

# ADULT COURT SERVICES 2021 ANNUAL REPORT



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## HISTORY OF ADULT COURT SERVICES

In 1961 the first formal pretrial release program in the United States was instituted in New York City. Known as the Manhattan Bail Project, its success generated national interest, and by 1965 multiple jurisdictions reported operating programs modeled after it, including the city of St. Louis.<sup>1</sup> On July 1, 1968, state Probation and Parole assumed the operations and functions of the St. Louis City Adult Probation Department, which included the city's pretrial release program.<sup>2</sup>

In 1972 the circuit judges of the 13<sup>th</sup> Judicial Circuit established the Director of Court Services position, which would later become known as the Court Administrator. The primary focus was the administration of juvenile court programs, but the position also had other responsibilities and objectives related to the criminal court, one of which was a mandate to explore and implement a pretrial release program.<sup>3</sup> In 1973 the Director of Court Services conducted a feasibility study of pretrial release,<sup>4</sup> but no formal program was established at that time.

In 1975 state Probation and Parole formally acknowledged an intent and willingness to provide pretrial investigation and supervision services to all of Missouri's trial courts,<sup>5</sup> however, the final decision to do so appears to have been made on a district by district basis. Anecdotal evidence suggests Boone County began receiving these services in the mid to late 1970s.

In 1981 state Probation and Parole eliminated pretrial investigations and supervision services for Boone County, citing a lack of funding.<sup>6</sup> At the same time a Jail Study Task Force was established to examine the Boone County Jail overcrowding problem and make recommendations concerning alternatives to incarceration. Recognizing the importance of pretrial release services, and upon recommendations of the Jail Study Task Force, Boone County provided funds to the Circuit Court to establish the Adult Court Services (ACS) office and employ a full time Court Services Officer (CSO) to conduct Bond Investigations and Bond Supervision. In early 1982 the position was filled, and later that year a second CSO position was added to assist the first and implement the Community Service Work program. With this addition the first CSO began assuming administrative and supervisory duties.

In 1983 state Probation and Parole eliminated certain supervision services to misdemeanants. The Fines, Costs and Restitution program was created in the ACS office to provide collection services for some cases previously collected by state Probation and Parole.

In 1988 a federal court limited inmate census at the Boone County Jail, which required excess jail inmates to be housed at other jails. To negate the cost of housing defendants in other facilities, an electronically monitored Home Detention program was established to provide an additional alternative to jail incarceration. A new CSO position was added to administer this program. With this addition, ACS staff consisted of the supervisor, two CSOs and an administrative assistant.

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<sup>1</sup> Schnacke, T.R., Jones, M.R., Brooker, C.M.B. The History of Bail and Pretrial Release. *Pretrial Justice Institute*, p. 10, 12

<sup>2</sup> *Missouri Blue Book*, 1969-1970, p. 402

<sup>3</sup> Court Services Director Emphasizes Involvement. (1972, November 18). *Columbia Missourian*, p. 3

<sup>4</sup> Jury Report Overlooks Jail Renovation Factors. (1973, July 8). *Columbia Missourian*, p. 27

<sup>5</sup> *Missouri Blue Book*, 1975-1976, p. 1014.

<sup>6</sup> County to Ask City for Input on Investigator. (1981, November 25). *Columbia Missourian*, p. 6B

In 1990 the Fines, Costs and Restitution program was expanded after policy changes resulted in more types of cases being supervised. The Home Detention program also saw a significant increase. A third CSO was added to assist with these growing programs.

In 1992 the Victim Impact Panel (VIP) was implemented in Boone County to help alcohol and traffic offenders understand the consequences of their actions. ACS was given responsibility to track and assist this program.

In 1997 the jail administered Work and Education program commenced, with ACS providing reports to assist the court in determining participation. The court also approved the implementation of a dedicated video link between the courthouse and jail to be used in certain associate circuit court proceedings. ACS began using this video system to interview jail inmates for investigation purposes and assumed responsibility for collecting and reporting statistical data on its use.

