MISSION STATEMENT

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.

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

CJS VALUES
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, and integrity, and recognizes quality performance.

We value authentic communication, conflict resolution, and maintaining a sense of humor.

We value training, 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 we complete our 2013-2014 annual report I would like to extend my appreciation to the Boulder County Commissioners, our community partners and stakeholders, the tremendous staff and the community that walk through our doors as they navigate through the criminal justice system, be it as a defendant, a parent, a victim or a support person. During the last two years we all came together as a community to provide resources for one another during and following the flood. As with all Boulder County Departments and Divisions, CJS was actively involved in flood response and recovery and you may see this impact on some of our data throughout the report. We continue to refine our data gathering methods and grow our ability to make data informed decisions and strategic planning as a Division. In the 2013-2014 annual report you may see that the result of refined data can create some fluctuation in representation of data from past years, and we identify where this is the case. We strive to create an accurate reporting system, because we know it to be of high importance in measuring our work and planning for the future.
Additionally, the Division has had some big accomplishments in 2013-14, including:

- Receiving the National Association of Counties (NACO) Achievement Award for our Workplace Improvement Team (WIT) project. A recipient of the “County Commissioners Choice” Pinnacle Award in 2012, the project implemented an organizational change model to increase staff engagement and support a high quality workplace environment. The WIT project combines tenets of several organizational change models and has developed and implemented a hybrid model that results in significant organizational upgrades and therefore an improved outcome to customers.


- Implementation of additional evidence based assessment tools in our Juvenile units to support collaborative goals with partners to be sure that families and detained youth are receiving the right level of services at the right time.

- Implementation of the Juvenile Restraint Reform Project.

- The addition of a family navigator position in our BEST unit which serves juveniles and families involved in the court system, thanks to the ongoing support and collaboration of the IMPACT* partnership.

We are looking forward to the many accomplishments that lay ahead.

Gratefully,
Monica Rotner

*Boulder County IMPACT is a multi-agency partnership that was created in 1997 to improve services and systems that work with high-risk children, youth, and families.
In 2013 CJS collected $383,797 in community service fees and $30,896 in ROC client fees. This revenue is returned to the County General Fund.

### CJS FUNDING

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<thead>
<tr>
<th></th>
<th>2013</th>
<th>2014</th>
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<tbody>
<tr>
<td>Senate Bill 94</td>
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<td>Senate Bill IV</td>
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<tr>
<td><strong>Total</strong></td>
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<td>$4,872,250</td>
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In 2014 CJS collected $337,217 in community service fees and $20,030 in ROC client fees. The decline in community service fees reflects a statewide trend of fewer clients being sentenced to community service.
### COMPLIANCE SERVICES — BUDGET

**Distribution of funding**

<table>
<thead>
<tr>
<th>Service</th>
<th>2013</th>
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<tr>
<td>Adult Jail Alt. Programs</td>
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<td>Adult Court Services</td>
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<td>Juvenile Services</td>
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<td><strong>$4,872,250</strong></td>
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2013

2014
## CJS EXPENSES - 2013

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<thead>
<tr>
<th></th>
<th>Personnel</th>
<th>Operating</th>
<th>FTE</th>
<th>Hourly Employees</th>
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<td>Adult Jail Alternative Programs:</td>
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<td></td>
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<tr>
<td>Adult Court Services</td>
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## CJS Expenses - 2014

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<tr>
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<th>Personnel</th>
<th>Operating</th>
<th>FTE</th>
<th>Employees</th>
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<td></td>
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<tr>
<td>Jail Education &amp; Transition (&quot;JET&quot;)</td>
<td>$189,914</td>
<td>$9,694</td>
<td>3.5</td>
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<td>Adult Court Services</td>
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<tr>
<td>(CS, PTS, Bond Commissioners)</td>
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<tr>
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<tr>
<td>Juvenile Center and Services</td>
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<td>$18,356</td>
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<tr>
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<td>$49,138</td>
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<td><strong>$1,584,125</strong></td>
<td><strong>55.85</strong></td>
<td><strong>14</strong></td>
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</table>
ADULT COURT SERVICES: BOND COMMISSIONERS UNIT

The Bond Commissioners Unit is a 24/7 operation located at the Boulder County Jail. The unit provides initial assessment of defendants after arrest for the purpose of setting bond and/or application for Personal Recognizance bond release. In partnership with stakeholders, the unit’s purpose is to provide pretrial conditional release and supervision recommendations that are fair, equitable and maintain the safety and public order needs of our community while promoting least restrictive pretrial release.

