

# COLORADO DEPARTMENT OF PUBLIC SAFETY

Presentation to the Joint Judiciary Committee  
January 22, 2013

The mission of the Colorado Department of Public Safety is to provide a safe environment in Colorado by maintaining, promoting, and enhancing public safety through law enforcement, criminal investigations, fire and crime prevention, emergency management, recidivism reduction, and victim advocacy. The Department also provides professional support of the criminal justice system, fire safety community, other governmental agencies, and private entities. Throughout, our goal is to serve the public through an organization that emphasizes quality and integrity.

## FY 2012-13 Appropriations Summary

	FTE	General Fund	Cash Funds (Includes HUTF "Off the Top")	Reappropriated Funds	Federal Funds*	Total Funds
Executive Director's Office, CICJIS and School Safety Resource Center	47.2	6,028,587	16,822,116	10,966,750	1,182,065	34,999,518
Colorado State Patrol	1,125.8	4,801,629	114,062,064	8,094,575	5,086,578	133,044,846
Division of Fire Prevention and Control ( <i>New</i> )	65.4	462,802	8,023,244	161,038	340,832	8,987,916
Division of Criminal Justice	60.4	57,114,890	2,902,326	3,244,482	19,854,718	83,116,416
Colorado Bureau of Investigation	214.6	15,464,997	8,806,034	3,937,272	850,511	29,058,814
Division of Homeland Security and Emergency Management ( <i>New</i> )	44.9	751,234	4,510,988	709,777	26,041,055	32,013,054
<b>TOTAL, DEPARTMENT OF PUBLIC SAFETY</b>	<b>1,558.3</b>	<b>\$84,624,139</b>	<b>\$155,126,772</b>	<b>\$27,113,894</b>	<b>\$53,355,759</b>	<b>320,220,564</b>

\*Note that Federal Funds "Appropriations" from the FY 2012-13 Long Appropriations Bill are shown for informational purposes only, and do not necessarily reflect actual allocations from federal grants.

\*\*New Divisions are pursuant to HB 12-1283.

Each year, the Department of Public Safety engages in an extensive analysis of the budget, including an assessment of line item issues. The Department reports the budget to the Governor's Office of State Planning and Budgeting (OSPB) for additional analysis and consideration before presenting it to the Joint Budget Committee (JBC). As part of this process, the Department comprehensively considers all areas in which it may generate efficiencies or cost savings.

The following table summarizes the Department's prioritized budget requests for FY 2013-14. Additional discussion of these requests will occur throughout this presentation.

Priority Number	Title	Total	FTE	GF	CF	HUTF	RF	FF
<b>Decision Items</b>								
R-1	DCJ, Colorado Commission on Criminal and Juvenile Justice Continuation Funding	255,443	2.5	255,443	-	-	-	-
R-2	HSEM, Critical Infrastructure and Continuity of Operations Request	74,332	0.8	74,332	-	-	-	-
R-3	CSP, Moffat County Public Safety Center Operating Agreement	63,525	-	-	-	63,525	-	-
R-4	CSP, Increase Spending Authority for Special Events Road and Lane Closures	548,262	-	-	548,262	-	-	-
R-5	Community Corrections Provider Rate Increase	841,645	-	803,204	-	-	38,441	-
NP-1	Capitol Complex Building Upgrade, Repair and Replacement	83,266	-	57,805	5,986	18,703	772	-
NP-2	Employee Engagement Survey Adjustment	29,466	-	29,466	-	-	-	-
NP-3	OIT Enterprise Asset Management	24,184	-	24,184	-	-	-	-
<b>FY 2013-14 Funding Requests</b>		<b>1,895,939</b>	<b>3.3</b>	<b>1,220,250</b>	<b>554,248</b>	<b>82,228</b>	<b>39,213</b>	<b>-</b>

## Executive Director's Office

<u>FY 2012-13 Appropriation</u>	General Fund	\$ 6,028,587	4.0 FTE
\$33,742,856 TOTAL FUNDS	Cash and Reappropriated Funds	\$ 12,499,192	32.2 FTE
36.2 FTE	HUTF "Off the Top"	\$ 15,289,674	0.0 FTE
	Federal Funds	\$ 1,182,065	0.0 FTE

### Mission Statement

The Executive Director's Office (EDO) provides administrative and management services to the operating divisions of the Department. This includes the following:

- The Executive Director and Deputy Director;
- Financial Services;
- Human Resources Services;
- School Resource Center; and
- Planning and Resource Development.

The appropriation to the EDO also includes centrally-appropriated items for personal services, including salary survey, health-life-dental, performance-based pay, and the statewide Multiuse network, among several others.

### Programmatic Priorities for the Executive Director's Office

**Executive Support-** The EDO's fundamental charge is to provide effective service to the Department's operating divisions. The demand on EDO services continues to increase as the public safety programs provided by the divisions increase in size and scope. The EDO must engage in ongoing efforts to increase efficiencies through the implementation of new processes and technologies in order to keep pace with increasing workload demands.

The Department monitors the performance of the EDO through measures of service provided to the Department's operating agencies. In addition, the EDO maintains primary responsibility for meeting the standards and deadlines of outside agencies such as the Department of Personnel and Administration's Division of Human Resources, the State Controller's Office, the Governor's Office, and the General Assembly.

**School Safety Resource Center** - The mission of the Colorado School Safety Resource Center is to assist educators, emergency responders, community organizations, parents, and students to create safe and positive school environments for all Colorado students in K-12 and higher education schools. The CSSRC provides consultation, resources, training, and direct technical assistance to foster safe and secure learning environments, positive school climates, and early intervention to prevent crisis situations. The CSSRC supports schools and local

agencies in their efforts to prevent, prepare for, respond to, and recover from all types of emergencies and crisis situations. The CSSRC website now provides easy access resources for a variety of school safety resources and a monthly electronic newsletter reaches over 5,000 stakeholders in school safety in Colorado. The Center also now has online training courses on their website.

# Colorado State Patrol

<u>FY 2012-13 Appropriation</u>	General Fund	\$ 4,801,629	61.0 FTE
\$133,044,846 TOTAL FUNDS	Cash and Reappropriated Funds	\$ 21,645,519	93.6 FTE
1,125.8 FTE	HUTF "Off the Top"	\$100,511,120	923.2 FTE
	Federal Funds	\$ 5,086,578	35.8 FTE

## Mission Statement

The mission of the Colorado State Patrol is to ensure a safe and secure environment for all persons by utilizing the strengths of our members to provide professional law enforcement services that reflect our core values of Honor, Duty and Respect.

## Vision Statement

Through our unwavering professionalism and loyal adherence to our core values, the Colorado State Patrol will be a nationally recognized leader in public safety. As an agency bound by our tenets of Character, Integrity, Judgment, Loyalty, Courtesy, Honor, and Knowledge, we work to advance our profession as we safeguard life and protect property throughout Colorado.

## Major Programmatic Priorities for the Colorado State Patrol

### Traffic Safety

The Patrol's fundamental statutory charge is to promote safety, protect human life and preserve the highways of the state. Through high visibility, strict enforcement, maximum deployment of resources and community education, the Colorado State Patrol is improving traffic safety. Organizational initiatives are focused on developing and deploying data-driven strategies to enhance traffic mitigation and combat traffic safety challenges. These initiatives include:

- The reduction of fatal and injury crashes;
- The reduction of hazardous material incidents; and
- The reduction of DUI/DUID-caused crashes.

The Patrol enforces motor vehicle laws and all other laws of the State on approximately 8,400 miles of state and federal highways and on more than 57,000 miles of county roads. The agency comprises six field districts and 19 troop offices spread throughout Colorado.

The Colorado State Patrol recognizes that a strong commitment to fostering and maintaining partnerships with our members, external agencies and the constituents of our communities is critical to our organizational success. By leveraging internal and external professional relationships, we enhance our ability to capitalize on shared resources and achieve mission-focused traffic safety goals.

The Department has requested one FY 2013-14 decision item for \$63,525 Highway Users Tax Fund "Off the Top" (HUTF) spending authority for CSP operating

expenses. This request will provide operating funds to provide for an increase in the operating costs, as outlined in the "Second Amendment to Operating Agreement Moffat County Public Safety Center" related to the Craig Colorado troop office. The original operating agreement for the Craig, CO office of the Colorado State Patrol was effective August 1, 2001. In exchange for sharing of certain building construction costs, the Colorado State Patrol was excluded from the payment of certain utilities, capital renewal, maintenance and janitorial services until November 1, 2011.

The Department has requested one FY 2013-14 decision item for \$548,262 Cash spending authority for CSP for "Special Events" Road and Lane Closures. This request relates to the increased demand for "Special Event" road and lane closures. This additional spending authority ensures the Patrol's ability to safely close roads and provide escort for Oversize/Overweight loads (OSOW) and for the USA Pro Cycling Challenge.

The Department also requested a FY 2013-14 \$1,500,000 HUTF "Off the Top" as a capital construction appropriation to the Colorado State Patrol to purchase a new electronic business system for the Port of Entry unit. The new electronic business system will replace the legacy electronic business system that is at end of life. The total cost of the replacement project is estimated at \$3,000,000, however, the Colorado State Patrol is applying for a grant to cover half of the estimated cost. If the grant application is not successful, the Colorado State Patrol anticipates seeking the remaining half of the funding through the annual capital construction budget process.

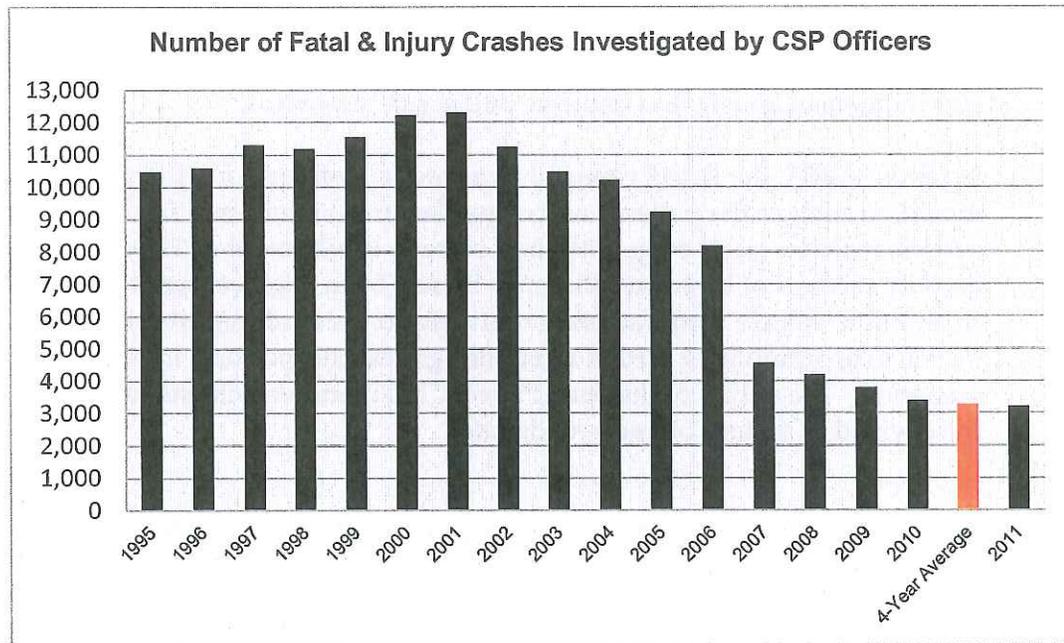
## Past Results and Major Indicators<sup>1</sup>

### Fatal and Injury Crashes

In 2001, the Colorado State Patrol experienced its highest fatality rate in more than a decade. This inspired the Patrol to reconfigure its strategic operations to address the fatality rate on Colorado's roadways. The Patrol established high-visibility safety zones, increased team operations for maximum visibility and strict enforcement of the traffic laws violations that contributed to serious injury or fatal crashes. This change in operational tempo was instrumental in reducing traffic fatal crashes 53.54 percent by 2011.

