



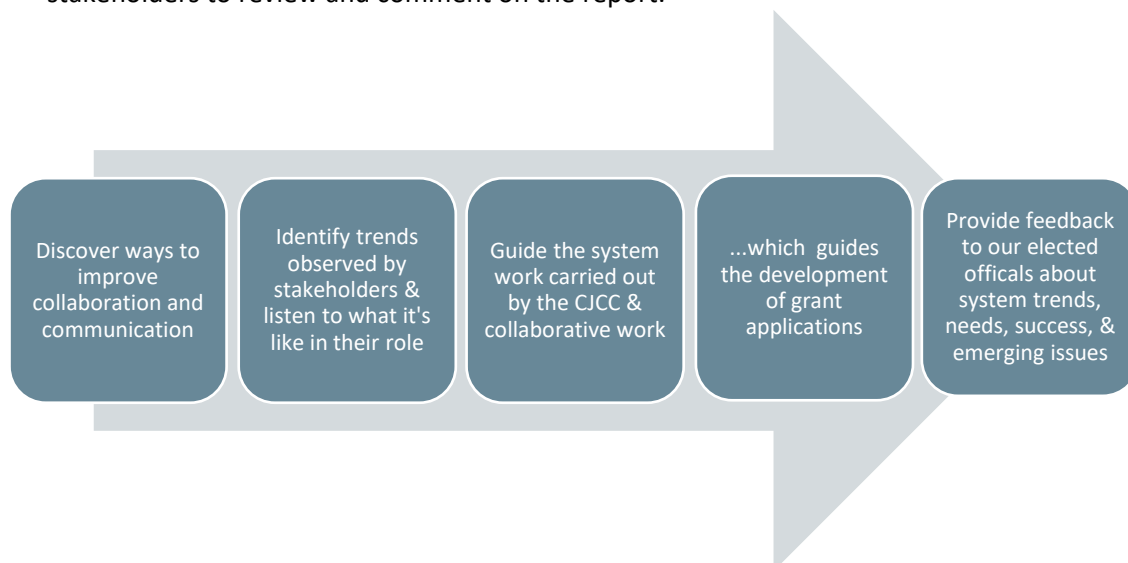
COMMUNITY JUSTICE DEPARTMENT

Criminal Justice System Annual Stakeholder Analysis

Introduction and Purpose

Missoula County Community Justice Department collaborates with City and County justice system partners and community service agencies to continually improve the justice system for everyone. Together we strengthen community safety by preventing crime, bolstering community health, supporting crime victims, and reducing recidivism. Beginning with the formation of the department we have conducted annual stakeholder interviews and analysis to gain insights into the perspectives, needs, expectations, and concerns of the many people who work in or are impacted by our community's justice system. The Justice Initiative Division leads our system work and conducts an annual criminal justice system stakeholder interview process and reporting. Our goal is to gather a comprehensive overview from stakeholders, identify common themes and patterns, as well as divergent opinions among stakeholders and create a summary report to:

- Provide decision-makers with the necessary information to make informed choices, and inform them about the areas where resources, such as time, budget, and personnel, are most needed.
- Strengthen project planning by clearly defining needs, objectives, and key measures of success.
- Identify priority funding areas for grant applications and staff workplans.
- Support collaboration and strategic action across the integrated justice and crisis care systems.
- Further develop relationships and trust through involvement and inclusion of stakeholders across our community.
- Increase communication and alignment by different stakeholders by presenting a consolidated view of their opinions and expectations.
- Highlight mutually identified potential risks and challenges.
- Foster transparency by documenting the stakeholder engagement process and the findings in a clear and accessible manner.
- Promote accountability by ensuring that decision-makers are aware of stakeholder expectations and concerns.
- Finally, provide a basis for ongoing feedback and continuous improvement by encouraging stakeholders to review and comment on the report.



