



CJAC

CRIMINAL JUSTICE ADVISORY COUNCIL

3-YEAR STRATEGIC PLAN

November 2025 - October 2028

Prepared By
**The Office of Homelessness
and Criminal Justice Reform**



WHO WE ARE

Salt Lake County's Criminal Justice Advisory Council (CJAC), formed in 1997 and codified in 2004, convenes justice leaders and community stakeholders to provide guidance in policy and decision-making for the criminal justice system through collaboration and partnership. Guided by County bylaws and Utah statutory requirements, CJAC engages local leaders to effect meaningful change.

Our data-driven approach advances criminal justice solutions by investing in prevention and diversion, promoting fairness, enhancing public safety, and supporting reentry success, all while effectively utilizing limited resources. CJAC is committed to implementing best practices and identifying new funding sources to improve our criminal justice system at every level. CJAC workgroups support these solutions by convening system stakeholders to deliver targeted research and policy guidance.

WHAT GUIDES US

CJAC is committed to continuous improvement. Through the guidance of Systemic Coordination, Leifman Group Consulting, and the independent review of CJAC by the Justice Management Institute (JMI), this strategic plan will serve as a living document—updated and improved—as CJAC implements the recommendations of this collective work as well as the changing criminal justice system landscape.

MISSION

Advancing criminal justice solutions through data, innovation, and partnership.



VISION

Collaboratively reimagining justice systems to improve outcomes for individuals, families, victims, and communities.

CORE VALUES

1

PREVENTION

Investing in communities and individuals to strengthen protective factors and reduce the risk of justice-involvement

2

DIVERSION

Mitigating justice system involvement through early diversion and effective coordination

3

JUSTICE

Reimagining systems that uphold accountability, promote fairness, protect victims, and reduce recidivism

4

PUBLIC SAFETY

Ensuring our residents and communities are safe by deterring crime, enforcing laws, maintaining order, and building public trust.

5

REENTRY

Equipping reentering individuals with the necessary supports to thrive and positively contribute to communities

6

COLLABORATION

Coordinating data-driven strategies and communication between justice partners

7

INVESTMENT

Enhance systems and individuals with necessary resources and evidence based practices



SYSTEM CHALLENGES

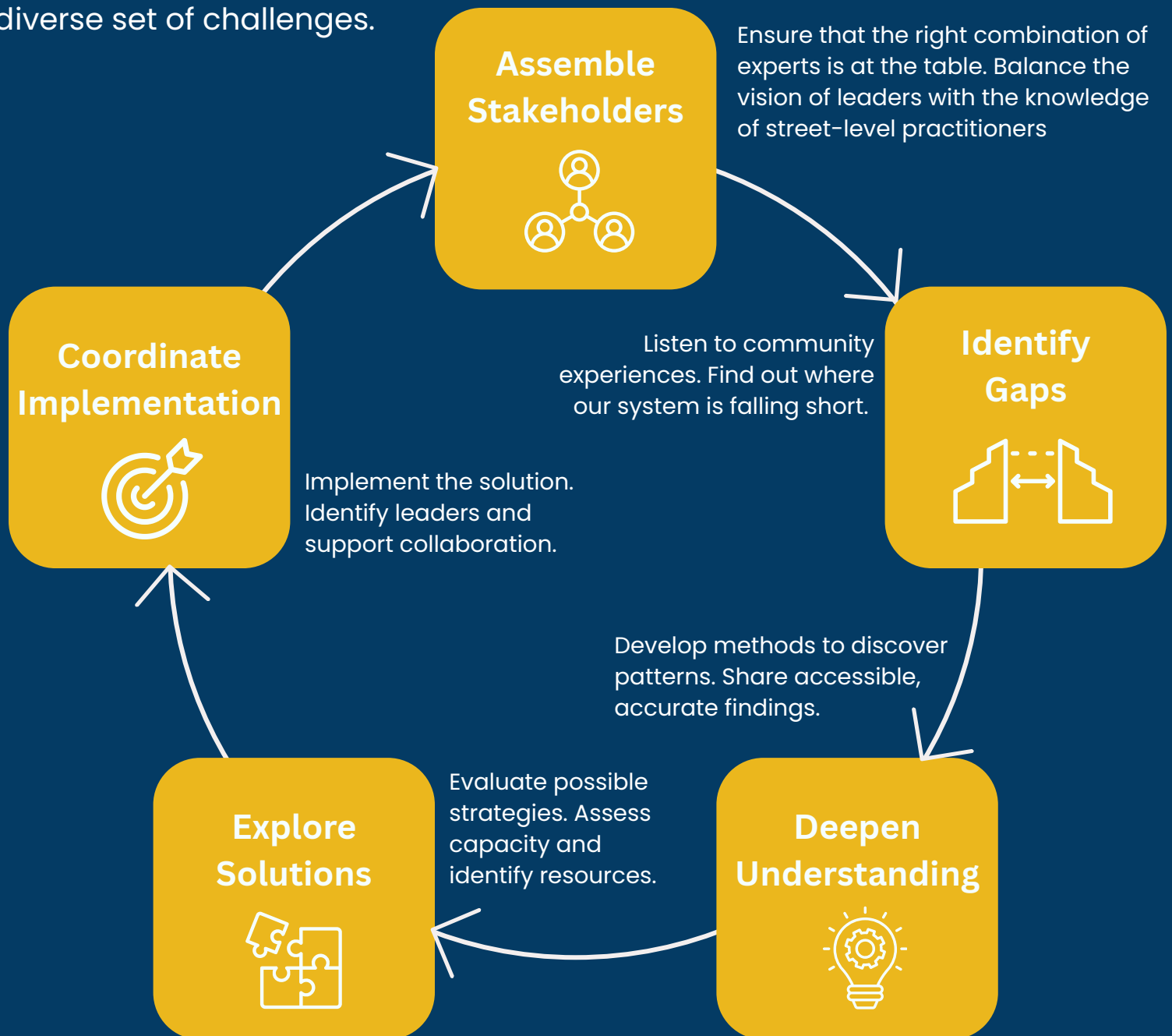
Salt Lake County is a unique regional hub, providing critical resources to both residents and surrounding communities. The county continues to experience population growth alongside increased demand for support services. These growing needs, coupled with limited funding and staff resources, strain all aspects of the criminal justice system—from law enforcement and courts to community-based treatment providers.