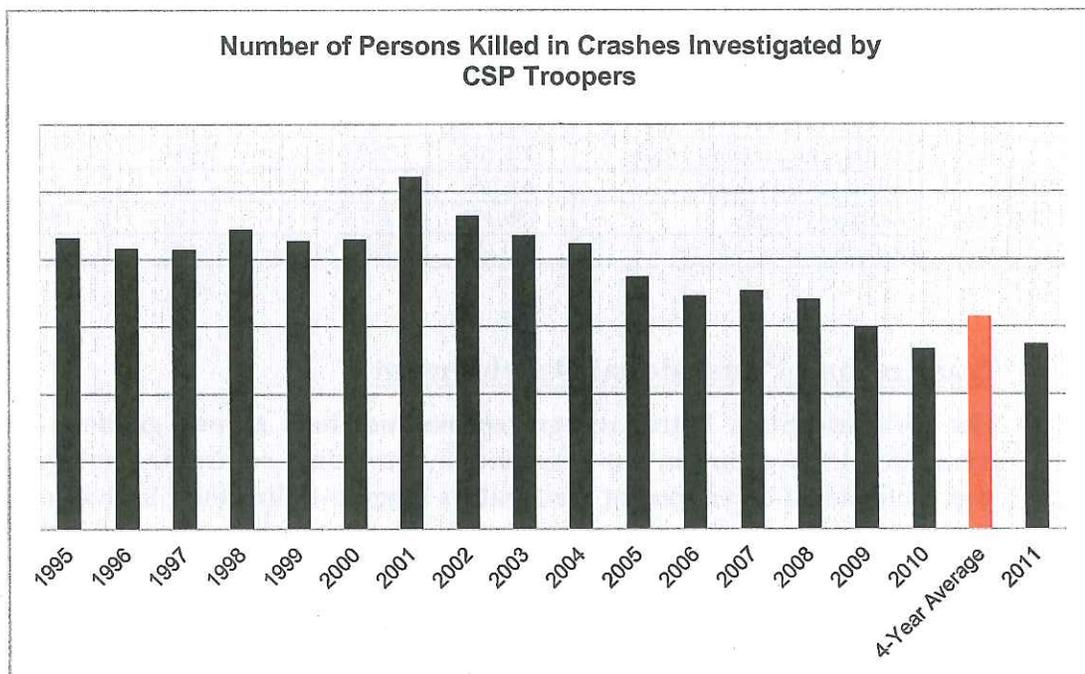
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<sup>1</sup>Information was extracted from the Colorado State Patrol's CSPN Enterprise-Wide records management solution as of 12/11/2012, as well as the CSP Fatality Analysis Reporting System database (CSPFARS). Data is subject to further revision and updates due to reporting lags.



#### Number of Fatalities

In CY 2011, the ninth year of working under this strategic management system, 274 persons were killed in crashes investigated by CSP troopers, an increase of 7 fatalities and 2.6 percent compared to CY 2010. The number of fatalities has decreased 53.54 percent from a high of 523 in 2001. This is equivalent to over four lives saved in Colorado per week over the traffic fatality rate on CSP roads in 2001.



The Patrol has worked to develop and strengthen partnerships with external stakeholders in an effort to improve public safety services.

In January 2011, the Patrol changed its strategic plan to an intelligence-led policing model, to analyze the patterns and causal factors of injury and fatal accidents. This process includes partnering with the Colorado Department of Transportation (CDOT) to identify sections of highways that may benefit from engineering or safety enhancements. In addition, vehicle manufacturers routinely access crash reports generated by the Patrol, to ascertain how certain safety design features perform in real-world crash scenarios. The efforts of the State Patrol, CDOT, and vehicle manufacturers are intertwined to make Colorado roads safer.

ACTIVITY SUMMARY FOR HIGH-LEVEL STATISTICAL INDICATORS						
COLORADO STATE PATROL						
Category	Measure	January 1 <sup>st</sup> to December 31 <sup>st</sup>		Annual Change (%) 2010 vs. 2011	CY 2012 (through 12/11/12)	Annual Change (%) 2011 vs. 2012
		CY 2010	CY 2011			
TRAFFIC SAFETY	Persons Killed	267	274	2.6%	267	-2.6%
	Fatal Crashes	243	243	0.0%	240	-1.2%
	Injury Crashes	3,146	2,968	-5.7%	3,132	5.5%
	Property Damage Crashes	20,699	22,992	11.1%	20,072	-12.7%
	DUI/DUID Caused Serious Crashes	469	546	16.4%	482	-11.7%
ENFORCEMENT ACTIVITY	Felony Arrests	1,226	1,085	-11.5%	906	-16.5%
	Total Citations	170,984	149,015	-12.8%	104,470	-29.9%
	HVPT Citations	143,805	107,648	-25.1%	88,780	-17.5%
	Non-Crash DUI/DUID Arrests	5,717	4,551	-20.4%	3,174	-30.3%
	Seat Belt Citations	30,113	26,139	-13.2%	20,394	-22.0%
CONTACT ACTIVITY	Motorist Assists	39,390	43,339	10.0%	36,376	-16.1%
	Vehicle Contacts	458,102	425,281	-7.2%	360,840	-15.2%
	Licenses Checked	401,391	356,782	-11.1%	304,796	-14.6%
OFFICER ACTIVITY	Traffic Enforcement Hours	264,103	269,062	1.9%	264,645	-1.6%
	Self-Initiated Hours	63,199	58,545	-7.4%	48,741	-16.7%
	Reactive Hours	186,394	187,741	0.7%	184,647	-1.6%
	Administrative Hours	420,344	483,394	15.0%	479,548	-0.8%

## Training and Professional Development

The Colorado State Patrol recognizes our members as our greatest asset. We are committed to investing in our personnel by providing education, personal enrichment and professional development that enables them to utilize their individual strengths to achieve our collective mission of offering the highest quality of service to the public.

Developing a culture of continuous evolution in the organization provides our members with the comprehensive resources needed to achieve success. The Patrol continues to

enrich the personal and professional lives of its members by providing the programmatic means by which members can advance at all stages within their careers.

By investing in our members through leadership training and education, a mentoring philosophy and implementation of best practices in the Patrol's promotional process, we strive to improve overall member satisfaction and increase member retention.

In CY 2012, 279 members of the Colorado State Patrol have completed the International Association of Chiefs of Police (IACP) Leadership in Police Organizations (LPO) training. Based on the tenets of dispersed leadership, this program will educate our workforce and focus on the systematic development of leaders at all levels of the agency.

### Communications

**The ability to effectively communicate across geographical areas is critical to officer safety and mission effectiveness.** The Colorado State Patrol is committed to ensuring that our members and allied partners have a reliable avenue to communicate while providing service to the public.

To meet upcoming operational changes, the Colorado State Patrol is leveraging communications technology to develop and enhance statewide infrastructure. The CSP will continue to provide customers with courteous and reliable statewide public safety communication services.

The Patrol is collaborating with allied agencies to identify Digital Trunked Radio (DTR) coverage outages and interruptions, and is developing intelligence-led strategies focused on the alleviation of these challenges. These radio coverage gaps are being identified and resolved on an ongoing basis.

In partnership with allied agencies, during CY 2012, 5 DTR outages and interruptions were resolved. The ability to resolve the outages is primarily dependent on partnerships, funding and technology advancements.

### Traffic Incident Management System

**Traffic mitigation is defined as a system of incident management when dealing with issues or incidents that can adversely affect the transportation systems that serve the commerce of America.** These incidents routinely fall within the scope of automobile accidents, but could just as easily revolve around natural disasters, terrorist incidents, structure failure and special events.

The Colorado State Patrol employs intelligence-led strategies to meet its goals. Initiatives are focused on developing and deploying data-driven strategies to enhance traffic mitigation and combat traffic safety challenges.

To further agency progress, an organizational Traffic Incident Management System (TIMS) plan will be developed and implemented. This plan will address agency philosophy, policy, training and public outreach.

During CY 2013, members of the Colorado State Patrol will develop an agency-wide traffic management plan. This plan will be available for review and measurement in CY 2014.

### Executive Security

The Patrol's Executive Security Unit (ESU) provides safety for and mitigates threats against the Governor, First Family, members of the General Assembly and the public within the Capitol Complex. ESU has unique responsibilities beyond those of typical State Patrol personnel. ESU Troopers receive specialized training in dignitary protection, bomb detection, critical incident management, and media relations from agencies such as the FBI, the U.S. State Department, and the U.S. Secret Service.

The Colorado State Patrol is dedicated to protecting critical infrastructure and key assets within the State of Colorado. The agency uses practical education and training programs to ensure members are integrated into the information sharing environment and are aware of high value targets in their areas of operation.

In CY 2011, ESU responded to 2,407 involving incidents of all types.

The Patrol will continue to monitor and mitigate threats made against the Governor and First Family while coordinating intelligence information and protective strategies. ESU is also partnering with local jurisdictions and utilizing intelligence-led strategies to ensure the safety of all persons at the State Capitol Complex.

## Division of Fire Prevention and Control

<i>FY 2012-13 Appropriation</i>	General Fund	\$ 462,802	6.9 FTE
\$8,987,916 TOTAL FUNDS	Cash and Reappropriated Funds	\$ 8,184,282	53.9 FTE
65.4 FTE	Federal Funds	\$340,832	4.6 FTE

### Mission Statement

The Division of Fire Prevention and Control (DFPC) was created in CDPS on July 1, 2012 when the state's responsibilities related to wildland and prescribed fire were transferred from the Colorado State University to the former Division of Fire Safety. **The mission of DFPC is to protect those that live, work and play in Colorado, by reducing threats to lives, property and the environment. It does this by preventing threats through code enforcement and by strengthening emergency response capabilities to those incidents that cannot be prevented.**

To help achieve its mission, the Division:

- Develops and maintains relationships and cooperative fire prevention and life safety systems that support local governments as well as state and federal agencies for delivery of services to the citizens of Colorado.
- Ensures that the building code is enforced during school construction projects, and that new and existing school buildings are maintained in accordance with the fire code;
- Establishes and maintains procedures that measure levels of knowledge and abilities consistent with national professional competency standards, in order to increase the fire prevention and suppression proficiency of Colorado's fire service and reduce the number of firefighter injuries and fatalities;
- Assists units of local government in coordinating their fire safety and emergency management activities with the state and federal agencies;
- Provides technical assistance in developing solutions to local fire and life safety problems;
- Serves as a clearinghouse for fire safety related information; and
- Advises the Governor and General Assembly.

### Quick Facts

- In calendar year 2011, there were a reported 16,176 fires in Colorado. Fires caused at least 24 civilian fire deaths and 271 hospitalizations due to burns or smoke inhalation. On average, one Colorado firefighter is killed in the line-of-duty annually. Fortunately, there were no line-of-duty deaths reported last year; however, 390 line-of-duty injuries were reported. Additionally, fires resulted in approximately \$125 million in direct property loss.<sup>2</sup>

<sup>2</sup> These figures are for data provided by local fire departments through the National Fire Incident Reporting System. Not all fire departments participate in the reporting system, so the actual numbers are higher than reported.

- For 2012, there were a reported 4,167 wildland fires in Colorado.<sup>3</sup> These fires destroyed more than 648 structures, killed 6 civilians, burned more than 384,803 acres and have caused at least \$538 million in property losses.
- On a given school-day, there are more than 818,000 children and more than 55,000 teachers and administrators occupying Colorado public school buildings.
- Of the approximately 390 fire departments in Colorado, 68 percent (232 departments) are all-volunteer, 42 percent (114 departments) are combination volunteer and career, and 9 percent are all-career (44 departments).
- There are approximately 6,339 (41%) career firefighters and 8,962 (58%) volunteer firefighters in the state.

## **Programmatic Priorities for the Division of Fire Prevention and Control**

### **Public School and Junior College Construction and Inspection Program**

The school construction and inspection program requires the Division of Fire Prevention and Control to adopt and enforce building and fire codes, issue building permits, perform construction inspections, issue certificates of occupancy, certify inspectors and plan reviewers, certify local jurisdictions interested in delegated authority, and conduct annual maintenance inspections for public schools and junior colleges.