2023 Annual Stakeholder Analysis

The 2023 Community Justice Department annual stakeholder interviews and analysis focused on the redevelopment of the Criminal Justice Coordinating Council and feedback pertaining to the jail diversion efforts begun under the 2015 Jail Diversion Master Plan and 2022 update¹. A summary report of the findings and recommended tasks was provided to the CJCC's Executive Committee and participants early 2023². This report only pertains to our annual stakeholder interviews and does not reflect on all department activities.

Summary of Report Findings, Recommendations, and Progress to Date

CONCLUSION - 1	ACTION
Stakeholders had differing perspectives on the ability of the CJCC to function as a decision-making body and had questions about the goals and purpose of a CJCC. Stakeholders wanted to see the CJCC become a smaller group of decision-makers to enable voting on key recommendations or decisions while respecting the independence and authority of elected officials.	In 2023 CJD staff facilitated meetings to help leaders come into agreement on the goals and purpose of Missoula County's CJCC Executive Board and identified how the group will make decisions together.
CJD STAFF ASSIGNED	PROGRESS
Lead - Justice Initiatives Division Manager, Jenny Daniel. Support – Justice Initiatives Coordinators Erin Shreder and Chelsea Wittmann.	Complete – with continuous evaluation
DETAIL: <ul style="list-style-type: none">- In July 2021 CJCC and community stakeholders participated in a two-day strategic planning session to establish the values of the CJCC and refine the purpose of the group. This is when a smaller group was first requested.- In early 2022 CJCC stakeholders met and agreed to a smaller board and worked out logistics. Pretrial was a priority to address in 2022.- In 2023 Daniel coordinated and Honorable Judge Halligan chaired CJCC Executive Board³ meetings every other month. The first meeting in February reviewed these findings of the 2022 stakeholder analysis, proposed a year of information sharing of Executive Board members using the sequential intercept model, and provided a report on community crime trends to develop shared understanding of members and community.- JID Staff meet regularly with Executive Board members and stakeholders to receive and integrate continuous feedback.	

¹ [Missoula County jail diversion reports](#)

² [2022 Criminal Justice System Stakeholder Analysis](#)

³ 4th Judicial District judge, *Chair, Honorable Leslie Halligan*, Justice of the Peace. Municipal Court judge, County Attorney, City Attorney, Office of Public Defender's Office, Sheriff's Office, Missoula Police Department, University of Montana Police Department, Probation and Parole, Missoula Correctional Services, All Nations Health Center, *Staffed by Justice Initiatives Manager*

- In 2023 the CJCC Executive Board decided that the best structure for justice-related coalition boards was to retain the Executive Board, coupled with committees and working groups that share report back to the Executive Board. These groups include:
 - o Just Response—focusing on victim service needs and includes the Domestic Violence Task Force, Human Trafficking Task Force, Case Review, and Advisory Board
 - o Partners for Reintegration—focusing on needs of returning citizens from prison or jail
 - o Pretrial Services Working Group (ad hoc)
- In September 2023 Daniel and Wittmann attended CJCC coordination training at the National Association of Pretrial Service Agencies (NAPSA) annual conference and received technical assistance to align Missoula’s CJCC with current standards.
- Staff and CJCC Chair will continue to evaluate Executive Board progress using national standards of best practices.⁴

CONCLUSION - 2	ACTION
Stakeholders identified communication as a primary need to be addressed by the CJCC. Open meeting laws in Montana could have impacted the CJCC’s ability to have open, honest conversations to address the need for improved communication between system stakeholders.	The Executive Board shares information across justice system departments, raises issues and questions, provides feedback on programs and projects that serve the justice system, and communicates needs and ideas to resolve problems. It is not a governing body and does not decide on public policy or funding. CJD staff will hold multiple one-on-one and small group discussions with system stakeholders about complex or controversial issues wherever possible, allowing for challenging conversations to be held outside of larger meetings. Decisions impacting public funding or public policy, not otherwise handled at the department level, will continue to be made in County Commissioner and/or City Council public meetings.
CJD STAFF ASSIGNED	PROGRESS
Jenny Daniel	Complete and ongoing
DETAIL: <ul style="list-style-type: none"> - In 2022 the CJCC was divided into two groups—the Executive Board consisting of stakeholders within the criminal justice system that meets every other month and a Community Forum consisting of criminal justice system stakeholders and community partners. - The Executive Board meetings are subject to open meeting laws and are appropriately noticed and meeting notes are maintained. These meetings are only held in person and introductions are completed regardless of who is attending so that all members are aware of who has joined a meeting to facilitate open dialogue in a public meeting. - CJD staff meet with all CJCC members and other stakeholders one-on-one or in small group meetings on a variety of topics to invite conversations that identify issues, discuss possible solutions, and support productive relationships throughout the justice system. 	

