2011
Community Justice Services
Annual Report
Table of Contents

CJS Mission - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - 3
CJS Purpose - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - 3
CJS Philosophy - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - 3
CJS Values - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - 3
Letter from our Division Manager - - - - - - - - - - - - - - - - - - - - - - - 4
History of CJS - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - 6
CJS Budget - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - 7
Adult Court Services - - - - - - - - - - - - - - - - - - - - - - - - - - - - 8
Bond Commissioners Unit - - - - - - - - - - - - - - - - - - - - - - - - - - 8
Pretrial Supervision Unit - - - - - - - - - - - - - - - - - - - - - - - - - - 9
Community Service Unit - - - - - - - - - - - - - - - - - - - - - - - - - - 10
Adult Jail Alternative Programs - - - - - - - - - - - - - - - - - - - - - - - 12
Jail Education & Transition Program (JET) - - - - - - - - - - - - - - - - - 12
Restoring Our Communities (ROC) - - - - - - - - - - - - - - - - - - - - - 13
Community Corrections, Senate Bill IV - - - - - - - - - - - - - - - - - - - - 14
Juvenile Services - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - 15
Juvenile Center - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - 15
Juvenile Center School/Work Release Program - - - - - - - - - - - - - - 16
Juvenile Center Transport Program - - - - - - - - - - - - - - - - - - - - 16
Juvenile Community Service Program - - - - - - - - - - - - - - - - - - - - 16
Juvenile Restitution Program - - - - - - - - - - - - - - - - - - - - - - - 17
Community Services Mentoring Program: - - - - - - - - - - - - - - - - - 17
Boulder Enhanced Supervision Team (B.E.S.T.) - - - - - - - - - - - - - - 17
B.E.S.T. Truancy Program - - - - - - - - - - - - - - - - - - - - - - - - - 17
Operational Services Support Team - - - - - - - - - - - - - - - - - - - - 18
Justice System Volunteer Program - - - - - - - - - - - - - - - - - - - - - 19
Domestic Violence Research Team - - - - - - - - - - - - - - - - - - - - - 20
Technical Business Services - - - - - - - - - - - - - - - - - - - - - - - - 21
Research and Planning Unit - - - - - - - - - - - - - - - - - - - - - - - - 22
Organizational Chart - - - - - - - - - - - - - - - - - - - - - - - - - - - - 23
The mission of Boulder County Community Justice Services is to provide humane and constructive community-based interventions, education, alternatives to incarceration, and reparation to the community for criminal behavior. Our commitment is to assist individuals in functioning lawfully and constructively in the community while ensuring public safety.

Community Justice Services enhances community safety by working with system agencies and promoting positive outcomes.

It is our belief that justice involves the participation of the community, the justice system, victims and offenders.

- We value holding individuals accountable for criminal behavior to ensure victim and public safety.
- We value the principles of Restorative Justice: to repair the harm, to reduce the risk and restore community.
- We value the diversity of our community, citizen involvement, our ability to create partnerships, and our flexibility to be responsive to community needs.
- We value working as a team that embraces diversity, mutual respect, integrity and recognizes quality performance.
- We value authentic communication, conflict resolution and maintaining a sense of humor.
- We value training and staff development and adherence to best practices.
- We value volunteer involvement.
- We value working with others to identify common goals, eliminate duplication and develop resources with an emphasis on prevention.
- We value our responsiveness to the justice system by identifying needs and addressing them.
As the Division Manager of Community Justice Services (CJS) since March of 2010, I am proud to work for the County with the devoted, smart and committed staff I have encountered at CJS. The Division’s strength is bound by the steadfast support of the Boulder County Commissioners, our community partners and stakeholders. CJS has always held a unique position in the community with its programming committed to linking community based services to the offender population, while prioritizing and assuring the maintenance of community safety. We believe that with partner and community support, and when assessed as safe, offenders that can stay in their communities have better outcomes, as do the communities they belong to. As a Division of the Community Services Department (CS) we carry a philosophy supportive of “any door is the right door”, when considering the quality of life for the citizens of Boulder County. CJS is one of eight divisions and programs that provide services and programs aimed primarily toward low-income citizens, youth, elders, the differently abled and vulnerable populations in Boulder County. Besides CJS, other programs and divisions in the department are: Aging Services, Workforce Boulder County, the Community Action Program, the Child Protection Review Team, Project Head Start, Volunteer Initiatives and Healthy Youth Alliance.