BOOKINGS AND BC INTERVIEWS

The decline in interviews parallels a decline in overall bookings into the Boulder County Jail. Based on policy, not all bookings are eligible for interview by the Bond Commissioners Unit.
In 2013 the Bond Commissioners Unit implemented the Colorado Pretrial Assessment Tool (CPAT), a newly developed tool designed to assess a defendant’s risk of failing to appear in court and committing a new crime during the pretrial period. Preliminary data reported above indicate that the CPAT is effective at differentiating the risk level of defendants, and that our distribution by risk category is similar to that in the statewide sample.

NOTE: The Colorado sample was 2,000 defendants who were booked into county jails in 2009. The Boulder County sample was 2,918 defendants interviewed by bond commissioners between October 2013 and December 2014.
ADULT COURT SERVICES: PRETRIAL SUPERVISION UNIT

The courts order supervision as a condition of bond primarily for defendants who have alcohol/drug use, mental health problems, and/or domestic violence issues attached to their legal charges. 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.

FOR CASES THAT CLOSED IN 2013-2014, 93% OF SUPERVISED DEFENDANTS MADE ALL COURT APPEARANCES AND 88% HAD NO NEW CHARGES DURING THE PRETRIAL PERIOD.

PRETRIAL SUPERVISION INTAKES

This graph indicates the total number of defendants whose pretrial supervision was initiated during the represented years. The uptick in these numbers in recent years is likely a reflection of the Bond Reform Project’s influence generally; and somewhat more specifically the implementation of pretrial assessment instruments, shifting more toward supervision recommendations with a goal to reduce the role of money during bond setting.
ADULT COURT SERVICES: COMMUNITY SERVICES UNIT

Community Service is a sentencing alternative that serves the courts and the community by placing offenders into unpaid positions with non-profit or government supported community agencies.

IN 2013, 79% OF COMMUNITY SERVICE CASES WERE SUCCESSFULLY COMPLETED; WHILE IN 2014, THE RATE OF SUCCESSFULLY COMPLETED CASES WAS 82%. THIS REPRESENTS AN ESTIMATE OF 200,000 HOURS OF SERVICE FOR BOTH YEARS.

COMMUNITY SERVICE INTAKES

The decline in the number of Community Services cases is consistent with statewide trends. However, the number of hours served has increased, reflecting a sentencing pattern of fewer clients being sentenced to more hours. Of the 200,000 hours served, approximately 91,000 were served in 2013 and 109,000 were served in 2014.
ADULT COURT SERVICES: FAST TRACK PROGRAM

The Fast Track Program provides an option for offenders to complete their Community Service obligation over the weekends. The Fast Track supervisors are bilingual and provide a valuable option for monolingual Spanish speaking offenders. The program is one of the few Community Service options for all offenses including assault, theft, and felonies. Fast Track also provides an immediate sanction option and an alternative to jail for offenders involved in the Integrated Treatment Court.

Of the total Community Service hours completed, on average 6,336 hours were completed in 2013 and 2014 by Fast Track participants.
ADULT COURT SERVICES: CARING CRAFTS PROGRAM

This option for Community Service allows offenders with a specialized skill to complete their hours by creating handmade articles that are donated to local non-profit agencies. Because Caring Crafts matches community service projects to individual skills, it creates a meaningful restorative justice experience for participants, our communities, and our court system.
ADULT JAIL ALTERNATIVES: JAIL EDUCATION & TRANSITION PROGRAM (JET)

The goal of the Jail Education and Transition Program (JET) is to prepare inmates to reenter the community safely and as productive members of their communities and families. The program offers educational opportunities, cognitive-behavioral based courses and life skills training to support successful community reentry after release from jail. Classes are taught by staff and volunteers; in 2013 a total of 1,298 volunteer hours were delivered by 25 volunteers to inmates in the Boulder County Jail. In 2014, 1,493 volunteer hours were delivered by 24 volunteers.

IN 2013 JET’S GED PROGRAM HAD APPROXIMATELY 80 MALE INMATES PARTICIPATE. OF THOSE, 66 TOOK THE GED TEST WITH 40 PASSING AND RECEIVING THEIR GED DIPLOMA. FOR THE WOMEN’S POPULATION, 9 WOMEN PARTICIPATED IN CLASSES. OF THOSE, 3 TOOK THE TEST AND 2 RECEIVED THEIR GED DIPLOMA.