### **Wildland Fire and Prescribed Fire Management Program**

The Division of Fire Prevention and Control provides technical assistance to local governments, assumes the management of wildfires that exceed the capacity of local governments, upon the request of local authorities or when wildfires threaten to become state emergencies or disasters, and, at all times, provides for the safety of firefighters and the public.

The Division develops and manages interagency cooperative fire protection agreements with local, county, state, federal and tribal governments. It coordinates county and federal wildfire cooperative agreements, annual operating plan development, state to state wildfire compacts, federal and state grant administration, equipment purchase, fire equipment fabrication, federal excess property acquisition and management, fire incident reporting, fire vehicle placement, emergency fire fund management, state and local wildland firefighter training, suppression aircraft contracting and management, prescribed fire operations, wildfire suppression reimbursements, public burning restrictions, intergovernmental coordination, and wildfire prevention.

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<sup>3</sup> Data collected and compiled through January 8, 2013. The Division will close out its 2012 fire data collection on March 31, 2013.

**Certification and Licensing Programs** - The Division of Fire Prevention and Control is responsible for several different certification and licensing programs including:

- Firefighter
- Hazardous Material Emergency Responder
- Medical First Responder
- Public School Fire and Life Safety Inspector and Plan Reviewer
- Public School Building Inspector
- Pyrotechnician (fireworks shooter)
- Fire Suppression Systems (fire sprinkler systems)
- Fire Sprinkler Fitters
- Colorado Type 3 Incident Management Team

The Division's core certification programs are the firefighter, hazardous material emergency responder and medical First Responder programs. Currently, the Division has records of approximately 28,000 Colorado emergency responders in its system. **The Division issues approximately 583 certificates per month** for these emergency responder certifications.

The Division's Firefighter and Hazardous Materials Emergency Responder certification programs are accredited through both the International Fire Service Accreditation Congress (IFSAC) and the National Board on Fire Service Professional Qualifications (Pro Board). **The Division's programs are among the few that have been awarded both IFSAC and Pro Board accreditation.**

While the Division's Firefighter and Hazardous Materials Emergency Responder certification programs are "voluntary," certification is no longer truly voluntary. More and more fire departments require certification for employment and promotion. The Division's Fire Suppression System Inspector, Sprinkler Fitter, Public School Fire Inspector, Public School Building Inspector, and Pyrotechnician certification programs are not voluntary; people involved in these activities are required by Colorado law to be certified and or licensed.

**Other Programs** - As part of its statutory mandate, the Division of Fire Prevention and Control manages several other fire safety programs. A summary of these programs includes:

- **Colorado All-Risk Incident Reporting System** - DFPC is responsible for administering a uniform statewide reporting system for fires, hazardous materials incidents, emergency medical services incidents, and other incidents to which fire departments respond. Significant progress has been made toward the statewide implementation of the National Fire Incident Reporting System (NFIRS) an all-incident reporting system for fire departments. Participation in NFIRS has increased to 284 fire departments, which protect about 93% of the State's resident population.

- **Emergency Services Responder Education and Training** - Through this program, the Division provided a broad range of emergency service education and training programs to firefighters and other first responders statewide.
- **Fire Suppression Program** - This program ensures that fire sprinkler systems installed in commercial and residential occupancies are installed and maintained properly, according to nationally recognized standards.
- **Colorado Fireworks Act** - This program establishes minimum requirements for the sale and use of fireworks in Colorado.
- **Fire Safety in Limited Gaming Establishments** - The purpose of this program is to ensure minimum standards for fire and life safety are met for building construction and fire and life safety systems in Colorado's limited gaming establishments.
- **Regulation of Reduced Ignition Propensity Cigarettes** - The Division enforces the Reduced Cigarette Ignition Propensity Standards and Firefighter Protection Act, which establishes flammability standards on cigarettes sold in Colorado.
- **Waste Tire Fire Safety Program** - The Division establishes minimum fire safety standards for the storage and disposal of waste tires and provides training and technical assistance to local governments regarding waste tire fire safety.
- **Technical Assistance to Local Government** - The Division of has broad statutory responsibility for providing technical assistance local governments, upon request, on fire and life safety matters. In the past couple of years DFPC had greatly increased its capability to provide this assistance. Local jurisdictions recognize this, and the Division has experienced a substantial increase in technical assistance requests.
- **HB 12-1268 Life Safety Code Inspections** - Pursuant to HB 12-1268, the Division of Fire Prevention and Control is in the process of receiving life safety code inspection functions from the Colorado Department of Public Health and Environment. The Colorado Departments of Public Safety and Public Health and Environment are working closely to effect this transfer, and will continue to engage stakeholders in the process as it progresses.

## Division of Criminal Justice

<u>FY 2012-13 Appropriation</u>	General Fund	\$ 57,114,890	25.1 FTE
\$83,116,416 TOTAL FUNDS	Cash and Reappropriated Funds	\$ 6,146,808	15.0 FTE
60.4 FTE	Federal Funds	\$ 19,854,718	20.3 FTE

### Mission Statement

The mission of the Division of Criminal Justice (DCJ) is to improve public safety, the quality of services to crime victims, and the management of offenders. DCJ accomplishes this mission by analyzing policy, conducting criminal justice research, managing programs, and administering grants.

The DCJ provides a wide range of services, including technical, research, and financial resources for the improvement of juvenile and adult criminal justice in Colorado. Technical services encompass public policy formulation, standards for offender management, and training for criminal justice practitioners and citizens. DCJ services address the needs of victims of crime, community crime control programs, community corrections facilities, juvenile and adult offenders, and law enforcement efforts, among many other activities.

### Programmatic Priorities for the Division of Criminal Justice

**Office of Community Corrections** - Through this program, DCJ allocates State funding for community corrections facilities (halfway houses) as an alternative to prison for certain felony offenders. The Division distributes these dollars to local community corrections boards that subsequently contract with private providers of community corrections services. In FY 2011-2012 over \$ 53 million was distributed. Additionally, DCJ performs regular audits of the private providers to ensure compliance with established State standards for community corrections.

While community corrections provides a lower-cost alternative to prison, data shows that community corrections placements reduces recidivism in the two-year period immediately following discharge from the custody of the State.

**Office of Adult and Juvenile Justice Assistance** - This office administers several major federal and state funding programs in the areas of criminal and juvenile justice. In FY 2011-2012, this office awarded over \$11 million in federal and state funding to programs. The grant funds included:

- Justice Assistance Grant (JAG)
- National Criminal History Improvement Program (NCHIP)
- Paul Coverdell Forensic Science Improvement Grant Program
- Project Safe Neighborhood
- John R Justice (JRJ) Program
- Title II (Juvenile Formula) Grant

- **Juvenile Accountability Block Grant (JABG)**
- **Title V**
- **Juvenile Diversion**
- **National Information Sharing Initiative**

In addition to the above, OAJJA continues to work with other state and local entities on a variety of issues. The Colorado Children and Youth Information Sharing (CCYIS) Initiative, which is supported by the National Information Sharing Initiative award from the federal Bureau of Justice Assistance (BJA) and also by the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), is working to develop strategies for sharing information to optimize services available and delivered to children, youth and families in Colorado. State agencies which are key partners include the State Court Administrator's Office, Department of Human Services, Department of Public Safety, Department of Public Health and Environment, Department of Education, and the Governor's Office of Information Technology (OIT). A pilot with the Jefferson County Juvenile Assessment Center has allowed for the successful exchange of data between several youth serving systems. Over the next year, other pilot projects are planned as well as development of policies around privacy and consent which can be used as a template for other juvenile information sharing pilot sites across the state or nationally.

**Office of Research and Statistics** - The Office of Research and Statistics (ORS) is the State's criminal justice Statistical Analysis Center (SAC). The ORS conducts research, program evaluation, and policy analysis on criminal and juvenile justice matters. As the state SAC, the office collects and disseminates crime-related data to the General Assembly, the Governor's Office, and other governmental agencies for the purpose of planning and enhancing the quality of Colorado's criminal justice system. The Office serves as the research support for the Colorado Commission on Criminal and Juvenile Justice and its subcommittees. It produces a bi-annual report on Crime and Justice in Colorado that describes crime rate trends, offender case processing and topics of special interest. The ORS also forecasts the Department of Corrections' adult prison populations, along with the Division of Youth Corrections' detention and commitment populations. All of its research products are available on its web site: <http://dcj.state.co.us/ors>.

**Office of Victims Programs** - The Office for Victims Programs (OVP) is committed to the physical and emotional recovery of crime victims and to the restoration of victims' confidence in the criminal justice system. The OVP administers four separate federal grants programs for victims, along with the State VALE (Victim Assistance and Law Enforcement) grant program. OVP also develops and implements public policy and standards, monitors the local VALE and Crime Victim Compensation Boards in Colorado's 22 judicial districts for compliance with state standards, and reviews and resolves victim complaints regarding non-compliance with the Victim Rights Act.

In FY 2011-2012, the Office for Victims Programs administered approximately \$13 million dollars in federal and state grant funds. In total, these funds served over 110,000 victims in Colorado.

**Office of Domestic Violence and Sex Offender Management** - The Office of Domestic Violence and Sex Offender Management is responsible for the administration of the Domestic Violence Offender Management Board (DVOMB) and the Sex Offender Management Board (SOMB).

The DVOMB is statutorily responsible for developing and implementing standards and policies for the evaluation, treatment, behavioral monitoring, and management of convicted adult domestic violence offenders. In addition, the DVOMB is statutorily responsible for creating and maintaining the state list of Approved Treatment Providers to be used by the criminal justice system throughout the State.

The SOMB is statutorily responsible for developing and implementing standards and policy for the evaluation, treatment, behavioral monitoring, and management of convicted adult sex offenders and juveniles adjudicated for a sexual offense.

In addition, the SOMB is statutorily responsible for creating and maintaining the state list of Approved Treatment Providers, Evaluators, and Polygraph Examiners. Further, the SOMB and the Division of Criminal Justice are statutorily responsible for providing assistance to local law enforcement agencies in carrying out community notification on a Sexually Violent Predator within their jurisdictions via a Community Notification Technical Assistance Team.

The Office of Domestic Violence and Sex Offender Management (ODVSOM) provides training for domestic violence and sex offender management service providers in Colorado and also conducts research studies to inform best practices.

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# Colorado Bureau of Investigation

<u>FY 2012-13 Appropriation</u>	General Fund	\$ 15,464,997	154.4 FTE
\$29,058,814 TOTAL FUNDS	Cash and Reappropriated Funds	\$ 12,743,306	57.2 FTE
214.6 FTE	Federal Funds	\$ 850,511	3.0 FTE

## Mission Statement

The mission of the Colorado Bureau of Investigation (CBI) is to:

- Suppress crime, promote safety and security, and manage statewide criminal justice information;
- Deliver excellence in criminal and background investigations, forensic laboratory services, and comprehensive criminal justice data management;
- Build trusting relationships and partnerships within the state and in local communities to improve the quality of life in Colorado.