CJS, through its provision of direct client services and administrative support, functions in a cooperative effort to evaluate, supervise and treat individuals who are being detained, who are pending adjudication, or who have an obligation to the court. It also provides research and planning support to partner agencies.

CJS serves a variety of adult and juvenile clients with an array of programs and services in offices located in both Boulder and Longmont. Juvenile Services include the Juvenile Center, Boulder Enhanced Supervision Team (BEST) and Truancy Team, the Transport Program and Restitution and Community Service. Adult Services offers the Bond Commissioner Program, Pretrial Supervision (PTS), Community Service (CS), Restoring Our Communities (ROC) treatment for offenders convicted of three or more
DUIs, and a Jail Education and Transition Program (JET), which offers a number of other services to both English and Spanish speaking individuals incarcerated in the Boulder County Jail. Additional CJS services include the Justice System Volunteer Program, and Boulder County’s Senate Bill IV operation which manages the State contract for the 20th Judicial Districts Halfway Houses.

Some of the highlights of 2011 for CJS included:

• An expansion of classes in the Boulder County Jail provided by JET/CJS to 54 classes as well as classes for women detainees.

• Design and implementation of a truancy program within the BEST Unit to support the courts and community in providing services to the at risk population of youth who have chronic school attendance issues.

• Implementation of a validated assessment tool in the Bond Commissioners office to support bond condition recommendations, guide Pretrial Supervision levels, and support a new bond schedule in the 20th Judicial District that reduces the unnecessary pretrial detention of non-violent offenders arrested in Boulder County.

• An Organizational Development Project at CJS including a thorough assessment of work climate at CJS, the development of strategies to improve the workplace climate, culminating in a Workplace improvement Team (WIT) made up of staff from all levels and units at CJS. The project is inspired by an effort to further improve the CJS climate for CJS staff, clients and partners.

I have enjoyed working with each and every one of you....staff, partners and clients.... over the last two years and look forward to the accomplishments ahead.

Sincerely,

Monica A. Rotner
Division Manager
Community Justice Services
History of CJS

During the 1960’s, a Boulder entrepreneur planned to build a luxury hotel on land along the Boulder Creek at 6th Street and Canyon Blvd. The basement of the hotel and some of the structure had been completed when the developer left town and it sat empty for years.

When County Commissioners Jack Murphy, Wally Toevs, and Maggie Markey developed plans to build a new justice center, they chose the old hotel site, incorporating the portion of the structure already in place. Along with moving the courts from the downtown Boulder Courthouse’s East Annex and the jail from the West Annex, the Commissioners, Sheriff, Courts, Probation, Boulder Police Department, and District Attorney agreed that a more cooperative and integrated justice system should be implemented with the move. The newly formed Boulder County Criminal Justice Advisory Committee (CJAC) led the work, with members from the justice system and the community. CJAC also championed the need for a coordinated approach to alternatives to incarceration.

During this time, the courts had a small bond commissioner program, using volunteer law school students; the District Attorney ran a small community service program; and Probation had a juvenile work program and a volunteer program. The Sheriff placed work release inmates at a local, privately run halfway house. All of these functions would now be coordinated into a new county program termed “Community Corrections”. During this same period, the State authorized funding to local communities for halfway houses for non-violent offenders as alternatives to state prison sentences.

Soon it was decided to make Community Corrections a full county department. A director was hired and the bond commissioner, community service, juvenile work program and other programs were expanded and new ones added. The Juvenile Detention Center was moved to this department. When a department consolidation took place in 1988, Community Corrections became a division of the Community Services Department. In 2002, Community Corrections changed its name to Community Justice Services to better reflect the mission and purpose of the agency.
In 2011, CJS collected $371,480 in Community Service Client Fees and $20,609 in ROC Client Fees. This revenue goes into the County General Fund.

CJS EXPENSES
2011 GENERAL FUND & GRANT FUNDS*

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The Bond Commissioners Unit, located at the Boulder County Jail, provides initial assessment of offenders after arrest for the purpose of setting bond and/or application for Personal Recognizance bond release.

Offenders 18 years and older, charged with violations of Colorado State Statutes and/or Boulder County warrants are interviewed by a member of the Bond Commissioner staff.

Staff identifies risk factors and makes bond recommendations based on an in depth interview, administration of a pretrial risk assessment, and completion of a criminal background check.

Offenders may be released on bond by Bond Commissioner’s staff under guidelines set by the court and with appropriate conditions established to ensure public safety.

The Unit’s purpose is to identify adults who pose a high risk to the community and recommend the least restrictive conditions of release for others who have been booked into the Jail.