⁴ [2023 CJCC National Standards](#)

CONCLUSION - 3	ACTION
Stakeholders had different perspectives on when defendants should be ordered into treatment. Some said that people ordered into treatment who are not ready for change results in high levels of failed treatment. (An assessment could be used.) Other stakeholders felt defendants should be ordered into treatment if they need it, as we cannot predict who will succeed or fail in treatment.	CJD staff continue to provide opportunities through the CJCC and one-on-one meetings to discuss stakeholder perspectives on chemical dependency treatment to better understand the divide. Staff will work with the behavioral health and substance use stakeholders on a sequential intercept mapping model and report and reviewed some research studies.
CJD STAFF ASSIGNED	PROGRESS
Jenny Daniel and Shantelle Gaynor	Incomplete
DETAIL: <ul style="list-style-type: none"> - In 2023 the Pretrial Working Group discussed the role of drugs and alcohol use in criminal behavior, the need for testing and chemical dependency evaluations during the pendency of cases to ensure public safety, the efficacy of testing, and the lack of treatment availability in the context of refining pretrial services to achieve the agreed upon goals. A shared approach has not yet been developed. - Staff reviewed 3 studies on best practices that have not yielded conclusive results. An example is linked below⁵. A full literature review may be the best approach to evaluating available research and may be an appropriate project for an intern in 2024. - In 2024 CJD staff look for opportunities to host educational or training sessions and/or discussions on chemical dependency treatment readiness, effective interventions, and other related topics so that all agencies may better define a shared approach to when defendants should be ordered to attend treatment. 	

CONCLUSION - 4	ACTION
Jail diversion efforts, programming impacts, and knowing people successfully exited the legal system were not being recognized by some partners. Many only recall the people who continue to commit crimes which makes it challenging to name successes in diversionary efforts and continue to support these efforts.	CJD staff will highlight jail diversion success stories and ensure these are shared with all stakeholders so that we can celebrate wins and garner inspiration to continue this hard work.
CJD STAFF ASSIGNED	PROGRESS
Chelsea Wittmann	Ongoing
DETAIL: <p>Jail diversion success stories are challenging to identify and share because they happen in many ways, involving different agencies, without any kind of “diversion” reporting system in Missoula. However, there are several successful programs that demonstrate positive diversion efforts including:</p>	

⁵ Readiness to change among involuntarily and voluntarily admitted patients with substance use disorders. Substance Abuse Treatment Prevention Policy 14, 47 (2019). <https://rdcu.be/ds8Dp>

- **Missoula County Attorney's Calibrate Program** offers qualifying defendants the opportunity to participate in the program in lieu of formal criminal charges. Defendants meet with staff and may participate in counseling, education, community service, or other rehabilitative activities. Successful completion of diversion equates to defendants having completed all agreed upon treatment requirements, community service and the paying of restitution owed to victims. Calibrate participants also check in with our staff regularly. At the end of the diversion period, defendants who successfully complete their obligations have their criminal charge dismissed. As of December 7, 2023 Calibrate enrolled 47 defendants in 2023 with 29 successful completions and 8 unsuccessful completions.
- The CJD Court Support Services Division reestablished a **Community Service Program** for youth and adults sentenced to community service or who are seeking to reduce court fines and fees through service. The program accepts people referred by County Attorney's Calibrate program, Youth Court, and ROAD Court, provides intakes and worksite information to participants, monitors progress and reports back to the referring agency. The program began taking referrals in November 2023. In one month, there have been 36 referrals to the program (21 youth, 15 adults) with 29 intakes and 23 community service placements. Four participants have already completed their community service.

