example, the backing of the CJCC in implementing new bail policies can provide judicial officers reassurance in modifying their daily pretrial release practices. The support of the council in adopting bail reform places less risk on the individual or agency implementing the change and more on the collective group. This distinction may be helpful in getting risk averse system stakeholders to consider new approaches that will benefit the criminal justice system.

**Of the surveyed CJCC members, 96% believed their CJCC had the necessary members participating on their councils.**

### WHAT DOES THIS TELL US?

CJCCs may be formed through an informal agreement by stakeholders or under some legal authority. Regardless of how they are formed, CJCCs have limited authority because they cannot act unilaterally due to offices or agencies having constitutional or statutorily defined responsibilities and power. Thus, many CJCCs rely on consensus decision making to produce change. Consensus decision making is often beneficial because it implies shared responsibility among participants on the coordinating council in implementing new approaches.

## Membership

### *Common Members of CJCCs*

One of the most important elements of a CJCC is the composition of its membership and the individuals selected to preside over the council. At its core, CJCCs historically bring together criminal justice decision makers, including elected officials or persons appointed to lead agencies and departments. Participation of justice system leaders is often deemed critical because they have the authority to enact changes, set policy, direct personnel, and influence budgets. As shown in table 2.1, results of the survey support this notion as a vast majority of CJCCs include sheriffs, district attorneys or prosecutors, probation chiefs, public defenders, police chiefs, presiding/chief judges, and county commissioners or equivalent. Beyond this core group, it is common to find other judicial officers, behavioral health directors, jail administrators, pretrial service directors, clerks of court, social service directors, and county managers.

**Table 2.1: Most Common Members of a CJCC**

<i><b>Position</b></i>	<i><b>Frequency of Membership on CJCCs</b></i>
Sheriff	95%
District Attorney or Prosecutor	93%
Probation Chief	93%
Public Defender	90%
Police Chief	90%
Presiding/Chief Judge	80%
County Commissioner or Equivalent	70%
Judicial Officer other than Chief Judge	70%
Behavioral Health Director	70%
Community Representative	58%
Jail Administrator	56%
Pretrial Services Director	54%
Clerk of Court	53%
Social Services Director	52%
County Manager	47%
Court Administrator	42%
Mayor	40%

## Associate (Non-Voting) CJCC Members

Many CJCCs from the study will designate a single individual, such as one felony-level judge or one police chief, to serve on the council even though the jurisdiction may have several individuals who share similar and equal roles. A sole representative is appointed, in part, to keep the councils at a manageable size and to prevent the CJCC membership from becoming unbalanced in favor of a particular group, especially when voting is required. This can be a difficult situation for CJCCs because they want to be inclusive and respectful toward important stakeholders. A common solution is to designate only one representative of a group to serve as a “full” CJCC member with voting privileges and to allow others to participate as “associate” members without voting privileges. This concept can be applied to many types of groups, including county commissioners and local service providers.

A transformation occurring in CJCCs is to include non-traditional justice stakeholders as members. In addition to the positions listed in table 2.1, CJCCs participating in the survey revealed that non-traditional members included positions such as reentry directors; homeless services directors; victims; formerly incarcerated individuals; cultural, business, and faith leaders; bar association members; philanthropists; elected state representatives; federal agency representatives; local university representatives; child support directors; mediators; juvenile justice representatives; and school superintendents. The inclusion of different stakeholders suggests that CJCCs are broadening their scope and recognizing the intersectionality that exists between the justice system and other systems, such as public health and education.

The role of community representatives on CJCCs is also worth highlighting. In the survey, 58% of the CJCCs indicated that their council had at least one community representative member. The inclusion of individuals outside the criminal justice system can potentially serve three important purposes. First, community representation can increase the council’s understanding of the public’s needs. Second, the presence of community representatives increases transparency in decision making and fosters greater accountability. Third, the inclusion of

*Community representatives offer diverse perspectives on how the work of the CJCC impacts individuals and families in our community. By being at the table, side by side with agency leaders, they reinforce our collective commitment to accountability and transparency.*

- Kristy Pierce Danford, Director,  
Charleston County (South Carolina)  
Criminal Justice Coordinating Council



community representatives is an opportunity for councils to elevate the voices of marginalized communities who may not be adequately represented in elected or administrative roles in the criminal justice system.

An example of a CJCC membership roster is available in appendix B.

### *Membership Size of CJCCs*

The membership size of CJCCs varies widely based on results from the survey. The smallest CJCC had eight members while the largest council had forty members. As shown in table 2.2, half of all the CJCCs in the study had from sixteen to twenty-five members. Larger councils existed in 26.8% of the jurisdictions, but smaller councils (less than 15 members) were almost as common. CJCCs in small jurisdictions (less than 499,999 residents) were more likely to have fewer members than medium (500,000 to 999,999 residents) and large jurisdictions (one million or more residents), which may reflect differences in resources between small and larger jurisdictions.

**Table 2.2: Number of CJCC Members by Jurisdiction Size**

<i>Number of Members</i>	<i>Small Jurisdictions</i>	<i>Medium Jurisdictions</i>	<i>Large Jurisdictions</i>	<i>All Jurisdictions</i>
15 or fewer	27.5%	33.3%	0%	23.2%
16–25	55.2%	43.8%	45.5%	50%
26 or more	17.2%	25%	54.5%	26.8%



*Oklahoma County, Oklahoma*

The survey data also suggests that CJCCs tend to increase in membership size as they get older and more established. For example, councils in existence for ten or more years were three times more likely to have more than twenty-six members than councils formed in the last three years. This may occur for a couple of reasons. Some CJCCs intentionally start with a small core group of justice stakeholders to address specific issues among key agencies or to establish a foundation of collaboration if justice stakeholders do not have a strong history of working well together. Over time, CJCCs tend to add new membership when they

realize that other justice and non-justice stakeholders should be included in the activities of the council, especially as CJCCs broaden the issues they tackle. A common experience with CJCCs, however, is that the council memberships become too unwieldy and become unproductive. This

usually results in a decline in meeting attendance by members, and CJCCs should assess their structure and bylaws regularly to avoid this outcome.

### *Representatives and Delegates*

**Based on the survey results, the participation of delegates did not negatively affect the perception of CJCC members that council meetings were a productive use of time.**

It is common practice for CJCCs to select an individual to serve on the council as a representative of a group. For example, the chief or presiding judge may represent all the other judicial officers in the jurisdiction or a police chief may serve on the council as a representative of law enforcement. The use of representatives helps keep the size of the CJCC manageable but also helps the council maintain balance and avoid over-representation by a

group that could tip decision outcomes. Representatives are also useful when including non-elected and administrative leaders, such as community members or faith leaders, when numerous potential candidates to serve on the council may exist. In the review of the bylaws shared by the CJCCs, nearly all the CJCCs allowed representatives to serve on the council. Representatives were generally selected by the CJCC chairperson or executive committee or were nominated by the group they represent. It was also common for CJCCs to limit the length of time that representatives serve on the council, generally to two or three years, to allow others the opportunity to participate. The exception was when the representative was an elected or administrative official who holds a specific title, such as the chief or presiding judge. In these situations, the representative serves on the council until they no longer hold the position.

Most of the CJCCs in the study also allowed members to assign delegates to serve in their absence. This practice is generally discouraged by the councils because they want the primary decision makers at the council meetings. This is not always possible, however, and CJCCs typically allow each member to submit a designee to the CJCC chairperson with the caveat that the designee may speak with authority on behalf of the agency. In the survey to the CJCC coordinators, 60% indicated that delegates attend council meetings “sometimes” in place of a primary CJCC member, while nearly 33% reported that delegates are “rarely” or “never” used.

### **WHAT DOES THIS TELL US?**

CJCCs vary in membership and size. More than 75% of the CJCCs have at least sixteen members, and most councils have a “core group” that includes the sheriff, district attorney/county prosecutor, probation chief, public defender, police chief, and chief judge. CJCCs also typically include other positions from the criminal justice system, other governmental partners, and the community. The types of members serving on CJCCs appears to be expanding to include a wider array of perspectives, especially as councils take on broader issues.

## Leadership

An important, and often challenging, decision for a CJCC is determining a leadership structure and selecting officers to preside over the council. Jurisdictions generally have two officers; typically called a “chair” and “vice-chair.” Some jurisdictions prefer to have two co-chairs lead their CJCC to reinforce the collaborative nature of the councils. Unlike other types of boards, CJCCs rarely have a treasurer or secretary. Based on the survey results, nearly 80% of the CJCCs had a single officer as the primary lead (i.e., chair), while the remainder had a vice or co-chair arrangement.



*CJCC Chair and Director, Palm Beach County, Florida*

The most common responsibilities and duties of the chair included the following:

- Presiding over CJCC meetings
- Selecting representative CJCC members
- Appointing individuals to lead and serve on committees, subcommittees, and working groups
- Monitoring attendance of CJCC members and ensuring they remain engaged in the council
- Setting the final agenda for the CJCC meetings
- Ensuring that CJCC meeting materials are acceptable for distribution
- Signing communication on behalf of the council
- Representing the CJCC at governmental and community meetings
- Speaking on behalf of the council to the media

The vice-chair typically is responsible for assuming the responsibilities and duties of the chair in the absence of the chair. In some jurisdictions, an individual is required to serve as vice-chair before becoming the chair.

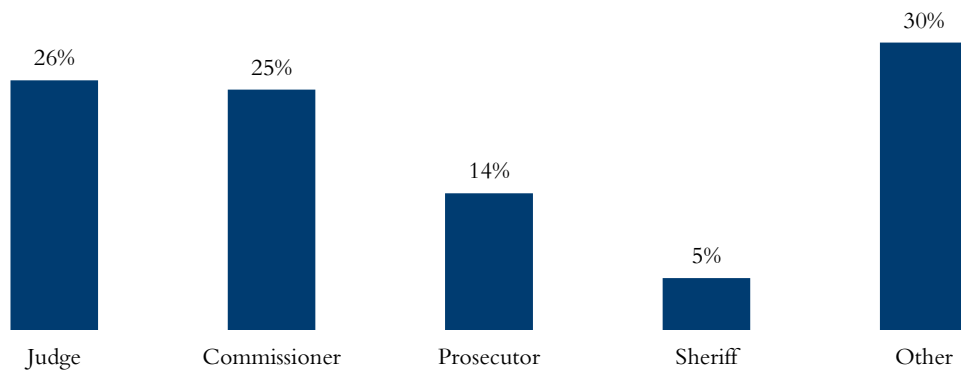
Roughly half of CJCCs in the survey selected their officers by a nomination process and council vote, while in some jurisdictions, the officers are defined by council bylaws, state statute, or local resolution. In a handful of jurisdictions, the officers were decided

**Of the surveyed CJCC members, 94% believed it was important for CJCC officers to remain impartial and act in the best interest of the criminal justice system when running the council.**

informally by members volunteering and being supported by a consensus of the council members. Interestingly, those jurisdictions with co-chairs often intentionally paired a criminal justice official (e.g., judge or sheriff) with a government leader (e.g., county commissioner or county manager) to promote greater cooperation between the criminal justice system and those responsible for managing the local budget.

The most common officers for a CJCC, based on the survey responses, were judges (26% of the CJCCs), county commissioners or equivalent (25%), and district attorneys/county prosecutors (14%). Other positions that served as CJCC officers included sheriff, county manager, mayor, and court administrator. CJCC officers typically served terms no longer than two years, with possible re-appointment for an additional term.

**Chart 2.1: Most Common Chairs of CJCCs**



### WHAT DOES THIS TELL US?

Persons selected to lead a CJCC vary from jurisdiction to jurisdiction, with slight preferences for elected officials to serve as chair. Most CJCC chairs are responsible for guiding the council, running the meetings, and representing the council. They are generally selected through a nomination process and serve a multi-year term.

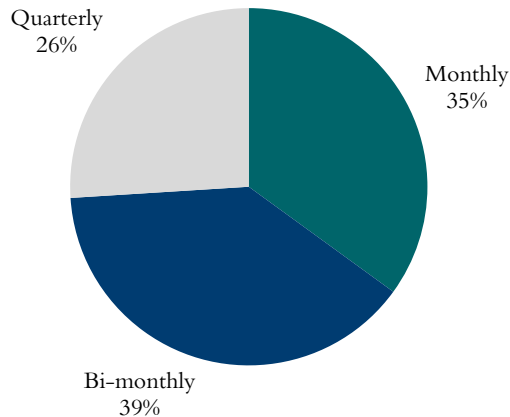
## Meetings

### Frequency

The primary function of a CJCC is to conduct meetings that bring together top decision-makers to collaborate on improving the local criminal justice system. CJCCs generally meet monthly (35%) or bi-monthly (39%), with quarterly meetings slightly less common (27%). A large number (44%) of CJCCs hold their meetings late in the afternoon (i.e., after 2:00 PM) to increase

attendance and participation. Lunchtime (30% of CJCCs) and early morning (i.e., before 9:00 AM) (20%) were other options used by the coordinating councils. Often CJCCs set meetings at a time that accommodates the schedule of those working in the courts. Councils also tend to set a fixed day of the month, such as the second Wednesday of each month, to establish a routine for holding their meetings.

**Chart 2.2: How Frequently CJCCs Meet**



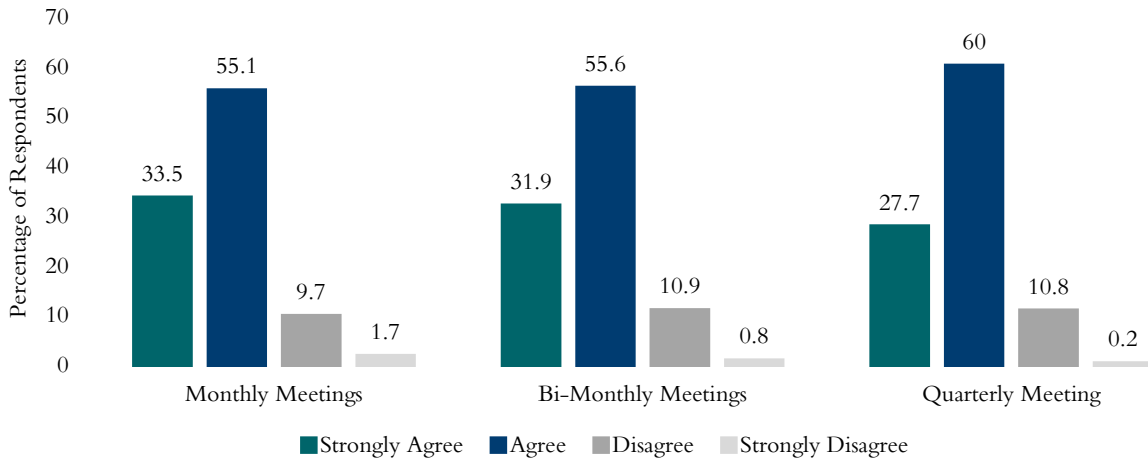
The data revealed that older CJCCs (those in existence for more than seven years) and CJCCs from larger jurisdictions (populations greater than one million) were slightly more likely to meet quarterly than monthly or bi-monthly. In addition, jurisdictions with significant or some financial budget challenges were inclined to meet more regularly (i.e., monthly, bi-monthly) than financially stable jurisdictions.