Specific duties associated with the CBI's mission include the following:

- **Investigations**
  - Assisting law enforcement with criminal investigations, including fugitive apprehension;
  - Investigating gaming and organized crime;
  - Investigating financial fraud/mortgage fraud/identity theft and disseminating identity theft educational material;
  - Compiling and distributing a list of missing persons (children, seniors, and developmentally disabled persons);
  - Improving cold case initiatives by participating in the Cold Case Task Force and enhancing its corresponding database;
  - Providing training to law enforcement agencies.
- **Forensic Services**
  - Forensic crime scene investigations;
  - Providing forensic laboratory analysis of evidence;
  - Providing training to law enforcement agencies.
- **Criminal Justice Information Services (CJIS)**
  - Establishing and maintaining the statewide and nationwide Criminal Justice Information Services (CCIC/NCIC);
  - Supporting databases for law enforcement information sharing;
  - Operating the statewide uniform crime reporting system;
  - Maintaining sex offender registrations and managing the state sex offender information website;
  - Maintaining and updating criminal history record information through biometric identification of arrested individuals;

- Processing requests of criminal history for civil employment or licensing purposes;
  - Conducting instant background checks on the transfer of firearms; and
  - Providing training to law enforcement agencies.
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## *Programmatic Priorities for the Colorado Bureau of Investigation*

**Investigative Services** - The Investigative Services Unit provides critical investigative assistance to law enforcement agencies throughout Colorado. Law Enforcement Agencies often lack the resources and technical expertise to investigate serious crimes such as homicide, sexual assault, arson, robbery, and organized crime. The CBI may also respond to requests from the Governor, State agencies, or any district attorney to investigate crimes. The Investigative Services Unit is comprised of five areas:

- **Major Crimes** - The CBI provides investigative assistance, technical support, arson investigations (the CBI has two certified arson K9 units), criminal information support, background investigations, and polygraph testing;
  - Within Major Crimes CBI participates in numerous task force operations. These include drug task forces, the FBI's Joint Terrorism Task Force and the FBI's Regional Computer Forensic Laboratory.
- **Gaming Unit** - The Gaming Unit evaluates and addresses the enforcement, investigative, and intelligence needs associated with limited gaming in Colorado;
- **Complex Fraud Unit** - This unit was created by HB06-1347 which created a Financial Fraud Board and a CBI task force to combat identity theft and multi-jurisdiction financial and mortgage fraud crimes;
- **Missing Persons** - This program helps families, criminal justice agencies, and missing persons-related organizations with the identification, location, and return of missing persons, including the authorization for law enforcement agencies to issue AMBER Alerts, Senior Alerts, and Developmentally Disabled Alerts;
- **Cold Case Homicide Unit** - This unit was created by HB07-1272, which created an Intelligence Analyst position within the CBI to gather homicide information from what are now considered cold cases from all local law enforcement. A survey was created and sent to all law enforcement agencies to determine the number of cold cases each agency currently has. The CBI implemented a training curriculum for cold cases. Training on the investigation of cold case homicides was conducted for law enforcement officers throughout the state. The CBI has also formed a 27-member Cold Case Review Team consisting of experts in all aspects of cold case homicides. The review team hears cold cases from law enforcement agencies during the course of the year.

In FY 2011-12, CBI Investigative Services responded to 1,131 requests for investigative assistance from law enforcement agencies, investigated a total of 516 separate cases, and made 119 arrests. Requests for investigative assistance from FY 2005-06 to FY 2011-12 have increased an average of 16.3%.

For the first six months of FY2013, the CBI responded to 702 (116 were requests from the SSI/CDIU) requests for investigative assistance from law enforcement agencies, as well as 216 requests for Sex Offender assistance.

**Forensic Services** - The Forensic Services Unit provides scientific analysis of evidence submitted by law enforcement agencies throughout Colorado. The CBI operates five laboratories (Greeley, Denver, Pueblo, Durango, and Grand Junction). The laboratories function with highly-qualified personnel and utilize state-of-the-art equipment to ensure complete, accurate, and effective analysis of evidence found at crime scenes.

- **Accreditation** - One of the critical tasks for the Forensic Services Unit is to ensure that all labs become ISO 17025 (Organization for International Standardization) compliant by end of CY 2014. This accreditation is mandatory for all forensic laboratories in the nation in order to continue to receive federal funding, participation in national database (CODIS, AFIS, NIBIN) and to maintain the integrity of the laboratory system. This accreditation allows the criminal justice community, including the citizens of the state of Colorado, to have the highest level of confidence in the conclusions reached by our forensic scientists.

Below are the units employed within the forensic laboratory system along with a short explanation of the activities that are conducted. Also included is the current end of year backlog numbers.

- **Forensic Biology/DNA Casework analysis** includes the identification, analysis, and interpretation of biological fluids found at crime scenes. DNA analysis includes the extraction, quantification, amplification, analysis, and interpretation of the samples submitted. The CY 2010 end of year backlog was 863 cases. At the end of CY 2011 the backlog was 850 cases. The CY 2012 year-end backlog was 743.
- **Latent Print analysis** involves the physical and chemical processing of evidence to preserve, examine, and compare the unknown or latent finger/palm prints left at crime scenes to the known 10-print fingerprint cards of witnesses or suspects. This can be done either manually or through automation with the use of the AFIS (Automated Fingerprint Identification System) when appropriate. The number of cases backlogged at the end of CY 2010 was 420. In CY 2011, the number of cases backlogged was 629. At the end of CY 2012 the number of cases backlogged was 365.

- **Firearms and Tool mark analysis** includes the examination of firearms, discharged casings and bullets from the crime scene to determine which weapon fired the bullet. Additionally, tool marks examinations typically involve comparing tools used to break into residences or business with the marks/gouges that are left at the scene. The CY 2010 backlog was 795 cases. At the end of CY 2011 the cases backlogged was 408. In CY 2012 there were 278 cases in backlog.
- **Drug Chemistry analysis** involves the analysis and identification of controlled substances, including cannabis and unknown chemical substances found at crime scenes. The CY 2010 backlog was 495 cases. At the end of CY 2011 the cases backlogged was 713. At the end of CY 2012 the cases backlogged was 1035. This rise in backlog occurred because of the loss of four positions due to retirement and promotions. These positions have since been filled.
- **Trace Evidence analysis** includes the analysis and identification of gunshot residue, hair, fiber, glass, paint, and fire debris found at crime scenes. The CY 2010 backlog was 153 cases. The CY 2011 backlog was 175. At the end of CY 2012 the backlog was 174.

**CODIS (Combined DNA Index System)** involves accepting, extracting, analyzing, interpreting, and entry into the database. This database is broken down in the following three primary categories:

- **Casework** profiles are samples from crime scenes that are submitted via the crime laboratories for searching. In CY 2010 there were 1,049 profiles entered resulting in 481 matches. In CY 2011, there were 858 profiles entered resulting in 650 matches. For CY 2012 there were 1,218 profiles entered resulting in 670 matches.
- **Convicted Offender** profiles are samples of convicted offenders submitted via the Department of Corrections. In CY 2010, there were 16,786 samples submitted. In CY 2011, there were 13,609 samples submitted. For CY 2012 there 10,485 samples submitted.
- **Arrestee** profiles are samples submitted from all adult felony arrestees submitted via our law enforcement partners. These profiles are not processed until the arrestee is charged with a felony. On September 30, 2010, this new law, Katie's Law was implemented. For the subsequent three months there were 10,532 samples submitted. In CY 2011, there were 38,802 samples submitted. For CY 2012 there were 43,869 samples submitted.

**Crime Scene Investigations** provides a response to requests from local and county law enforcement agencies for the collection and preservation of evidence at the crime scene. In CY 2010 there were 65 requests for crime scene services. In CY 2011 there were 66 requests for crime scene services. For CY 2012 there were 62 requests for crime scene services.

In large part, the CBI monitors the effectiveness of these programs through the number of cases assisted and the turn-around time to process evidence requests from law enforcement agencies.

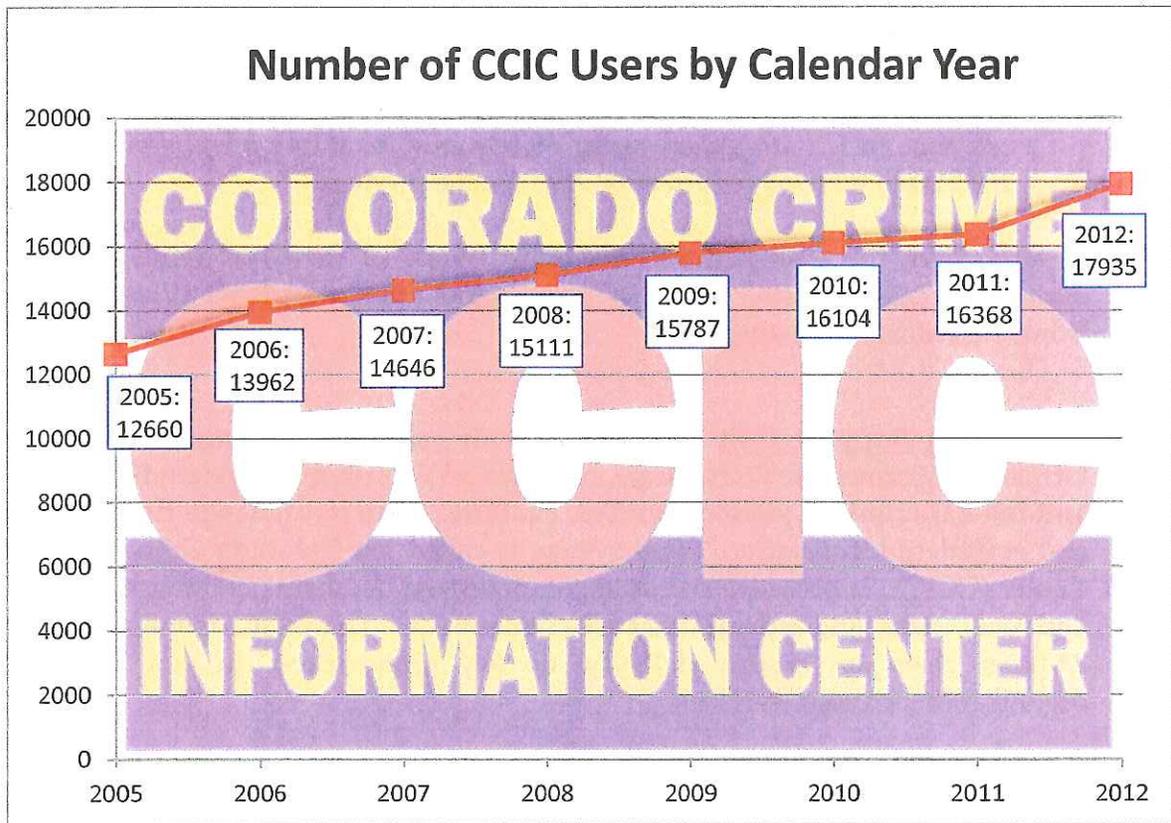
**CCIC Program Support Unit** - The CBI, with collaboration from the Governor's Office of Information Technology, operates an information system for local, state, and federal criminal justice agencies, enabling them to exchange timely, accurate, and complete information. This system is called the Colorado Crime Information Center (CCIC). It provides access to computerized databases maintained by the CBI and local, state, and federal databases nationwide. The CCIC operates on a 7-day, 24-hour basis to ensure delivery of key information to law enforcement organizations around the clock.

The CCIC network provides information on criminal history, wants and warrants, case status, stolen property, vehicle registrations, sex offender registration, protection orders, and intelligence information to 565 Colorado locations serving law enforcement activities. This system directly affects the quality of life and safety of Colorado's citizens as well as officer safety.

The CBI is designated by the Federal Bureau of Investigation's Criminal Justice Information Services (CJIS) Division as the CJIS Systems Agency (CSA) for the state of Colorado. As a result, it is the responsibility of the Program Support Unit (PSU) to manage those business practices regarding the numerous criminal justice computer systems, to include the Colorado Crime Information Center (CCIC) and the National Crime Information Center (NCIC) computer databases, for law enforcement and criminal justice agencies statewide.

The Program Support Unit (PSU) provides a wide array of services relating to CCIC and NCIC for state and local agencies throughout Colorado, which include:

- **CCIC System Security** - As the Colorado CSA, the program is responsible for the implementation of necessary procedures to secure the CCIC, NCIC, and other related databases from any unauthorized use. At the end of CY 2012, there were 17,935 active operators and 25,204 authorized computer terminals accessing the CCIC/NCIC database.



- **User Assistance** – The PSU provides first line assistance to users of Colorado criminal justice computer systems. User assistance includes providing policy guidance, delivering one-on-one training, and collecting system information on technical issues.
- **CCIC Enhancements** – The PSU identifies potential enhancements to CCIC information, assesses the value to the criminal justice community and implements those changes. This responsibility includes identifying business rules, testing changes, scheduling changes, communicating to the end users and finally implementing changes to CCIC.
- **System Integrity** – This program is responsible for ensuring the quality and security of information within CCIC/NCIC. As required by federal policy, this unit performs routine audits of Colorado criminal justice agencies to ensure compliance with state and federal criminal justice policies as well as to provide resources and guidance to users of the CCIC/NCIC information. The CBI has strategically assigned PSU staff to CBI offices in Grand Junction and Pueblo to improve service to the law enforcement. These dedicated positions have proven very beneficial to work directly with the local agencies in those regions of the state. After deployment of the new CCIC system in 2010, PSU auditors were tasked more heavily with providing first-line support to users of the new system. PSU utilizes an on-line auditing solution to speed the audit process to ensure it fulfills the requirement to audit all 455 of Colorado’s Criminal Justice Agencies that directly use CCIC within the federally mandated three year cycle

while still providing training and first-line support for users of the CCIC system.