The beginning of the 21<sup>st</sup> century was a period of growth and change for the office. In 2001 ACS began providing reports to the court to assist in determining participation in the Work Search/Work Release program. With passage of the Law Enforcement Sales Tax in 2002, the Boone County Commission funded a fourth and fifth CSO in 2003 and 2004 to work with an expanded Home Detention/Electronic Monitoring program, which included the new technologies of alcohol monitoring (adopted in 2002), and GPS (adopted in 2004), as well as the ACS supervised Probation and ACS supervised judicial Parole programs, created in 2003 and 2004, respectively.

Since 2004, ACS has experienced level staffing with five CSOs, two administrative assistants and the supervisor.

## **OBJECTIVES OF ADULT COURT SERVICES**

The establishment of ACS was the result of a jail overcrowding problem. The development of ACS is the result of changing needs of the court.

ACS administers alternatives to incarceration. The objectives of ACS are:

1. Recommend pretrial release for defendants who cannot post initial bond, who pose little or no danger to themselves or to the community, and who are likely to appear in court.
2. Supervise defendants who are released from jail under ACS supervision as a condition of bond.
3. Provide an electronically monitored home detention program for intensive supervision of defendants. Participants include pretrial, pre-sentence, and sentenced defendants.
4. Supervise defendants who are placed under ACS supervision as a condition of probation.
5. Supervise defendants who are placed under ACS supervision as a condition of judicial parole.
6. Provide supervision, monitoring, and collection efforts for defendants placed under ACS supervision who owe fines and related costs.
7. Provide information to defendants on programs required as a condition of probation, such as the Victim Impact Panel (VIP), Stealing Offenders Program (STOP), Batterer Intervention Programs (BIP) and Substance Abuse Traffic Offender Program (SATOP).
8. Evaluate incarcerated defendants for the jail administered Work and Education program, which can include participation in Alcoholics Anonymous and Narcotics Anonymous meetings, religious services, education, and trustee work. Successful participants receive a reduced sentence and prepare for release from jail.
9. Evaluate current and future Boone County Jail inmates for participation in the sheriff administered Work Search/Work Release program. Successful participants obtain and maintain employment, pay their confinement costs and earn income which could be used for court costs, fines, restitution, child support and other debts.
10. Supervise defendants ordered to perform community service work under ACS supervision.

