



2025

The mission of Boulder County Community Justice Services (CJS) is to address core stability, provide hope, support, and safety, inspire continual growth, collaborate, and empower community.

“ collaborating to reduce recidivism and strengthen communities ”

# SPOTLIGHT REPORT

## COMMUNITY JUSTICE SERVICES

CJS is committed to core values of **courage, compassion, and connection** in developing our workforce to provide effective community services.

# FROM OUR DIVISION MANAGER



Hope the end of summer is finding each of you well, Community Justice Services stakeholders, colleagues, and community!

In this “Spotlight Report”, our second, mid-year publication in addition to our annual reports, we take a closer look at the work Community Justice Services (CJS) is providing programming in the Sentencing Programs space.

This report highlights collaborative efforts to improve services and outcomes for the sentenced population in Boulder County.

CJS continues to engage with partners to implement programming designed to reduce recidivism, enhance public safety, lower incarceration costs for taxpayers, and support the successful reintegration of individuals into the community. This work is inherently complex and requires coordinated effort among multiple stakeholders.

As we continue to evaluate and improve our programs, we recognize the importance of measuring outcomes and using data to guide our decisions. Recidivism is defined slightly differently across programs, depending on the targeted behaviors, statutory requirements, or funding conditions. We commend the Colorado Recidivism Interim Study Committee for establishing a consistent statewide definition, which we will take into consideration as we refine our own outcome measures.

At the same time, we understand that long-term success involves more than just recidivism metrics, and we recognize the importance of tracking progress in related and crucial stability factors such as housing and employment.

We extend our deep appreciation to our partners in the Boulder County Sheriff’s Office, the 20th Judicial District Attorney’s Office, Boulder Probation Office, Boulder Public Defender’s Office, and the 20th Judicial Bench for their ongoing collaboration. We are also grateful to the Boulder County Commissioners and the dedicated staff of CJS, without their support, this important work would not be possible.

MONICA ALIX ROTNER, LCSW  
Division Manager, Community Justice Services

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# RECIDIVISM DEFINITION

In 2023, the Colorado General Assembly formed the Recidivism Interim Study Committee<sup>1</sup> to evaluate how recidivism is defined and measured across state justice agencies, identify other ways to measure program success, and align agency and department reporting to more clearly measure effectiveness. Two bills became law:

## SB24-029

Identified alternative metrics for measuring criminal and juvenile justice system outcomes.

## SB24-030

Established a common definition of recidivism.

This committee was comprised of the Division of Youth Services, Judicial Department, Department of Corrections, State Board of Parole, Office of Community Corrections, a university member with expertise in the criminal legal system and recidivism, and a representative of a community-based organization that works for criminal legal reform.

A recidivism event is defined in statute 24-33.5-536(2)(4)(c), C.R.S., as, *"a new deferred agreement or an adjudication or conviction for a felony offense or misdemeanor offense, including all 'Victim Rights Act' crimes as defined in section 24-4.1-302(1)."*

Cohorts will be tracked for three years with reporting at 6, 12, and 36 months.

The unified definition ensures consistency in how recidivism is understood and reported across all state agencies. However, it is emphasized that recidivism rates should not be compared across agencies (e.g., DOC vs. Probation), as each serves different populations and provides varying levels of supervision and services.

As a local government agency, CJS is not required by law to adopt the new definition, but we are taking it into consideration as we continue to evolve in measuring outcomes.

Regarding to alternative metrics, a recent report from the Council of State Governments Justice Center outlines<sup>2</sup> other areas of measurement to understand outcomes in the justice system. These include five critical reentry outcomes to measure besides recidivism

## Critical Elements to Measure



Recidivism  
progression



Employment and  
financial stability



Housing  
security



Health and  
wellbeing



Social  
reintegration

<sup>1</sup> [Standardized Definition of Recidivism Working Group Report](#)

<sup>2</sup> [Beyond Recidivism: Redefining Measures to Understand Reentry Success](#)

# JOE PELLE CENTER (JPC)

In 2018, the Boulder County Board of Commissioners adopted Equity and Justice as one of five strategic priorities and named justice reform, decreasing recidivism, and lowering rates of crime as some of the key goals. Through the dedicated work and collaboration with Sheriff Joe Pelle and District Attorney Michael Dougherty, Boulder County adopted several objectives to ensure the effective implementation of evidence-based practices that divert justice-involved individuals to rehabilitative programming while reserving incarceration for those offenders who pose the greatest threat to public safety.