FOR 2014 THERE WERE 39 INMATES IN THE GED PROGRAM. OF THOSE, 32 WERE MEN AND 7 WERE WOMEN. IN 2014 THE GED TESTING CHANGED, BECOMING INACCESSIBLE TO INMATES IN THE BOULDER COUNTY JAIL. THE PREPARATION FOR THIS TEST CONTINUES.

In 2013 the Phases Program was implemented to link inmate course work to their motivational stage of change. Classes were taught within Phase I, II and III, and were all evidence-based core classes, mind body, soul, women’s programming and reentry. Phase IV provides a one stop center in the community, outside of the Jail, for those who have been released. This phase assists participants in accessing a range of services, particularly during the first 72 hours after release when the population is most vulnerable for recidivism. In 2013, 72 people were served in Phase IV through the Sister Carmen Center; and 96 people were served in 2014.
ADULT JAIL ALTERNATIVES: RESTORING OUR COMMUNITIES (ROC)

The ROC program is an alternative sentencing program for males who have three or more drinking and driving convictions. The program is licensed by the Office of Behavioral Health (OBH) as an enhanced outpatient treatment program. 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 have been implemented to reduce recidivism, and encourage sobriety by providing participants with the tools needed. Participants must live, work or attend school in Boulder County and have a jail sentence of 240 or more days.


88% OF CLIENTS SUCCESSFULLY COMPLETED THE PROGRAM IN 2013 AND 2014.

ROC GRADUATES ONE YEAR POST-PROGRAM RATE FOR STATEWIDE DRINKING AND DRIVING RELATED CHARGES WERE AN AVERAGE OF 7% IN 2013 AND 2014.

The ROC team integrated the Helping Men Recover curriculum into the program in late 2012/early 2013. Helping Men Recover is the first evidenced-based, gender-responsive, trauma-informed treatment program for men in the criminal justice system.
ADULT JAIL ALTERNATIVES: COMMUNITY CORRECTIONS PROGRAM

Community corrections is a state funded alternative to incarceration in prison. It provides residential community based services for felons with the goal of supporting the productive reintegration of offenders back into society. Funding is approved through a Community Corrections Board of nine volunteer citizen members and four criminal justice system representatives that are appointed by the Board of County Commissioners. Public safety is the central consideration for acceptance and cases are carefully screened by the board.

In general, local boards authorize their programs to manage two main types of offenders:
• “Diversion clients” are directly sentenced to community corrections by a district judge following a felony conviction. In such cases, offenders are diverted to a less costly alternative that enables them to be employed and to earn money to pay child support or restitution to their victims, which would be impossible if they were held in prison.
• “Transition clients” have been in a Colorado prison facility, are still under the supervision of the Colorado Department of Corrections, and are preparing for a gradual return to society by participating in a community corrections program. Since relatively few sentences are life sentences, most prison inmates will return to the community eventually. For those offenders who are completing a term in prison or who are nearing parole, community corrections offers an opportunity to gradually accept the responsibilities and challenges associated with freedom, while remaining in a controlled environment.

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.

For FY 2013-2014, the board reviewed 195 diversion cases for an acceptance rate of 85%. With 41% of the accepted cases ultimately being sentenced to community corrections.

85 transition cases were reviewed by the board with an acceptance rate of 77% on primary transition referrals.
JUVENILE SERVICES: JUVENILE CENTER

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 youths ranging in age from 10 to 17 years. The purpose of the Juvenile Center is to assess youth for release into the community, provide secure lodging for youth, and ensure public safety. The center offers positive programming during incarceration to further reduce harm utilizing volunteers and interns who assist staff with daily center activities and special programming such as yoga, therapy dogs, art education, and gardening.

In June 2013, Boulder County, with full support of the Boulder County Commissioners, established a Juvenile Restraint Reform Task Force consisting of key players from the Juvenile Justice System. The Task Force examined case law, best practices and logistical issues surrounding the topic and drafted criteria for sustainable Juvenile Restraint Reform. Effective January 15, 2014, they elected to abolish the long standing practice of indiscriminate shackling of Boulder County juveniles during court proceedings. All juveniles from here forward shall not be restrained in court except when ordered by the court during or prior to their hearing.
The decline in juvenile admissions and filings is aligned with state and national trends. It has been attributed to a number of factors including the implementation of multi-systemic evidence based approaches to prevention, intervention, treatment, and education, as well as creation of alternatives to detention.