**Further Bond Evaluations**

Further Bond Evaluations provide an evaluation to the court while offenders are still in custody in order to determine conditions for a safe release on bond. Areas such as substance abuse, social, mental and legal history, and potential for danger to self and others are covered. These evaluations are completed within 72 hours of the offender’s first hearing.
The courts order supervision as a condition of bond primarily for offenders who have alcohol/drug use, mental health problems, and/or domestic violence issues attached to their legal charges. Initial assessments are completed on offenders, focusing on social and legal history, current allegations, substance abuse and violence issues or any other risk/needs factors. Case managers supervise offenders after a supervision plan is developed which is applied throughout the bond period. Generally, pretrial supervision is recommended by the Bond Commissioners; however, offenders may be referred by directive of a judge at a later hearing.

Supervision intensity is designated based upon the offense as well as the offender’s substance abuse history, available support and mental health history.

Risk to re-offend, failure to appear and danger to the community are the key factors in developing supervision strategies. The length of supervision is attached to the time it takes for final disposition of a case and can range from as little as two months to a year or more. The average length of supervision is about six months. With enhanced public safety as the primary goal, the unit strives through interagency collaboration and defendant accountability to work with defendants to use their circumstances for positive change.
Community Service Unit

Community Service is a sentencing alternative that serves the courts and the community by placing nonviolent offenders into unpaid community service positions with non-profit or tax supported community agencies in lieu of jail. After evaluating criteria such as criminal history and severity of the crime, offenders are recommended to this alternative criminal justice program. Community Service benefits:

- The Justice System by providing an equitable, cost-effective sanction, which requires constructive expenditures of offenders’ time, energies and interests. It also gives judges an additional sentencing tool to alleviate jail overcrowding.

- The Offenders as they are able to make non-monetary restitution to society which enables them to maintain family ties and continue working. They also gain work experience, occupational skills, and training.

- The Community by saving taxpayers jail costs and returning thousands of hours of valuable work performed by volunteers.

There are all kinds of work activities for offenders. Participating agencies have work requiring minimal skills such as highway cleanup and parks maintenance; skilled labor like carpentry, landscaping, painting and clerical; or professional work involving tutoring, computer and data entry, or bookkeeping and graphic arts.

During the initial interview, the case manager assesses the offender’s charge, skills, and areas of interest, transportation availability and schedule. Based upon these factors and community needs, appropriate referrals are made. The length of time an offender is on Community Service supervision is based upon the number of hours ordered by the court. A case manager may give an offender up to three extensions to complete his/her community service hours. All efforts are made to ensure community service is completed prior to seeking court intervention. In Boulder County there are more than 250 participating nonprofit organizations.

The Community Service Unit managed 4,321 cases in 2011.

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<th>Year</th>
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<td>2010</td>
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<td>2011</td>
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Fast Track Program
The Fast Track Program provides an option for the client to complete their Community Service obligation over the weekends. The Fast Track supervisors are fluent in Spanish and provide a valuable option for monolingual Spanish speaking clients. The program is the only option for clients convicted of violent or sex related offenses. Fast Track crews primarily assist Boulder County agencies such as Parks and Open Space and Housing and Human Services. They are also available for special events. The Integrated Treatment Courts utilize the Fast Track Program as an immediate sanction for their clients.

Community Service serves as an opportunity for clients to give back to the community in which they have done harm. Community Service is a sentencing alternative which focuses on individual restitution for the offense with an emphasis on contributing to the community. Individuals provide service to others and the community benefits from their work. The concept of righting wrongs through service is consistent with historical concepts of justice.

One option for Community Service is the Caring Crafts Program which allows clients to complete their Community Service by creating handmade articles that are then donated to local non-profit agencies. Because Caring Crafts matches community service projects to clients' individual skills, it creates a meaningful restorative justice experience for our clients, our communities, and our court system.

The Fast Track Program had 104 clients that contributed 7,800 hours of work.

In 2011 Community Service launched the Caring Crafts Program.
ADULT JAIL ALTERNATIVE PROGRAMS

Jail Education & Transition Program (JET)

The Jail Education and Transition Program (JET) targets male and female inmates at the Boulder County Jail. The Transition Program offers educational opportunities, cognitive-behavioral based courses and life skills training. Classes are directed to supporting successful community reentry after release from jail. JET has collaborated with system and community organizations to create a One Stop community reentry project.