In addition to staffing and funding constraints, the following challenges will be the primary focus of the Criminal Justice Advisory Council (CJAC) over the next several years:

- 1** An inadequate supply of housing and support services drives system cycling and undermines the success of individuals and families.
- 2** An overreliance on jails to support mental health, substance use, and homelessness challenges is costly and often results in poor outcomes.
- 3** An overburdened legal systems struggles to timely process cases and support a person-centered approach to case resolution.
- 4** The crisis response continuum is uncoordinated and needs to be more person-centered, family-focused, and to provide the right level of care at the right time.
- 5** Data sharing across systems, while adhering to privacy and security considerations, is needed for a clearer understanding of system gaps, better coordination, and data-driven solutions.

STRATEGY OF CHANGE

Our strategy for creating positive change is a cyclical process that applies to a diverse set of challenges.



This framework guides our work at every level, from leadership vision to workgroup priorities to staff coordination. System-level changes are mirrored by regular micro-improvements as stakeholders connect and collaborate.

GOALS AND OBJECTIVES

1 | System Improvement

Improve the criminal justice system at every level. Infuse programs and processes with evidence-based practices, innovative strategies, and continuously improve efficiency, accountability, and fairness.

- A. Implement **Crisis Roadmap**
- B. Deploy **Case Coordination** Pilot
- C. Sustainably expand **Youth Violence Prevention**

2 | Data Coordination

Provide stakeholders with the best possible information about the criminal justice system and its impacts. Connect data from multiple sources to reveal gaps and drive solutions.

- A. Publish **comprehensive criminal justice dashboards**
- B. Develop system **administrative cost model**
- C. Improve **data integration** and **sharing** across criminal justice and human services agencies

3 | Partner Engagement

Serve as a dependable convener and collaborator among criminal justice partners. Deliver accessible, impactful events, reports, and meetings to improve shared understanding and trust among stakeholders.

- A. Host **Re-Entry Simulations** to educate key partners
- B. Track **legislation** and produce **annual legislative report**
- C. Elevate **expert perspectives** and **leadership voice**

1 | System Improvement

Objective	Short Term 6M-1Y	Mid Term 1Y-2Y	Long Term 2Y-5Y
Implement Crisis Roadmap	- Assemble task force - Secure funding to hire a Task Force Coordinator	- Secure funding for Post Crisis Care Team - Community needs assessment	- Continuous system crisis response evaluation - Implement road map
Deploy Case Coordination Pilot	- Design process for prosecutor-led coordination - Develop dashboard - Test idea with SLCPD CONNECT	- Pursue funding to support court-led coordination model - Measure outcomes	- Institutionalize coordination model - Continue to improve process - Disseminate findings
Expand Youth Violence Prevention	- Secure state funding - Map system-wide juvenile initiatives to identify gaps - Get peer support licensing for credible messengers	- Pilot Female Specific Mentor Program with JJYS - Collect and study outcome data	- Build on outcome metrics to further expand coordination, mentorship, and diversion statewide - Use outcome metrics to refine programs
System Evaluation	Form dedicated work group	Study effectiveness of a criminal justice program.	Regularly assess and improve system components

2 | Data Coordination

Objective	Short Term 6M-1Y	Mid Term 1Y-2Y	Long Term 2Y-5Y
Publish Comprehensive Criminal Justice Dashboards	• Build a dashboard of key system metrics • Identify host platform • Test with users	• Publish dashboards in password-protected environment • Identify gaps and assess performance	• Fill gaps with policy/program solutions • Assess and expand health metrics • Validate results of system changes
Develop Administrative Cost Model	• Estimate county costs for administrative functions • Explore user interfaces	• Roll out prototype for user testing • Expand model to cover state and local costs	• Utilize model to assess policy ideas and impacts • Apply method to other contexts
Improve Cross-System Data Integration	• Explore connections between jail data, law enforcement and HMIS • Secure access to District court data	• Integrate court, jail, and law enforcement data • Organize Justice Court data	• Streamline protocols for sharing, privacy, and security • Partner with other counties



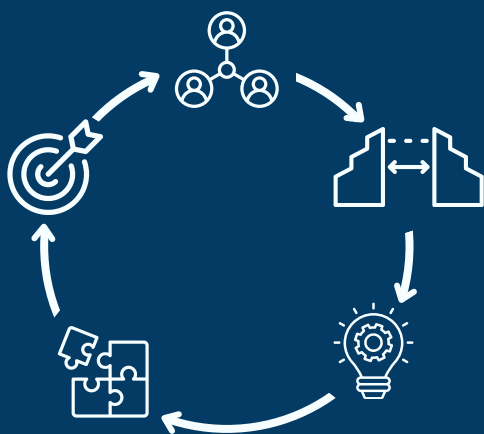
3 | Partner Engagement

Objective	Short Term 6M-1Y	Mid Term 1Y-2Y	Long Term 2Y-5Y
Host Re-Entry Simulations	- Analyze user feedback - Improve materials - Identify audiences	- Host two simulations in 2026, targeting key decision makers - Simplify logistics	- Explore additional educational formats - Identify new partners and audiences
Track and Analyze Legislation	- Expand automated tracker functionality - Onboard and support County partners - Produce and share report	- Improve system-wide legislative tracking - Develop educational materials on key policy issues	- Achieve County-wide automated tracker adoption - Communicate stakeholder viewpoints to State partners
Prioritize Expert Perspectives	- Establish strong workgroup leadership - Infuse CJAC meetings with street-level insight	- Conduct Boots on the Ground follow-up - Assess workgroup membership and focus	- Identify missing perspectives - Share findings beyond CJAC - Bridge County alignment with State and City



PERFORMANCE MEASURES

CJAC is successful when initiative **complete** the full **strategy cycle**.



Useful performance measures show:

- Which initiatives are moving forward
- Which initiatives may be blocked

Projects of different sizes move at different speeds. Staff and stakeholders need a helpful feedback loop that reflects this.

Project Size	Examples	Time per Phase
Large 1.5 - 2 yrs	Case Coordination, Crisis Response Roadmap	3-6 months
Medium 6mo - 1 yr	PCPS Grant, Legislative Report/Tracking	1-2 months
Small 3-6mo	ReEntry Simulation, Civil Commitment Panel	2-3 weeks

Framework

1. Establish **current phase** and **project size** for each objective
2. **Document progress** through phases throughout each year
3. **Assess** project **pace** and total **progress** annually
4. **Learn, invest,** and **recalibrate** for the coming year.