In general, the frequency in which a council met did not greatly alter member’s perception that CJCC meetings were a productive use of time. As shown in chart 2.3, a vast majority of the survey respondents implied that they “strongly agreed” or “agreed” that a CJCC meeting was a productive use of time whether the meeting was held monthly, bi-monthly, or quarterly. CJCC members, however, were slightly more likely to “strongly agree” that CJCC meetings were a productive use of time the more often the councils met. Nearly identical results were found for the other measures of improved communication, cooperation, and system efficiencies. CJCC members indicated that coordinating councils improved these areas regardless of how frequently the council met, although all three measures were rated modestly better when the meetings were held monthly or bi-monthly as opposed to quarterly.



*CJCC meeting by Zoom, Multnomah County, Oregon*

**Chart 2.3: Perceptions of CJCC Members on Meetings Being a Productive Use of Time by Frequency of Meetings**



### Public and Media Participation

In most jurisdictions, CJCCs are required to follow the state’s open meeting law because of the participation of multiple elected officials on the council. This often requires a CJCC to publicly



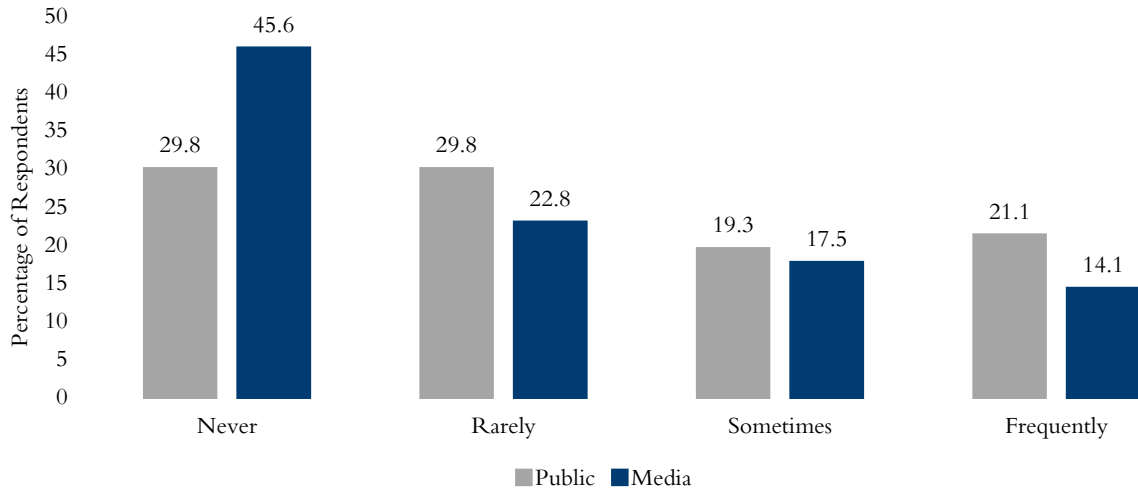
*Charleston, South Carolina*

post their meeting dates and times several days in advance and to make previous meeting minutes accessible. In some jurisdictions with an open meeting law, CJCCs are required to allow time on the agenda for public comments. In addition to the public, members of the media may also attend council meetings. Some CJCCs outline how the public and media can address the council in their bylaws or cite the open meeting statute.

As shown in chart 2.4, the survey of CJCC coordinators found that approximately 60% of council meetings “never” or “rarely” have public attendees, and only 21% indicated that their CJCC meetings “frequently” had public participation. Media attendance was even less common as nearly 46% never had a media representative cover their CJCC, and 23% “rarely” had media present. Only 14% of the CJCCs had “frequent” media presence. Based on the survey results, public participation in CJCC meetings was similar across all jurisdictions regardless of population size, but media participation was 25% more likely in jurisdictions with populations larger than one million residents.



**Chart 2.4: Participation by the Public and Media in CJCC Meetings**



**WHAT DOES THIS TELL US?**

Most CJCCs tend to meet monthly or bi-monthly. Results from the survey suggest that the frequency of the meetings does not greatly affect CJCC members’ perceptions of a council being a productive use of time. In general, councils tend to meet on set days and times of the month, and they often work around the schedule of the courts to accommodate judges, prosecutors, and defense attorneys. Many councils also follow open meeting laws of their state, although public and media participation is fairly uncommon.

**Committees & Workgroups**

CJCCs typically form committees and workgroups to advance the efforts, or initiatives, of the council. Committees generally address multi-faceted, complex issues that are ongoing, such as

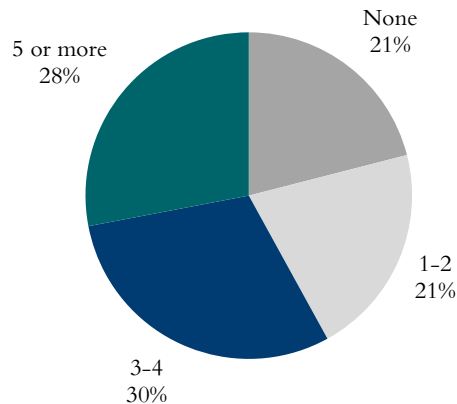


*Grant-related committee, Palm Beach County, Florida*

improving behavioral health or housing services for justice-involved individuals. Workgroups, on the other hand, tend to focus on specific tasks that need to be completed in a relatively short period of time. Examples of workgroup activities may include establishing a citation policy or implementing a new court reminder system. Committees and workgroups are useful because they allow CJCCs to tackle multiple criminal justice system issues simultaneously. Moving an item before the CJCC to a committee or workgroup is also an effective tactic

for councils to continue exploring a topic without impeding or extending a CJCC meeting that is in progress.

**Chart 2.5: Number of CJCC Committees and Workgroups**



Committees and workgroups generally have a chair and a vice-chair to lead the efforts of the subgroup. It is typically the committee or workgroup chair's responsibility to keep the CJCC informed of the progress of the committee or workgroup and, in turn, the CJCC should provide guidance and direction to the chair and these subgroups. Members of the committees and workgroups often include non-CJCC members, and the committees and workgroups are an excellent opportunity to diversify the involvement of individuals in the CJCC and include people with specific expertise from inside and outside the criminal justice system. In most CJCCs, the leadership and members of a committee or workgroup are chosen or approved by the CJCC chair or a CJCC executive committee.

In the survey, 79% of councils reported that they had at least one committee or workgroup and 58% had three or more. The most common areas of focus for CJCC committees or workgroups were behavioral health (including substance abuse and mental health); homelessness/sheltering; information technology; jail population management; reentry; and racial and ethnic equity. Jurisdictions with larger populations were more likely to use committees and workgroups than jurisdictions with smaller populations. Larger jurisdictions also tended to have more committees and workgroups. Well-established CJCCs (i.e., those older than 10 years) were more likely to use committees and workgroups than newer councils and were four times more likely to have multiple committees and workgroups.

**Of the surveyed CJCC members, 62% reported they served on a committee or workgroup in addition to the regular CJCC.**



An example of CJCC committees is available in appendix C and a CJCC organizational chart is presented in appendix D.

### *Executive Committees*

In addition to having officers, some CJCCs have an executive committee that is generally responsible for providing oversight of the council activities, including its committees and workgroups. Slightly more than half the CJCCs in the survey (53%) reported the existence of an executive committee. These committees typically consisted of five to nine members from the council and included the CJCC officer(s). Specific duties of the CJCC executive committee varied, but common responsibilities included monitoring the progress of council initiatives, setting the agendas for CJCC meetings, nominating officers and CJCC representative members, and strategic planning.



*Executive Committee, Palm Beach County, Florida*

The use of executive committees was consistent across small and large jurisdictions as well as new and old coordinating councils. Based on the survey results, executive committees appeared to be more common in larger councils, especially those with 21 members or more, and CJCCs that met bi-monthly. For the latter, the executive committee typically convened on the months in which the CJCC did not have a meeting scheduled.

### **WHAT DOES THIS TELL US?**

CJCCs typically form committees and workgroups to help the council develop and implement initiatives for the criminal justice system. Committees and workgroups generally consist of CJCC members and non-members, and the latter allows the CJCC to broaden the involvement of individuals in the council's activities. A vast majority of the CJCCs in the survey had at least one committee or workgroup, and they were more likely in larger and well-established coordinating councils. Slightly more than half of the CJCCs surveyed also used an executive committee to help guide and direct the operation of the council.

## Operating Budgets

CJCCs generally do not require funding for their operations, although jurisdictions often fund a position or multiple positions to coordinate and support the council's activities. (See part 3 for CJCC staffing.) In the survey of CJCCs, only 39% of the coordinating councils reported that they received funding, other than personnel, from their county or city to assist their operations. Typically funding provided to CJCCs is used for a variety of reasons that include hiring researchers, trainers, or technical assistance providers; conducting annual planning retreats; producing meeting materials or reports; renting meeting space; and providing food and beverages at meetings. A few coordinating councils have begun offering compensation to non-governmental CJCC members, such as community and victim representatives, to cover their personal expenses for participating on the council (e.g., transportation, parking, childcare, etc.).

*Our CJCC operates without a significant budget and relies on current staff to support the council and its work. In the future we hope to allocate funds to strengthen CJCC initiatives.*

- Donna Jo Maki, Project Director, Lake County (Illinois) Criminal Justice Community Council

Based on the survey results, CJCCs receiving some level of funding for their operations were more likely to be jurisdictions with smaller populations and CJCCs that were in existence longer. Coordinating councils required by state statute or local ordinance and/or those that managed state or federal grants were also more likely to have an operating budget.

### WHAT DOES THIS TELL US?

Excluding support staff, operating a CJCC typically does not require funding from a local government. Some jurisdictions, however, provide an operating budget to their CJCC to support the council's activities.

## Part Three: CJCC Staffing

*A CJCC will not work well unless it receives independent, full-time support.*

- Robert Cushman, from *Developing a Criminal Justice Coordinating Committee* (2002)

CJCC members typically have other important responsibilities that limit their ability to devote a tremendous amount of time to the council's day-to-day operations. As a result, operating a successful CJCC generally requires one or more staff positions to support and sustain the council and its activities. The people in these positions perform a multitude of tasks that vary in complexity, thus requiring a wide skill set, and they are required to closely interact with elected officials, administrators, and other professionals.

In this section, information on CJCC staff is presented using results from the national survey and materials obtained from the CJCCs. Most of the information

focuses on CJCC directors, the lead individuals responsible for organizing and supporting their local coordinating council. This role may have a variety of other job titles, such as CJCC coordinator or justice administrator, but, for the purposes of this report, the general term "director" is used.

### CJCC Directors

A CJCC director is a high-level professional position responsible for working with the coordinating council to improve the criminal justice system. Generally, the four main responsibilities of a director are to (1) coordinate the overall operation of the council, (2) organize the council's meetings, (3) manage the CJCC's committees and workgroups, and (4) oversee development and implementation of the council's initiatives.

Other duties of directors often include:

- Serving as a liaison between the CJCC and criminal justice partners across county, municipal, and state criminal justice agencies
- Collecting and analyzing data on the criminal justice system for the purpose of shaping program and policy development
- Producing regular reports, including an annual CJCC report, on the activities of the CJCC and local criminal justice system



*CJCC Director, Johnson County, Kansas*

- Identifying opportunities for enhancing the criminal justice system through the CJCC by pursuing innovation and evidence-based practices
- Engaging strategic partners, both private and public, to strengthen public safety efforts and improve service delivery to justice-involved individuals
- Informing CJCC members of local, state, and federal policy or legislative changes that affect the criminal justice system
- Procuring and managing federal, state, and private grants to support CJCC initiatives



*CJCC Director, Multnomah County, Oregon*

Directors are generally expected to have a thorough understanding of the criminal justice system; the ability to conduct or facilitate research projects; and a knowledge of legal and evidence-based practices, emerging case laws, and principles of effective interventions. Perhaps the most important skill set for directors is the ability to build productive relationships among individuals and groups with diverse

perceptions. Along these lines, directors often need strong political acumen to help guide their CJCCs toward consensus. (Note: An example of a CJCC director job description is available in appendix E.)

## Perceptions of CJCC Director Positions

In the survey of CJCC members, nearly 93% of the respondents indicated that the CJCC director was an important position in the local criminal justice system (55% strongly agreed and 38% agreed). As shown in table 3.1, CJCC members generally had high expectations that the director position would bring useful ideas to the criminal justice system, engage stakeholders in implementing changes to the justice system, and (most importantly) provide useful information to the coordinating council. Most CJCC members (96%) also believed that the directors should perform their duties objectively and act in the best interest of improving the criminal justice system overall.