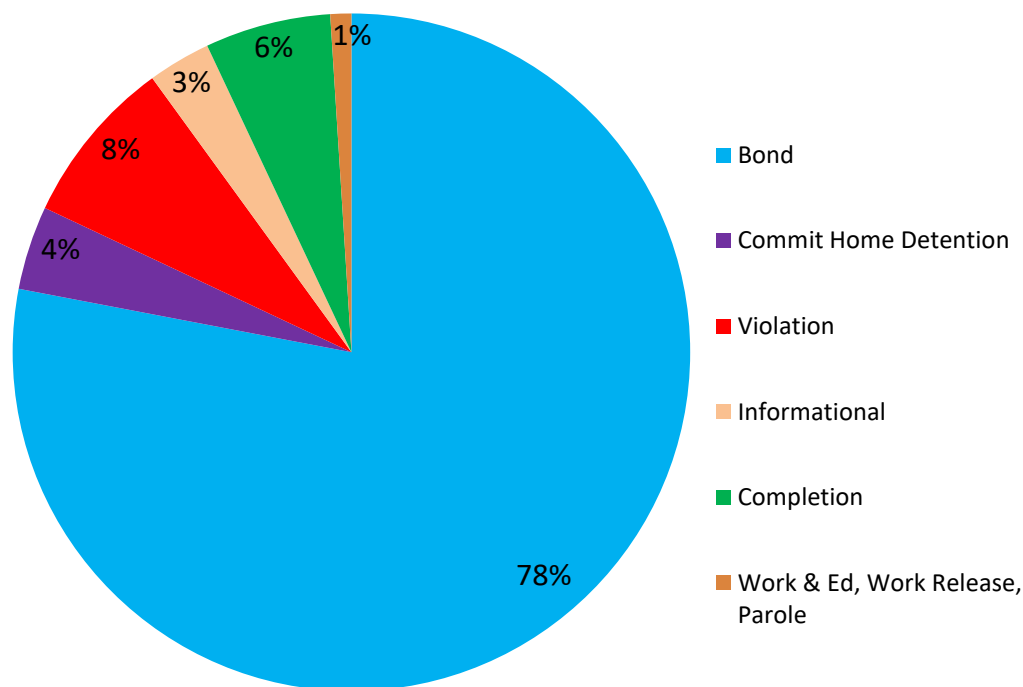
## **FORWARD**

ACS has long benefited from highly experienced staff. In late 2021 a CSO retired, which was the first time a change had occurred in that position category for nearly a decade. Prior to this retirement the five CSOs and supervisor ranged from approximately 10 to 29 years of ACS experience, averaging over 21 years per person. Each of these staff members had supervised hundreds to thousands of defendants in the various ACS programs, and all had submitted several thousands of reports to the court, with one staff member exceeding 13,000. The overwhelming majority of this work is pretrial.

Statistically 2021 was mostly comparable to 2020, albeit with slight declines in the majority of categories. The exceptions to this trend were in outcome measurements for several supervision programs, most notably in bond supervision, which saw a profound increase in positive outcomes in comparison to the prior year. Home detention and misdemeanor probation supervision also saw increases in positive outcomes.