WORKGROUPS

CJAC workgroups meet monthly to advance goals within a **targeted subject area**. These groups were created to support the work of our criminal justice system and Salt Lake County's Systemic Coordination. These bodies combine robust stakeholder leadership, diverse membership, and real-time data analyses to **identify** and **solve problems** in our local criminal justice system.

Crisis Response

Explores innovative solutions and increases communication and collaboration across law enforcement agencies and community partners to improve outcomes for community members in crisis.

Legal Structures

Evaluates and improves criminal legal processes and practices to promote diversion, justice, community safety, and effective rehabilitation.

Juvenile Justice

Focusing on juvenile justice aims to prevent or rehabilitate at-risk youth, by recognizing their potential for change. This approach helps reduce recidivism, supports development into healthy, productive adults, and prevents needless future acts of violence, crime, or addiction.

Homelessness & Criminal Justice

Formerly known as Legal Rights and Safety. This group connects CJAC with the Salt Lake Valley Coalition to End Homelessness and ensures the safety and protection of individuals experiencing homelessness and their communities.

Reentry & Diversion

Enhances access to essential resources and career pathways for those reentering the community through public, private and nonprofit partnership. Advocates for policies supporting successful reintegration.

System Evaluation (starting 2026)

Conducts annual evaluations to assess performance and impacts of criminal justice programs. Delivers findings and recommendations to CJAC.

CRISIS RESPONSE

Objective

Explore innovative solutions to increase communication and collaboration across law enforcement agencies and community partners to improve crisis response.

Chairs

Heleen McKenzie—Department of Public Safety
Tori Yeates – West Valley City Police Department

Staff

Allison Heffernan, Alex Allen, and Anndrea Wild



Workplan

Item	Phase	Next Steps
Implement the Crisis Response Coordinating Task Force	Assemble stakeholders	Build up the task force to implement the roadmap recommendations
Post Crisis Care Team	Identify gaps	Find funding to pilot 3 post-crisis care teams to connect individuals after a crisis to resources
Increase real-time data sharing on-scene	Deepen understanding	Work with stakeholders to explore solutions in cross-jurisdictional data sharing

LEGAL STRUCTURES

Objective

Evaluates and improves criminal legal processes and practices to promote diversion, justice, community safety, and effective rehabilitation.

Chairs

Rich Mauro – Director, Salt Lake Legal Defender Association

Brett Robinson – Senior Attorney, Salt Lake County District Attorney

Scott Fisher – First Assistant Prosecutor, Salt Lake City Attorney

Staff

Sebastian Green, Alex Allen, and Anndrea Wild

Workplan

Item	Phase	Next Steps
Case Coordination – CONNECT Pilot	Coordinate Implementation	Expedite information sharing through secure data integration
Legislative Tracking	Deepen Understanding	Explore innovative improvements for automated tools
Legislative Report	Identify Gaps	Collect feedback to iteratively improve

JUVENILE JUSTICE

Objective

Understand the intersection between schools, law enforcement, and the courts with at-risk and offending youth, bridging gaps between silos and addressing prevention needs across the county.

Chairs

Pam Vickrey – Executive Director, Utah Juvenile Defenders Attorneys

Staff

Amber Lietz, Alex Allen



Workplan

Item	Phase	Next Steps
Integrative Advocate	Coordinated Implementation	Connect Integrative Advocates with school, and the judicial system, and study the pilot
Sustain and Expand Juvenile Violence Prevention Work	Explore Solutions	Secure sustainable funding
Opportunity Nights	Explore Solutions	Connect with 211, recruit resources, and host expanded opportunity nights
Implement and Expand Juvenile Intelligence Meetings	Coordinate Implementation	Expand beyond Magna

HOMELESSNESS & CRIMINAL JUSTICE

Objective

Formerly known as Legal Rights and Safety. This group connects CJAC with the Salt Lake Valley Coalition to End Homelessness (SLVCEH) and ensures the safety and protection of individuals experiencing homelessness and their communities.

Chairs

Tori Yeates – West Valley City Police Department Social Worker
Lieutenant David Waldron – Oxbow Jail Programs

Staff

Alex Allen and Allison Heffernan



Workplan

Item	Phase	Next Steps
Track the crossover of unhoused population in the jail system	Explore solutions	Maintain cross-system data analysis to inform policy decision-making
Review law enforcement best practices	Deepen understanding	Update law enforcement interactions with HRC with input from all partners
Explore pathways to increase diversion opportunities from the criminal justice system for people experiencing homelessness	Identify gaps	Explore diversion opportunities for unhoused individuals that are justice involved

REENTRY

Objective

Through partnerships with public, private and nonprofit organizations, we aim to enhance access to essential resources and career pathways for those reentering the community. We advocate for policy changes that foster successful reintegration.