**Table 3.1: CJCC Members' Expectation of Directors**

<i>Expectations</i>	<i>Survey Response</i>		<i>Finding</i>
<b>Bring useful ideas to the criminal justice system</b>	48%	Strongly agree	<b>91%</b> expected CJCC staff to bring useful ideas
	43%	Agree	
	8%	Disagree	
	1%	Strongly disagree	
<b>Engage stakeholders in implementing changes in the criminal justice system</b>	47%	Strongly agree	<b>92%</b> expected CJCC staff to help drive change
	45%	Agree	
	7%	Disagree	
	1%	Strongly disagree	
<b>Provide beneficial research, information, and data to the CJCC</b>	51%	Strongly agree	<b>97%</b> expected CJCC staff to provide useful data and research
	46%	Agree	
	3%	Disagree	
	>1%	Strongly disagree	

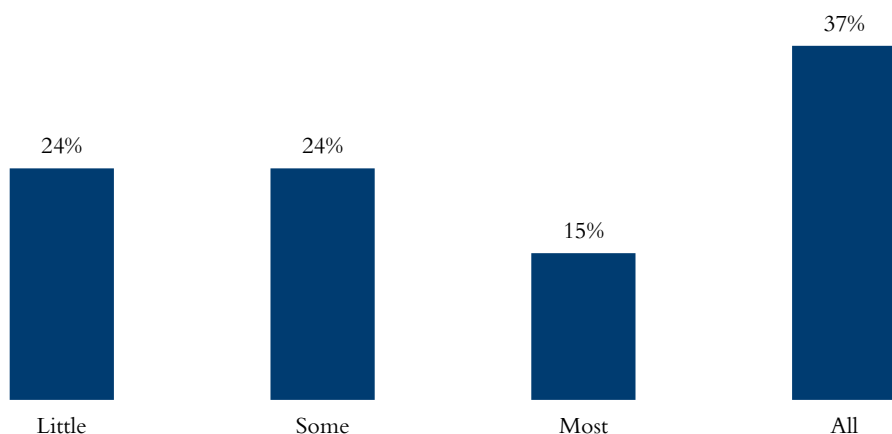
The perceptions of CJCC directors about their positions was also captured in their survey. Most directors strongly agreed (40%) or agreed (58%) that their position was valued and respected by CJCC members. Interestingly, CJCC members were more likely than directors themselves to perceive their position as being of greater value to the criminal justice system.

## Work Structure of CJCC Director Positions

Leading a CJCC is often a dedicated full-time position, although organizing the actual council meetings and any related committees and workgroups is typically a modest portion of the work. Most of the directors' time is spent pursuing initiatives that emerge from council meetings and enhancing criminal justice operations in a jurisdiction. In the survey of CJCC directors, 83% indicated that they were full-time employees, while 10% reported being part-time employees, and 7% conveyed that they served on a contractual basis. Part-time and contractual directors were

commonly from counties with smaller populations. As shown in chart 3.1, more than half of the survey respondents (52%) indicated that most or nearly all their time was dedicated to facilitating the day-to-day operations of the coordinating council.

**Chart 3.1: Director's Time Needed to Coordinate Council**

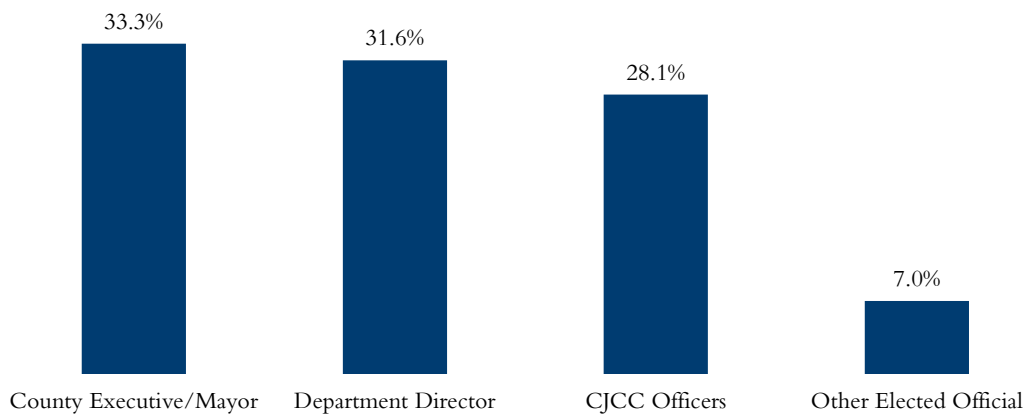


It should be noted that not all jurisdictions had dedicated CJCC director positions. In some counties, an individual from the criminal justice system, such as the probation chief or trial court administrator, may be responsible for coordinating the CJCC in addition to being responsible for their primary job duties. Based on findings from the survey, this arrangement was exclusive to counties with smaller populations.

CJCC directors generally report to top-level county or city leaders. The most common reporting structure for CJCC directors was to be supervised by a county executive/county manager or mayor/city manager. A third of the respondents had this form of reporting structure. A similar number (31.6%) of directors were placed under a department director equivalent. In approximately 28% of the jurisdictions, the directors reported directly to the council and/or the CJCC officers even though the positions are funded by a county and/or city government. This mostly occurred in small population jurisdictions (75%) as directors from jurisdictions with a large population typically reported to county executives, mayors, or department directors. In a small handful of counties (7%), the position was assigned to a justice system elected official, such as a judge or sheriff. The placement of CJCC directors under these high-ranking local officials conveys the significance of the positions' work and reflects the nature of the positions' routine interaction with important decision makers.

**CJCC directors supervised by county executives or mayors, more so than CJCC directors who were supervised by others, were more likely to report that CJCC members valued and respected their positions.**

**Chart 3.2: Reporting Structure of CJCC Coordinator Positions**



### *CJCC Support Staff*

**75% of the CJCCs in the survey had two or more employees directly responsible for supporting the council and its activities.**

In a few jurisdictions, especially counties with smaller populations, CJCC directors are responsible for all facets of running their coordinating councils. With larger jurisdictions and more established councils, however, it is more commonplace for CJCCs to have additional staff support beyond CJCC directors. In fact, the survey data showed a correlation between the size of a jurisdiction and the number of CJCC employees as smaller jurisdictions were less likely to have support staff and larger

jurisdictions were more likely to have multiple support staff. Older CJCCs were also more likely to have support staff positions beyond the director than newer councils.

Of those jurisdictions with CJCC support staff positions (60%), the most common support positions were administrative assistants (28% of jurisdictions), data analysts/researchers (25%), project coordinators (16%), grant coordinators (11%), information technology developers (7%), and communications specialists (7%). The use of interns to support the work of CJCCs was also commonplace.



## WHAT DOES THIS TELL US?

CJCCs generally require a position to support the operations of the coordinating council. Some jurisdictions hire a dedicated director to perform this responsibility. In larger jurisdictions, the director position tends to focus primarily on serving the CJCC and all related committees and workgroups, with an emphasis on improving the overall justice system. In smaller jurisdictions, directors tend to serve the CJCC in addition the duties of their primary position, such as probation chief or court administrator.

CJCC directors require a diverse skill set that includes facilitating meetings, engaging strategic partners, managing complex projects, and producing data. The ability to build meaningful relationships with important stakeholders is generally deemed critical for the position. Because they interact closely with elected officials and other agency leaders, directors often report to upper-level county or city administrators. In some jurisdictions, the directors report directly to the CJCC officers and/or the entire coordinating council.

Many CJCC directors have support staff to assist them in working with the council and the council's initiatives. Smaller jurisdictions and/or newer CJCCs were more likely to rely on just the director's position while larger and more established CJCCs tended to have several support positions.

### Knowledge, Work Experience, and Salaries of CJCC Directors

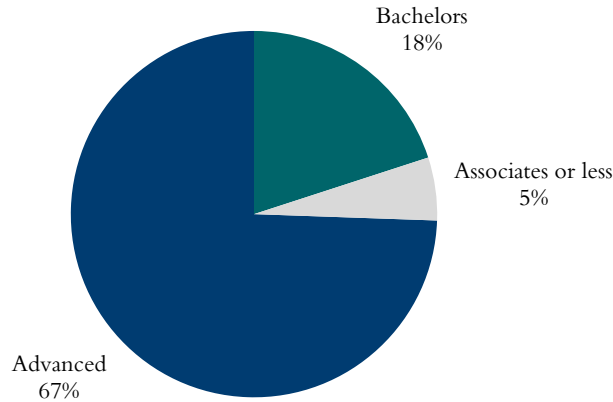
Indicative of a professional position, many of the directors in the survey were well-educated and had numerous years of experience when hired for the job. Approximately two-thirds of the CJCC directors (67%) had an advanced degree, including doctorate (4%) and Juris Doctor (16%) degrees. Rarely did a director have less than a bachelor's degree (5%). In addition to their educational background, a significant number of directors (70%) had five or more years of experience working in the criminal justice system prior to accepting their current position, and 49% had ten or more years of experience. Only 10% of the CJCC directors had no prior criminal justice experience.

*One can describe the personality of an effective [CJCC Director] as a generalist who is humble, intelligent, analytical, flexible, adaptable, patient, self-motivated, resourceful, proactive, a good problem-solver, a good communicator, diplomatic, apolitical, tolerant, has good common sense, and gets along well with others.*

- Michael R. Jones, from Guidelines for Staffing a Local Criminal Justice Coordinating Committee (2012)

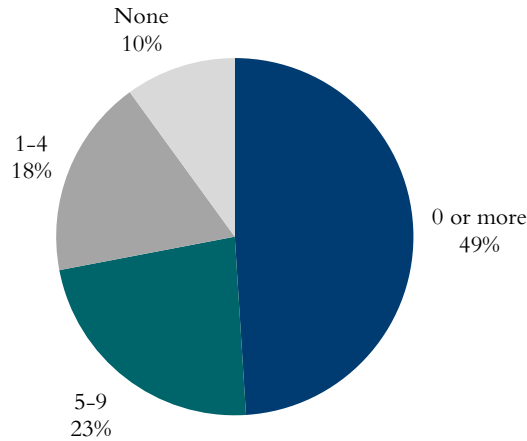


**Chart 3.3: Education of Directors**



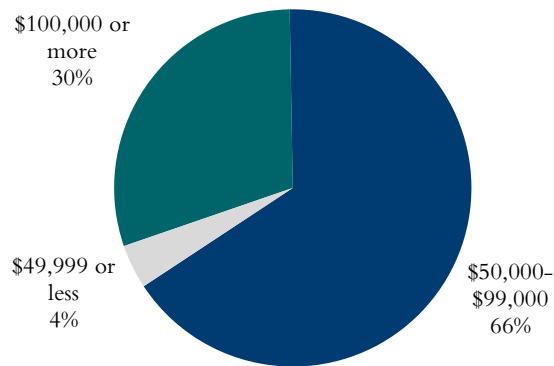
Directors from counties with populations larger than 500,000 were more likely to have an advanced degree (71%) than directors from smaller, less-populated counties (29%). Persons with law degrees or doctorates were just as likely to serve as a CJCC director in both large and small jurisdictions, but only small jurisdictions employed directors with associate degrees or less. Large and small jurisdictions were equally as likely to employ a director with five or more years of criminal justice experience. Directors with no prior work experience, while uncommon, were more likely in smaller jurisdictions.

**Chart 3.4: Years of Work Experience**



Salary compensation, excluding fringe benefits, for full-time directors generally fell between \$50,000 and \$99,000 (66% of the directors). Close to a third of director salaries exceeded \$100,000. CJCC director salaries were not strongly correlated with the individual's education level, years of experience, or years of service. Instead, the population size of the jurisdiction was the strongest predictor of higher salaries as large metropolitan counties tended to pay their CJCC directors a higher annual salary than suburban and rural jurisdictions.

Chart 3.5: Salaries of Full-Time Directors



#### WHAT DOES THIS TELL US?

CJCC directorships are a professional position typically responsible for guiding the efforts of a coordinating council in strengthening a local criminal justice system. Because this position generally works across all aspects of the criminal justice system and has diverse work responsibilities, many jurisdictions hire individuals with advanced degrees and numerous years of experience for the position. Salaries for full-time director positions typically fall between \$50,000-\$99,000 per year and tend to be higher in jurisdictions with larger populations.

## Part Four: Initiatives of CJCCs

CJCCs can address a multitude of issues varying in complexity. Coordinating councils can pursue specific undertakings, such as establishing protocols for purging old warrants or revising bail policies, to broader system reform efforts. The latter may include expansive initiatives like creating a continuum of services for justice-involved individuals or implementing new information technology systems across justice agencies. CJCCs may also be called upon to problem-solve emerging crises (e.g., a spike in violent crime or drug overdoses), advise city and county leaders on annual budgets for the justice system, support grant applications, etc. In 2020, with the outbreak of the COVID-19 pandemic, CJCCs were used to navigate unprecedented challenges to the criminal justice system, and they responded with new policies and practices to minimize the spread of the virus while maintaining the justice system's statutory responsibilities.

This section presents the common priority areas of CJCCs (and their successes) based on the survey results. It should be noted that the survey pre-dated the afore-mentioned global pandemic and a national call for eliminating racial and ethnic disparities in the criminal justice system. Many coordinating councils were thrust into action on these prominent issues. Even though new priorities may have emerged for some coordinating councils since the survey was conducted, the survey findings are relevant given the ongoing nature of the challenges reported.

An overarching conclusion of the survey is the basic commonality of priority areas across CJCCs despite differences in jurisdictions. Regardless of jurisdictions' population size or demographics, CJCCs often face comparable challenges. The overlapping priority areas suggest an important benefit of communication and sharing across jurisdictions to promote and support promising solutions. The National Network of Criminal Justice Coordinating Councils (NNCJCC) was created for this purpose, and membership enables CJCCs to share their experiences and learn from one another.

### Priority Areas

In addition to their general business, CJCCs commonly identify priority areas that the coordinating council will pursue. Typically, CJCCs have more than one priority area to avoid becoming issue-centric, which may lead to the council disbanding once the objectives of the priority are reached. As mentioned in the previous section, work on priorities often takes place at the committee or workgroup level and then is brought before the CJCC for guidance and support.

Based on the survey findings, four common priority areas for CJCCs emerged: (1) behavioral health, (2) jail population management, (3) data and information systems, and (4) pretrial practices.<sup>vi</sup> Each of these priorities is briefly described below to illustrate the work taking place in CJCCs across the country.