General Transition courses are: GED preparation, Substance Abuse Education, Anger Management, Problem-Solving, Parenting classes, Victim Awareness

Spanish Language Courses are:
• Abriendo Puertas / “Opening Doors” which covers: The American legal system, Colorado judicial system, Boulder County criminal justice system, domestic violence, drinking and driving laws, job protection laws and understanding citizen rights under the law
• English as a Second Language
• Affirmative Life Skills - helping develop skills in: Communication, assertiveness, and job searching
• Parenting with Love and Logic
• One-on-one case management

Female Offender Courses
• Moving On is a cognitive-behavioral curriculum addressing issues that place women at greater risk to return to the criminal justice system. Moving On uses strategies that build on women’s strengths and skills.
• Life Skills, building trust and developing group cohesiveness and covering topics such as: Domestic violence, healthy relationships, codependency, creating safety plans, crime prevention, health care, preventing unintentional pregnancy, nutrition, fitness and stress relief, child care and parenting
• Resource Development, linking women with service agencies, supportive individuals, health care and family planning services in the community.
• Parenting with Love and Logic
• One-on-one case management

In 2011, 41 inmates successfully graduated and received GED diplomas

JET offers 54 class in Transitions for men and approximately 28 classes for women. On average 400 male inmates are engaged in classes through the calendar year and 200 women participate in these programs as well.
The ROC program is an alternative sentencing program for persons who have three or more drinking and driving convictions. The program is licensed by the Division of Behavioral Health (DBH) as an outpatient enhanced treatment program. ROC clients are on probation concurrently with their participation in the ROC program and a criminal justice/treatment team modality is utilized. In 2009, the treatment team modality was implemented and is called the “DUI Integrated Treatment Court (DITC)”, which is mirrored to current Drug Courts. The following agencies are part of this team: 20th Judicial District, Boulder County Sheriff’s Office, Alcohol and Drug Abuse Division of the Colorado Health Department, Boulder County Public Health, District Attorney’s Office, Public Defender’s Office, Probation, Center for Change, and Community Justice Services.

ROC serves to ease jail crowding and provide alternative sentencing to long-term jail sentences for multiple DUI offenders. The treatment, probation, and court involvement has been implemented to reduce the recidivism rate for the drinking/driving offender, and encourage sobriety by providing participants with the tools needed not to drink and drive. Participants must live, work or attend school in Boulder County and have a jail sentence of 270 or more days. ROC program substance abuse counselors are certified addictions counselors. They are committed to assisting motivated individuals in their efforts to achieve and maintain long-term sobriety.
SB IV or Community Corrections is a state funded alternative to incarceration in prison. It provides residential community based services for felons who can be diverted from prison or are transitioning from prison to parole. The goal is to support the productive reintegration of offenders back into society. Boulder County Community Corrections encompasses three major components:

- **The Community Corrections Board** approves state funding for the residential placement of those who have committed multiple felony crimes in Boulder County. Cases are carefully screened and considered for funding by a volunteer board of nine community members and four criminal justice system representatives appointed by the Board of County Commissioners. Public safety is the central consideration for acceptance of a particular case. In Colorado, there are 22 community corrections boards in 22 Judicial Districts. The number of board members statewide is more than 300. The categories of membership include citizens, Public Defender, Probation, District Attorney and Sheriff's Office / Jail. In Boulder, 9 of the 13 board members are citizens, reflecting Boulder County's commitment to community involvement.

- **Community Corrections Programs** are in the form of residential halfway houses and nonresidential services. In Boulder County, there are two halfway houses, one in Boulder and one in Longmont. These programs, located in the community, offer a range of services including security, life skills, employment, sobriety from substance abuse and personal counseling. The purpose is to reintegrate people safely and productively into the community.

- **Community Corrections Administration** is located within the Boulder County Community Justice Services Division. The division is responsible for coordination of the Community Corrections board, processing and screening of the cases, oversight and auditing of the programs and managing the state budget.

Correctional Management, Inc. (CMI) is Boulder County's current local service provider. CJS contracts with CMI for halfway house services in Longmont and in Boulder.

Daily Costs for 2011:
- $88.05 Department of Corrections (state prison system)
- $37.74 Community Corrections / residential
- $5.12 Community Corrections / non-residential

Statewide:
- 1569 diversion residential beds (diverted from prison)
- 1650 transition residential beds (transitioned out of prison)
The Juvenile Center is the only county funded intake, assessment and short-term detention facility in the state, with a maximum holding capacity of 20 youth ranging in age from 10 to 17 years. The 24-hour locked facility provides a safe, secure setting for youth involved in the Juvenile Justice System by offering structured programming, educational groups, and strength based behavioral reinforcement. The purpose of the Juvenile Center is to assess youth for release into the community, provide secure lodging for youth within their community in order to ensure public safety, and to offer youth positive programming during incarceration to further reduce harm.