Funded by a voter-approved sales tax and managed by CJS, the Joe Pelle Center (JPC) has been created to promote safer conditions and provide a cost-effective alternative to incarcerating people in jail. **The JPC is expected to open in August 2025.**

## JPC will provide individually tailored programming through a variety of approaches including:

- Residential and non-residential mental health and substance use disorder treatment
- Trauma-informed and gender-responsive care
- Diverse, equitable, and culturally relevant services
- Assistance securing meaningful employment and/or education
- Opportunities for engagement in the community and peer support services



The facility has the capacity to house up to 252 male, female and non-binary clients. The Joe Pelle Center will follow Victim Rights Act requirements, including victim notifications.

Success of the JPC will rely heavily on collaboration with justice system partners, families, housing and other human services, faith based organizations, and the broader community.

The JPC, an alternative sentencing facility, is a community-based residential facility designed to provide alternatives to incarceration by creating a dignified, sustainable, and adaptive environment. It will model the tenets of personal and community accountability, responsibility, and respect that will be conducive to reparation, learning and community safety.



# ALTERNATIVES TO INCARCERATION

## Residential Programs

### Community Corrections

Community Corrections offers a District Court judge a third, intermediary sentencing option to prison or probation. It also provides a step-down option for individuals in prison to be released with services in place before their parole eligibility date. Clients work with a case manager to address criminogenic risk factors, stability, and overall needs, with the goal of re-entering the community safely and productively.

*More information on Community Corrections appears below in this report.*

### Work Release

Work Release is a residential program that allows a client to continue engaging in their community through work, school, treatment, and court- or probation-ordered responsibilities while serving a county jail sentence. Clients are assigned to a case manager who they will meet with regularly and are required to retain employment, participate in required treatment, honor financial responsibilities, and remain drug- and alcohol-free.

# ALTERNATIVES TO INCARCERATION

(CONTINUED)

## Non-Residential Programs

### Day Reporting

This program allows clients to serve their sentence in their home or other approved residence and report daily to the Joe Pelle Center. Clients must submit written schedules on a weekly basis. While allowing clients to further engage back into their community, they are required to meet with their case manager, retain employment, participate in required treatment, honor their financial responsibilities, follow their pre-approved schedule, and remain drug- and alcohol-free.

### Home Detention/ Electronic Home Monitoring

Clients can serve their sentence in their home or other approved residence; however, they must comply with strict terms of supervision through an electronic monitoring system. The monitoring program uses state-of-the-art technology and is compatible with cell phone and landline systems. Clients are responsible for daily program fees and are required to meet with their case manager, participate in any required treatment, pay fees, follow their pre-approved schedule, and remain drug- and alcohol-free.

# COMMUNITY CORRECTIONS PROGRAM

Community Corrections serves as an alternative to jail or prison and supports the transition of individuals back into the community. The program focuses on adults with felony convictions and aims to reduce recidivism through structured supervision, treatment, and reintegration. Cases are referred for community corrections placement by either probation and state district courts (diversion clients), or the Colorado Department of Corrections (transition or parole clients). Diversion clients are being diverted from prison while transition and parole clients have a step-down release through a decrease in supervision.

Client acceptance involves a two-step review by the program provider and the Boulder County Community Corrections Board, which assesses factors like safety and community impact. Currently, services are provided by two subcontractors (ICCS in Boulder and CoreCivic in Longmont), but by January 2026, Boulder County will manage these programs directly at the Joe Pelle Center.

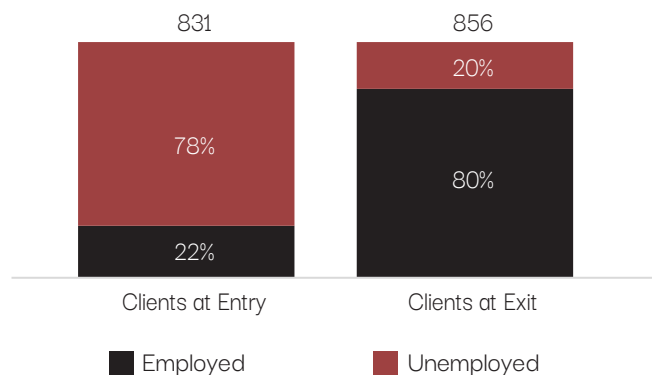
Supervision includes close monitoring such as GPS tracking, employer verification, and regular case manager meetings. Each client has an individualized case plan and receives wraparound services to address their specific needs.