Chairs

Restructuring group, chairs TBD

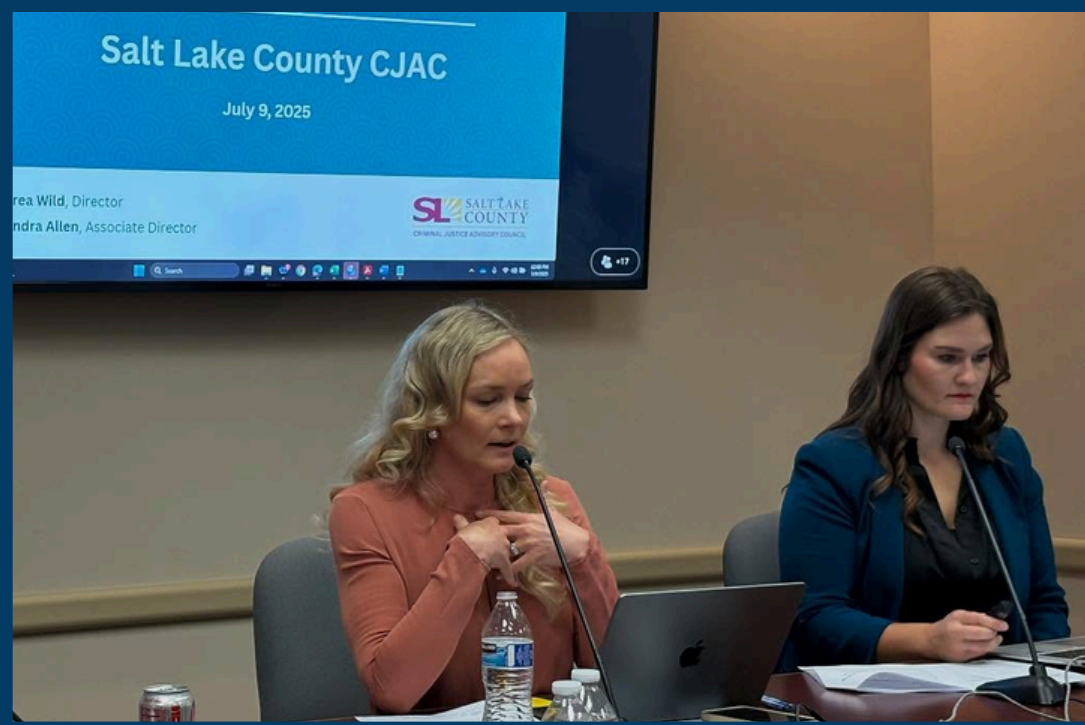
Staff

Brooke Lockyer and Alex Allen



Workplan

Goal	Phase	Next Steps
Access to Employment & Workforce Development	Assemble Stakeholders	Identify partners and explore implementation of a reentry employment fair
Expand Resources and integrate into Systemic Coordination	Assemble Stakeholders	Identify project funding opportunities and feasibility of project implementation
Implement Reentry recommendations from The Lifeman Group	Assemble Stakeholders	Rebuild workgroup around recommendations



2025 YEAR IN REVIEW

This has been a building year for CJAC. Our workgroups and our CJAC body have seen sustained strong stakeholder engagement, leveraging their expertise and data to address the complex challenges facing our criminal justice system. Additionally, our meetings have featured fruitful, targeted discussions, framed by the Mayor's Systemic Coordination initiative to address the intersection of homelessness, behavioral health, and the criminal justice system.

Specifically, this year's work has been driven by a sustained effort to analyze and integrate data from our County Jail (OMS), local law enforcement agencies (Versaterm), and homeless management system (HMIS). Together, these data streams highlight system gaps, reframe challenges, and inform collaborative solutions.

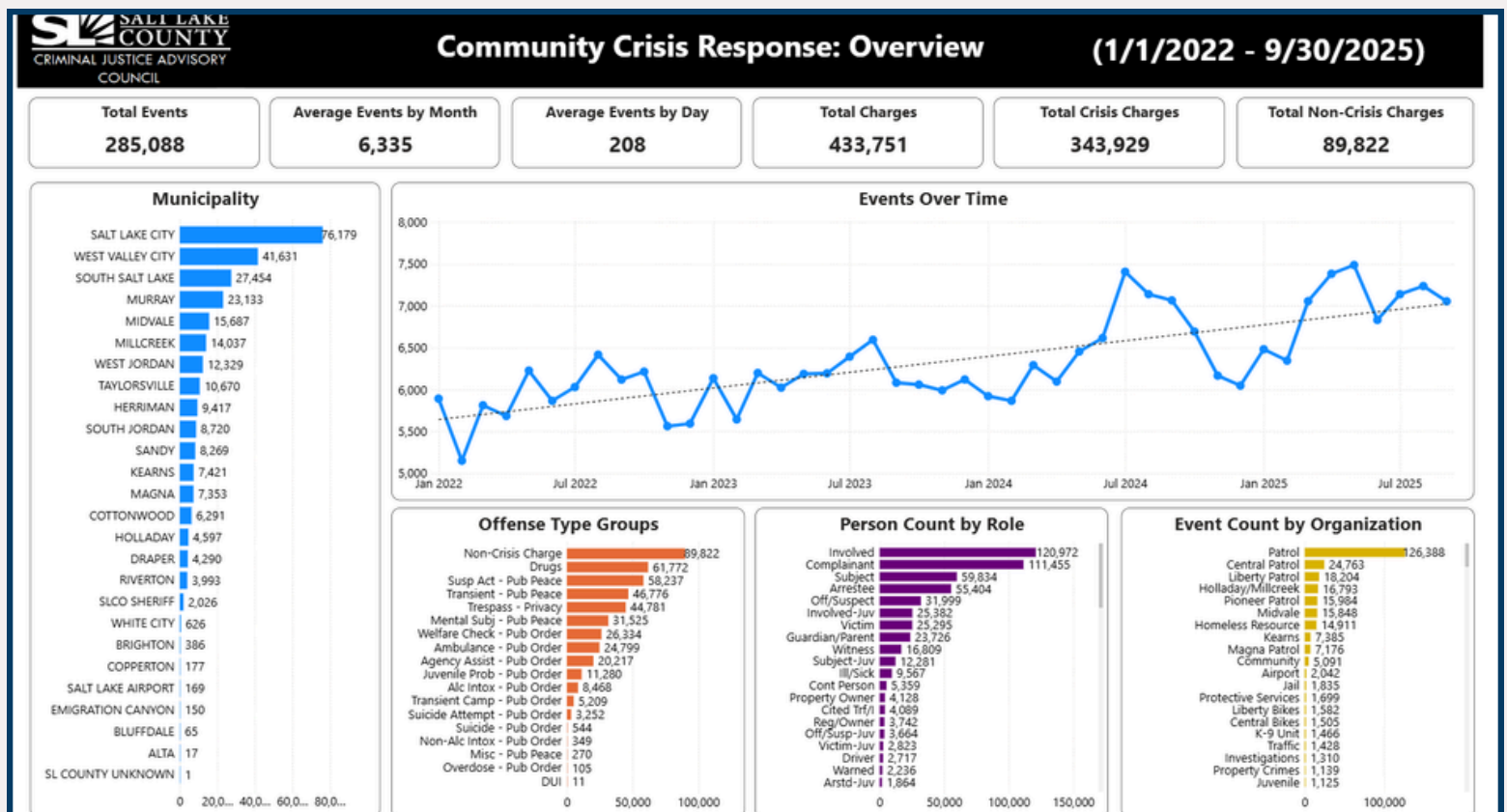
These analyses have led to system-focused solutions targeting the crisis response system, criminal legal process, and the juvenile justice landscape. Each solution is at a different stage of implementation. These efforts and the data that support them are highlighted in the following pages.