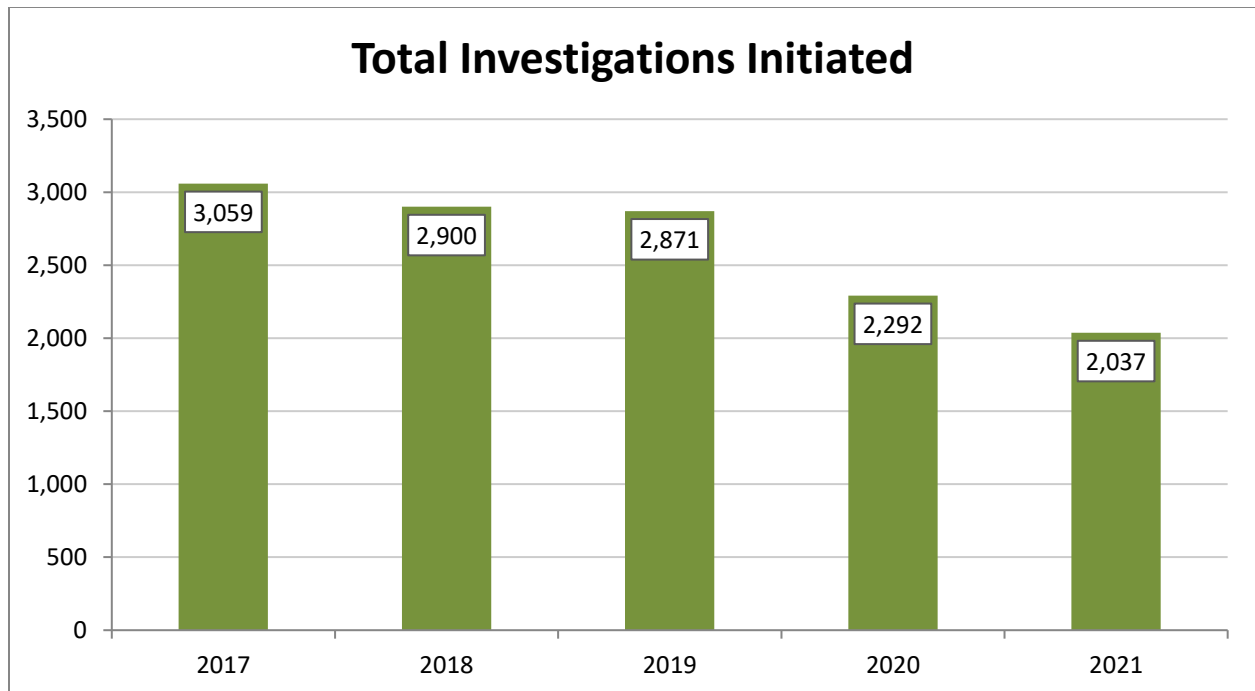
## STATISTICAL OVERVIEW

### Investigations By Type

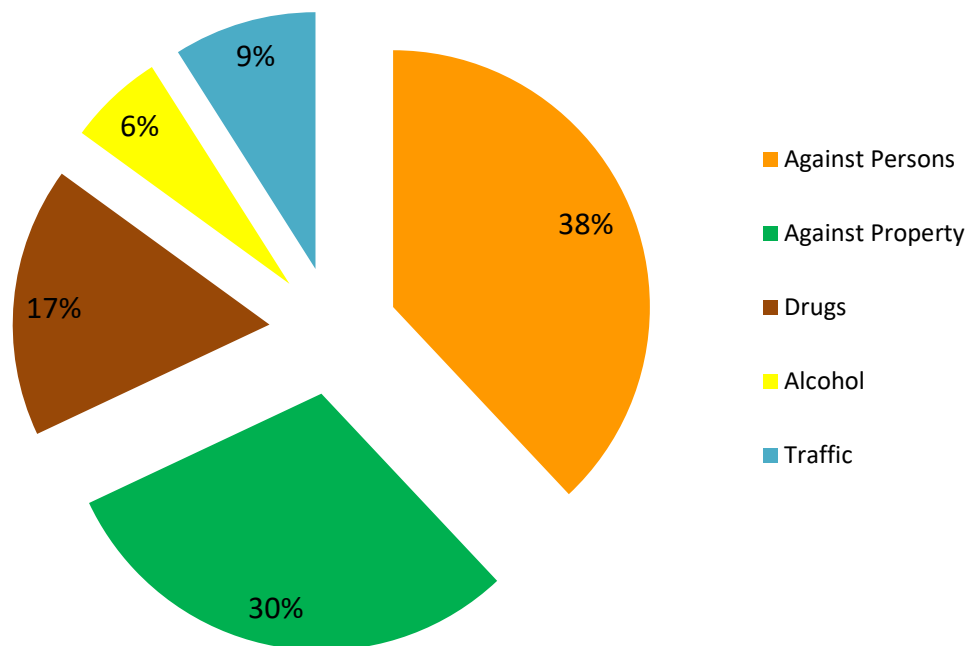


In 2021, ACS initiated reports in 2,037 cases, an 11% decrease from 2020. Of these, 1,584 (78%) were bond investigations; 95 (4%) were commit home detention/sentencing reports; 165 (8%) were violation reports; 70 (3%) were informational reports and 117 (6%) were completion reports. The remaining 6 (1%) consisted of 1 work and education report, 4 work search/ work release reports and 1 parole investigation.

For comparison, in 2020 ACS initiated reports in 2,292 cases. Of these, 1,682 (73%) were bond investigations; 81 (4%) were commit home detention/sentencing reports; 396 (17%) were violation reports; 79 (3%) were informational reports and 46 (2%) were completion reports. The remaining 8 (1%) consisted of 5 work and education reports, 1 work search/ work release reports and 2 parole investigations.