# COMMUNITY CORRECTIONS PROGRAM (CONTINUED)

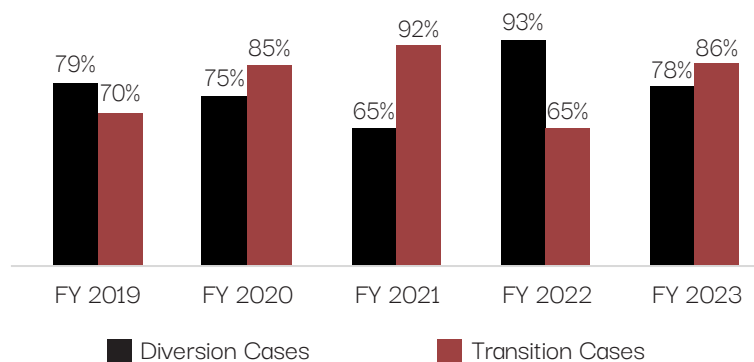
The Community Corrections Board has 15 members, including both justice system representatives and community appointees. Programs emphasize personal responsibility, behavioral change, and the use of evidence-based practices. Clients must obtain employment, attend treatment and education programs, and gradually earn privileges based on their progress.

**Community Corrections Clients  
2017-2024**



After progressing through the residential phases, clients move to a non-residential program while continuing to meet all requirements. Current providers have shown higher-than-average success and low recidivism rates, and similar outcomes are expected under the new county-operated model at the Joe Pelle Center.

**Community Corrections Transition & Diversion Cases  
1 Year No Recidivism**



# COMMUNITY SERVICE UNIT

Community Service plays a meaningful role in reducing recidivism by providing clients with structure, accountability, and an opportunity to restore trust without deeper involvement in the justice system. While clients are given the opportunity to complete hours in their community rather than serve jail time, they often can feel a greater sense of ownership over their actions and are more likely to follow through. This allows clients to remain integrated in their daily routines and maintain stability, while continue to work, stay with family, and rely on their support systems while fulfilling their court-ordered requirements.

## Strong outcomes over the years

Over the years, this high success rate reflects both the accountability and support built into the program, with case managers playing a critical role in these outcomes. They help clients navigate challenges, connect to best agency placements, and offer flexibility when needed.



Sometimes traditional placement is not possible due to physical limitations, mental health concerns, or the nature of the charge. In these cases, clients are offered alternatives through the **Caring Crafts Program**.

This program allows clients with skills like woodworking or sewing to create handmade items for donations to local non-profits. Clients must use their own materials and tools, ensuring personal investment in the project and process. The program provides an accessible and dignified pathway to success, preventing clients from being returned to court due to barriers outside their control.

In 2024, over **75%** of clients successfully completed their service, contributing over **43,000 hours** back to the community.

In the first 6 months of 2025, **23,778 hours** of community service were completed.

The program's impact extends beyond individual clients to the larger community. Volunteer hours generated by clients contribute significant cost savings over **\$1.4 million in 2024** alone (based on value of volunteer hours) and reduce reliance on jail beds, saving additional taxpayer dollars.

*(Value derived from the Independent Sector calculation of 2024 Colorado volunteer time at \$36.36 per hour)*

# COMMUNITY SERVICE UNIT (CONTINUED)

## Strong Partnerships

Over the past three years, the program reached out to provide and reconnect our relationships with the Court, Probation, and local nonprofits to raise awareness about the program. These connections have increased opportunities where clients can experience a more supportive and collaborative approach to the justice system.

Average of  
**1,500 clients**  
served per year.