HIGHLIGHTS

Data Analysis: Crisis Response Law Enforcement Data

CJAC analyzed 3.5 years of Versaterm data to better understand crisis response from a law enforcement perspective. This data shows:

- Law enforcement responds to approximately 6,335 crisis-related calls per month, or 200 per day.
- Over time, officers are responding to an increasing number of crisis events in our community.
- Mapping crisis events shows that people in crisis interact with many different law enforcement agencies in multiple jurisdictions across the county.



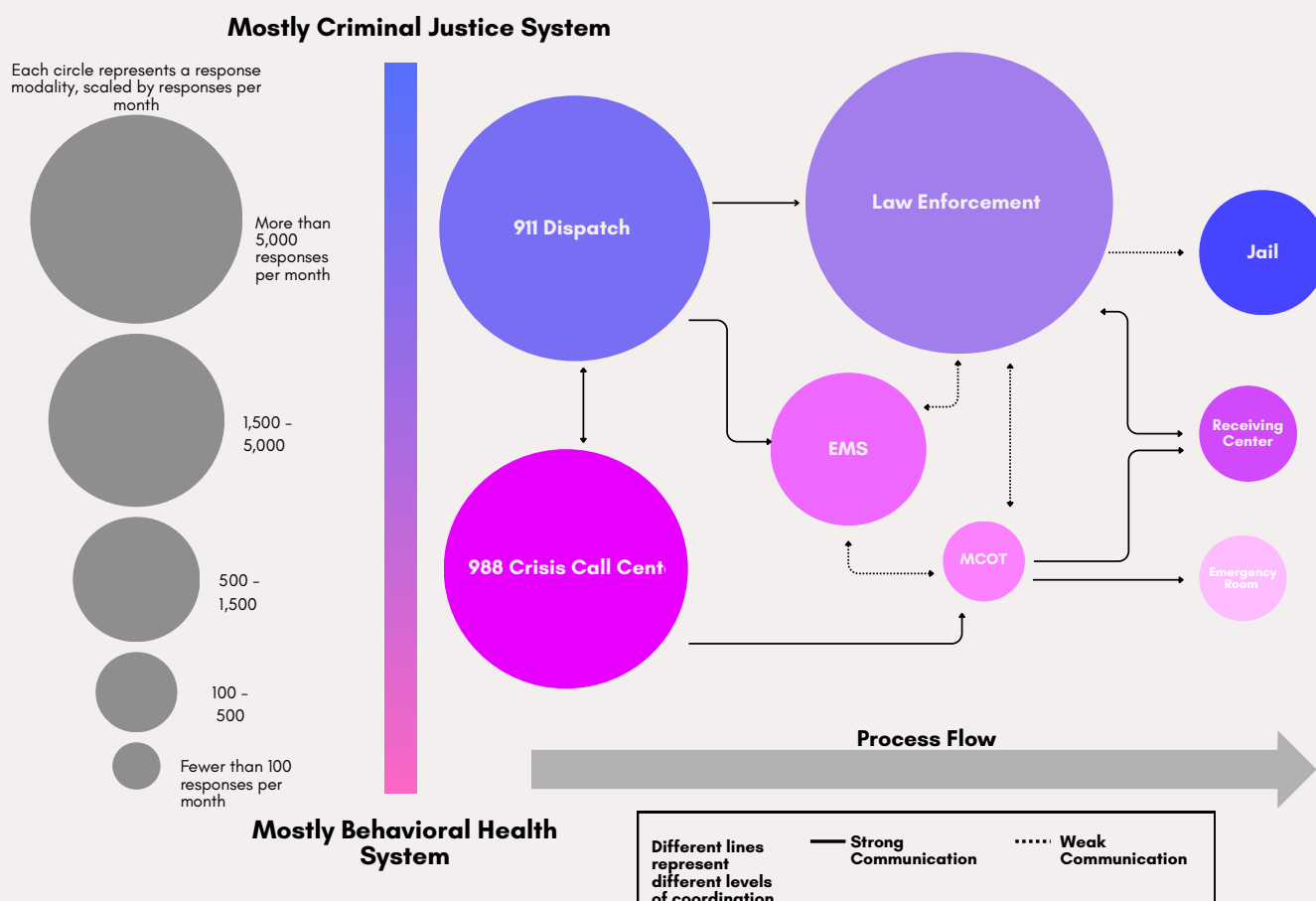
HIGHLIGHTS

Solution: Crisis Response Roadmap

Data analysis, research, and over 50 interviews with crisis response professionals resulted in the Crisis Response Road Map, which CJAC voted to implement. The roadmap introduced six recommendations—based on nationwide best practices—and identified gaps aimed at establishing a data-driven, person-centered, and coordinated crisis response continuum.

Recommendations:

1. Establish the Salt Lake County Crisis Response Coordinating Task Force
2. Establish and Integrate Psit Crisis Care into Systemic Coordination
3. Enhance Cross-System Data Integration and Information Sharing
4. Strengthen MCOT Transportation Services for Low-Acuity Patients
5. Enhance Co-Response Modalities through Coordination
6. Enhance First Responder Training