## ***Behavioral Health***

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The most common priority for CJCCs was improving behavioral health services (i.e., mental illness, alcohol or drug abuse, and dependency or co-dependency). Twenty-five of the CJCCs surveyed (44%) reported this to be one of the top three priorities for their coordinating council. Specific issues identified in this priority area included:

- Lack of criminal justice diversion opportunities
- Shortage of relevant programming or treatment opportunities, including sheltering
- Addiction and overdoses related to specific drugs
- Delays in criminal competency processes
- Disconnects between law enforcement and mental health service providers

## ***Jail Population***

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Managing the jail population was the second most common priority for CJCCs. Of the CJCCs surveyed, 24 (42%) reported issues related to the jail population as a top priority. These issues included:

- Overcrowding or the need for jail population reductions
- Scarce jail diversion programming or alternative sanction opportunities
- Overreliance on detention for low-risk individuals
- Inadequate jail programming and/or jail staffing

## ***Data and Information***

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The third most common priority for CJCCs that appeared in the survey was enhancing information systems and data use. Seventeen CJCCs (30%) reported this as one of their main priorities. Specific challenges the coordinating councils were addressing included:

- Inaccurate, inadequate, and/or inconsistent data collection
- Limited analytic capacity/inability to produce statistics
- Deficient information sharing between justice system stakeholders, across systems, and between jurisdictions
- Outdated record management systems
- Reliance on paper processes

## ***Pretrial Practices***

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The fourth most common priority area reported was improving pretrial practices and pretrial services. The area was a top priority for 16 CJCCs (28%) in the survey. Issues within this category included:

- Unjust bail practices
- Ineffective initial appearance hearings
- Lack of objective (or validated) pretrial risk assessments
- Insufficient pretrial supervision services and/or programming

## Other Priorities

Although behavioral health, jail population, data, and pretrial practices were the among the highest priorities of CJCCs surveyed, several other noteworthy priority areas were reported. They included the following:

- Participating and/or sustaining grant-funded initiatives and programs (e.g., Justice Reinvestment, Safety and Justice Challenge, Evidence-Based Decision Making) (19%)
- Improving communication, engagement, staff, and structure of the CJCC (14%)
- Reducing racial and ethnic disparities (14%)
- Enhancing criminal case processing practices (11%)
- Addressing housing shortages and/or reentry services (11%)
- Lowering specific criminal activity/offense, recidivism, and community safety (11%)
- Developing specific treatment programs/specialty courts (9%)
- Engaging in criminal justice strategic planning (7%)
- Replacing or renovating inadequate facilities (5%)
- Decreasing bench warrants and missed court appearances (5%)



*Charleston County, South Carolina*



*CJCC public forum, District of Columbia*

Responses from less than five percent of CJCCs included the following priorities: reducing fines and fees, improving arrest practices, expanding community engagement, conducting system mapping, and reforming parole and probation.

## CJCC Strategic Planning

Strategic plans help CJCCs set overall goals and outline steps for achieving those goals. CJCC strategic plans often reflect the foundational work of the council that compliments the general task of coordinating the criminal justice system. For example, a strategic plan may outline a vision for introducing new technology for the courts or developing comprehensive services for persons with housing needs. Pursuing strategic initiatives is typically interwoven into the general business of the coordinating council as well as the efforts of the committees and workgroups. Indeed, a useful practice is for the CJCC strategic plan to include specific initiatives and tasks for each of its committees.

In the survey, 42% of the CJCCs had a strategic plan in place while another 10% were in the process of developing a plan. Of those jurisdictions with a plan or in the process of developing a plan, roughly 35% conducted a CJCC retreat to advance the strategic planning process. Based on survey responses, CJCC directors were more likely to strongly agree or agree that their coordinating council was working on important issues when a strategic plan was in place. CJCC directors also were more likely to strongly agree or agree that their CJCC produced system efficiencies and improved cooperation when their council had a strategic plan.

An example of a CJCC strategic plan is available in appendix F.



*Strategic planning retreat, Coconino County, Arizona*

## CJCC Successes

Arguably the greatest benefit of having a CJCC is not only the ability to identify system issues but to respond to these concerns in a collective and collaborative manner. Stakeholders around the table may play an adversarial role in the courtroom, battle over funding from the same limited resource, or have different perspectives on the root causes of systemic issues, but a successful CJCC builds consensus around shared goals or objectives. Having a collaborative body like a CJCC provides a unique and critical opportunity to identify and implement ways to resolve issues, accounting not only for the variety of perspectives within the system, but also other systems (such as behavioral health or school systems) that interact with criminal justice and the communities within a jurisdiction. This section provides a summary of the projects envisioned and initiated by CJCCs.

The 57 CJCCs in this survey provided open-ended responses for what they consider to be the top three successes of their CJCC. As with the priorities section, responses were categorized by theme and the most common themes were identified. It may come as no surprise that the greatest concerns of CJCCs also happen to be where they have taken the most action and areas for which they feel their CJCC has been successful in pursuing change.

**Of CJCC members surveyed, 85% indicated their coordinating council accomplished important work over the previous year.**

### *Behavioral Health Initiatives*

The surveyed CJCCs reported 23 separate successes related to behavioral health, which for the purposes of this report includes persons suffering from serious mental illness, drug and alcohol dependency, or a dual diagnosis. Eighteen of the 57 CJCCs (32%) claimed achievements in this area, including mental health crisis training; co-responder and crisis response teams; sequential

intercept mapping; creation of stabilization, detox, or sober living facilities; treatment opportunities and programs; raising awareness across systems; integration of behavioral health system data; and creation of new behavioral health-focused staff positions or committees.



*CJCC “What Works” Conference, Multnomah County, Oregon*

This count, however, does not incorporate the overlap of behavioral health-related accomplishments across multiple categories. For example,



responses regarding diversion programming and data and information improvement often also had a behavioral health concentration. Most notably, the initiation or implementation of specialty courts or dockets was identified as a separate theme, but there was significant overlap between these categories. When accounting for drug and behavioral health treatment courts, a total of 25 CJCCs surveyed (44%) have successfully made changes in the intersection of behavioral health and criminal justice.

These behavioral health initiatives particularly demonstrate the importance of CJCCs. As behavioral health needs continue to be one of the highest priorities for justice systems, collaborative bodies like CJCCs provide a unique opportunity to address critical issues in a coordinated way. Justice systems were not designed to address mental health and substance abuse needs, but councils allow for stakeholders across the criminal justice system to not only work together to come up with solutions to address these needs but also to learn from and work in partnership with behavioral health systems and local communities to make informed decisions about the future of these systems.

### *Improved Communication, Engagement, and Collaboration*

The most predictable success of a CJCC is the improvement of communication and collaboration between justice system stakeholders. Of those surveyed, 16 CJCCs (28%) named increased communication, collaboration, and/or engagement as one of their greatest successes. Respondents highlighted the establishment of better working relations between agencies, consistent and open lines of communication, participation of everyone at the table, coordinated efforts to reach shared goals, increased accountability, greater cross system awareness, and recognition of collective influence.

In this category, the most common response was an improvement among justice partners, but relationships beyond the justice system and with local communities were also noted. Respondents perceived relationship-building across systems as very important and found the CJCC allowed for connections and introductions that may not have been made before.

Engaging with community members within the CJCC and providing information from the CJCC to the public allowed for more transparency and engagement beyond the boundaries of the justice system.



*Reentry-related initiative, Lucas County, Ohio*

### *Improved Use of Data and Information*

The third most common response for the success of a CJCC is improvement of information sharing and access to or use of justice system data. Eleven of the CJCCs surveyed (19%) reported a



data or information-related success. Examples of successes in this category include reporting data consistently to the CJCC; increasing the use of data-driven decision making; creating a centralized database; designing and using data dashboards; conducting a study of the jail population; and conducting research and analysis on programs, policies, or practices.

Like behavioral health, this category was also identified as a top priority for CJCCs. Understandably, this is where many CJCCs have focused their attention and therefore have made achievements. Once again, CJCCs provide a unique setting for requesting, collecting, and sharing data and information. While not always an easy feat, sharing relevant justice data metrics can tell justice system stakeholders a lot about the health of their system and where there might be concerns or areas for future focus. As justice systems often function in silos, a CJCC provides an opportunity to look at and talk about data as a group. This mutual way of looking at system metrics provides information that a single justice agency may not naturally be privy to and offer a more systemic perspective from which to make decisions both separately and collaboratively.

### *Other Successes*

These three categories of CJCC accomplishments, discussed above, were most reported but account for only 60 of the 164 successes identified in the survey. While there are similarities, the achievements of CJCCs vary widely across the country. The following is a list of the other successes reported in the survey for which CJCCs helped plan for, initiate, improve, and/or implement.

- Grant-funded initiatives and programs (18%)
- Diversion programming (16%)
- Jail population reduction initiative (16%)
- Risk assessment tool (16%)
- Specialty court or docket (16%)
- Pretrial services (12%)
- Reentry program or initiative (11%)
- Parole or probation reform (9%)
- Criminal justice strategic planning (9%)
- Court process improvements (7%)
- Other specific program or initiative (5%)
- Recidivism initiative (5%)
- Housing initiative (5%)

*Without our CJCC, we wouldn't have been able to successfully win decarceration-related grants that total over six million dollars per year.*

- Abbey Stamp, Executive Director,  
Multnomah County (Oregon) Local  
Public Safety Coordinating Council

Responses from less than five percent of responses included warrant reduction initiatives, elimination of fees, system mapping and efficiencies, reduction in prison use, support for victim

services, efforts to strengthen the CJCC (such as updated bylaws or hiring of staff) and increased criminal record expungement.

### WHAT DOES THIS TELL US?

The priorities of CJCCs can vary greatly between one another and throughout an individual CJCC's existence. The most common priority areas for CJCCs in the survey, however, were behavioral health, jail population, data and information gathering and reporting, and practices related to pretrial. The initiatives undertaken by CJCCs also vary, but the most common successes revealed in the survey included improved communication, engagement, and collaboration; strategies related to behavioral health; and improved use of information and data.

## Summary: What Does This Study Tell Us?

Justice systems are composed of multiple agencies that are typically led by independently elected officials from different levels of government (i.e., city, county, and state). Although these agencies are bound by a shared responsibility for justice and public safety, they often work autonomously. Criminal justice coordinating councils (CJCCs) are bodies that bring together key decision makers from justice agencies to open communication and promote collaboration. CJCCs rarely delve into the operations of a particular agency or organization and often focus on systemic issues with the intention of enhancing system efficiencies and strengthening the delivery of services. Because of the nature of CJCCs, they are widely regarded as best practice even though little research has been conducted on them. This national survey on CJCCs, the first of its kind, was conducted to uncover baseline information on the structure, staffing, and activities of coordinating councils. In addition, the study sought the perceptions of CJCC directors and members to determine their perspectives on the benefits of coordinating councils.

Based on findings from the survey, CJCC members view coordinating councils in their jurisdiction favorably. Respondents indicated overwhelmingly that CJCCs improved communication and cooperation between stakeholders and agencies. Survey respondents also believed that CJCCs made the justice system more efficient, and they reported that the coordinating council performed important work and served an important role in their local justice system. The favorable perceptions of CJCC members were modest, however, as most positive responses to survey questions fell into the “agree” category rather than “strongly agree.” Similar perceptions of CJCCs were reported by CJCC directors, although their responses leaned more toward “strongly agree” rather than “agree.”

The survey of CJCCs also found that coordinating councils typically shared common characteristics in terms of their organizational structure. Most coordinating councils had written bylaws that formally outlined their purpose, authority, membership, leadership, decision-making process, meeting structure, and committees or workgroups. More than half of the CJCCs in the survey (53%) were created through a local stakeholder agreement, while the remaining number (47%) were required by state statute or local ordinance or resolution. Regardless of their origin, most CJCCs operate in an advisory capacity and thus rely on consensus because they cannot dictate policies or practices of independently elected officials or their offices. A significant role of a CJCC can be to make recommendations about the needs of the criminal justice system to budget decision makers.

CJCCs often attain their influence through their membership. CJCCs typically have the most important decision makers from across the local justice system serve on the council. Although membership can vary from jurisdiction to jurisdiction, the most common members include the

*For every \$1 invested in operating expenses (including staff), the Winona County CJCC has secured \$4 in grant funding. Many of those grant dollars were used as seed money to fund system improvements, such as treatment courts and reentry programs, which have resulted in additional cost savings from reduced recidivism. Even without attempting to place a value on the intangible benefits of the CJCC, Winona County's investment has more than paid for itself.*

- Kalene Engel, Executive Director,  
Winona County (Minnesota), Criminal Justice  
Coordinating Council

sheriff, district attorney or prosecutor, probation chief, public defender, police chief, presiding/ chief judge, county commissioner or equivalent, and the behavioral health director. Coordinating councils will also include other stakeholders, such as jail administrators or pretrial services directors. Although the total number of members varies, it is most common for a council to have between 16 and 25 members serve on the CJCC. In recent years, CJCCs have been more inclusive of representation from the community, justice-involved individuals, and victim rights advocates.

Most CJCCs (80%) have two leadership roles (i.e., officers): a chair and a vice chair. In roughly 20% of the jurisdictions the coordinating council is led by co-chairs. The officers' performed duties are typically outlined in the council's bylaws. Judges, county commissioners, and district attorney/prosecutors are the most likely to serve as a leader on the CJCC.

Based on the survey results, 94% of

CJCC members believed that the CJCC chair and vice chair should be impartial when leading the council and act in the best interest of the criminal justice system.

The primary function of a CJCC is to conduct meetings where justice system decision makers can collaborate. Approximately three quarters of the coordinating councils met monthly or bi-monthly. The other CJCCs convened quarterly. Larger jurisdictions and coordinating councils older than seven years were slightly more likely to meet quarterly. In general, the frequency with which a council met did not greatly influence a CJCC member's perception that the meetings were a productive use of time, although the results were slightly more favorable for councils that met monthly or bi-monthly. Similar results were found for communication, cooperation, and system efficiencies. CJCC members perceived the coordinating council beneficial regardless of how frequently the council met.

Although the CJCC meeting is the cornerstone of coordinating councils, most work takes place in committees and workgroups. CJCCs form committees and workgroups to advance the initiatives of the coordinating council. They frequently consist of CJCC members and non-

members, and the latter allows more individuals from the justice system and the community to participate in the coordinating council process. Common committees and workgroups were behavioral health, homelessness/sheltering, information technology, and jail population management. Nearly 80% of CJCCs had at least one committee or workgroup and 58% had more than three. Slightly more than half of the CJCCs (53%) also had an executive committee. Executive committees consist of a small group of CJCC members who are typically responsible for overseeing the council's initiatives, setting the CJCC's meeting agendas, and managing representative positions of the council. Executive committees were more commonly used in jurisdictions that had larger CJCC memberships and with those coordinating councils that did not meet monthly.