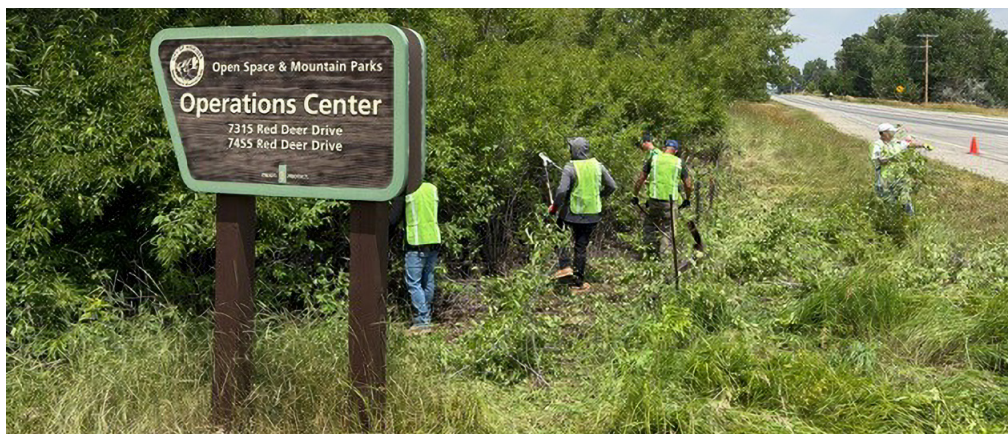
### Fast Track:

#### Expanding Access to Court-Ordered Community Service sentences.

The Fast Track program is a county-run program by Fast Track crew leaders who are part of the community service team. It is an essential resource for individuals facing barriers to completing court-ordered community service, especially those with serious charges or language challenges. Many nonprofits only accept participants with minor offenses, leaving those with charges like assault, theft, drug-related offenses, or on sex offender registries with limited options. These individuals are often turned away before they can prove their reliability.

Fast Track fills this gap by accepting all charge types and providing on-site supervision throughout service, ensuring safety, structure, and accountability. While language barriers primarily affect Spanish-speaking clients, Fast Track has also supported speakers of other languages, for example, helping a Nepalese participant complete his hours after facing communication issues.

For Spanish-speaking clients, **Fast Track** represents a culturally aware program and an accessible way to complete service hours that fit around work and family obligations. Participants are especially appreciative of the opportunity to complete their hours quickly and without disruption to their daily lives. This helps them move forward with their commitments and responsibilities and creates safer and stronger communities through accountability and restoration.



# RESTORING OUR COMMUNITY (ROC) PROGRAM

Restoring Our Community (ROC) is a licensed substance use disorder treatment program that serves English-speaking men who have three or more impaired driving convictions (DUI offenses). Clients are clinically assessed for appropriate programming to improve their quality of life, support long-term recovery, and reduce recidivism through comprehensive, evidence-based care tailored to the unique needs of each client.

Therapeutic modalities include solution-focused brief therapy, motivational interviewing, cognitive behavioral therapy, and trauma-informed practices. These approaches are integrated into programming to promote sustainable behavioral change and emotional wellness.

#### The program includes services such as:

- Relapse prevention
- Sobriety maintenance
- Dialectical Behavior Therapy (DBT)
- DUI education and therapy
- Interlock enhancement counseling
- Relationships in recovery
- Mind Over Mood curriculum
- Individual therapy

ROC provides case management to connect clients with vital resources, including medical and dental care, mental health services, community-based recovery supports, and other protective factors. Therapists have been trained in the risk-need-responsivity model to address criminogenic risk factors that contribute to the likelihood of reoffending.

Clients complete DUI treatment programming between 13 to 24 months, depending on the track they are assigned. Following the reinstatement of their driving privileges, participants are required to use an ignition interlock device for a duration of 2 to 5 years, in compliance with state regulations.

In 2024, over **79%** of clients successfully completed the program.

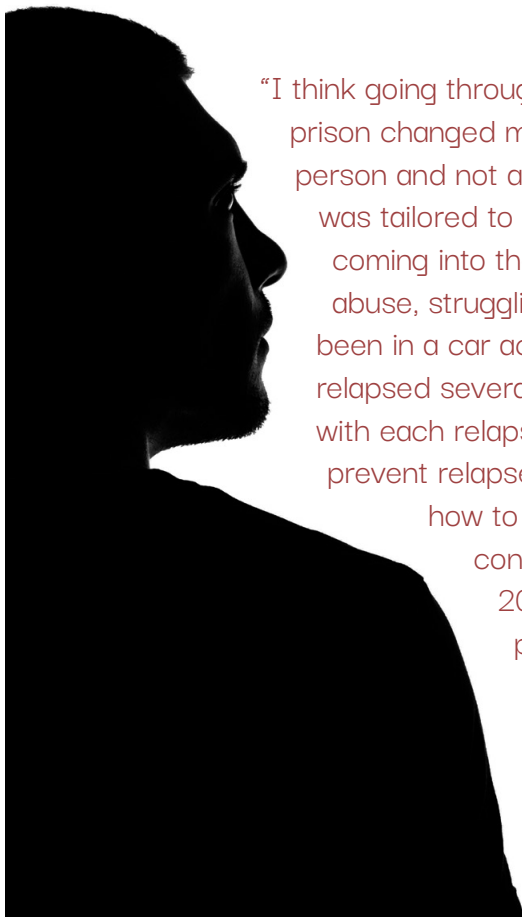
In 2021-2022 **100%** of the clients who successfully completed the program had no impaired moving violation convictions within **1 year post-program.**