### Investigations: Types of Charges or Convictions

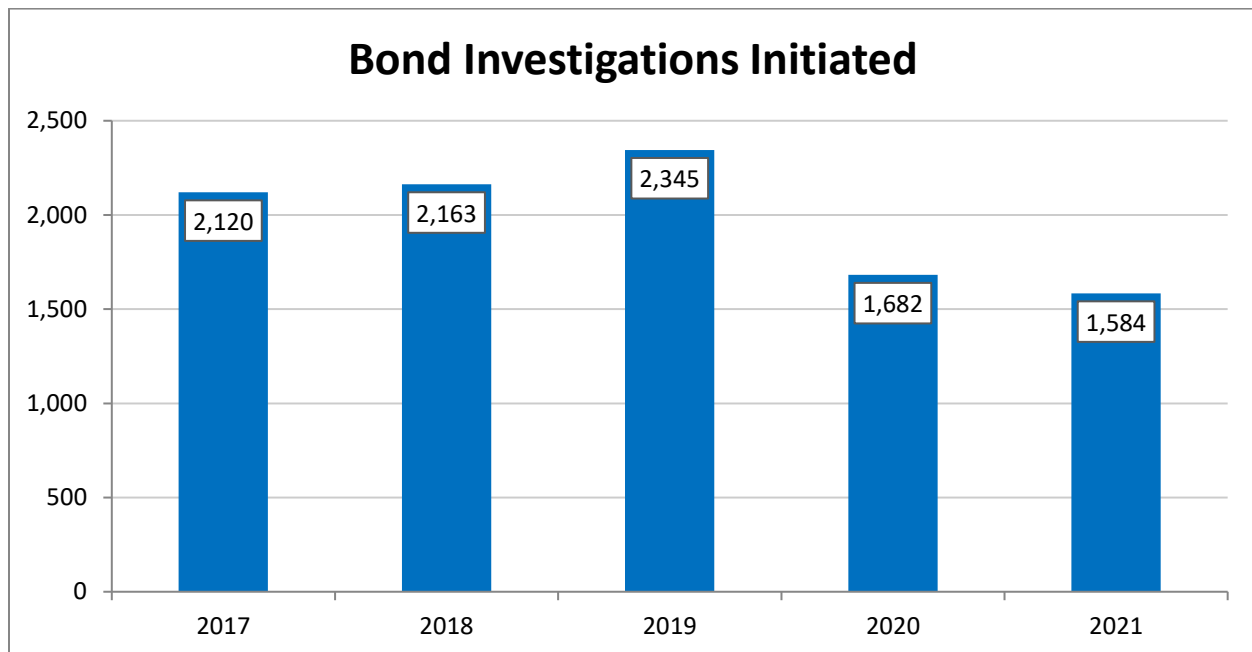


Thirty-eight percent of the charges or convictions referenced in 2021's investigations were for crimes against persons, 30% for crimes against property, 17% for drug-related offenses, 6% for alcohol related offenses, and 9% for traffic-related offenses (such as driving while suspended or revoked).

## BOND INVESTIGATIONS

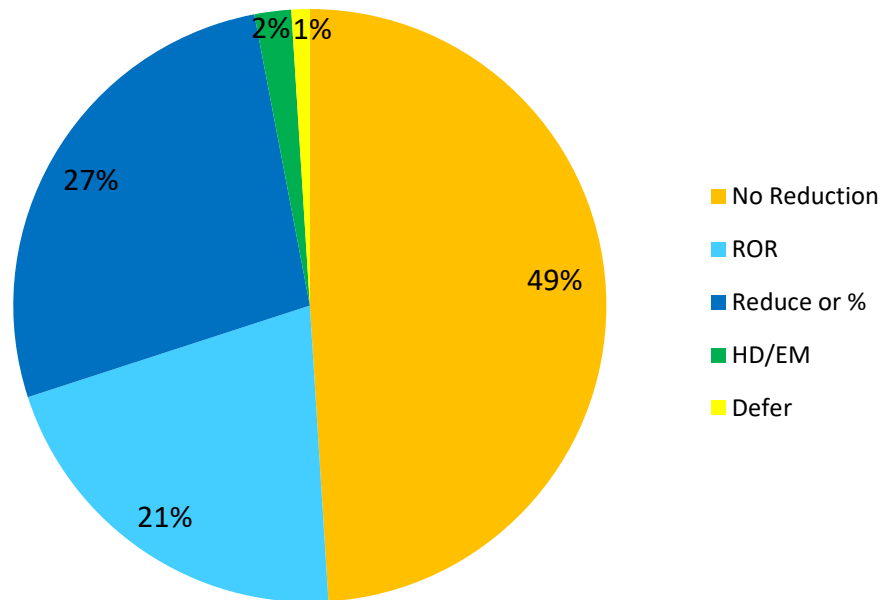
The court orders a bond investigation for defendants at the Boone County Jail who cannot post the initial bond set. ACS officers provide a thorough criminal history check and the defendant is interviewed about ties to the community, employment history, and other factors. Information is also obtained from third parties. The completed report presents the facts and recommends a course of action based on the subject's suitability for release from custody.