Staff operates as court clerks, with the authority to release juveniles on personal recognizance or cash bonds and to set bond conditions. When a youth is taken into custody and brought to the Center, there is an in-depth assessment process that includes the family and other collaterals to determine the youth’s dangerousness to the community and the risk of failure to appear in court. If the Center staff determines that the youth is appropriate to be bonded back to his/her family and community, a release is effected with appropriate bond conditions. If the youth is high risk, he/she will be lodged and remain in custody pending adjudication. If further detention is ordered, youth are transported to the Platte Valley Youth Services Center, a Department of Youth Corrections facility in Greeley.

The Juvenile Center is audited annually by the state to verify compliance with state holding regulations. The facility is locked and juveniles are not allowed to leave the premises without restraints and/or staff supervision. Days are structured and designed to keep youth active and engaged from the time they get up at 7:00 am until they go to bed at 8:30 pm. Juveniles work on a strength-based motivational point system, which allows them to purchase items (phone calls, extended family visits, personal items, etc.). The day consists of staff supervised activity periods, which are educational, recreational and pro-social in nature. Volunteers and interns assist staff with daily Center activities and special programming such as yoga, therapy dogs, art education, and gardening.

2011 Juvenile Center Stats:
1015 admissions
55% misdemeanors
24% felonies
21% municipal, petty, & traffic
72% males 28% females
Avg. age 15 years old
Avg. length of stay 8.78 days
Avg. daily population 7.34

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The School/Work Release Program is a court ordered program that allows youth who would normally be sentenced to straight detention time at Platte Valley Youth Services Center to be lodged in the Boulder County Juvenile Center for up to 21 days. While lodged at the Juvenile Center overnight, youth are released each day to attend school and/or work, therapy, and professional appointments in accordance with an individualized case plan. The program is designed to give youth the extra support, case management and structure they need to be successful in a school and/or work setting while maintaining their ties to the community.

Center staff makes regular contacts with the school and/or work location and other collaterals to ensure participants' compliance with the program. This program serves a critical need for adjudicated youth as it allows them to continue their education and/or maintain their employment, while they are satisfying a court ordered sanction.

The Transport Program is staffed by the Juvenile Center and was designed to serve as a support for professionals in partner agencies to access their clients safely by transporting juveniles between the Boulder County Juvenile Center and Platte Valley Youth Services Center. Transports of as many as 10 youth at a time occur up to six times a week depending on court appearances and professional visits. Additionally, transport is provided to placement interviews, psychological evaluations, PSI assessments, clinics and other appointments as requested by partner agencies.

The Juvenile Community Service Program provides juveniles, who would normally be charged with a criminal offense and/or sentenced to a Division of Youth Corrections detention facility, with an alternative to charges or incarceration. Youth are given community service hours to complete at a community based non-profit as a way of re-paying the community for their crime; if the community service hours are complete the charges are dismissed by the court. In 2011, 269 youth maintained clean criminal histories thanks to their successful participation in this program.
74% of youth demonstrated improvement in school attendance

45 juveniles were successfully matched with a positive adult

Youth who owe restitution to a citizen of Boulder County and cannot pay the money back, may request to participate in the Juvenile Restitution Program.

Each youth will perform community service at an approved non-profit, the hours are “paid” at a rate approximating the minimum wage and the money is awarded to the victims of crime.

The mission of this program is to empower youth receiving services through the court system to make positive life choices that enable them to maximize their personal potential. Volunteers provide mentoring and guidance by building positive ongoing relationships, serving as role models, encouraging community connections, and offering support. This volunteer program provides a service that would not otherwise be available to youth in the court system.

This program provides services to youth who would otherwise be detained in a locked facility. The program philosophy is based on building a positive relationship between the youth and their assigned supervision officer. Staff assesses each youth and develops a personalized plan designed to address the risks and needs inherent to that individual youth. Services include electronic home monitoring, urinalysis testing, phone contact, face-to-face contact, and contact with the youth’s parents or guardians, teachers, probation officer, and other professionals involved with the youth. B.E.S.T. is funded by State Senate Bill 94 funds.