Special note: The coordinator has developed a new opportunity for youth assigned to the program to provide community service opportunities within the schools, with social workers supervising their work. Having youth perform their community service during breaks or before/after school will ease the burden on caregivers who often find themselves overwhelmed by handling the logistics related to their child's community service obligations. Having social workers overseeing the work will also protect kids from being stigmatized or "othered" from their peers, and will focus more on promoting equal opportunity, growth, skill building and responsibility, rather than simple punishment, promoting pro-social behavior and increasing positive engagement with both the school and other students.

- **Missoula's Mobile Support Team (MST)** is led by the Missoula Fire Department and Partnership Health Center to provide the right care in the right setting to people experiencing urgent behavioral health needs with the aim of diverting people with low-risk behavioral health issues from jail and hospital emergency departments. The program also looks to reduce the time and resources Missoula first responders spend addressing situations where behavioral health is a chief concern and to decrease the number of arrests and emergency room visits. The MST currently responds with law enforcement to behavioral health-related 911 calls. The response units consist of a licensed mental health clinician and an emergency medical technician (EMT). The MST Case Facilitator follows up with clients to provide resource navigation. From January through October 2023 MST has responded to 1,693 calls and facilitated 1,499 case follow ups. The team noted 307 diversions from the Emergency Room and 27 diversions from jail.
- **Crisis Intervention Team** is a specialized law enforcement program that trains officers to effectively respond to situations involving individuals experiencing a mental health crisis. CIT-trained officers recognize signs of mental illness and to connect individuals in crisis with appropriate mental health services rather than resorting to arrest. This can involve transporting individuals to mental health facilities or coordinating with crisis intervention services. The aim of CIT is to enhance public safety, officer safety, and promote the well-being of individuals in crisis. Partnerships across public safety, public health, and medical sectors helps ensure an individual is effectively stabilized and connected to appropriate care and

services as relates to their medical and behavioral health needs. In Missoula this training is offered to all first responders, detention officers, and other service providers. Missoula's CIT also facilitates the First Responder Behavioral Health Crisis Services Council to improve system-level responses to individuals across our shared crisis response system. From April 2023 until December 2023 the Missoula Police Department contacted and transferred 114⁶ individuals to a mental health receiving facility resulting in 75 involuntary commitments, 36 voluntary commitments, and 3 that were incomplete.

- Additionally, staff supports efforts that increase the desistance of crime. Understanding the factors that contribute to desistance is valuable for developing interventions and policies aimed at reducing recidivism. Wittmann facilitates Missoula's Partners for Reintegration a coalition of community partners and returning citizens that work to increase opportunities for people to succeed in reintegrating into community. The group meets monthly and hosts an annual re-entry simulation that raises awareness about the complexities and difficulties experienced by returning citizens that can undermine their success. When people have a successful reentry into the community, they are less likely to commit new offences.

CONCLUSION - 5	ACTION
Stakeholders have differing views on whether crime has increased, based on their experiences.	CJD staff will continue to provide data analysis of crime trends to all stakeholders and remind stakeholders that data analysis services are available to anyone in the system.
CJD STAFF ASSIGNED	PROGRESS
Data Analyst, Quinn Ziegler	Complete/Ongoing and Changing
<p>DETAIL:</p> <p>Zeigler provided data analysis services to local justice system departments and elected officials as requested. In 2023 he:</p> <ul style="list-style-type: none"> - Developed a project with Judge Halligan to evaluate case processing time. - Led a local validation study of the Public Safety Assessment program⁷. - Continuously monitored utilization of the Missoula County Detention Facility (dashboard available here). - Provided analysis of Missoula Municipal Court case processing times at the request of the City Attorney's Office. - Provided technical support and assistance to the Pretrial Assistance to Support Success program including consulting on data collection protocols, developing monthly service reports, and conducting quality assurance. - Prepared an analysis of Missoula County crime trends including comparisons to trends observed at the state level and in Montana's other five largest counties⁸. 	