CJCCs generally require a dedicated director position to coordinate and support the daily activities of the coordinating council and the committees and workgroups. Ninety-three percent of CJCC members indicated that the director position was an important role in the local criminal justice system. The CJCC director is a professional position that commonly reports to a high-level county official or administrator, although in some jurisdictions the position reports directly to the CJCC officer(s). CJCC directors are usually expected to serve as a liaison between the CJCC and criminal justice partners, and they are also responsible for conducting research, producing reports, developing initiatives, and identifying funding. Given the nature of the work, most CJCC directors have an advanced degree and several years of experience in the criminal justice system. CJCC directors also tended to have support staff. Roughly 75% of the CJCCs in the survey had two or more support positions in addition to the CJCC director. Support positions included administrative assistants, data analysts/researchers, project coordinators, etc.

Findings from the survey revealed that CJCCs are addressing a multitude of initiatives ranging from arrest diversion to reentry services to improve their justice system. Despite differences in jurisdictions, many CJCCs have overlapping priority areas. The most common priority areas were behavioral health, jail population management, data and information systems, and pretrial practices. Although the survey predated the global pandemic, many CJCCs were used during this time to navigate unprecedented challenges to the local criminal justice system, thus illustrating, once again, their ongoing importance.

This national survey of CJCCs was conducted to enrich the limited knowledge of coordinating councils and to determine their perceived value from the perspective of CJCC directors and members. The results revealed that CJCCs serve a valuable role in local justice systems, most notably by improving communication and collaboration among justice stakeholders, enhancing justice system efficiency, and performing important work for their jurisdiction. Convincingly, the findings suggest that CJCCs warrant their status as a best practice for jurisdictions to pursue.

The survey findings and information gathered is intended to expand the understanding of CJCCs and help inform jurisdictions who are interested in creating a coordinating council or improving an existing CJCC.

## **Appendix A: Example of Bylaws**

The following is an example of CJCC bylaws provided by the Charleston County (South Carolina) Criminal Justice Coordinating Council.



**Charleston County Criminal Justice Coordinating Council  
Founding Bylaws, Established March 2016  
Revised, January 2020**

**I. Name**

The name of this Council shall be the Criminal Justice Coordinating Council (CJCC), and it will be referred to as the CJCC in the following bylaws.

**II. Authority**

The members of the CJCC established the CJCC in 2015 with the support of the Charleston County Council. The founding charter was established on March 31, 2015. Thereafter an updated charter was adopted on July 24, 2015 expanding membership and further clarifying mission and scope.

The CJCC has no legal authority to order changes to the County's criminal justice system, but it may bring about changes through consensus by the participating Agencies and Branches. The CJCC reviews policies, programs and budgets within the criminal justice system and makes final recommendations to justice system and human service partners.

**III. Purpose**

**a. Mission**

The CJCC exists to assist in making sustainable, data-driven improvements to Charleston County's criminal justice system and thereby improve public safety and community well-being.

**b. Guiding Principles**

The CJCC works to advance safety and justice for the citizens of Charleston County, the effective and just treatment of defendants and offenders, the protection and healing of victims, and toward the prevention of crime and reduction of recidivism. Therefore, the CJCC is guided by the following principles:

- i. Every interaction with the criminal justice system offers an opportunity to contribute to the reduction of harm.
- ii. Improved outcomes are achieved through collaboration at individual, agency, and system levels.
- iii. Professional judgement of criminal justice decision makers is enhanced when informed by evidence-based knowledge.
- iv. The criminal justice system will continually learn and improve effectiveness and efficiency when professionals make decisions based on the collection, analysis, and use of data and information.
- v. To advance the administration of justice requires ongoing research and evaluation, technical and adaptive leadership, and innovative uses of criminal justice system resources.

### **c. Responsibilities**

The CJCC is responsible for assisting to improve the administration of justice and promotion of public safety through planning, research, education, and system-wide coordination of criminal justice initiatives. This includes:

- i. Increase the confidence of the public that the system is fair, just, and equitably applied.
- ii. Collaborative efforts to study the functioning of the criminal justice system, identify areas for improvement, create and execute evidence-based, accountable and efficient transformation strategies.
- iii. Advance innovations guided by research, evaluation and monitoring of policy decisions and program implementations.
- iv. Provide communications and related planning, financial, operational, and/or performance reporting for consideration by the agencies represented on the CJCC and system stakeholders.

## **IV. Membership**

### **a. Positional Membership**

Members of the CJCC shall include the elected and appointed leaders of the county's criminal justice system, including but not limited to the following:



- At least one member of County Council,
- Sheriff,
- Assistant Sheriff,
- City of Charleston Police Chief,
- Mt. Pleasant Police Chief,
- North Charleston Police Chief,
- Jail Administrator,
- Solicitor,
- Public Defender,
- Clerk of Court,
- Director of Summary Court,
- Chief Administrative Magistrate,
- Circuit Court, Chief Administrative Judge,
- Specialty Court Judge,
- Victim Advocate,
- Director, Charleston Dorchester Mental Health Center,
- Director, Charleston Center,
- One member of the community representatives group,
- Agent in Charge, Charleston County Office, South Carolina Department of Probation, Parole and Pardon Services,
- Director of North Charleston Municipal Court,
- Director of Charleston Municipal Court, and
- Director of Mt. Pleasant Municipal Court
- Veterans Justice Outreach Coordinator, VA Charleston
- Legal Director, American Civil Liberties Union of South Carolina
- Director, One80 Place

There are twenty-five members of the CJCC who are members due to the position they hold. These individuals serve on the CJCC for as long as they occupy the position entitling them to membership. In the event of a vacancy, the outgoing member or his or her organization may designate a representative from his or her organization to act until such time as the position is filled. Lack of attendance by a member may be cause for removal. Greater than three unexcused absences in a calendar year provide cause for removal from the CJCC. Members may request in writing to the Chairperson removal of another member for consideration by the CJCC.

**b. Designees**

CJCC members may designate one consistent alternate individual within their agency or department to represent them either permanently or temporarily at CJCC meetings. Such a designee will thereafter become the member of the CJCC and no other substitutes will be seated without permission from the Executive Committee. Designees shall have full authority make decisions on behalf of the agency and represent the official policy positions of the official who designated them.

### **c. Ex Officio Members**

In addition to the above CJCC members the following positions shall be ex-officio members whose voice and input shall be considered by the CJCC in reaching any decision:

- Honorable Chief Justice, Supreme Court of South Carolina

These individuals serve as ex-officio members of the CJCC for as long as they occupy the position entitling them to ex-officio membership. In the event of a vacancy, the outgoing ex-officio member or his or her organization may designate a representative from his or her organization to act until such time as the position is filled.

### **d. Community Representatives**

The CJCC shall also ensure engagement with a host of community advisors. Their voices and input will also be considered by the CJCC in its decision-making process, and one member thereof will have full voting rights as elected by the other members of this group. Representation is intended to be diverse and reflective of the community served, including representation from the:

- local civil rights community (e.g., National Association for the Advancement of Colored People),
- local faith community,
- local Hispanic community,
- local nonprofit community,
- local healthcare community,
- local business community (e.g., Chamber of Commerce),
- local defense bar,
- local graduate program community in related fields of study (e.g., public policy, law, criminal justice, public health, psychology, etc.),
- local crime survivor community,
- local formerly incarcerated community,
- local community at-large, and
- One designated liaison from any other entity deemed appropriate by the Executive Committee.

In order to achieve countywide representation, applicants from various geographic areas within the county and diverse backgrounds are encouraged to apply. Community representatives are respectfully requested to provide representation at CJCC meetings for a period of two years in staggered terms, with no more than two consecutive terms.

These designees will thereafter become the designated representatives and no other substitutes will be seated without permission from the Executive Committee. Terms will initially be staggered with half of the representatives holding one year terms, and the remainder holding two year terms. Terms will start each January.

By February, members of the community representatives group shall nominate and vote one member to serve as its positional member on the CJCC, and submit this name to the CJCC for approval. Upon approval, this person will have full voting authority on behalf of the community representatives.

Any community representative may resign by submitting notice of resignation to the Executive Committee. In the event of a vacancy, the Executive Committee may request a new designee to serve the remaining term.

## **V. Officers**

### **a. Executive Committee**

The officers elected comprise the Executive Committee of the CJCC with the support of CJCC staff. The Executive Committee shall be responsible for the following:

- i. Develop CJCC meeting agendas and ensure matters are ready for CJCC meetings.
- ii. Ensure meeting minutes are properly recorded and assignments are completed and prepared for CJCC meetings.
- iii. Propose to the CJCC the formation of Standing Committees, Subcommittees, and Ad Hoc Committees.
- iv. Recommend to the CJCC individuals to serve as chairs and members of the above-listed committees.
- v. Coordinate and approve the membership of the Standing Committees, Subcommittees and Ad Hoc committees.
- vi. Advocate for recommendations made on behalf of the CJCC before policy makers, funders, local and national networks, and other stakeholders as needed.

Officers of the CJCC include a Chairperson and Vice-chair. Up to two co-vice chairs are allowed as approved by the CJCC. Officers are elected by the members of the CJCC to serve two-year terms with no more than two consecutive terms. Nominations for the Chair will be recorded during the last meeting of the fiscal year in odd numbered years. Elections for officers shall occur during the July meeting in odd numbered years. The nominee with the greatest number of votes shall serve as Chair and the runner-up shall serve as Co-Chair. At such time, the Chair and Co-Chair will determine the need for one co-vice chair and appoint someone to this role if deemed appropriate. The individual

selected to the role of Co-Vice Chair must be of a different discipline than the Chair and Co-Chair. All officers shall serve until the next election is held.

In the event of a vacancy, the remaining members of the Executive Committee may nominate a replacement to be approved by the CJCC to carry out the remainder of the term. Following the two-year term, the outgoing officers shall continue to serve on the Executive Committee for a period of six months to aid in the transition.

**b. Chairperson**

The role of the chairperson is to preside at all CJCC meetings, serve as the official spokesperson for the CJCC, establish and appoint committees as deemed necessary, sign official CJCC documents, advise effected legislative bodies on behalf of the CJCC, and provide direction to CJCC staff.

**c. Vice Chairperson(s)**

The role of the vice-chair(s) is to perform all the duties of the office of Chairperson in the event of the Chairperson's absence or inability to serve, and perform such other duties as may be delegated by the Chairperson.

**VI. Meetings**

**a. Regular Meetings**

The CJCC shall meet no less than six times a year and no more than twelve times per year.

**b. Quorum**

A quorum is a simple majority (i.e., of 50% plus one) of the total voting membership.

**c. Voting**

Decisions will be made by consensus whenever possible. A quorum must participate in voting for a decision to be made. If a decision cannot be made through consensus, a simple majority (50% plus one) is required. Each individual organization represented within the positional membership of the CJCC is entitled to no more than one vote per issue. For example, while the positional membership from the Sheriff's office includes multiple positions (e.g., Sheriff, Assistant Sheriff and Jail Administrator), the Sheriff's

office is entitled to one vote. Further, voting may be completed through electronic means as appropriate if the issue in question is of a time-sensitive nature as determined by the Executive Committee.

**d. Open Meetings**

The CJCC is a public body and meetings are open to the public in accordance with state law. The annual schedule of meetings will be set prior to the first of each calendar year and posted to the CJCC website.

**e. Notice of Agenda**

In order to expedite meetings and promote reasoned decision making, a written agenda shall be provided to each member of the CJCC at least twenty-four hours in advance of any regularly scheduled meeting outlining with sufficient particularity any action item that will be proposed for decision at the meeting. Members and their representatives are expected to review the agenda, accompanying documentation and proposed action items in advance of the meeting, and prepare to give a report at the meeting regarding changes in their department that might impact other departments.

**f. Special Meetings**

The Executive Committee may convene a special meeting. Written notice must be served at least 24 hours in advance. Only items included in the written notice may be discussed or considered.

**VII. Strategic Transformation Planning**

The CJCC shall convene on a regular basis to review the CJCC's current criminal justice system transformation plan, modify the plan when appropriate, and begin initiatives consistent with the modified plan. Criminal justice system transformation plans shall be developed every three years beginning in January of 2016. The result of the planning process shall include goals, priorities and comprehensive plans to guide CJCC effort for the following three year period.

**VIII. Annual Report**

The CJCC shall complete an annual report which summarizes the yearly progress of the strategic transformation plan as set forth section VIII above. The report is due in March

of each year and shall cover the period from January to December of the preceding year. In addition, a brief mid-year report will be due in August of each year and shall cover the period from January to June.

**IX. Staff**

The CJCC shall have sufficient, dedicated staff with relevant experience available to carry out its mission. The CJCC shall have no less than one full-time dedicated director. The role of this person is to support the CJCC and manage efforts to assist in improving the effectiveness and efficiency of the county's criminal justice system.

In addition, pursuant to available funding, CJCC shall employ additional staff as needed. CJCC staff report to the director, who reports to the CJCC. The CJCC staff team will provide critical support for all CJCC initiatives and serve as the CJCC's technical assistance provider and evaluator. Particular functions of CJCC staff include, but are not limited to, systems planning, implementation guidance, process and meeting facilitation, data, policy and research analysis, initiative management, collection and distribution of information, oral and written presentations, oversight of other CJCC support staff, and consultation to CJCC members and stakeholders.

**VIII. Amendment of Bylaws**

Proposed amendments to the by-laws are to be included on the agenda of an Executive Committee meeting. The proposal will be forwarded to the CJCC for approval. Any action in response to the proposed change in the by-laws taken by the CJCC shall become effective immediately.

## **Appendix B: Example of Membership Roster**

The following is an example of a CJCC's membership roster provided by the Buncombe County (North Carolina) Justice Resource Advisory Council.

# Buncombe County, North Carolina



<b>Justice Resource Advisory Council Committee Members</b>
Buncombe County Board of Commissioners
Buncombe County Manager's Office
NC 28th Judicial District Superior Court
NC 28th Judicial District Court
NC 40th Prosecutorial District
NC 28th Judicial District Clerk of Court
NC 28th Judicial District
NC 28th Judicial District Magistrates' Office
Asheville Police Department
Asheville City Council
NC 28th Judicial District Community Corrections
Buncombe County Bureau of Identification
NC 28th Judicial District Juvenile Justice
City of Asheville
Provider Network Vaya Health
Local Private Defense Bar Association
Buncombe County Strategic Partnerships
Buncombe County Health and Human Services
Coordinated Community Response to Domestic Violence and Sexual Assault
Buncombe County Pretrial Services
Community Member
Community Member



## **Appendix C: Example of Committees and Workgroups**

The following is an example of a CJCC's subcommittees provided by the Oklahoma County (Oklahoma) Criminal Justice Advisory Council.