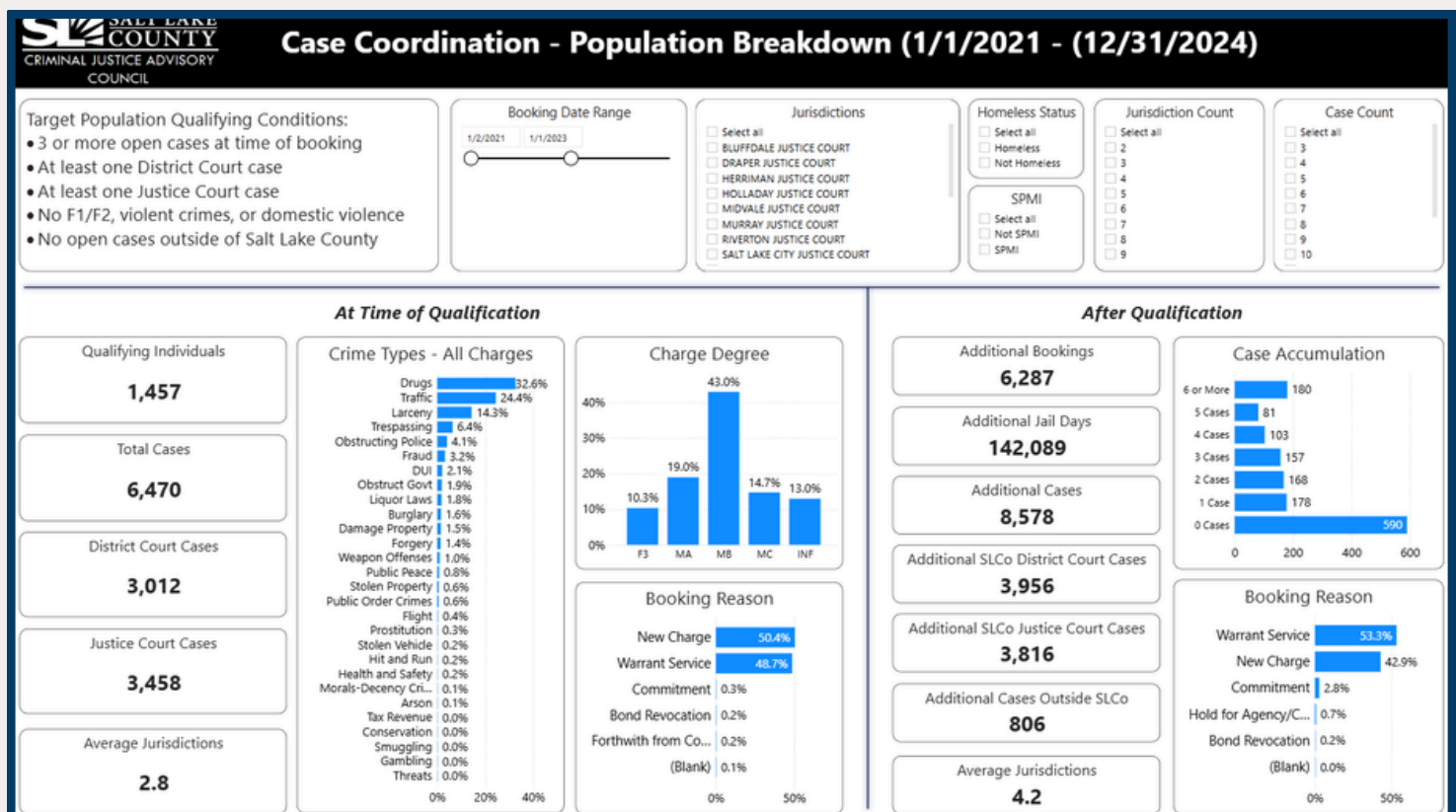
HIGHLIGHTS

Data Analysis: Case Coordination Dashboard

CJAC analyzed Salt Lake County Jail Data to identify individuals with open criminal cases across our system. Specifically, we looked at people with 3 or more open cases with at least one in District Court and at least one in Justice Court, excluding domestic violence and other violent offenses. This data shows:

- 798 people currently in the system fit this definition
- They have, on average, 4.97 open cases across 3 different courthouses
- 51.6% are booked on warrants, while 47.9% are booked on new charges

Noting the large population that is cycling through the system, we investigated how they impacted the system over time by conducting a second analysis (pictured below). Qualifying individuals were analyzed from 2021 to 2023 and then followed for 2 years. Over that period, we saw an escalation in justice involvement, indicating a missed opportunity to intervene in this highly justice involved population.



HIGHLIGHTS

Solution: Case Coordination

This analysis led to the CJAC case coordination proposal, which creates a pathway to resolve open cases in multiple jurisdictions through targeted intervention and programmatic support.

This proposal is currently being explored in concert with the SLC CONNECT pilot, utilizing a collaborative approach between the District Attorney, SLC Prosecutor, and Legal Defender's offices to tailor global resolutions and accountability mechanisms for program participants. The impact of this pilot will be studied to evaluate the long-term approach of District Court-led case consolidation for the high-utilizer population.

The case study below shows the criminal justice footprint for one justice involved individual and highlights how, in the proper context, case coordination can enhance efficiency and improve outcomes.

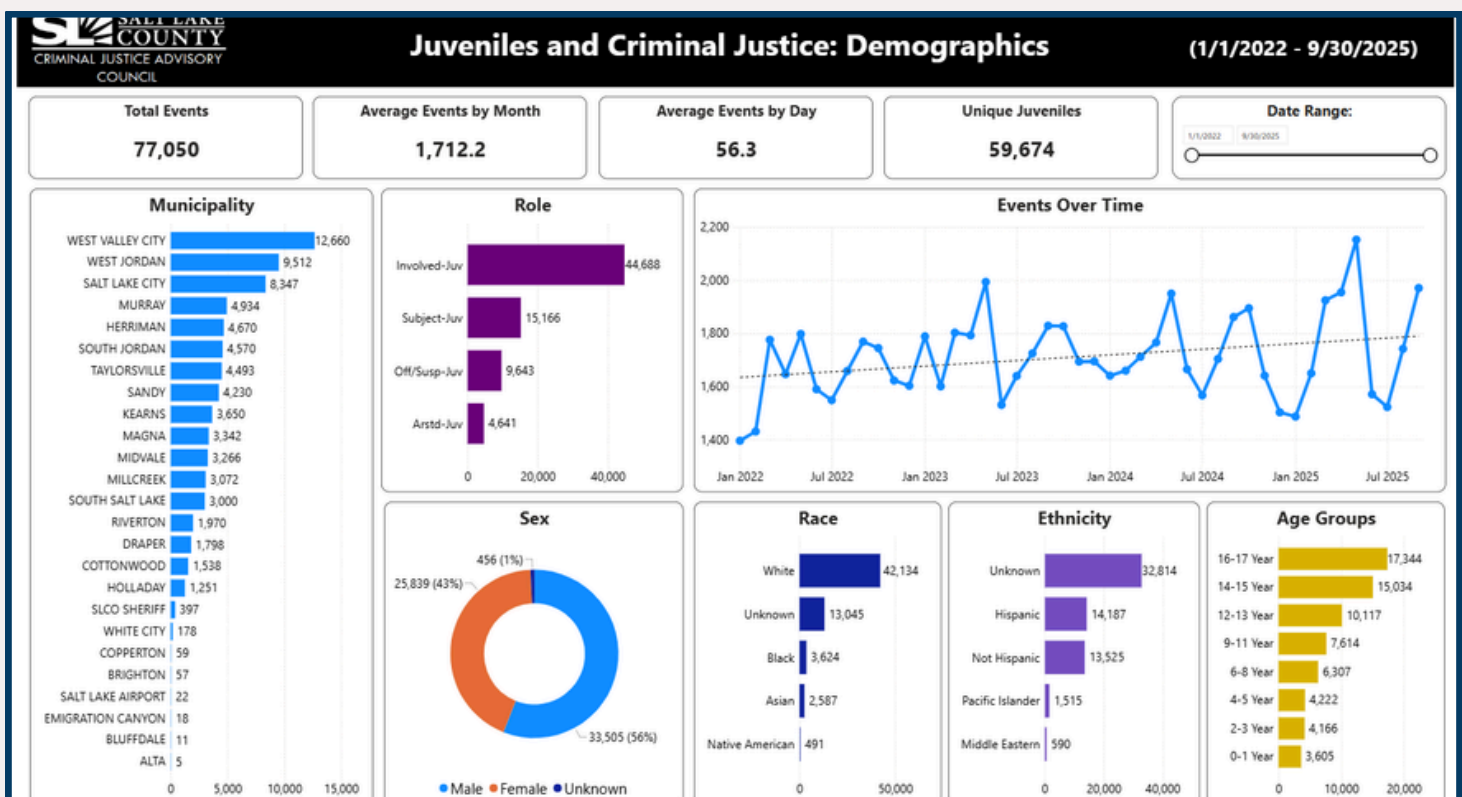
Case Study: Highly Justice-Involved				4 jurisdictions 10 open cases
Court	Cases	Judge(s)	Charges	Offenses
Salt Lake District Court	6	Trease, Parker	MA (6), MB (7)	Retail Theft Possession Trespass
Salt Lake City Justice Court	1	Peters	MB (2)	Possession
West Valley Justice Court	2	McCullagh	MB (3)	Retail Theft Possession
West Jordan Justice Court	1	Kunz	MB (1)	Retail Theft