⁶ These numbers do not include contacts with individuals where were assessed and left in place because that was the most appropriate setting for the individual. Further, the current data that is collected does not capture diversion or deflection from the criminal justice system.

⁷ [Public Safety Assessment Validation Analysis, 2023](#)

⁸ [Movement in County Crime Trends, 2022](#)

<ul style="list-style-type: none"> - Worked with J&G Research and Evaluation and Missoula County Detention Facility staff to prepare monthly data reports on the behavioral health profile of the county jail population. - Developed reporting templates and ad-hoc analyses of pretrials services, Public Safety Assessment, court, and jail data to support decision-making in the ongoing pretrial services negotiations. - Supported data collection and reporting for the State of Montana Office of the Public Defender Native Support Specialist. - Developed algorithm for identifying primary offense drivers of the county jail population.
<p>CHANGE: Quinn Zeigler resigned from the County in December 2023 to join the Office of the Public Defender. The Data Analyst position is moving to the Information Technology Department to better support the technical elements of the job. The data analyst will continue to serve the CJCC, CJD, and other justice system partners to provide evaluation of programs, ensure high quality data collection and reporting, and support data led decision-making.</p>

CONCLUSION - 6	ACTION
Stakeholders have differing views on when a person charged with a misdemeanor should be booked into the jail.	CJD staff could facilitate a conversation about appropriate use of jail bed space for misdemeanor offenses. If a change in local practice is warranted, the CJCC will recommend that change to the County Commissioners.
CJD STAFF ASSIGNED	PROGRESS
Jenny Daniel and Chelsea Wittmann	Complete /New findings identified
<p>DETAIL/ACTIONS:</p> <ul style="list-style-type: none"> - During the 2020 – 2022 COVID pandemic the Missoula County Detention Facility (MCDF) strictly limited the number of people accepted in the jail following public health guidelines. In September 2022 Sheriff McDermott issued a post-COVID policy that loosened these restrictions. Now, MCDF booking staff will complete a "Book & Release" on anyone placed under arrest, regardless of whether the charge meets the holding requirements, specifically, where it has been determined by the arresting officer or law enforcement agency that it would be beneficial to remove that person from the situation or in the best interest of public safety. - CJD facilitated a jail population stress test in August and November 2022⁹ where participants reviewed cases with notably long lengths of stay in jail and identified some obstacles and challenges to lessening the amount of time individuals are incarcerated, brainstormed possible solutions, and discussed feasibility of implementation. CJD staff and CJCC chair will monitor progress. - These meetings served as the basis for the development of an algorithm by the CJD Data Analyst to monitor key jail population drivers. These analyses have shown that while misdemeanor bookings rebounded significantly in 2023, the county jail population is heavily driven by violations of pretrial release, such as felony failure to appear, and probation and parole, in addition to serious felony offenses. 	

⁹ [Missoula County Jail Stress Test, 2022](#)

- Ziegler has ensured jail data and information are available to local decision makers and the public since developing the Missoula County Detention Facility Jail Population and Jail Holds dashboards¹⁰. He also provides analysis on the top drivers of the jail population, the number of bookings and the crimes associated with them, and inmate lengths of stay. *NOTE: The new data analyst will continue this task once they are hired and onboarded.*