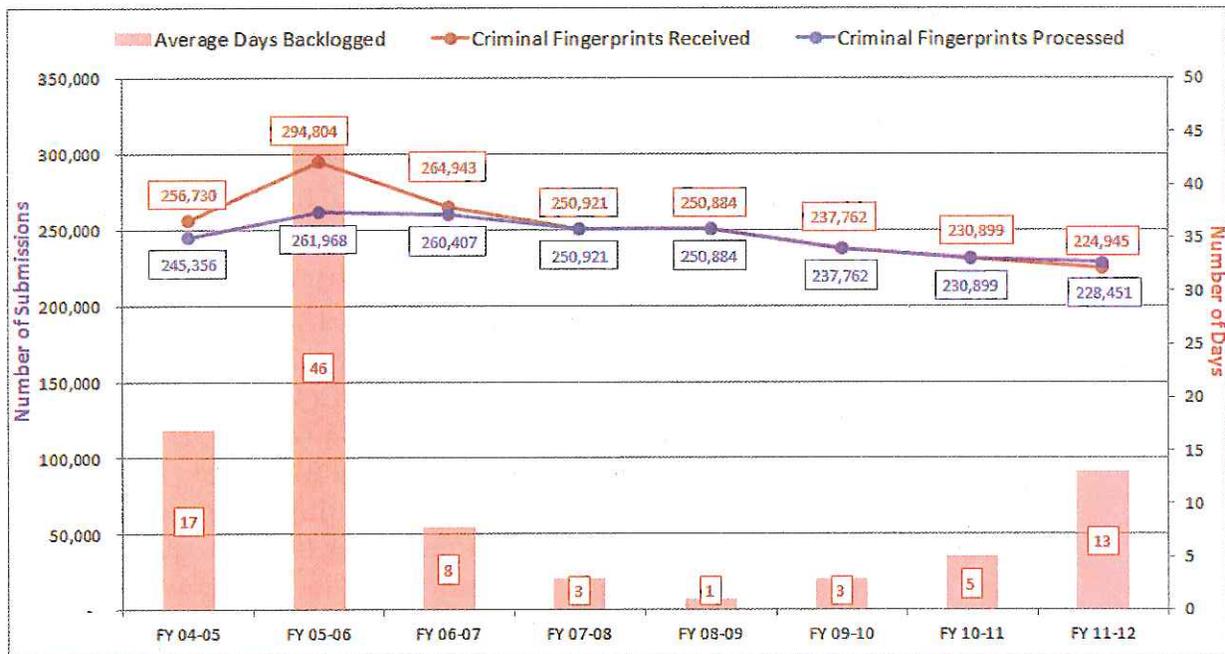
- **Training** – The PSU develops and presents training information for State, local, and federal agencies regarding the use of several criminal and law enforcement-related databases. The Unit also maintains a secure portal to allow users real time access to training materials including manuals, webinars, and PowerPoint presentations.
- **Uniform Crime Reporting** – This program collects, verifies, and reports statistical data regarding crime trends and victimization in Colorado. *Crime in Colorado* is published annually, reporting the statistics submitted by law enforcement agencies throughout the State.
- **Sex Offender Registration Unit** – This program engages in the constant monitoring of the Colorado Sex Offender Registry for registrants that have either not registered or have failed to register as required. The PSU is also responsible for managing sex offender registration lists for the public via the Sex Offender website and to inquiring law enforcement agencies. By the end of CY2012, a total of 15,648 sex offenders were registered in Colorado.
- **COPLINK** – The COPLINK information system shares data within and between local, state, and federal law enforcement agencies in accordance with each agency’s sharing priorities, policies, and all applicable laws. The system supports data warehousing, distributed data access, or a combination of both, with authentication, security, privacy, and auditing. COPLINK allows the user to query multiple databases at one time, providing consolidated results in a clear, user-friendly format. The system allows agencies to connect their disparate data sources and share information as part of their overall law enforcement efforts. The CBI node contains data from the Colorado State Patrol and the Department of Corrections.
- **N-DEx** – On a national level, the CBI participates in the National Data Exchange, or N-DEx. N-DEx is a criminal justice information sharing system that provides nationwide connectivity for the exchange of criminal justice information. Participation in N-DEx provides the CBI and law enforcement agencies with an additional investigative tool to augment COPLINK in order to search, link, analyze, and share information to a degree never before possible.
- **Colorado Gang Intelligence** – This program is responsible for providing gang intelligence data to Colorado criminal justice agencies. The unit is responsible for ensuring all data and use by participating Colorado criminal justice agencies conforms to 28 Code of Federal Regulation (CFR) Part 23. 28 CFR Part 23 is a guideline for law enforcement agencies. It contains implementing standards for operating federally funded multijurisdictional criminal intelligence systems. It applies to systems operating through federal funding under Title I of the Omnibus Crime Control and Safe Streets Act of 1968, as amended.

**Identification Unit** - The CBI's Identification Section is the State repository for criminal history information. Criminal history records in Colorado are created solely based on fingerprint submissions to the CBI as the result of arrests by agencies throughout the state. These are received as either electronic images captured by Livescan fingerprint machines, or as traditional ink-and-roller paper fingerprint cards. Criminal history records are continuously updated with the submission of new fingerprints associated with new subsequent arrests, as well as disposition information which is provided by the courts or other criminal justice agencies.

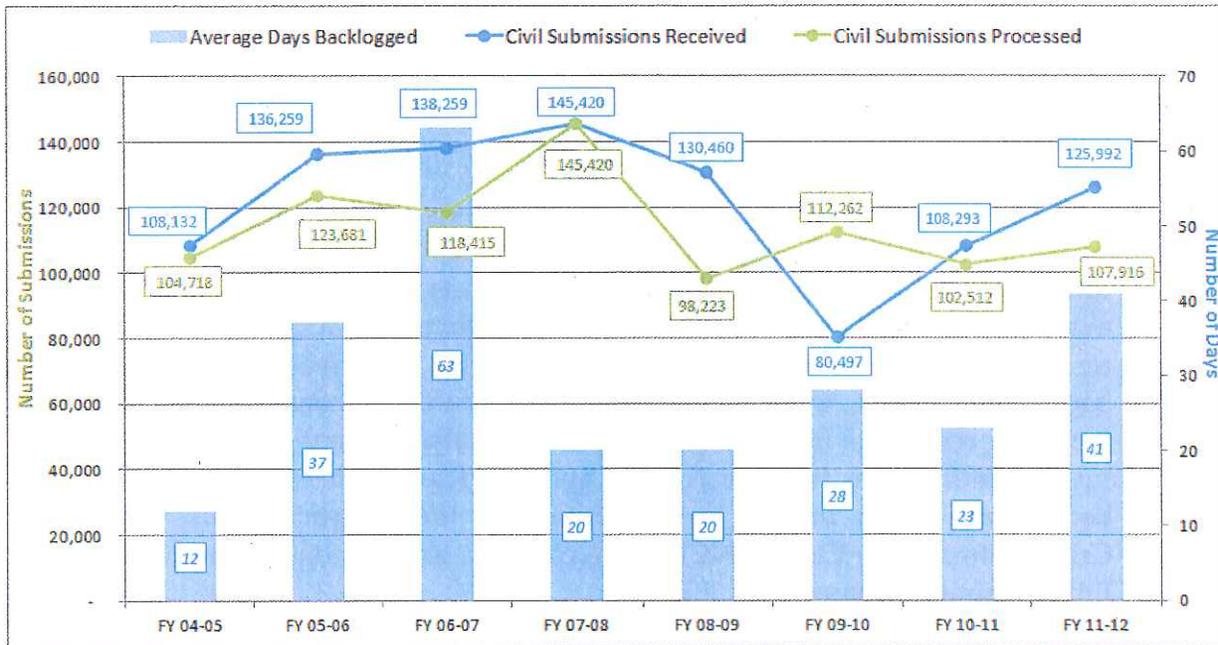
The Identification Unit also responds to requests for fingerprint-based and name-based criminal history record checks from federal, state, and local law enforcement agencies, the private sector, and citizens. Fingerprint-based criminal history background checks are required by 64 separate state statutes for employment in positions such as teachers, daycare workers, massage therapists, and real estate agents. In many of these cases, the CBI is also statutorily required to provide subsequent arrest information to the employer of a party for whom a background check was run, if that person is arrested at a later date.

In FY 2011-12, the Identification Unit processed 330,645 (319,222 via internet and 11,423 manual) name-based criminal history checks and 107,916 fingerprint-based checks for licensure or pre-employment as required by statute. The Identification Unit processed 228,451 fingerprints that were submitted for individuals arrested in the state.

**CRIMINAL CARDS RECEIVED AND PROCESSED VS. AVERAGE DAYS BACKLOGGED  
FISCAL YEARS 2005-2012**



**CIVIL CARDS RECEIVED AND PROCESSED VS. AVERAGE DAYS BACKLOGGED  
FISCAL YEARS 2005-2012**



As reflected in the charts above, the Identification Unit has been experiencing a backlog in processing fingerprint submissions for several years. The Unit has attempted to manage and reduce the backlog by implementing a variety of workflow measures and staffing modalities, including 24 hour staffing, with some success. The greatest existing problem impacting the ability to keep current with the processing of fingerprint submissions is the declining ability of the Automated Fingerprint Identification System (AFIS). The system's technological capabilities have declined, and it is beyond its serviceable life. As components of the system fail, replacement parts are not available, and technicians are having an increasingly difficult time finding used parts to cobble together a functioning system. System outages are becoming more common and have a significant impact on the timeliness of processing.

The CBI is in the final process to replace the aging AFIS. The new identification system will be an upgrade to the current AFIS and will collect photographs and palm prints; its new capabilities and features will make it easier for the CBI to share data. When fully deployed, the system will enhance fingerprint and latent print processing services and improve accuracy and capacity, which will in turn improve the capabilities provided to the CBI's criminal justice partners. CBI anticipates the implementation of this state-of-art equipment by mid-CY 2013.

**Instant Criminal Background Check Program-** Colorado is one of 13 states that conduct all or part of firearm background checks as opposed to relying on the FBI National Instant Criminal Background Check System (NICS) section for this

purpose, with CBI serving as the Point of Contact (POC). In CY 2011, the InstaCheck Unit processed 251,307 transactions. In CY 2012 a record 339,533 transactions were processed through the InstaCheck Unit. During CY 2011, the InstaCheck Unit denied 5,832 transactions. In CY 2012, the InstaCheck Unit denied 7,319 transactions. During CY 2012, 2,014 denials or 28 percent of the total denials were identified through databases not available to the FBI NICS section; therefore, these denials would not have been detected by the FBI NICS section.