## **2022 Subcommittee Meeting Dates**

### **Combined Pretrial & Case Processing Subcommittee: Co-Chairs—Oklahoma County District Court Presiding Judge, Public Defender, & District Attorney**

This Subcommittee combines two previous Subcommittees to better streamline the focus on legal and court issues in the county justice system. The “Pretrial” focus is reducing jail admissions and length of stay, keeping low-level offenders out of the jail and creating a fairer, more efficient pretrial process. The “Case Processing” focus is tackling the challenge of reducing case processing delays, decreasing the total time to case resolution and increasing efficiency in court operations and docket management.

Meeting Dates: First Friday of every other month at 8:30am

**February 11, April 1, June 3, August 5, October 7, December 2**

### **Facilities Subcommittee: Co-Chairs—President, Arnall Family Foundation & Executive Director, Homeless Alliance**

This subcommittee’s focus is to identify and pursue opportunities for additional space or facility modifications to expand and reconfigure jail operations, adopt measures to increase efficient use of resources and begin a long-term planning process regarding the viability of the current jail and the potential need for a new facility.

Meeting Dates: Third Wednesday of every month at 3:00pm

**Feb. 23, March 24, April 28, May 26, June 23, July 28, Aug. 25, Sept. 22, Oct. 27, and Dec. 1 (combined Nov/Dec meeting)**

### **Data Subcommittee: Co-Chairs—Oklahoma City City Manager & private sector representative**

This subcommittee’s focus is to gain a better understanding of issues preventing effective data collection and sharing within the criminal justice system, improve capacity of all criminal justice system agencies for collecting and sharing data and begin implementation of projects to allow collection of system-wide data with online access available to the Advisory Council and system stakeholders.

Meeting Dates: Second Wednesday of every other month at 2:00pm

**February 10, April 14, June 9, August 11, October 13, December 8**

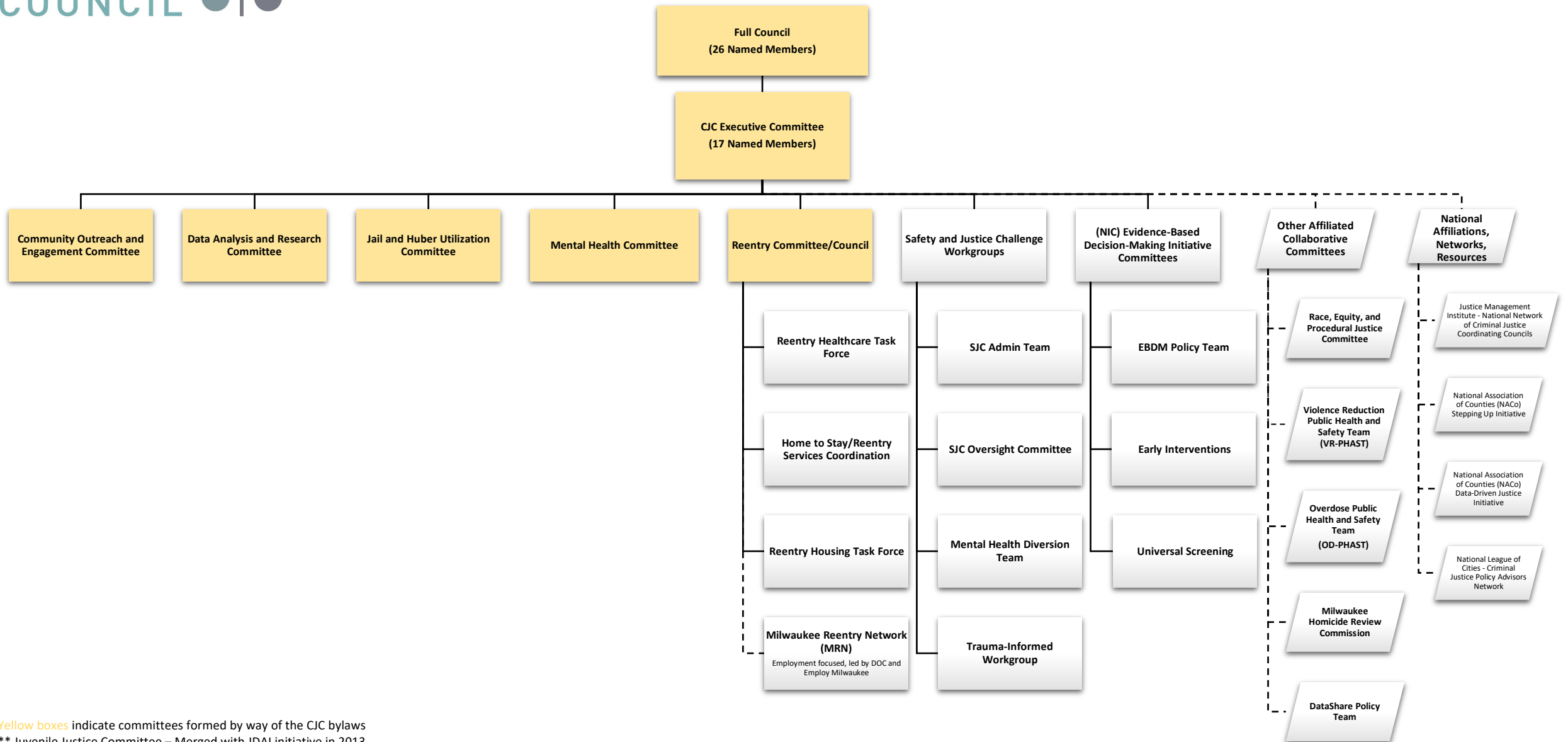
## **Appendix D: Example of Organizational Chart**

The following is an example of a CJCC's organizational chart provided by the Milwaukee (Wisconsin) Community Justice Council.



**MISSION:** Established by Milwaukee County Board of Supervisors resolution in 2007, the Milwaukee Community Justice Council’s members and the broader community work collaboratively to ensure a fair, efficient, and effective justice system that enhances public safety and quality of life in our community.

**VISION:** Milwaukee County is a community where all residents are safe, healthy, and prosper.



Yellow boxes indicate committees formed by way of the CJC bylaws

\*\* Juvenile Justice Committee – Merged with JDAI initiative in 2013

\*\* Programs & Interventions Committee – folded into Early Interventions, Jail & Huber, and Reentry Committees

## **Appendix E: Example of Director Job Description**

The following is an example of a CJCC director job description provided by the Douglas County (Kansas) Criminal Justice Coordinating Council.

## JOB DESCRIPTION

TITLE: Criminal Justice Coordinator

DEPARTMENT: Administration

REPORTS TO: Douglas County Administrator; CJCC Committee

EFFECTIVE DATE: April 2016

POSITION SUMMARY: Specialized, senior level management position is responsible for and/or oversees the collection and analysis of data from criminal justice agencies for the purpose of identifying and researching policy and programmatic changes to enhance the efficiency and effectiveness of the criminal justice system. Plans, develops, coordinates, and evaluates programs that serve adult and juvenile offenders in order to promote a range of productive and rehabilitative options for use by the criminal justice system. Provides logistical and staff support to the County Criminal Justice Coordinating Council (CJCC). Maintains communication and ongoing proactive working relationships with stakeholders in the community and CJCC partners.

### ESSENTIAL FUNCTIONS (Illustrative only):

- Develops and coordinates the planning and implementation of Criminal Justice Coordinating Council (CJCC) initiatives and activities under the direct supervision of the CJCC Committee
- Works collaboratively with the CJCC and partners to coordinate development of a strategic work plan, policies and procedures that are updated periodically, consistent with the CJCC mission and goals
- Implements the goals, priorities, work plans, programs, and organizational structures of the CJCC by working collaboratively with the CJCC and multiple County departments at varying levels of management
- Recommends changes and improvements to criminal justice practices & procedures in Douglas County to the CJCC, incorporating concepts of continuous quality improvement and implementation of evidence-based best practices
- Monitors the CJCC work plan and provides progress reports to the CJCC
- Obtains and analyzes data and information on existing County criminal and juvenile justice programs, including alternatives to incarceration programs
- Recommends programmatic, policy, procedural, or legislative changes based on the analysis of data, opinion surveys, and summary or historical research
- Prepares and/or oversees the development of grant applications to support the CJCC's mission
- Researches and analyzes critical issues identified by the CJCC and recommends and develops documentation, policies, procedures, and materials in conjunction with the CJCC and its committees and subcommittees
- Prepares operational and statistical reports to support recommendations
- Monitors new policies and legislation at the state and local levels and forecasts, using supporting data when possible, the potential effect of legislation or policies on the local justice system and its constituent agencies
- Promotes, evaluates, and facilitates consumer and stakeholder involvement
- Makes oral and written presentations to the CJCC, the County, and the community
- Provides professional consultation to the CJCC and other governing committees and subcommittees as necessary
- Assists the CJCC Chair, and committee chairpersons with the development and posting of agendas, meeting minutes, and other correspondence

- Attends all relevant meetings
- Ensures compliance with Open Meetings and Open Records Laws
- Represents the CJCC, as directed, in all coordinated justice system planning and data collection efforts and at local and state committee meetings, and at local and national seminars
- Collaborates with governmental, judicial, and private agencies to coordinate services and assist in the resolution of problems, questions, or requests related to services provided
- Works with the CJCC to analyze business and automation needs
- Participates in researching and evaluating alternatives and joins in making recommendations for needed equipment and software
- Assists in development and management of the design and functionality of various department website pages and databases
- Receives and forwards complaints and other types of disputes regarding program services to appropriate parties
- Supervises staff assigned to the CJCC
- Performs other related duties as required or assigned

#### WORK ENVIRONMENT:

- Sedentary with occasional walking and standing in a general office setting
- Occasional travel is required

#### KNOWLEDGE, SKILLS, AND ABILITIES:

- Knowledge of local criminal justice systems and county government
- Knowledge of principles, practices, procedures and philosophies of public administration
- Knowledge of ethical guidelines applicable to the position as outlined by professional standards, federal, state and local laws or ordinances
- Knowledge and understanding of County, State court, and criminal justice systems, their agencies and their processes
- An understanding of evidence-based practices and research supporting data-driven decision making
- Excellent organizational and interpersonal skills
- Skill in data collection and analysis, with the ability to develop and effectively present information clearly and in a compelling manner
- Skill in the preparation, presentation and administration of budgets
- Skill and proficiency with Microsoft Word, Excel, and PowerPoint
- Staff supervisory skills
- Ability and skills to develop, recommend, and implement effective plans and programs and objectively evaluate progress toward goals and timetables
- Ability to work as an effective and collaborative team player
- Ability to write and speak effectively, including the ability to conduct effective meetings
- Ability to establish and maintain effective relationships with government officials, union officials, employees and the general public
- Ability to use established research methodology to test hypotheses and present findings
- Ability to counsel the CJCC to maintain a scope of work that is consistent with its mission
- Ability to meet deadlines consistently
- Ability to work the allocated hours of the position

#### DESIRED QUALIFICATIONS:

- Experience working in the criminal justice system, public administration or human services field
- Experience in the preparation and development of a variety of statistical analyses, metrics and reports related to criminal justice and/or social services programs
- Experience in researching, writing, and administration of grant requests
- Experience working in a governmental setting
- Experience conducting data analysis and program evaluation
- Demonstrated experience and success in the implementation of strategic planning
- Professional experience in budget management
- Degree in Public Administration, Criminal Justice, Social Work, Public Administration, Political Science or other closely related field (Bachelor's required; Master's preferred)

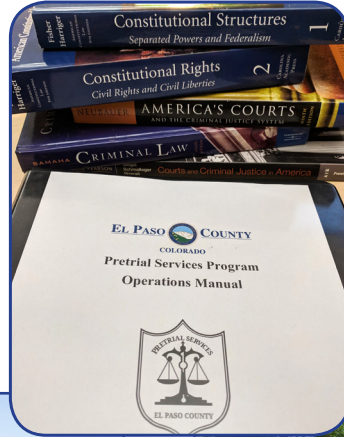
#### LICENSES, CERTIFICATES, AND OTHER REQUIREMENTS:

- Appointment will be conditional upon successful completion of criminal and caregiver background checks
- Must possess and maintain a valid Motor Vehicle Operator's license and acceptable driving record



## **Appendix F: Example of Strategic Plan**

The following is an example of a CJCC strategic plan provided by the Criminal Justice Coordinating Council of the Pikes Peak Region (Colorado).



# CRIMINAL JUSTICE COORDINATING COUNCIL 2019-2021 ACTION PLAN

ADOPTED — NOVEMBER 2018

## A LETTER FROM CRIMINAL JUSTICE COORDINATING COUNCIL

Dear El Paso County and Pikes Peak Region Citizens,

El Paso County created the Criminal Justice Coordinating Council (CJCC) in 2017 to collaborate with our community partners to pursue innovative and holistic programs and services to improve our criminal justice system.

The CJCC consists of passionate and dedicated criminal justice professionals and citizens that have developed this Action Plan to guide improvements in the criminal justice system in the Pikes Peak Region over the next three years.

In an increasingly concerning criminal justice climate nationwide, it has become ever important that our criminal justice agencies, researchers, policy makers, and other stakeholders, are working together to develop evidence-based practices and innovative solutions to address challenges within the criminal justice system and strengthen community trust.

We have attempted to identify gaps in our criminal justice system and propose recommendations to address service deficiencies with the hope that addressing these concerns will encourage collaboration and confidence in our local system.

Jail overcrowding, pretrial services, behavioral and mental health, and workforce opportunities for individuals with a criminal history are some of the highlighted areas of focus for positive change within this Action Plan.

As the CJCC and its Committees continue to grow and flourish, so will the relationships between agencies and citizens. We invite all citizens to join with us as we strive to achieve the objectives in the Action Plan that will lead to a more effective and equitable criminal justice system in the Pikes Peak Region.