HIGHLIGHTS

Data Analysis: Juvenile and Criminal Justice

Over the last year, CJAC wanted to better understand how juveniles were interacting with our criminal justice system through the lens of law enforcement data. This analysis shows not only juvenile offenders, but also juveniles who are involved with and witnesses to events that require law enforcement response. It provides insight into how youth interact with our officers and maps out neighborhood interactions. Trends include:

- Juvenile crime has declined in Salt Lake County since 2022
- Assault is the #1 offense, followed by larceny and drug offenses
- On average, officers respond to 11.1 juvenile events per day
- 70% of offenses are committed by males, 30% by females



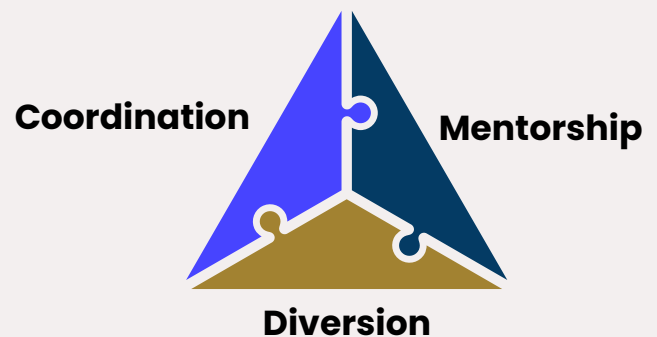
HIGHLIGHTS

Solution: Juvenile Intervention Coordination Diversion Mentorship

In 2022, CJAC received a Community Violence Intervention and Prevention Grant (CVIPI). This grant supported targeted violence prevention in Magna City through a coordination, mentorship, and diversion model. This model has proven successful, supporting a sustained decline in Magna juvenile crime and significantly reducing the incidence of gun violence in the community, according to JJOC's annual report. These successes support a broad agreement to sustain and expand this work across Salt Lake County and beyond.

Additional Juvenile Justice CJAC workgroup accomplishments include:

- Opportunity Nights in partnership with the Courts
 - Youth get signed up for resources and an event to promote prosocial engagement
- Juvenile Intelligence Meetings
 - Quarterly meetings where school administrators, service providers, and probation officers get together to make sure all students who are struggling are getting the resources they need.
- Integrative Advocate
 - School based advocates that also works with the courts to ensure kids are successful in both.
- Firearm Safe Storage Campaign
 - Gun safes for those with unsecured weapons