Juvenile Center Stats

<table>
<thead>
<tr>
<th></th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Admissions</td>
<td>804</td>
<td>750</td>
</tr>
<tr>
<td>Average age</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>Male</td>
<td>74%</td>
<td>73%</td>
</tr>
<tr>
<td>Female</td>
<td>26%</td>
<td>27%</td>
</tr>
</tbody>
</table>

Top 3 Referral Agencies:

- Boulder Police Department: 29% 28%
- Longmont Police Department: 27% 26%
- Boulder County Sheriff’s Office: 12% 12%

JUVENILE SERVICES: BOULDER ENHANCED SUPERVISION TEAM (BEST)

Boulder Enhanced Supervision Team (BEST) Funded by Senate Bill 94, the BEST program provides services to delinquent and truant youth who would otherwise be detained in a locked Department of Youth Corrections facility. Juveniles on the program must be system involved and may receive BEST as a condition of their bond or as part of their sentence. 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, home and school visits, urinalysis testing, phone and face-to-face contact, and contact with the youth’s parents or guardians, teachers, probation officer, and other professionals involved with the youth. In addition to the benefits to youth and families of supervising kids in the community, taxpayers benefit by not having to pay more expensive costs of youth detention.

BEST SERVED 135 UNDUPlicated YOUTH IN 2013 REPRESENTING 8,071 TOTAL DAYS THAT JUVENILES WERE KEPT OUT OF JAIL. A PROPORTION OF THESE YOUTH ARE SENTENCED TO BEST MORE THAN ONCE: BEST PROVIDED 234 EPISODES OF SERVICE IN 2013. (NOTE: THE 2012 REPORT REFLECTED A DUPLICATED COUNT OF YOUTH SERVED.)

IN 2014 BEST SERVED 131 UNDUPlicated YOUTH REPRESENTING 213 EPISODES OF SERVICE AND 6,876 DAYS OUT OF JAIL. THE DECLINE IN DAYS OUT OF JAIL IS DUE TO NEW LEGISLATION LIMITING DAYS IN DETENTION FOR TRUANTS FROM 45 DAYS TO A MAXIMUM OF 5 DAYS.

BEST WORKED WITH IMPACT TO IMPLEMENT NEW TRACKING PRACTICES AND OUTCOME MEASURES OVER THE PAST YEAR. IN 2014, 94% OF PARTICIPANTS MADE ALL COURT APPEARANCES AND 93% HAD NO NEW CHARGES.
JUVENILE SERVICES: JUVENILE CENTER/WORK RELEASE

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. This program serves a critical need for adjudicated youth as it allows them to continue their education and/or maintain their employment safely in their community while they are satisfying a court ordered sanction.

154 juveniles participated in the School/Work Release Program in 2013 and 2014.
JUVENILE SERVICES: COMMUNITY SERVICE AND RESTITUTION

The Juvenile Community Service Program provides juveniles who would normally be charged with a criminal offense and/or sentenced to a detention facility with an alternative to charges or incarceration. Youth are assigned hours to complete at a community based non-profit as a way of re-paying the community for their crime; if hours are completed the charges are dismissed by the court.

IN 2013, 130 YOUTH PARTICIPATED COMPLETING 1,543 HOURS OF SERVICE. IN 2014, 123 YOUTH COMPLETED 1,753 HOURS OF SERVICE.

YOUTH WHO OWE RESTITUTION TO A RESIDENT OF BOULDER COUNTY AND CANNOT PAY THE MONEY BACK CAN PERFORM COMMUNITY SERVICE AT A RATE OF $6 PER HOUR WITH THE MONEY AWARDED TO VICTIMS. IN 2013 AND 2014 THE PROGRAM DISTRIBUTED $4,370 TO VICTIMS OF JUVENILE CRIME.
JUSTICE SYSTEM VOLUNTEER PROGRAM (JSVP)

The Boulder County Justice System Volunteer Program (JSVP) provides volunteer opportunities in the DA’s Office, Community Justice Services, Juvenile Assessment Center, and the Boulder County Jail. Each year over 100 volunteers donate their time providing services in victim witness advocacy, case management, staff assistance, and more. JSVP is also responsible for managing volunteers and donations in the event of an emergency. In 2013 JSVP was highly involved in managing the Colorado Volunteer Organizations Active in Disasters (COVOADs) during the Boulder County flood response.


THE ESTIMATED VALUE OF VOLUNTEER TIME DONATED TO JSVP WAS $289,581 IN 2013 AND $247,238 IN 2014.