Sincerely,  
Darryl Glenn  
Chair, Criminal Justice Coordinating Council  
President, Board of El Paso County Commissioners



DARRYL GLENN

## CJCC MISSION

The Criminal Justice Coordinating Council of the Pikes Peak Region reviews criminal justice matters and makes recommendations to the El Paso County Board of Commissioners and criminal justice agencies to promote positive changes that achieve and sustain a more effective and equitable criminal justice system.

## CJCC OBJECTIVES

- A. Provide a forum for interagency coordination on criminal justice matters.
- B. Research, analyze, evaluate, and develop innovative planning recommendations regarding criminal justice matters.
- C. Oversee the collection of criminal justice data for use by the Council, agencies, and departments.
- D. Analyze past and current El Paso County Criminal Justice Center populations and develop recommendations to address capacity issues at the Criminal Justice Center.
- E. Identify gaps and deficiencies in the criminal justice system and make recommendations to address service gaps.
- F. Make recommendations that will help control the costs of managing offenders.
- G. Evaluate and recommend crime prevention and early intervention programs that will help reduce recidivism.
- H. Increase community understanding and support for the criminal justice system.
- I. Seek grants that will support the enhancement of the criminal justice system.
- J. Support a holistic community approach to criminal justice by involving law enforcement, judicial services, behavioral health, housing, employment, and other social services to address criminal justice needs.
- K. Identify and monitor proposed legislation that will impact the criminal justice system in our region.



## CJCC COMMITTEE STRUCTURE

The **Criminal Justice Coordinating Council** has appointed five committees to focus on various areas within the criminal justice system.

The Action Plan is organized by each committee, listing objectives, evidence-based tasks and strategies, and timelines for achievement over the next three years to support and improve the Pikes Peak Region Criminal Justice System.

The **Pretrial Services Community Advisory Board** serves to help reduce the use of County Jail resources for defendants where less restrictive alternatives are appropriate, and to seek efficiencies in operating a cost-effective pretrial system that is safe, fair, and effective, which maximizes public safety, court appearance, and the appropriate use of release, supervision, and detention.

The **Strategic Planning Committee** collects and analyzes past and current criminal justice system data, identifies gaps and deficiencies in the criminal justice system, and makes recommendations to address service gaps. The Committee also researches, analyzes, evaluates, and develops innovative planning and strategy recommendations regarding criminal justice matters.

The **Financial Resources Committee** serves to explore and/or pursue legislative, federal, state, local and third party funding opportunities to support our criminal justice system.

The **Behavioral Health Committee** strives to bring together local service providers, agencies, and stakeholders to identify ongoing issues and gaps for people with mental health and/or co-occurring substance use concerns within the criminal justice system. The Committee is focused on prevention, diversion, and reducing recidivism.

The **Transition to Workforce Committee** strives to create workforce connections for Pikes Peak Region residents with criminal convictions who may have difficulty finding employment. A healthier and safer community can be built by increasing effective collaboration, planning, and information sharing, while promoting restorative justice and focusing on offender reconciliation with the community.

The **Legislative Affairs Committee** works to monitor and communicate with the CJCC regarding proposed legislative and regulatory issues, and to forecast the potential impacts legislative initiatives could have on the Pikes Peak Region criminal justice system. This committee annually develops CJCC Legislative Priorities for consideration and / or approval by the CJCC, works closely with CJCC member lobbyists to provide information regarding those priorities, and monitors proposed legislation to benefit the Pikes Peak Region.

## 2017-2018 ACCOMPLISHMENTS

### **Pretrial Services Community Advisory Board:**

- Assisted with the implementation of the Pretrial Services Program expansion.
- Monitored statewide committees involved in Pretrial Service concerns, including detention and money-based bond issues.

### **Strategic Planning Committee:**

- The Board of County Commissioners (BoCC) approved the formation of the Criminal Justice Coordinating Council (CJCC).
- The BoCC appointed 24 members to the CJCC based on a holistic community approach and includes representatives from law enforcement, judicial services, behavioral health, housing, employment, and other social services.
- The BoCC approved funding for the hiring of a Criminal Justice Planner and to significantly expand the Pretrial Services Program.
- The CJCC endorsed a feasibility study for a Family Justice Center.
- The CJCC joined the National Network of Criminal Justice Coordinating Councils.

### **Financial Resources Committee:**

- Researched grants awarded to other Criminal Justice Coordinating Councils.
- Explored and created a list of criminal justice funding opportunities.
- Identified possible grant opportunities for potential Courthouse expansion.

### **Behavioral Health Committee**

- Regular meetings have provided a consistent forum for exchange of systems information, news, and updates, promoting a sense of unity and collaboration toward a shared mission between stakeholder groups.
- Serves as the Advisory Committee for BHCON (Behavioral Health Connect) grant, launching the co-responder program with the El Paso County Sheriff's Office and UC Health.
- Initiated the development and planning of the Behavioral Health/Criminal Justice Summit.
- Initiated the development of a first responder resource guide for behavioral health services.

### **Transition to Workforce Committee:**

- Held an Employer Breakfast in February of 2018 to meet with employers and discuss challenges when working with those with a criminal background.
- A follow-up Employer Association event was held in September of 2018 that allowed the committee and employers to further collaborate and work on resolving barriers to employment.

## ACTION PLAN DEVELOPMENT

This plan was developed through the collaboration of CJCC stakeholders and committee members to guide recommendations and support positive change in the local criminal justice system.

Achievements by each committee have been celebrated and next steps are being taken to promote future success in determining and serving the greatest needs among the citizens of the Pikes Peak Region and the criminal justice system.

Objectives for this three-year plan were identified by stakeholders, committee members, and the public, who offered input and expressed interest in specific criminal justice issues to be addressed within the region.

A community meeting was held before the adoption of this Action Plan to garner citizen feedback on the proposed objectives.

Evidence-based practices for how to address these issues will be developed and implemented throughout this plan in an effort to achieve and sustain more effective and efficient criminal justice system operations.



Principal PR Bond Commissioner Audra Boileau receives a Staff Achievement Award, and is congratulated by Pretrial Services Manager Dawn Montoya, El Paso County Commissioner Longinos Gonzalez Jr., and Deputy County Administrator Nicola Sapp, at the Community Services Department picnic in August of 2018.

Alexis Harper, Ph.D., Criminal Justice Planner, greets citizens and CJCC members as they arrive to the public open house to introduce the Action Plan in October of 2018.



# PRETRIAL SERVICES COMMUNITY ADVISORY BOARD

## ACTION: REDUCE THE JAIL POPULATION THROUGH PRETRIAL SERVICES

**Objective:** Identify diversion options for qualified individuals from the Criminal Justice Center to help alleviate the average daily jail population while also addressing public safety concerns and court appearance rates.

**Tasks:**

- Evaluate the jail population to inform Personal Recognizance (PR) Bond recommendations and use of PR Bonds.

- Explore the use of a pretrial work release program with the El Paso County Sheriff's Office.
- Explore the implementation of administrative release authority.

**Timeline:** 2019-2021

## ACTION: ALIGN PRETRIAL SERVICES OPERATIONS WITH STATE STANDARDS

**Objective:** Update Pretrial Services Operational Procedures based on the Professional Standards suggested by the Colorado Association of Pretrial Services (CAPS) and complete the CAPS Professional Standards Review Process.

**Tasks:** Utilize the CAPS Professional Standards guidelines,

complete the self-review, and submit for an onsite review by CAPS.

**Timeline:** 2019

## ACTION: CONSIDER NATIONAL STANDARDS FOR PRETRIAL SERVICES

**Objective:** Utilize the National Institute of Corrections "Measuring What Matters" for Pretrial Services.

**Tasks:** The National Institute of Corrections has outlined recommended outcome and performance measures and critical data needs for pretrial services programs to help enable agencies to more accurately gauge program effectiveness in

meeting goals. By utilizing these recommendations, the Pikes Peak Region will have a better understanding of indicators of success in pretrial services and how to improve and increase successful outcomes.

**Timeline:** 2020

## ACTION: IMPROVE PRETRIAL SUPERVISION AND CASE MANAGEMENT

**Objective:** Examine the supervision and monitoring practices to determine effective case management of Pretrial Service defendants.

**Tasks:**

- Adapt additional practices to align with evidence-based pretrial practices.
- Measure the level of agreement between the Pretrial Services recommendation matrix and compliance with supervised conditions.

- Track the length of time a defendant is on pretrial supervision. Monitoring the length of stay of pretrial defendants will help track costs as well as identify system level issues such as court continuances that directly impact the length of stay.
- Develop a means to survey pretrial defendants and stakeholders to help determine the value of pretrial supervision.

**Timeline:** 2019-2021



## STRATEGIC PLANNING COMMITTEE

### ACTION: MONITOR CJCC ACTION PLAN PROGRESS

**Objective:** Oversee the execution of the CJCC Action Plan

**Tasks:** Over the course of the three year Action Plan, the Strategic Planning Committee will assist the Council and other committees by tracking the status of committee objectives,

providing feedback and resource suggestions, and contribute to the completion of CJCC objectives.

**Timeline:** 2019-2021

### ACTION: EXPLORE INNOVATIVE CRIMINAL JUSTICE STRATEGIES

**Objective:** Explore innovative criminal justice strategies and best practices that may be applicable for implementation in the Pikes Peak region.

**Tasks:**

- Research evidence-based practices found to be effective in similar jurisdictions.
- Actively participate in the National Network of Criminal Justice Coordinating Councils including attending the NNCJCC annual conference and working with Denver County, who holds a Network Membership, on developing initiatives.

- Research innovative practices designed to divert people from the Criminal Justice Center (CJC) and / or reduce daily CJC population, such as self-surrender and safe-surrender programs.

**Timeline:** 2019-2021

### ACTION: ESTABLISH AN INTERSHIP PROGRAM

**Objective:** Establish a Criminal Justice Internship Program.

**Tasks:**

- Develop the duties and responsibilities for designated internships.
- Inform local colleges and universities of the internship opportunities appropriate for students.
- Complete the recruitment process for paid and / or non-paid interns.

**Timeline:** 2019

## ACTION: EXPLORE DATA SHARING OPPORTUNITIES

**Objective:** Explore data collection and sharing opportunities between CJCC stakeholders.

**Tasks:**

- Determine the feasibility of developing an integrated data system, what agencies would be involved, and how information can more readily be shared without compromising security.

- Collaborate with the Financial Resources Committee to determine potential third party funding sources to support the development of the integrated data system.

**Timeline:** 2019-2021

## ACTION: FAMILY JUSTICE CENTER DEVELOPMENT

**Objective:** Support the continued exploration of a Family Justice Center.

**Timeline:** 2019

- Tasks:** Complete a feasibility study to determine potential partners, facility needs, funding sources, and program opportunities.



*The Board of El Paso County Commissioners recognize the 35th annual National Night Out held in August of 2018. National Night Out is a positive, proactive opportunity for El Paso County to join forces with thousands of other communities across the country in promoting cooperative police-community crime prevention efforts.*



*The Board of El Paso County Commissioners recognize the dedication of the Peace Officers Memorial in May of 2018, honoring officers killed in the line of duty in El Paso and Teller Counties since 1895.*

## FINANCIAL RESOURCES COMMITTEE

### ACTION: RESEARCH AND SUPPORT CJCC ACTIONS

**Objective:** Identify potential grant and funding opportunities for the CJCC Committees based on specific committee objective funding needs.

**Tasks:** Develop a list of potential funders and grants that would promote the achievement of the other CJCC committees' objectives. This would include:

- Work with the committees to establish reasonable timelines for the research, application, and award of funds for their objectives.

- Utilize El Paso County's memberships in the National Network of Criminal Justice Coordinating Councils and the National Association of Counties as potential funding opportunities arise.

- Develop proposal templates.

**Timeline:** 2019-2021

### ACTION: RESEARCH AND SUPPORT RESOURCES FOR COMMUNITY CRIMINAL JUSTICE PROJECTS

**Objective:** Explore criminal justice funding opportunities that can be utilized for a variety of projects, along with effective ways to share information with stakeholders in a timely manner.

**Tasks:**

- Develop a list of potential funders and grants that would benefit criminal justice oriented projects in the region to be shared on the county's website.

- Create a distribution list of individuals interested in criminal justice grant opportunities.
- Pursue additional funding for residential community corrections and auxiliary services.

**Timeline:** 2019-2021

### ACTION: INTEGRATED DATA SYSTEM

**Objective:** Help determine the potential funding sources for developing an integrated data system among criminal justice agencies in the Pikes Peak Region.

**Tasks:** Use the feasibility study designed by the Strategic Planning Committee to seek funding for implementing an integrated data system.

**Timeline:** 2019-2021

# BEHAVIORAL HEALTH COMMITTEE

## ACTION: HOLD A BEHAVIORAL HEALTH/CRIMINAL JUSTICE SUMMIT

**Objective:** Organize a Behavioral Health/Criminal Justice Summit within the Pikes Peak Region to bring together local service providers, agencies, and stakeholders to identify ongoing issues and gaps and propose solutions. It is important for various agencies to understand each other's services and responsibilities as a network is built to service community members with behavioral and mental health and substance use concerns.

**Tasks:**

- Host a summit within El Paso County, bringing together various criminal justice and behavioral health agencies/stakeholders and generate a report outlining the results of the summit, knowledge gained, what the summit achieved, and next steps.
- Extend invitations to agencies and stakeholders across the Pikes Peak Region.

**Timeline:** 2019

## ACTION: EXPAND BEHAVIORAL HEALTH SERVICES

**Objective:** Explore the need for additional behavior health services and facilities in the Pikes Peak Region.

**Tasks:**

- Identify existing services and gaps in services, and a plan for how to fill these gaps by creating systems-wide case management through the coordination of services for offenders. These systems will be databases for informational sharing and personal advocates.
- Develop a guide of supportive services (housing, transportation, food, medical care, Veteran's affairs, etc.) and information on how to enroll, access, and consume or utilize these services.

- Create an understanding of Medicaid benefits and other payer systems for incarcerated individuals.
- Evaluate and make recommendations regarding system challenges for individuals who cycle repeatedly through the criminal justice system.
- Seek a Colorado Springs Health Foundation Grant to support a study of existing and essential behavioral health resources within the Pikes Peak Region.