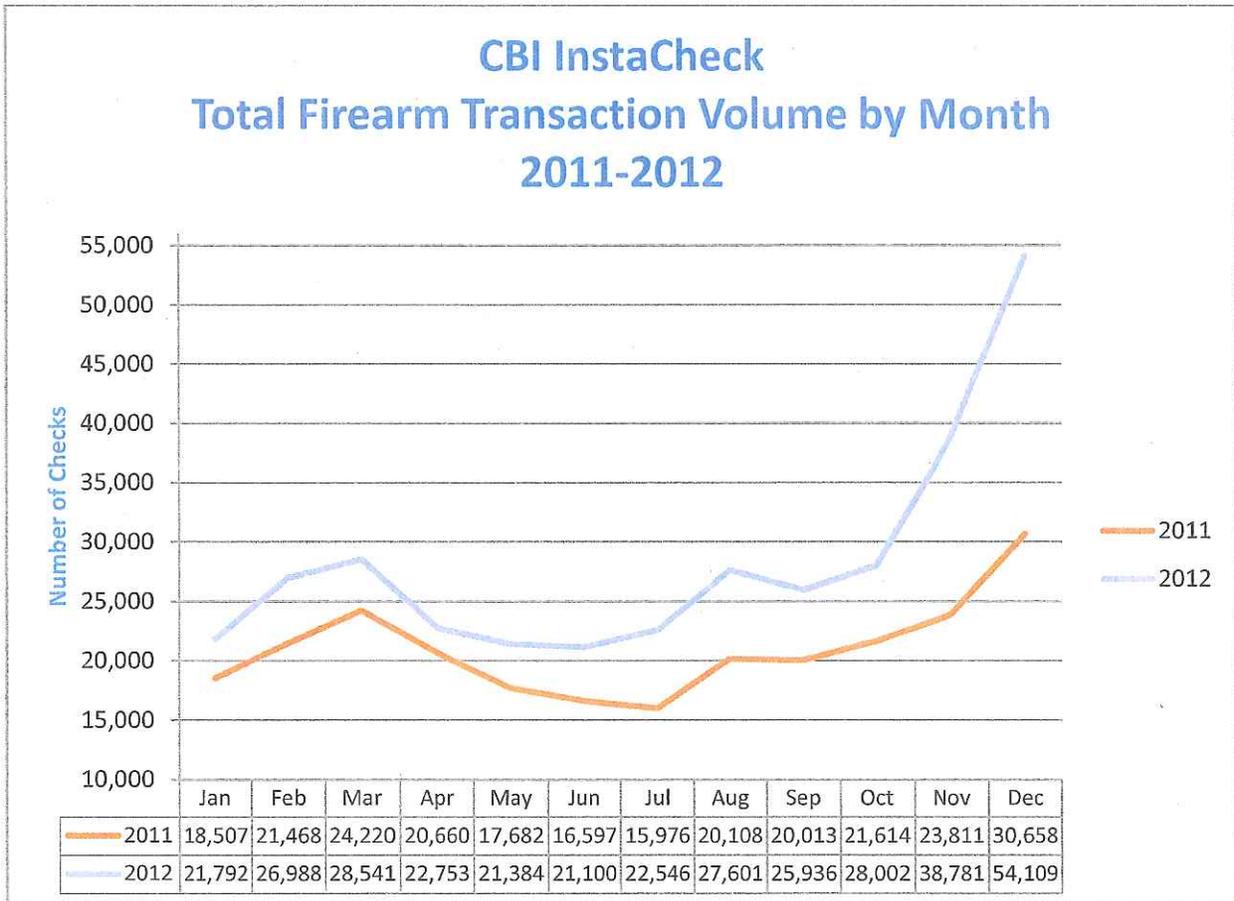
There are a number of benefits to Colorado and its citizens gained from CBI serving as the POC for firearms transactions. First and foremost is the enhanced public safety gained by having the CBI, which has access to local data and information not available to the FBI NICS section, process firearm background checks for the residents of Colorado. When a Federal Firearm Licensee (FFL) initiates a NICS background check, a name and descriptor search is conducted to identify any matching records in four (4) nationally held databases managed by the FBI Criminal Justice Information Services (CJIS) Division. The databases searched during the background check process are the Interstate Identification Index (III), National Crime Information Center (NCIC), NICS Index, and the Immigration and Customs Enforcement database.

Presently, the CBI InstaCheck Unit examines seven (7) distinct databases, including the four (4) listed above in the NICS background check, to determine the eligibility of an applicant to purchase, possess or receive a firearm. Much of the background material queried by the InstaCheck Unit is not available to NICS through their basic NICS search described above. The InstaCheck Unit's unique ability to access otherwise restricted records is one of the primary characteristics that distinguish the information gained through the InstaCheck Unit versus background searches conducted by FBI NICS. The additional databases searched by the InstaCheck Unit include the Colorado State Judicial database, Colorado Crime Information Center (CCIC), and Department of Motor Vehicles (DMV) information.

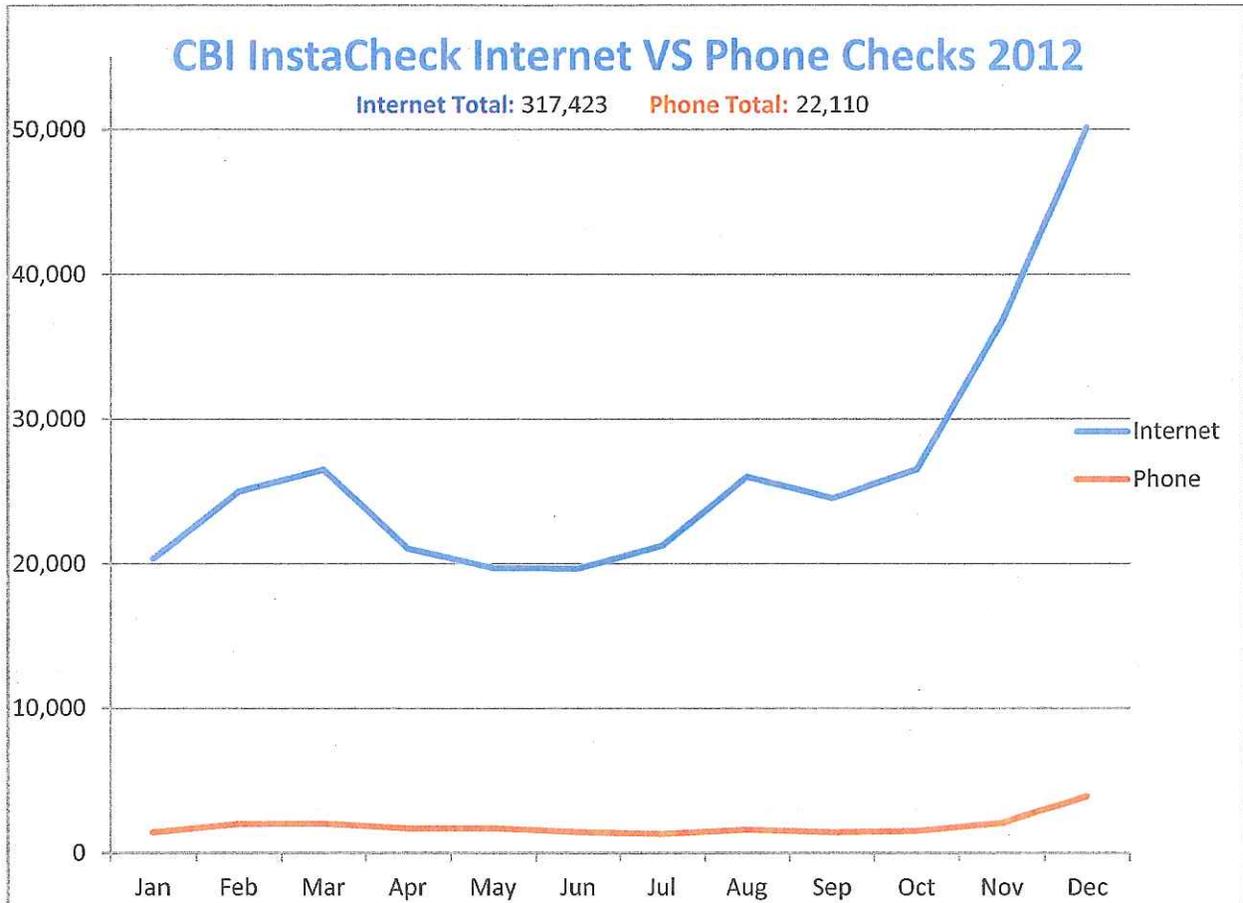
Specifically, data that is available to InstaCheck technicians that is unavailable to the FBI NICS section in a basic check includes: court ordered restraining or protection orders, misdemeanor arrest warrants, felony warrants not entered into NCIC, qualifying criminal histories not linked to the FBI, and sealed convictions. Another significant difference is that state law, CRS §18-12-108, requires the CBI InstaCheck Unit to review any felony juvenile adjudications when making a determination on a firearm background check, while federal firearm statutes do not specify felony juvenile adjudications as qualifying prohibitors. Additionally, the majority of these felony juvenile adjudications are located only in Colorado's State Judicial database which the FBI NICS section would be unable to access when running the FBI NICS check.

Since 1999, the CBI InstaCheck Unit has processed more than 2,477,227 firearm background checks. As the graph below indicates, the volume of transactions processed by the InstaCheck Unit has steadily increased year over year. In CY 2011

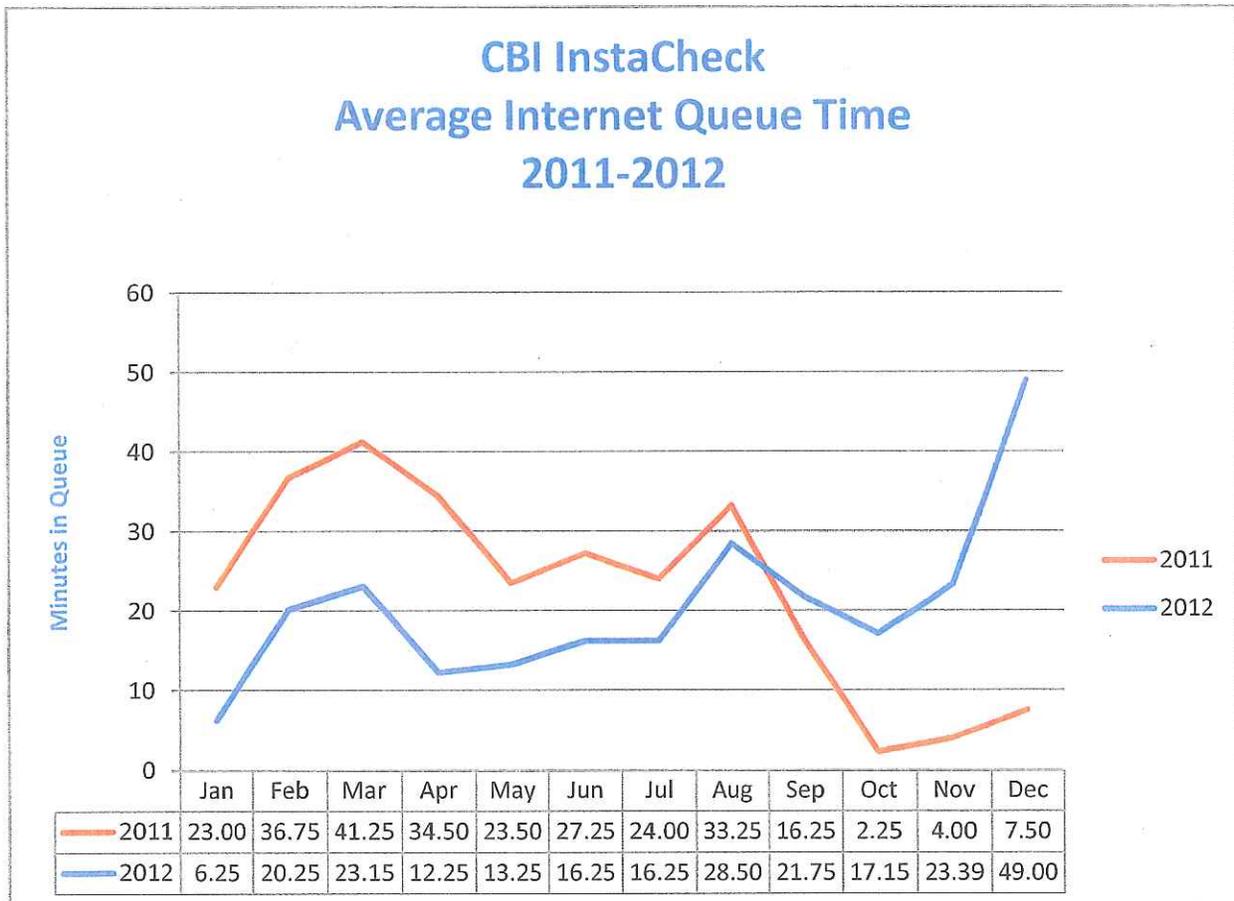
the Unit processed a record of 251,307 checks, which was surpassed by CY 2012's unprecedented total of 339,533.