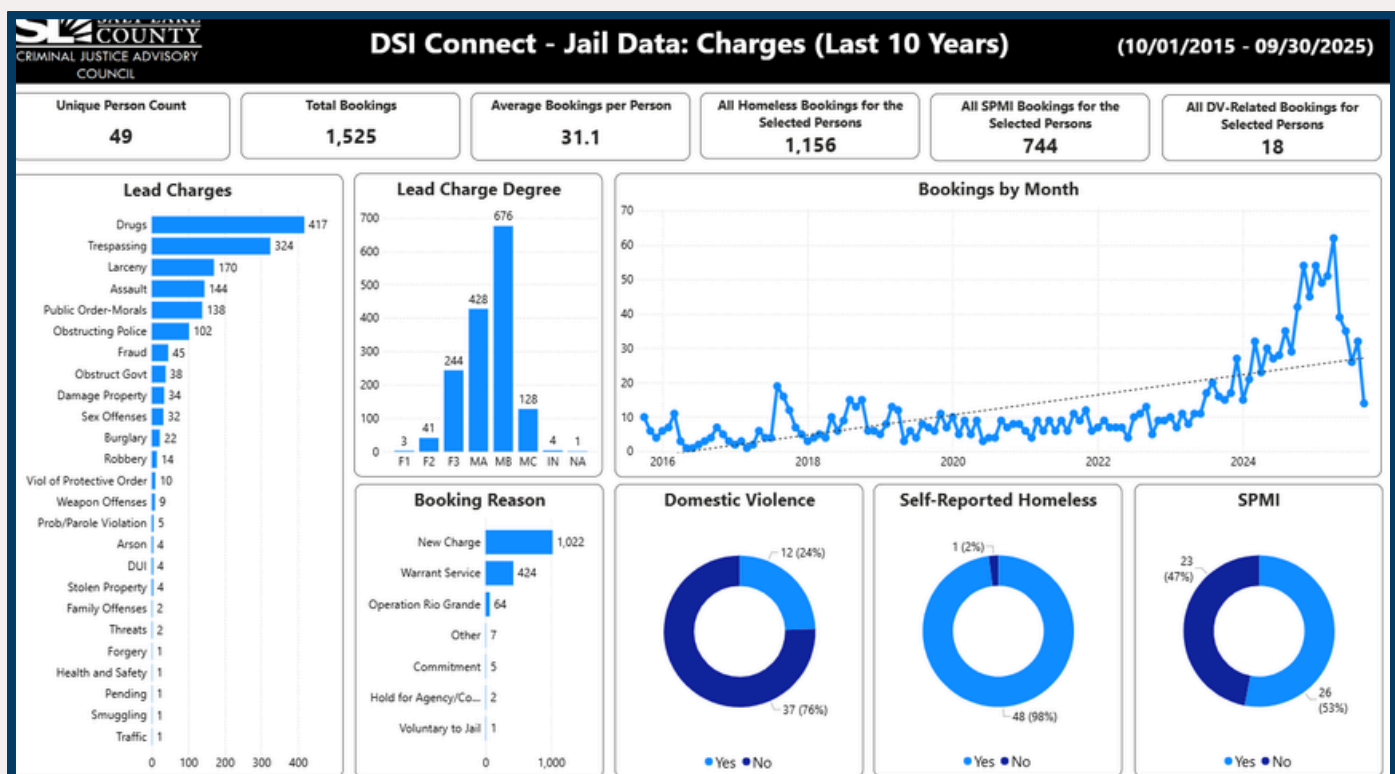
HIGHLIGHTS

Data Analysis: SLC Project Connect

CJAC, in partnership with SLC, has explored the specific needs and barriers of individuals with the highest numbers of arrests and citations. Through an integration of different data sources—including the Jail OMS data, Versaterm, and the Homeless Management Information System (HMIS)—this data helped paint a picture of what is happening with this population.

- The most common lead charge degree for this population is a class B misdemeanor
- 26 (53%) were marked as SPMI by the jail
- 48 (98%) self-reported homeless
- This population is interacting with other law enforcement agencies, including SSLPD, WVCPCD, and more
- 45 (92%) have engaged in homeless services at some point

This data is assisting Salt Lake City in its effort to improve outcomes for the CONNECT Pilot population.



HIGHLIGHTS

Data Analysis: Automated Legislative Bill Tracking

During the 2025 Legislative Session, the Legal Structures workgroup coordinated bill tracking and information for CJAC partners. To support this work, the group developed an automated bill tracker that downloads information from the State Legislature website, organizes it, and displays it in a dynamic, interactive format.

This approach allowed members and stakeholders to more successfully navigate the intricacies of the legislative session and collaborate on tracking and analysis efforts. Key users included the District Attorney's Office, the Sheriff's Office, and the Salt Lake County Council. The tool was also used to automate email updates for a broader category of system stakeholders and summarize bill impacts across a wide array of issue areas.

FileAutomationFormsConnectionsDynamic View

2025 Bills

Share

Grid

Priority Bills

Arial

10

B

I

U

DATA SNAPSHOT

Currently Available

County Jail Data

Sheriff's Office Offender
Management System (OMS)

Homelessness System Data

Utah Homeless Management
Information System (HMIS)

Law Enforcement Interactions

Most agencies in Salt Lake
County via Versaterm

Department of Public Safety

Bureau of Criminal
Investigations (BCI) data

Court Hearing Calendar

Upcoming District and
Justice Court hearings

Seeking Access

Court Case Information

Open cases, charges, and
dispositions across jurisdictions

Behavioral Health System

Treatment history and status
for justice-involved individuals

Other Law Enforcement Agencies

UTA & U of U police use different
data management systems

Hospital Utilization

Crisis response coordination
and patient visit frequency

Civil Commitment List

Real-time lookup table for
civil commitment status

Medicaid Records

Patient utilization trends
across services

Dashboards

High Utilizers

Trends for individuals with 2 or
more bookings in the last 10 years.

Case Coordination

Individualized view of all open court
cases and upcoming hearings

Juvenile Justice

Map and trends for juveniles
interacting with law enforcement

Crisis Response

Map and trends for law enforcement
response to crisis incidents

Homelessness Overlap

Jail and HMIS data cross-
matched and compared.

Rebooking Rates

Monitors repeated justice
involvement across demographics

Court Hearing Times

Interactive view of court schedule

Jail Release Times

Trends for jail release time of day to
ensure service coordination

Bail Reports

Bail assignment and trends

CONNECT Program

SLCPD program highlights

CJAC MEMBERS

Designated Members

Mayor Jenny Wilson— Mayor, Salt Lake County

Council Member Dea Theodore—Salt Lake County Council Chair

Council Member Jiro Johnson—Salt Lake County Council

Sheriff Rosie Rivera—Salt Lake County Sheriff

Sim Gill—Salt Lake County District Attorney

Chief Matt Dumont—Salt Lake County Chief Deputy Sheriff for Correctional Services

Kelly Colopy—Salt Lake County Human Services Director

Rich Mauro—Salt Lake Legal Defender Association

Kele Griffone—Director Salt Lake County Criminal Justice Services

Scott Fisher—First Assistant Salt Lake City Prosecutors

Judge Adam Mow—Third District Court Presiding Judge

Chief Coleen Jacobs — LEADS Chair

Appointed Members

Chief Brian Redd—Salt Lake City Police Department

Vacant— Municipal Mayor

Mayor Erin Mendenhall—Mayor, Salt Lake City

Judge Brendan McCullagh—West Valley City Justice Court

Judge Mark Flores— South Salt Lake City Justice Court

Tim Whalen—Director of Salt Lake County Behavioral Health

Jim Peters—State Justice Courts Administrator

Representative Jim Dunnigan—Utah State House Representative District 36

Senator Stephanie Pitcher—Utah State Senator

Rebecca Brown —Utah State Department of Corrections

Wayne Niederhauser—State Homelessness Services Coordinator

Judge Susan Eisenman—Presiding Judge of the Third District Juvenile Court

Pamela Vickrey—Juvenile Defenders Association

Scott Taylor— Lived Experience

Wendy Isom—Victim Advocate Program Director for Salt Lake City Police Department

Andrew Johnston—Director of Homeless Policy and Outreach for Salt Lake City

Mark Paradise —Third District Trial Court Executive

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