CONCLUSION - 7	ACTION
Some stakeholders feel that others in the system make decisions without getting input from impacted agencies which can lead to problems with program implementation.	The CJCC served as a forum for executive stakeholders to bring ideas and strategies to the peer group and discuss impacts and implications of system decisions. If decisions directly impact an agency not currently represented on the CJCC, CJD staff will solicit input from, and coordinate the participation of, impacted agencies in meetings on the relevant topic.
CJD STAFF ASSIGNED	PROGRESS
Shantelle Gaynor, Jenny Daniel, Erin Shreder, Chelsea Wittmann	Ongoing
<p>DETAIL:</p> <ul style="list-style-type: none"> - Staff conducted an annual stakeholder interview, provided a written summary, and provided this progress report. - Staff organized and hosted specialized training, facilitated meetings, etc. to help ensure that all decision makers have the same relevant information when addressing complex or controversial issues. <ul style="list-style-type: none"> o In December 2022 CJD hosted a 2-day training and facilitated conversation pertaining to pretrial research, best practices, and national trends. o In September 2023, CJD hosted a 2-day training with 4 national experts speaking on best practices responding to DV and intimate partner violence. - Staff participate in several local and statewide coalitions and projects that are relevant to the CJCC and ensure that important information is shared with specific group members or the full CJCC as needed. Groups include: <ul style="list-style-type: none"> o Strategic Alliance for Behavioral Health o CIT Advisory Board (Note – this board dissolved in November 2023.) o YWCA’s Planet Kids Advisory Board o Trinity Navigation Center planning team o Justice Alliance for Behavioral Health (ended in 2023) o United Way’s Substance Use Disorder Connect groups o University of Montana’s PEACE group o Montana Board of Crime Control (statewide- funding justice system programs) o Association of Pretrial Providers (statewide- focused on POST training standards) o Montana Coalition Against Domestic and Sexual Violence (statewide- focused on training and technical assistance for DV/SV programs.) 	

¹⁰ [CJD Data Center](#)

CONCLUSION - 8	ACTION
Stakeholders share a conviction that addiction should not be criminalized but have different approaches to addressing the issue.	The CJCC will host subject matter experts, as needed, to assist in decision making on topics which interface with behavioral health issues.
CJD STAFF ASSIGNED	PROGRESS
Jenny Daniel	Ongoing
<p>DETAIL:</p> <ul style="list-style-type: none"> - Daniel collaborated with mental health and substance use coordinators to acquire grant from SAMHSA to plan and fund a Sequential Intercept Mapping (SIM)¹¹ exercise which was held over two days in May. The final report is in the final stages of editing and will be released in 2024. Daniel will share the report to the CJCC and stakeholders when it is finalized. CJD and other agency staff will be responsible for implementing recommendations and action items. - CJD staff participate in the Strategic Alliance for Behavioral Health meetings to remain informed of programs and projects led by behavioral health experts in Missoula and report appropriate information to both the CJCC Executive Board and Missoula County leadership. - Wittmann was granted a 2-year, \$350,000 grant from the Montana Board of Crime Control in partnership with the Missoula County Public Schools and Missoula Youth Court to expand the Youth Mobile Crisis project from 4 middle and high schools to all elementary, middle, and high schools in the City of Missoula.¹² - As of 11/2023 the Crisis Intervention Team (CIT) Advisory Board is disbanding. In the future, when CIT has information to present criminal justice system partners, they will present it to the CJCC Executive Committee. 	

¹¹ The SIM is a visual framework that helps communities understand how people with mental illness and substance use disorders interact with the criminal justice system and helps communities identify resources and gaps in services at each intercept to develop local strategic action plans. The SIM process brings together leaders and different agencies to identify strategies to divert people with mental and substance use disorders away from the justice system into treatment. This was the third such exercise since 2015. Notable programs that have been developed due to the finding in the first and second SIM are the Mobile Support Team, the River Walk Crisis Receiving Center, the placement of behavioral health services at the Trinity Navigation Center.