Recommendations regarding bond can include no reduction, home detention/electronic monitoring, reduction in bond, posting a percentage of the bond in cash or release on own recognizance ("ROR").

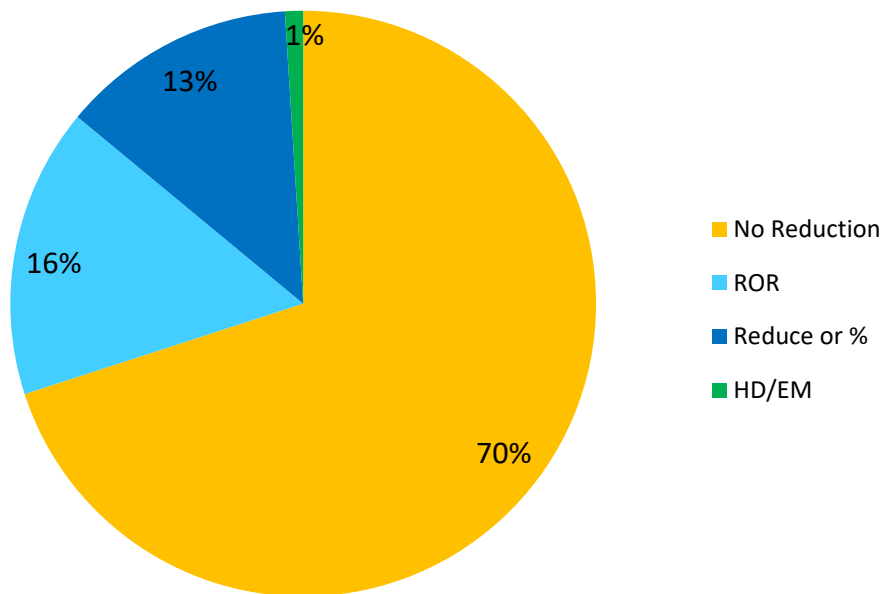


In 2021, ACS initiated bond investigations in 1,584 cases and completed or closed bond investigations in 1,596 cases. One hundred forty six of 2021's initiated bond investigation cases resulted in bond being posted or the matter being resolved prior to the completion of the bond investigation report. An additional 93 cases included defendants who did not qualify for a bond investigation. Reasons for this could include being under a detainer from the Department of Corrections or federal authorities, currently serving a commit jail sentence, or a refusal to be interviewed for the bond investigation. Of the remaining cases, ACS recommended no reduction in 49%, ROR in 21%, a reduced bond/percentage of bond in 27%, home detention/electronic monitoring in 2% and deferral to the court in 1%. This compares with 2020 recommendation rates of no reduction in 46%, ROR in 20%, a reduced bond/percentage of bond in 28%, home detention/electronic monitoring in 3% and deferral to the court in 3%.