**Timeline:** 2019-2021

## ACTION: UTILIZE JAIL DIVERSION OPPORTUNITIES

**Objective:** Enhance the diversion of defendants with behavioral and mental health concerns from jail.

**Tasks:**

- Serve as the Steering Committee for the El Paso County Sheriff's Office co-responder patrol unit, the Behavioral Health Connect Unit (BHCON). Pairing Sheriff's Deputies with licensed behavioral health clinicians, the goal of the BHCON unit is to prevent unnecessary incarceration and/or hospitalization of individuals with mental health concerns by providing crisis intervention and linking clients to community programs that can support and sustain their mental health stability.

- Develop a resource guide for law enforcement to use when interacting with the community and offenders as a means for referring the public to various services.
- Actively participate in the Stepping Up Initiative, a national initiative to reduce the number of people with mental illness in jails. Work to complete the county self-assessment on implementation progress through [www.stepuptogether.org](http://www.stepuptogether.org).

**Timeline:** 2019-2021

# TRANSITION TO WORKFORCE COMMITTEE

## ACTION: BUILD AN EMPLOYER ASSOCIATION

**Objective:** Further expansion of the Employer Association.

**Tasks:**

- Develop a network of employers willing to participate in information gathering events about barriers to employing ex-offenders, and develop means for addressing these concerns to increase the hiring and employment of individuals with a criminal record.

- Release regular news updates to Employer Association members highlighting employers of interest and other important and educational information subscribers may find helpful.

**Timeline:** Expand the network of employers through 2019. Begin introducing and matching ex-offenders to the Employer Association network through 2021.

## ACTION: HOLD REGULAR EMPLOYER ASSOCIATION EVENTS

**Objective:** Organize at least two events per year to act as networking opportunities between CJCC stakeholders, employers, and ex-offenders to help determine barriers to hiring offenders.

**Tasks:**

- Host various events within the Pikes Peak Region, bringing together employers willing to hire ex-offenders and generate a report assessing the results of these events,

knowledge gained, and next steps toward connecting employers with potential employees.

- Enlist guest speakers that can provide information to employers on a variety of relevant topics regarding employing ex-offenders as well as a networking opportunity.

**Timeline:** 2019-2021

## ACTION: REDUCE EMPLOYMENT BARRIERS FOR INDIVIDUALS WITH A CRIMINAL HISTORY

**Objective:** Explore ways to prevent employees with criminal records from missing work for Probation/Parole Officer (PO) meetings and urine analysis (UA) testing, including extending office hours for these services for before/after work hours.

**Tasks:** Explore the extension of office hours for PO meetings and UA testing, and the exploration for expanding options such as the implementation of a mobile UA unit.

**Timeline:** 2019-2021

## ACTION: UTILIZE LOCAL WORKFORCE CENTERS

**Objective:** Further develop Pikes Peak Region Workforce Centers programs to assist those with a criminal history.

**Tasks:**

- Develop a tracking mechanism for the citizens referred to and receiving services from the workforce centers for follow-up purposes to determine service effectiveness.
- Utilize job and resource fairs and on the job training events by working with hosting agencies to bring offenders and employers together to explore opportunities.

- Identify courses currently being offered at the workforce centers, and gaps in knowledge or resources that would help improve employability. Develop, promote and share curriculum and courses that fill these employability gaps, including soft skills training and information that focuses on improving socialization skills (resume building, proper work attire, hygiene, etiquette, etc.).

**Timeline:** 2019-2021

# LEGISLATIVE AFFAIRS COMMITTEE

## ACTION: GENERAL MONITORING OF CRIMINAL JUSTICE LEGISLATION

**Objective:** Monitor and communicate regularly with CJCC members regarding proposed legislative and regulatory issues that could potentially impact the Pikes Peak Region Criminal Justice System.

**Tasks:**

- Identify potential criminal justice issues that may generate proposed bills during the next legislative session.

- Track proposed legislation during the legislative session.
- Provide the CJCC with information and updates regarding the status of bills throughout the legislative process.
- Build relationships with El Paso County legislators who focus on criminal justice related issues.

**Timeline:** 2019-2021.

## ACTION: DEVELOP ANNUAL CJCC LEGISLATIVE PRIORITIES

**Objective:** Identify and monitor legislation of specific interest to CJCC members and partners.

**Tasks:**

- Review CJCC Committee Action Items within the CJCC 2019-2021 Action Plan and highlight legislation which could impact specific CJCC objectives, including bills related to law enforcement, Pretrial Services, Community Corrections, workforce opportunities for justice involved individuals, and behavioral health services.
- Work with the CJCC to develop Legislative Priorities for each year's legislative session that will enhance the Pikes Peak Region's Criminal Justice System.

- Forecast potential effects and impacts of bills highlighted as priority for the CJCC, and provide information relevant to improving positive impacts, and reducing negative impacts, especially regarding unfunded mandates, for all CJCC member interests.
- Monitor implementation of newly passed legislation and/or newly adopted rules that impact CJCC interests.

**Timeline:** 2019-2021

## ACTION: INFORM ON LEGISLATION AND DECISION-MAKING

**Objective:** Provide legislative information and open dialog between CJCC members, partners, and lobbyists regarding proposed legislation.

**Tasks:**

- Create a forum for communication between agencies differentially impacted by specific legislation.

- Provide the CJCC with timely information on bills so members can participate in informed decision-making.
- Encourage discussion on appropriate responses for a system level approach to proposed legislation, in order to minimize conflicting lobbying efforts by members.

**Timeline:** 2020-2021

*The establishment of the Legislative Affairs Committee was approved by the CJCC on August 27, 2019, and the committee was added to the Action Plan.*



# MEMBERSHIP

## CJCC Council Members

Darryl Glenn, President, Board of El Paso County Commissioners (CJCC Chair)  
 Mark Allison, Colorado Department of Corrections, Division of Adult Parole  
 Russ Bogardus, Citizen  
 Chief Peter Carey, City of Colorado Springs Police Department  
 Aimee Cox, Community Health Partnership  
 Jennifer Dabros, Ph.D., AspenPointe  
 Marc Dettenrieder, Teller County Commissioner  
 Bill Elder, El Paso County Sheriff  
 Janice Hellman, Teller County Sheriff's Office  
 Judge HayDen Kane, Colorado Springs Municipal Court  
 Julie Krow, Department of Human Services, El Paso County  
 Denise Krug, Discover Goodwill  
 Traci Marques, Pikes Peak Workforce Center  
 Daniel May, District Attorney, 4th Judicial District  
 George Reed, Ph.D., University of Colorado Colorado Springs, Dean, School of Public Affairs  
 Chief Joe Ribeiro, Manitou Springs Police Department  
 Rosalie Roy, Managing Deputy State Public Defender, 4th Judicial District  
 John Suthers, Mayor, City of Colorado Springs  
 Ellen Walker, Chief Probation Officer, 4th Judicial District Probation Department  
 Chief Judge William Bain, 4th Judicial District  
 Tim Wolken, El Paso County Community Services Department  
 Henry Yankowski, El Paso County Administrator  
 Larry Yonker, Springs Rescue Mission  
 Staff:  
 Alexis Harper, Ph.D., Criminal Justice Planner, El Paso County

## Pretrial Services Community Advisory Board

Chief Judge William Bain, 4th Judicial District (Chair)  
 Lt. Michael Baier, El Paso County Sheriff's Office  
 Jonathan Caudill, Ph.D., Citizen  
 Sallie Clark, Citizen  
 Judge Shannon Gerhart, 4th Judicial District  
 Jeff Lindsey, 4th Judicial District Attorney's Office  
 Katherine Livornese, Court Operations Specialist, 4th Judicial District  
 Rosalie Roy, Managing Deputy State Public Defender, 4th Judicial District  
 Margaret Vellar, Chief Deputy District Attorney, 4th Judicial District Attorney's Office  
 Mark Waller, El Paso County Commissioner  
 Magistrate Gail Warkentin, 4th Judicial District  
 Tim Wolken, El Paso County Community Services Department  
 Staff:  
 Christine Burns, Community Outreach Division, El Paso County  
 Dawn Montoya, Pretrial Services Program, El Paso County

## Financial Resources Committee

Christine Burns, El Paso County Community Services Department (Chair)  
 Anna Auwae, Colorado Springs Police Department  
 Russ Bogardus, Citizen  
 Larry Borland, El Paso County Sheriff's Office  
 Scott Sosebee, Court Administrator, 4th Judicial District

## Strategic Planning Committee

Rosalie Roy, Managing Deputy State Public Defender, 4th Judicial District (Chair)  
 Russ Bogardus, Citizen  
 Sallie Clark, Citizen  
 Bridget Collins, Deputy Court Administrator, 4th Judicial District  
 Teri Frank, El Paso County Sheriff's Office  
 Lori Griffith, 4th Judicial District Probation Department  
 Jeff Lindsey, El Paso County District Attorney's Office  
 Chief Joe Ribeiro, Manitou Springs Police Department  
 Shelly Serna, El Paso County Department of Human Services  
 Tim Wolken, El Paso County Community Services Department

## Behavioral Health Committee

Matthew Caywood, Ph.D., El Paso County Department of Human Services (Chair)  
 Victoria Allen-Sanchez, Psy.D., CSFD, CARES  
 Amber Biss, El Paso County Department of Human Services  
 Carey Boelter, El Paso County Sheriff's Office  
 SherryLynn Boyles, TESSA  
 Andrew Bunn, El Paso County Department of Human Services  
 Kathryn Chacon, El Paso County Department of Human Services  
 Jennifer Dabros, Ph.D., AspenPointe  
 Jane Gravelle, El Paso County Department of Human Services  
 Doug Greenberg, El Paso County Department of Human Services  
 Judy Haller, 4th Judicial District Attorney's Office  
 John Hammond, El Paso County Sheriff's Office  
 Andrea Kedley, Colorado Community Health Alliance  
 Claire Moon, 4th Judicial District Probation Department  
 Michele Newell, Public Defender's Office, 4th Judicial District  
 Joel Siebersma, Springs Rescue Mission  
 Lynn Shull, National Alliance on Mental Illness  
 Kathy Sullivan, Colorado Department of Corrections, Division of Adult Parole

## Transition to Workforce Committee

Christine Richard, Colorado Department of Corrections, Division of Adult Parole (Chair)  
 Pedro Arellano, Springs Rescue Mission  
 Charity Bellerdine, GEO Reentry Services, Community Alternatives of El Paso County  
 Hilary Johnson, ComCor, Inc.  
 Denise Krug, Discover Goodwill  
 Jess Larsen, 4th Judicial District Probation Department  
 Sacorra Ned, Mt. Carmel Veterans Service Center  
 Kurt Runge, 4th Judicial District Probation Department  
 Debi Strong, Pikes Peak Workforce Center  
 Dywane Thompson, Citizen

## Legislative Affairs Committee

Janet Huffor, El Paso County Sheriff's Office (Chair)  
 Alexis Harper, Ph.D., El Paso County Community Services Department  
 Carly Hoff, City of Colorado Springs  
 George Reed, Ph.D., University of Colorado Colorado Springs, Dean, School of Public Affairs  
 J. Adrian Stanley, El Paso County Public Health  
 Brandon Wilson, El Paso County Strategic Initiatives Division

## CONTACT US

For additional information regarding the CJCC 2019-2021 Action Plan, please contact El Paso County Criminal Justice Planner, **Dr. Alexis Harper** at [alexisharper@elpasoco.com](mailto:alexisharper@elpasoco.com).

Please visit the Criminal Justice Coordinating Council website at <https://communityservices.elpasoco.com/community-outreach-division/justice-services/criminal-justice-coordinating-council>

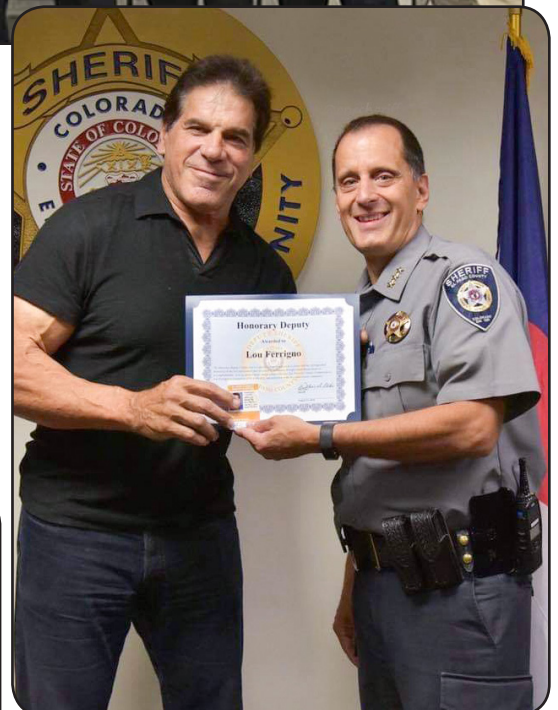


*Colorado Springs Police comically enjoy delicious donuts.*



*El Paso County Sheriff's Deputies participate in the Shop With a Cop program at Target in December of 2018. The annual holiday event helps build positive relationships by pairing officers with elementary school students as they shop for holiday gifts for their families with gift cards donated by police and retailers.*

*El Paso County's departments of Human Services, Planning and Community Development, and Public Health were recognized in July of 2018 with Achievement Awards from the National Association of Counties (NACo) for innovative and effective county government programs that strengthen services for residents, including a program to help support court-involved clients in receiving Health First Colorado assistance.*



*The original "Hulk," Lou Ferrigno, becomes an Honorary Deputy before attending Colorado Springs Comic Con in August of 2018.*



## Endnotes

<sup>1</sup> Some CJCCs predate the 1970s. The Louisville, Kentucky, Metro Criminal Justice Commission, for example, was formed in 1967, and still operates today.

<sup>2</sup> CJCCs are typically created under the jurisdiction of the county, but they can also function under the city, a combination of the county and city, or through a regional collaborative. This report will refer to the more common county initiated CJCC.

<sup>3</sup> Cushman, Robert S. (2002). *Guidelines for Developing a Criminal Justice Coordinating Committee*. U.S. Department of Justice, National Institute of Corrections. NIC Accession #017232.

<sup>4</sup> Jones, Michael R. (2012). *Guidelines for Staffing a Local Criminal Justice Coordinating Committee*. U.S. Department of Justice, National Institute of Corrections. NIC Accession #026308.

<sup>5</sup> Survey participants were asked to list their top three priorities in response to an open-ended question. Responses were categorized into themes by the researchers.

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