**88%** had no impaired moving violation convictions within **3 years post-program.**

# RESTORING OUR COMMUNITY (ROC) PROGRAM (CONTINUED)

## Client Story

In 2021, a 36-year-old male was admitted into the ROC Program, convicted on his fourth DUI. He participated in over 300 hours of individual and group counseling sessions over two years and reached out to the program in 2025 to express his gratitude and share his experience.

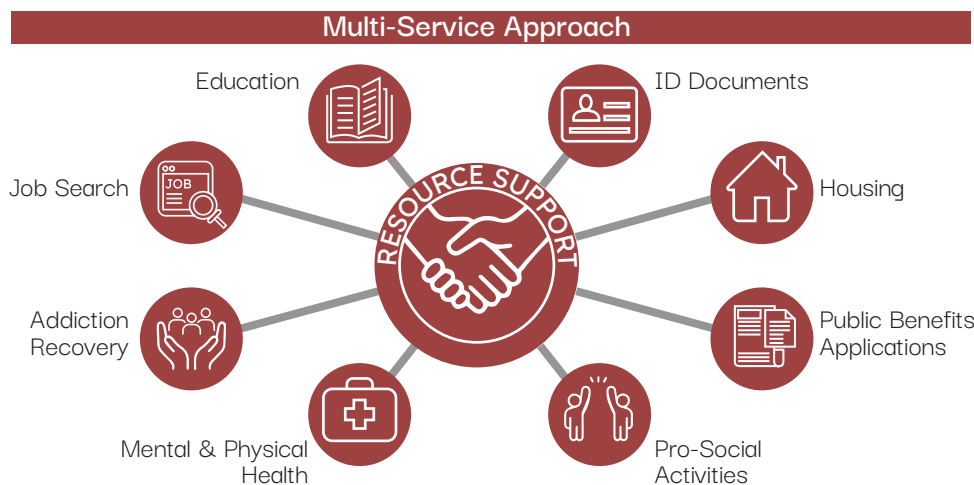


“I think going through the program rather than going to prison changed my life. I felt like I was treated as a person and not as a number. My treatment at ROC was tailored to what my needs were. I felt broken coming into the program, active in my alcohol abuse, struggling with my mental health, and I had been in a car accident resulting in a brain injury. I relapsed several times while in the program and with each relapse I learned more about how to prevent relapse, why I relapse, and most important how to stop a relapse from getting out of control. Since completing the program in 2023, I did relapse when I completed probation but with the skills I learned while in ROC I was able to stop the relapse, get back to caring for my sobriety and have since been sober for a year. I have a daughter, my own business, and am happy being sober”.

# CLINICAL AND RESOURCE ENGAGEMENT (CARE) PROGRAM

The Clinical and Resource Engagement (CARE) program began in 2020 through a partnership between 20th District Probation and Boulder County to help probation clients access stability resources like housing, employment, and mental health care.

Research has repeatedly shown that increasing individuals' stability factors reduces their likelihood of recidivism. While Probation Officers (POs) focus on behavioral change, CARE fills the gap by offering short-term, need-specific case management. CARE supports clients through addressing a series of needs to help them stabilize in the community:



CARE and Probation programs support clients' success in the community following risk-need-responsivity principles where clients at higher risk of recidivism have more needs and more responsibility, for example increased meetings with POs and increased support from CARE to reduce their likelihood of recidivism.

The program added a contract psychiatrist and has collaborated with local counseling agencies to continue to support clients' clinical and mental health needs. CARE staff work with the client as long as it takes to achieve the need, and clients can be referred later for other needs as well.