In CY 2012, Internet transactions increased once again, rising to 93.5 percent of the total number of transactions processed, this percentage has consistently increased year after year since the Internet option was made available to Colorado gun dealers.

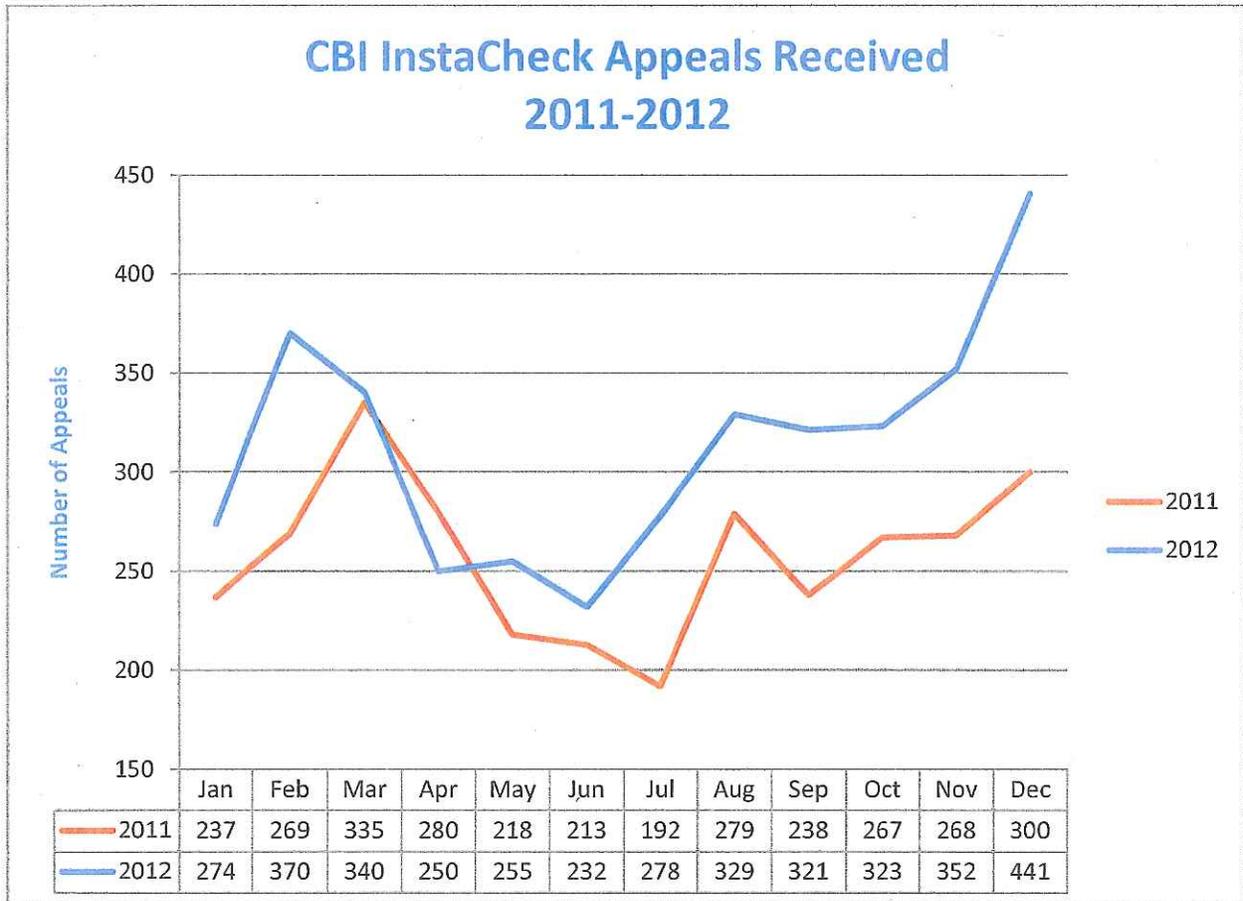


The CBI InstaCheck Unit has continued to revise and update both processing methods and our training program in order to reduce the amount of time the firearms dealer must wait for the transaction to be processed. As the graph below illustrates, once these new procedures were implemented in September 2011, the queue time was reduced significantly during 2011. However, in response to unprecedented firearm sales, the average queue time has increased substantially in CY 2012.

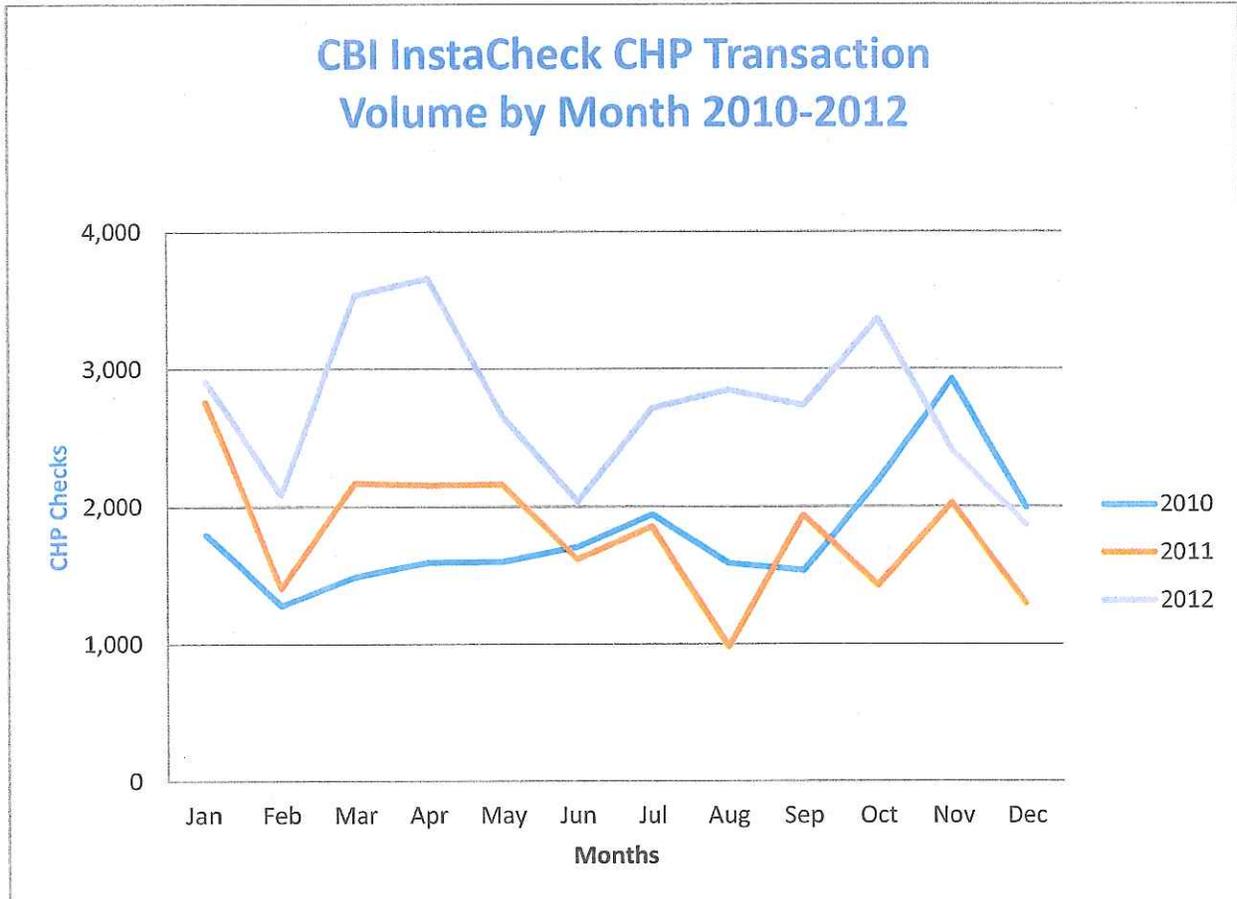


\*December queue time calculated from the 1<sup>st</sup>-13<sup>th</sup> only. The queue time for the remainder of the month ranged from 1 to 9 days.

Prior to the passage of HB 10-1411 on June 6, 2010, any gun buyer who was denied a firearm purchase had the obligation to provide convincing documentation to reverse the original denial. As a result of HB 10-1411, the burden shifted from the individual gun purchaser to the CBI InstaCheck Unit to conduct the additional research required to determine whether to uphold the denial. As the graph below illustrates, the number of appeals has increased consistently since the effective date of the new CBI appeals process, with 3,096 appeals in CY 2011 and 3,821 in CY 2012. Of the total number of appeals received in CY 2012, there were 2,173 overturned on appeal, 1,382 sustained, and 239 pending disposition.



In addition to general firearm sales and appeals, the InstaCheck Unit is statutorily mandated to process FBI NICS & criminal history background checks, in accordance with both state and federal law, on every Concealed Handgun Permit (CHP) application submitted by each of the 64 County Sheriff Offices throughout Colorado. From 2003-2012, the CHP section has cumulatively processed more than 168,586 permits for Colorado residents.



\*Approximate totals are reported for December 2012 and CY 2012 due to timing of report submission.

**Office of Professional Standards** - The first accomplishment of the CBI in regard to the OPS was the establishment of this unit in April 2010. Since that time the OPS has been able to concentrate on its priorities of CALEA accreditation, the operation of a functional compliment/complaint program, and internal affairs investigations.

- **Accreditation** - One of the priorities of the CBI OPS is to earn compliance with national accreditation standards through the Commission on Accreditation for Law Enforcement Agencies (CALEA). The standards evaluate all facets of an agency's operations to include administration of investigations, personnel, internal affairs processes, use of force, records, and equipment management.

**Compliment and Complaint Review** - A separate but equally important priority of the CBI OPS is the administration of the compliment and complaint process made available through the recently updated CBI public website. Compliments and complaints may also be received through other means; however, the public website provides a proactive approach to welcome compliments and complaints from both the public and CBI employees in an easy to use format. The OPS tracks and monitors the compliments and complaints received by the public and members of the CBI to ensure that each complaint receives a timely and thorough response.

# Division of Homeland Security and Emergency Management

<u>FY 2012-13 Appropriation</u>	General Fund	\$ 751,234	11.2 FTE
<u>Division of Fire Safety</u>	Cash and Reappropriated		
\$32,013,054 TOTAL FUNDS	Funds	\$ 5,220,765	5.0 FTE
44.9 FTE	Federal Funds	\$26,041,055	28.7 FTE

## Mission Statement

The mission of the Division of Homeland Security and Emergency Management is to support the needs of local government and partner with them before, during, and after a disaster. The Division enhances preparedness statewide by devoting available resources toward prevention, protection, mitigation, response and recovery, ensuring greater resiliency of our communities.

The Division of Homeland Security & Emergency Management (DHSEM) was created July 1, 2012. The Division consists of three statutory offices: the Office of Emergency Management, Office of Prevention and Security and the Office of Preparedness.

As the Division is a new division, it is important for the reader to understand that programmatic priorities and performance measures are likely to change, as the Division begins to integrate its functions among its offices and develops services that matter most to the citizens and local governments it serves.

## Office of Emergency Management (OEM)

The mission for the Office of Emergency Management is to lead, manage and coordinate state-level actions for all hazards preparedness, natural hazards mitigation, emergency response, and disaster recovery in Colorado, while supporting local government.

To help achieve its mission, the Office:

- Reduces the vulnerability of people and communities to damage, injury, and loss of life and property resulting from natural catastrophes or catastrophes of human origin;
- Prepares for prompt and efficient search, rescue, recovery, care, and treatment of persons lost, entrapped, victimized, or threatened by disasters or emergencies;
- Provides a setting conducive to the rapid and orderly restoration and rehabilitation of critical infrastructure affected by disasters;

- Clarifies and strengthens the roles of the Governor, state agencies, and local governments in the prevention of, preparation for, response to, and recovery from disasters;
- Authorizes and provides coordination of activities relating to disaster and emergency prevention, preparedness, response, and recovery by agencies and officers of the state and local, interstate, federal, and tribal partners;
- Provides disaster and emergency management systems embodying all aspects of pre-disaster and pre-emergency preparedness and post-disaster and post-emergency response; and,
- Assists local jurisdictions in the prevention of disasters by providing technical assistance and available grant funding.