In collaboration with the 20th Judicial District and Boulder Valley and St. Vrain Valley School Districts, the B.E.S.T. Program launched a truancy intervention pilot program in January of 2011.

The goals of the program are to improve school attendance, make connections with adults at school, and comply with the school plan developed by the school district.
The mission of Operational Services Team is to provide information and assistance in a timely, respectful and courteous manner to our mandated clients, the public at large, our partner agencies and CJS colleagues. Our reception staff is the first contact for CJS clients referred by the courts for community service sentences and pretrial supervision. OS enters these cases into the Tiburon computer system, records payments and prepares clients for their sessions with case managers. Other OS staff performs a variety of vital services including sealing of records, financial and budget tasks, payroll and personnel related responsibilities, client correspondence as well as other office support functions. The goal of the Operational Services team is to provide excellent customer service in Boulder and Longmont offices.

The OS team successfully implemented a Kiosk System for credit card client payments in the Boulder Office, going online in early 2012. This is the first time clients have the option to pay fees with a credit card.
The Boulder County Justice System has one of the oldest and most highly regarded volunteer programs in the United States. Founded in 1961 by Judge Horace B. Holmes, the Justice System Volunteer Program (JSVP) at that time consisted of about twenty volunteer positions in the state agencies of Probation and the Courts. Our volunteer partners are essential in helping us maintain an open and responsive criminal justice system.

JSVP plans and administers program development, provides orientation for new volunteers as well as providing staff technical assistance and training in volunteer resources management. The program also works closely with other county departments and community groups to expand volunteer initiatives.

The JSVP had 140 volunteers who dedicated 14,225 hours.

In 2011 the JSVP took on a new function of managing volunteers and donations in the event of an emergency.

We recruit and place volunteers, interns, and youth mentors in over forty different volunteer positions throughout Community Justice Services and the DA’s Office. Volunteers play a vital role in enhancing services to victims and offenders.
Since 1992, Community Justice Services has funded the Domestic Violence Research Team (previously known as DAPP) whose function was to produce the countywide Domestic Violence Research Report. This report provided an overview of domestic violence cases in Boulder County; including three year trends, demographics, and documentation of children who witness domestic violence, bond information, and recidivism and disposition information, along with other domestic violence trends.

Within the context of economic realities, the Domestic Violence Research Team has been restructured to support other projects within CJS and we are no longer able to produce the Domestic Violence Research Report. Our great thanks go out to the staff and the countless volunteers that have worked diligently on the report over the years. CJS and the DA’s Office have worked closely together to generate and utilize this report to support domestic violence work in the community over many years. The work with each partner agency has been critical to the development of the report and we appreciate the years of working together.
Technical Business Services leads the department system administration of multiple applications including Tiburon, Office Tracker, and other specialized applications. System administration includes implementing policies and procedures which ensures the department’s information integrity, accuracy, and availability. Technical Business Services conducts information technology systems analysis related tasks which address the business needs of the Community Services Department and CJS. System analysis includes testing, defining requirements for new applications, determining feasibility, coordination with I.T. upgrades or new application implementation, creating reports, and putting documenting requirements in a format that a third party needs for implementation of new applications and/or reports.

In 2011 this program strategically developed Crystal Reports that support program planning and outcome measurement for CJS projects and units. This included the bond reform project with development of a VPRAI application in information systems and on going development of outcome reports to measure project success.
In January of 2011 CJS had an opportunity to design and hire a new position, a Research and Planning Analyst. The position has since grown to include a Program Specialist II to assist with the development of a data and reporting platform for CJS and partner projects.

The Research and Planning Unit works with CJS and partners in the 20th Judicial to perform professional and technical work in the criminal justice system and the Community Services Department. Work involves systems planning and meeting facilitation, data and policy analysis, legal and scientific research, oral and written presentation of material, management of long and short term projects of high complexity, collection and distribution of information, and consultation to entities in the local criminal justice, juvenile justice, and human services and related systems.

In 2011 the Research and Planning Unit:
- Coordinated the development and implementation of the Bond Reform Project, a multi-unit effort by Bond Commissioners, Pretrial Supervision, Business Services, and Operational Services.
- Worked in partnership with PACE, an integrated treatment and diversion program for mentally ill offenders, to develop an outcome evaluation plan.
- Analyzed the sources and sustainability of funding for partnership programs within the 20th Judicial District.

The Research and Planning Unit gathered data and input from across the Division to compile this report.
Our special thanks to the Boulder County Commissioners for their continued funding and support of the Community Justice Services Division.