¹² The Youth Crisis Mobile project has been a piloted for one year in three middle schools and one high school in Missoula. Funding supports additional clinicians which will expand the reach of the project. The goal of the program is to provide responsive clinical resources so that school administrators have options other than dispatching school resource officers or other law enforcement to students in crisis, removing youth in crisis from the school environment, or utilizing a punitive response option thus deflecting youth involvement with Youth Court. This program also enables school counselors to maintain their work schedules, access community-based resources, and ties schools, youth, and families into the Crisis Diversion resources available through St. Patrick Hospital. Finally, this program enables students to build skills and make a safe, rapid return to the educational environment. Funding begins 1/1/24.

Looking Forward in 2024: Focusing on Victims and Survivors of Crime and Mapping Justice System Processed to Reduce Case Processing Time

VICTIMS AND SURVIVORS OF CRIME

The Community Justice Department includes direct services and collaborative programs that support victims and survivors of crime¹³. Additionally, we write and administer state and federal grants that support partnering agencies to increase advocacy, emergency shelter, forensic examinations, training, and primary prevention and education for youth across Missoula and Mineral Counties. In early 2024, CJD will interview stakeholders within the justice system, community service providers, elected officials, and CJCC Executive Board members focusing on needs to survivors/victims of intimate partner violence and family abuse. (This includes domestic violence, sexual violence, stalking, and human trafficking.) These interviews will be used to guide grant applications, refine department programs, and identify key recommendations for additional action.

MAPPING JUSTICE SYSTEM PROCESSED TO REDUCE CASE PROCESSING TIME

In addition, CJD will lead a Criminal Justice System Process Mapping process with the goal of increasing our understanding of case flows from arrest to disposition and to develop a visual “map” to share with the CJCC. This information and map will be used in combination with the case processing data collection begun by Judge Halligan with Ziegler in 2023 for the CJCC Executive Board to have robust conversation about system-level case processing strategies, identify potential solutions, and implement appropriate changes. We will talk to individual stakeholders in early 2024 to share further details on the processes and their roles.

¹³ See attached department overview for detailed information.

Overview: Community Justice Department

We are a team of 22 staff that includes crime victim advocates, pretrial support specialists, and staff working to improve systems for those impacted by interpersonal violence while safely reducing the jail population. We work to maintain coherence of multi-agency projects through stakeholder engagement, communications, data collection and analysis, and support strategically aligning activities across the justice system and other crisis response systems.

The department is comprised of four divisions:

JUSTICE INITIATIVES DIVISION works to improve the criminal legal system in Missoula County by building partnerships and leading efforts to address systemic problems that can cause harm to victims and defendants and frustrate and delay workers. To do this, the division provides leadership and coordination to the Criminal Justice Coordinating Council and expert working groups, the Domestic Violence Task Force, Juvenile Justice work groups, Partners for Reintegration, and the Human Trafficking Task Force. The division provides program development, funding development and management, and project implementation. Staff provide specialized training, and targeted study and analysis to help understand and conceptualize the system. We are increasing data collection and evaluation of changes and shares that information with the CJCC and community members.

ADMINISTRATIVE SERVICES DIVISION manages over \$2 million in federal, state, and foundation grants to support multi-agency initiatives to increase community safety, improve healing for survivors of crime, safely reduce the jail population, increase court appearances for those accused, and address racial inequities in the criminal legal system. The division provides data analysis and visualization tools to improve processes, implement data-driven decisions, and break the cycle of incarceration. Lastly, the division monitors Missoula County's contracted services to local service providers.

CRIME VICTIM ADVOCATE DIVISION supports victims of all types of crimes, prioritizing those who have experienced intimate partner violence and abuse. Civil Advocates provide walk-in crisis counseling, assistance in applying for orders of protection, referrals, and support. Criminal Advocates are assigned to city and county law enforcement and prosecution offices to offer advocacy and supportive services from the initial report to the resolution of a criminal case.

COURT SUPPORT SERVICES DIVISION supports pretrial defendants, including reminders about court dates, assistance ensuring compliance with pretrial conditions of release, guidance accessing community programs and services, and helping post-trial with community service, work placement, and addressing non-compliance issues. The Community Service Program connects people convicted of crimes with community service placements and monitoring.