OEM's activities are often delivered through local emergency managers. This takes the form of technical assistance in developing emergency operation plans, sponsoring training courses, evaluating exercises, developing pre-disaster mitigation plans, providing financial documentation requirements during disasters or emergencies, and providing liaison staff in an effort to identify potential areas where state assistance can be employed.

During a state declared disaster or emergency, OEM coordinates state and federal response and recovery programs. OEM maintains the State Emergency Operations Center where representatives from other state departments and non-state agencies come together to coordinate response and recovery efforts.

### *Programmatic Priorities for the Office of Emergency Management*

**Improve State Level Incident Response** –The Office's strategy for better preparing Colorado for the next emergency focuses on developing and validating the state's ability to implement incident and capability based action plans. The Office executes an annual series of exercise events to assess the state's response capabilities, validate incident action plans and improve response to the next disaster emergency. **These regularly scheduled exercises, with measured outcomes and implemented improvement plans, will better prepare Colorado for the next emergency.**

**Mitigate Hazards** – OEM's strategy for reducing risk to Colorado communities focuses efforts on increasing the number of counties that have a federally approved hazard mitigation plan and on managing known community high hazard risks. In addition to hazard mitigation planning, OEM personnel work with local emergency managers to identify hazards, assess the risk the hazards pose, identify and implement risk mitigation and management actions, and develop state response plans to support local government in the event the hazards may occur.

**Improve the Delivery of Emergency Management Services** –OEM depends on its relationships with local emergency managers and supporting state agencies. The Office's strategy for strengthening and maintaining these relationships involves a combination of technical assistance, participating in training and exercise activities,

conducting customer satisfaction surveys and developing targeted action plans to improve service delivery.

**Emergency Resource Mobilization** - The Office is responsible for developing a statewide plan for the allocation and deployment of resources in the event of a disaster or local incident that requires more resources than those available locally. The Office is currently involved in a public-private partnership with the Colorado Emergency Preparedness Partnership that allows the Office to inventory private resources.

If passed, House Bill 13-1031 will substantially impact this program.

### **Office of Prevention and Security**

The Office of Prevention and Security's mission is to ensure a safe and secure environment for the citizens of Colorado from intentional acts of terrorism, accidental harmful events, or natural disasters, through information sharing and innovative prevention efforts.

The terrorist attacks of September 11, 2001 prompted federal, state, tribal and local governments to adopt a number of different measures that reduce the probability of future successful terrorist attacks and/or reduce the impact of any future attacks should they occur. One of these measures is the sharing of intelligence information in order to prevent future attacks, interdict other criminal activities, assess threats, and prioritize resources dedicated to mitigating identified threats.

The state's fusion center is a cost effective means of collecting, analyzing and disseminating intelligence information. By combining resources with federal, state local and private sector entities, the state is able to provide the necessary information sharing with fewer personnel and without the costs associated with developing independent systems.

Among other functions, the Office:

- Collects, assesses, and disseminates information regarding terrorism and other crimes to and from federal, state, local and other relevant sources.
- Makes recommendations to the Governor and General Assembly concerning terrorism threats.
- Facilitates the exchange of critical information during disasters and other large-scale emergencies.
- Provides advice, assistance, and training to state and local government agencies in the development and implementation of terrorism related plans and the periodic exercising of the same.
- Establishes and issues protocols to guide state and local law enforcement officials in responding to any case involving suspected terrorist activities.

- Establishes standards concerning safety and security that are designed to safeguard state personnel and property owned or leased by the State of Colorado.
- Provides citizens with current information on preventing terrorist acts.

Programmatic Priorities for the Office of Prevention and Security

**Colorado Information Analysis Center (CIAC)** - The CIAC serves as Colorado's central point for the collection, analysis, and timely dissemination of all hazard intelligence and functions as a terrorism early warning system. Information is distributed from the CIAC in the form of daily reports, special reports, and incident reports to numerous agencies representing a multitude of disciplines. The center is a cross-jurisdictional partnership between local, state, and federal agencies, including private sector participation when appropriate.

**Planning -Office of Prevention and Security personnel assist in developing the State Homeland Security Strategy and Emergency Operations Plan.** Office assist in the development of the State Emergency Operations Plan and coordinate with the nine all-hazards region coordinators on regional terrorism annexes. The Office coordinates planning activities with multiple agencies, including the Colorado Department of Education, the Colorado Department of Public Health and Environment and the Colorado Department of Agriculture.

Office of Preparedness

The Office of Preparedness works in concert with the offices of Emergency Management and Prevention and Security to enhance the resiliency of our communities by partnering with local government to build homeland security and emergency management capabilities that protect our citizens. **The mission of the Office of Preparedness is to implement a State Preparedness Goal and System in order to build and improve the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk to Colorado.**

The Office's responsibilities include:

- Improve community preparedness and citizen involvement through external outreach;
- Identify and reduce duplicative homeland security-related training needs and efforts;
- Coordinate homeland security-related training among tribal, state, local, and regional agencies, and create a single training and exercise calendar with identified points of contact that is accessible via the internet;
- Coordinate and update homeland security plans;

- Coordinate all-hazard public risk communication products among state agencies; and,
- Administer federal homeland security and emergency management performance grants, providing technical assistance to grantees, and coordinate grant funding opportunities with other state agencies.

To accomplish its mission, the Office of Preparedness is organized into six program areas, enabling staff to develop deeper understanding of their areas of responsibility and ensuring products and services are tailored to the communities the Office serves. The Office's program areas align with the National Preparedness Goal in the five mission areas of prevention, protection, mitigation, response and recovery.

### Programmatic Priorities for the Office of Preparedness

**Community Preparedness** – The Community Preparedness section coordinates with non-governmental organizations and other local, regional, state and federal partners to **enhance the resiliency of Colorado communities through training, awareness, and outreach with citizens and communities.** The section also embraces the “Whole Community” approach, empowering people, organizations, and government at all levels to work cooperatively to achieve resiliency against natural, man-made and technological hazards.

**External Relations** – The Office supports statewide preparedness efforts through messaging and strategic communication with citizens using a variety of media, enabling them to become an integral part of protecting their communities. This section also **develops and coordinates risk-based communication** products for the Division of Homeland Security and Emergency Management, incorporating homeland security, public health, and emergency management information for state-level awareness and distribution.

**Planning** – The Office is responsible for development of the **State Homeland Security Strategy and the State Preparedness Goal.** The section also facilitates implementation of U.S. Department of Homeland Security planning requirements, completes the annual State Preparedness Report for FEMA, the State Emergency Operations Plan, and the Threat Hazard Identification Risk Assessment. The Office also coordinates planning activities with other local, state, regional, tribal and federal partners to ensure greater coordination and alignment with strategic objectives.

**Grant Administration** – The Office manages the allocation of homeland security grants to the state and subgrantees. The Office is responsible for approving grant expenditures, tracking the progress of the regional and state homeland security strategies, and implementing corrective action to ensure compliance. The Office develops federal and state progress reports and submits all appropriate grant and contract monitoring documentation into state and federal systems.

**Training and Exercise** – The Office facilitates state-level training that support the State Homeland Security Strategy and State Preparedness Goal. The Office also works with local agencies and the regions to ensure greater coordination in planning local and regional exercises. **The Office leads the integration of state-level training with local, regional and federal training programs, and works collaboratively with**

stakeholders for both training and exercise planning and implementation. The Office also ensures compliance with exercise and training support documentation records and submission of reports for federal compliance.

**Critical Infrastructure Protection** - The Office is charged with working closely with private industry, state, local, tribal, territorial, and federal partners to protect key resources, facilities, systems and assets that are vital to Colorado's safety and security. The Office is charged with working with state agencies on protecting state-owned infrastructure and developing continuity of operations and continuity of government plans for state agencies. While these functions remain in the Division's statutory responsibility and programmatic priorities, resources are not currently available. Therefore, the Department requested a FY 2013-2014 Decision Item of \$74,332 to staff the Critical Infrastructure Protection function.

# Colorado Integrated Criminal Justice Information System

## FY 2012-13 Appropriation

\$1,256,662 TOTAL FUNDS	Cash and Reappropriated Funds	\$ 962,134	11.0 FTE
11.0 FTE	Federal Funds	\$ 294,528	0.0 FTE

## Mission Statement

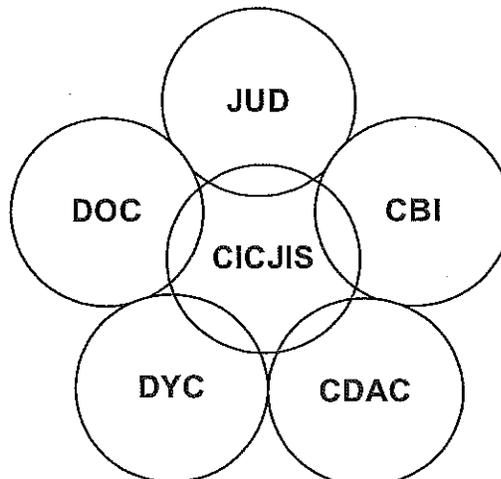
The mission of the Colorado Integrated Criminal Justice Information System (CICJIS) is to Develop and maintain criminal justice services that promote cost effective information sharing with timely and appropriate access, avoiding unnecessary duplication, while maintaining information security. The Colorado Integrated Criminal Justice Information System (CICJIS) is a collaborative program designed to facilitate information sharing at key decision points in the criminal justice process, across the boundaries of organizations and jurisdictions among the State criminal justice agencies to:

- Enhance Public Safety;
- Improve Decision Making;
- Increase Productivity; and
- Improve Access to Information.

The five State criminal justice agencies include:

- Colorado Department of Public Safety, Colorado Bureau of Investigation (CBI);
- Colorado District Attorneys Council (CDAC);
- Colorado Judicial Branch (JUD);
- Colorado Department of Corrections (DOC); and
- Colorado Department of Human Services, Division of Youth Corrections (DYC).

CICJIS is an independent program that relies on the equal participation of the five CICJIS agencies. Each agency has its own "business", business models, and strategies, yet each has a vested interest in and gains benefits from the CICJIS program. The agencies (primary stakeholders) and integrated systems are depicted below:



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## Programmatic Priorities for CICJIS

**Information Sharing** – The main value (or product) of CICJIS is *getting the right information to the right people at the right time and place*. As a result, CICJIS has the following goals:

1. Enhance **Public safety** by making more timely, accurate and complete offender information available statewide to all criminal justice agencies and to individual decision-makers within the system – including police officers, district attorneys, judges, and corrections officers.
2. Enhance **Decision-making** by increasing the availability of statistical measures for evaluating public policy.
3. Improve **Productivity of existing staff** by reducing redundant data collection and input efforts among the agencies and by reducing paper flow and contacts (phone/fax/e-mail).
4. Provide **Access to timely, accurate, and complete information** by both criminal justice agency staff and to some degree, the public (when permitted by article 72 of the title 24, C.R.S.).
5. **Standardize business practices** by evaluating and improving the workflow of existing staff.
  - a. Simplify business processes to create, access, and exchange complete, accurate, and timely information.
  - b. Provide automated services to share common data, access unique information stored on remote systems, and add value to the information presentation.
  - c. Develop, maintain, and foster partnerships among federal, state, local criminal justice agencies and other agencies, while recognizing the independence of each.
  - d. Develop key public and private sector partnerships.

CICJIS monitors its effectiveness in reaching these goals through several technical measures of system performance (throughput, volume, capacity, load, stress, uptime), and transaction performance (time, efficiency, auto recovery, error rate, validation).

At this time, Disposition Matching is the main outcome performance measure, indicative of criminal history accuracy. Disposition matching is the process of connecting the disposed court case with an arrest on the defendant's RAP sheet. In April 1998, Colorado's Disposition Match rate was between 8 and 10 percent. By contrast, the Disposition Match rate for the twelve months ending in November 2012 (latest available) was 96.99 percent.