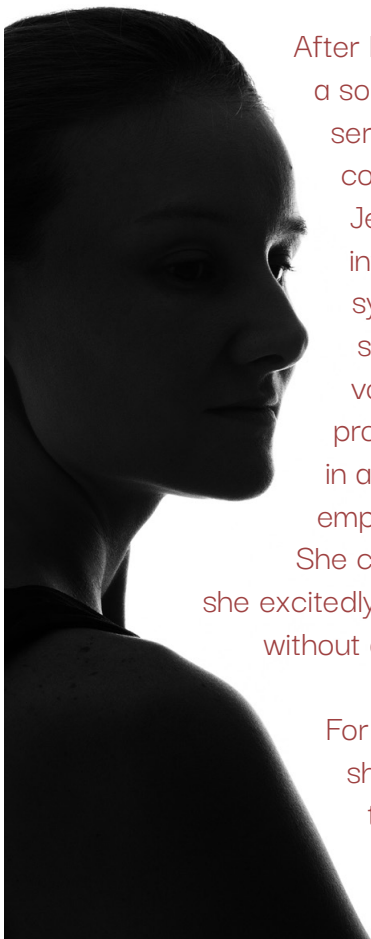
**1,721** clients served since inception

**88% of clients' needs have been met** in the first quarter of 2025, this is an extremely high follow-through rate for this struggling population; in community mental health centers serving this population, the follow-through rate is on average 70%.

# CLINICAL AND RESOURCE ENGAGEMENT (CARE) PROGRAM (CONTINUED)

## Client Story

Jenny was sentenced to probation in 14 cases; she had been unhoused in the community and struggled repeatedly with law enforcement and other providers. Jenny started working with the CARE team pre-sentencing to be screened for the PTSD program through Whole Connection



After leaving jail, she began that program, entered a sober living facility paid by their supportive service funding, was awaiting a voucher, and connected with the CARE psychiatric prescriber. Jenny participated in the memory reprocessing intensive treatment over six weeks and her PTSD symptoms improved dramatically. She left the sober living facility moving into housing with her voucher. Jenny has continued to succeed on probation and in the community. She participates in a weekly women's group and recently got employment with a local nonprofit as peer support. She continues to do counseling and psychiatry, and she excitedly let the team know that this is her first summer without a major mental health episode.

For Jenny, the greatest part of her success is that she has been able to have visits again with her two-year-old son and she hopes their connection and time together can continue to grow as she continues to stabilize in the community.

# CLINICAL AND RESOURCE ENGAGEMENT (CARE) PROGRAM (CONTINUED)

As a result of the comprehensive support of the CARE team, along with other evidence-based practices, the 20th Judicial District boasts a 73% probation success rate, well above the state average of 66%.”

## Highlights of the Program:

- In 2021, CARE met with a Medicaid-focused counseling agency in the community and co-wrote a grant for post-traumatic stress disorder (PTSD) treatment for individuals on probation. This resulted in a two-year pilot program supporting probation clients in accessing intensive PTSD treatment centered on either symptom reduction or memory reprocessing. The grant funding allowed transportation and childcare assistance so that they could successfully complete six weeks of therapy multiple times weekly. The memory reprocessing intensive treatment was particularly successful, and the agency has continued to offer that model to probation and community clients to support their PTSD.
- In 2025, CARE will receive state Byrne State Crisis Intervention Program (SCIP) funding focused on reducing gun violence and will implement a curriculum for the 40% of juveniles on probation in the 20th District whose charges included a firearm. These efforts continue to support clients in achieving success through clinical interventions and education to support overall community safety.

# LOOKING AHEAD

Opening of the Joe Pelle Center, which brings Community Corrections under county management, allowing us to be more thoughtful in implementing evidence based practices and continued and evolving collaboration with community partners.

New case management software aligning programming into a single system and allowing for better continuity of service delivery as well as reporting on recidivism and other outcomes.

A Sequential Intercept Model (SIM) mapping process supported through a technical assistance grant from the GAINS Center for Behavioral Health and Justice Transformation and held in April 2025, brought together over 50 stakeholders from Boulder County to develop a comprehensive picture of how people with mental illness and co-occurring disorders flow through the justice system, identify gaps and opportunities, and develop priorities to improve system and service level responses. We look forward to the final report coming out of this effort and the guidance it will provide in strategic planning and justice system development.

# THANK YOU ALL

We are grateful to the BOCC, our stakeholders, the community, and our staff for the ongoing great work taking place in the criminal justice system.



**Community Services  
Department**