<table>
<thead>
<tr>
<th>JSVP Hours</th>
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<th>Feb</th>
<th>Mar</th>
<th>Apr</th>
<th>May</th>
<th>Jun</th>
<th>Jul</th>
<th>Aug</th>
<th>Sept</th>
<th>Oct</th>
<th>Nov</th>
<th>Dec</th>
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<td>972</td>
<td>1,072</td>
<td>1,259</td>
<td>1,201</td>
<td>881</td>
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<td>1,070</td>
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<td>983</td>
<td>859</td>
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<td>1,266</td>
<td>1,285</td>
<td>1,351</td>
<td>1,178</td>
<td>940</td>
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<td>2012</td>
<td>1,108</td>
<td>1,153</td>
<td>1,108</td>
<td>1,356</td>
<td>1,138</td>
<td>878</td>
<td>940</td>
<td>1,020</td>
<td>924</td>
<td>905</td>
<td>880</td>
<td>723</td>
<td>12,133</td>
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<tr>
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<td>970</td>
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<td>1,222</td>
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<td>1,001</td>
<td>1,065</td>
<td>972</td>
<td>1,037</td>
<td>841</td>
<td>981</td>
<td>1,053</td>
<td>899</td>
<td>12,326</td>
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<td>2014</td>
<td>1,068</td>
<td>1,072</td>
<td>1,121</td>
<td>1,071</td>
<td>909</td>
<td>830</td>
<td>839</td>
<td>759</td>
<td>764</td>
<td>929</td>
<td>956</td>
<td>844</td>
<td>11,162</td>
</tr>
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Avg Monthly Hours ’10-’14
1,019 | 1,100 | 1,171 | 1,197 | 1,030 | 1,001 | 995 | 1,003 | 976 | 1,044 | 1,010 | 853 | 12,402 |

In 2013 the JSVP experienced an atypical drop in hours in the month of September as compared to average hours from prior years. This is attributed to the impact of the flood--volunteers who were personally affected combined with redirection of volunteer hours to flood response and recovery.

The decreased volunteer hours reported in 2014 is attributed in part to fewer hours in the Juvenile Center which was focused on significant program development and facilities remodel over the past year.
JSVP: COMMUNITY SERVICES MENTORING PROGRAM

Description: 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.

THE MENTORING PROGRAM SERVED 38 YOUTH IN 2013 AND 44 IN 2014.

Jill and Maria have been meeting for 5 years. Jill has helped Maria navigate the end of middle school and now is helping her with college applications. With Jill supporting her all the way, Maria was able to secure independent living. She now goes to school and works in order to support herself. Jill has provided Maria with opportunities and support to make positive changes in her life....and we know there is more to come from this amazing teen!

“We must not, in trying to think about how we can make a big difference, ignore the small daily differences we can make which, over time, add up to big differences that we often cannot foresee.” Marian Wright Edelman
OPERATIONAL SERVICES SUPPORT TEAM & TECHNICAL BUSINESS SERVICES

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. The bilingual staff is the first contact for CJS clients referred by the courts for community service sentences and pretrial supervision.

The mission of Technical Business Services is to bring users and technology together to optimize functionality and achieve the goals of the Division. The Business Analyst serves as a liaison among stakeholders that include CJS staff, partners in the 20th Judicial, I.T., and other local and state entities to assess needs and requirements in order to recommend and implement effective and efficient solutions.

TECHNICAL CPAT IMPLEMENTATION INCLUDING WEB-BASED INTERFACE TO COUNTY CRIME MANAGEMENT SYSTEM

NEW STATE JUDICIAL REPORTING REQUIREMENTS FOR PRETRIAL

DEVELOPMENT OF NEW ON-LINE VOLUNTEER FORMS

ASSISTANCE WITH PROJECT MANAGEMENT OFFICE STAND-UP
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.

RESEARCH AND PLANNING UNIT

COORDINATED A SYSTEM-WIDE ANALYSIS OF FACTORS RELATED TO JAIL CROWDING

CONDUCTED ANALYSIS OF CJS SERVICES BY CITY

COLLABORATED WITH ADAMS AND ARAPAHOE PLANNERS TO CONDUCT STATEWIDE SURVEY ON COMMUNITY CORRECTIONS BOARD DECISIONMAKING

CONTINUED TO REFINE AND DEVELOP OUTCOME MEASUREMENT TARGETS FOR THE PACE PROGRAM TO DEMONSTRATE COST BENEFIT OF MANAGING AXIS I OFFENDERS IN THE COMMUNITY
OUR SPECIAL THANKS TO THE BOULDER COUNTY COMMISSIONERS FOR THEIR CONTINUED FUNDING AND SUPPORT OF THE COMMUNITY JUSTICE SERVICES DIVISION.