## ACS Bond Investigation Recommendations by Case

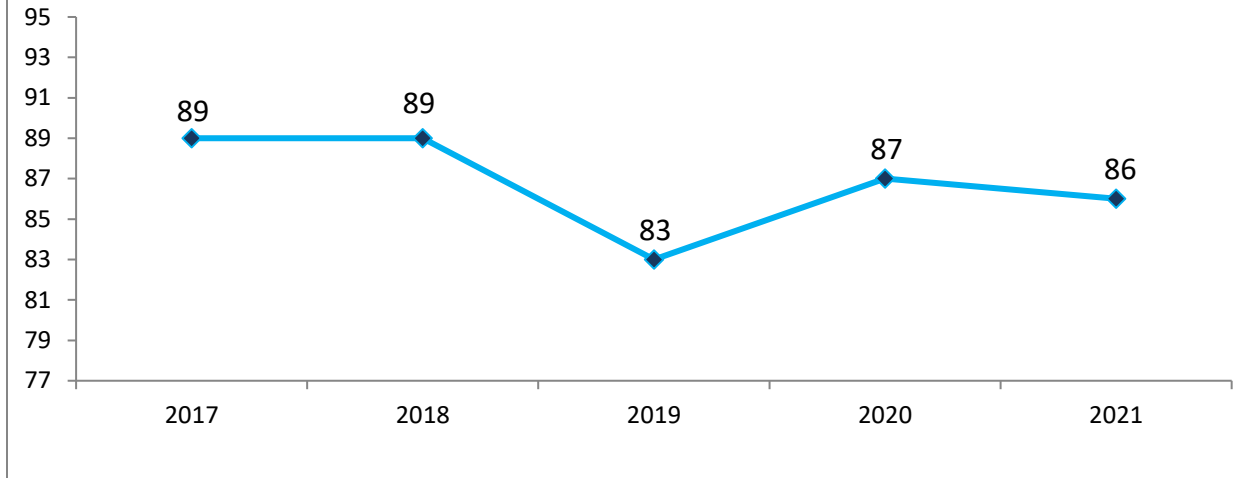


## Court Response To ACS Bond Investigation Recommendations by Case



In response to the bond investigations reviewed by the court in 2021, an order for no reduction was entered in 70% of the rulings, ROR in 16%, reduced bond/percentage of bond in 13% and home detention/electronic monitoring in 1%. This compares with 2020 disposition rates of no reduction in 67% of the cases, ROR in 15%, reduced bond/ percentage of bond in 16% and home detention/electronic monitoring in 2%. The court can enter multiple rulings in response to a bond investigation prior to case disposition; in 2021 this represented 6% of rulings.

### Bond Investigations: Percentage Completed In Three Days



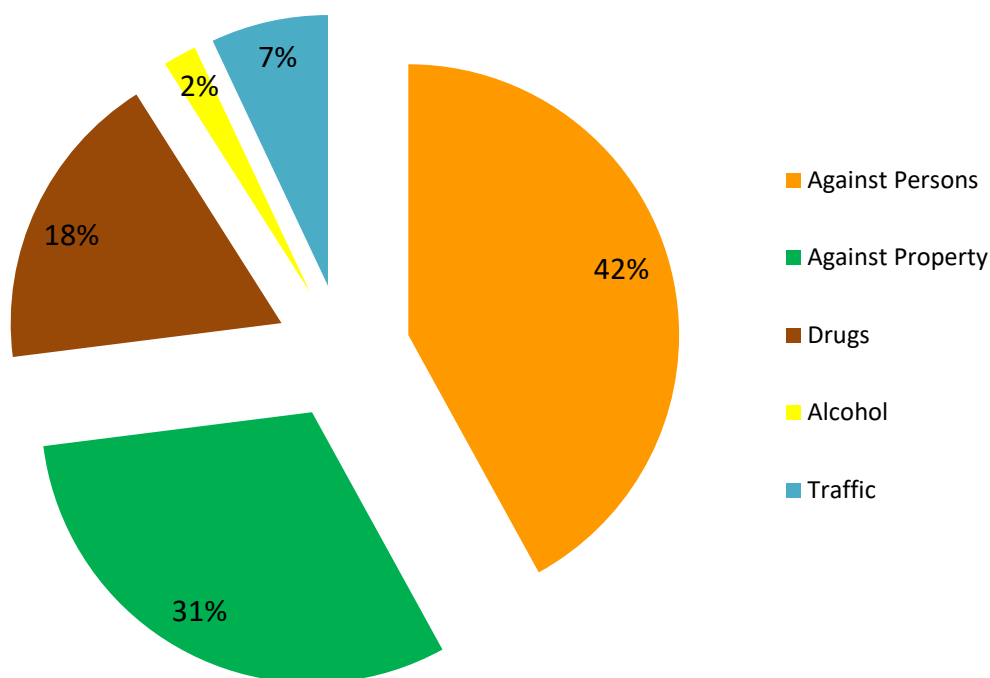
The court orders bond investigations upon initial appearance, which is typically the next business day following an arrest and detention. Bond investigations can also be ordered at other times. ACS strives to submit these reports in a timely manner, with a goal of submitting at least 80% within three business days of the order. In 2021 ACS submitted 86% within three business days, a slight decrease from 2020's 87%.

## BOND SUPERVISION

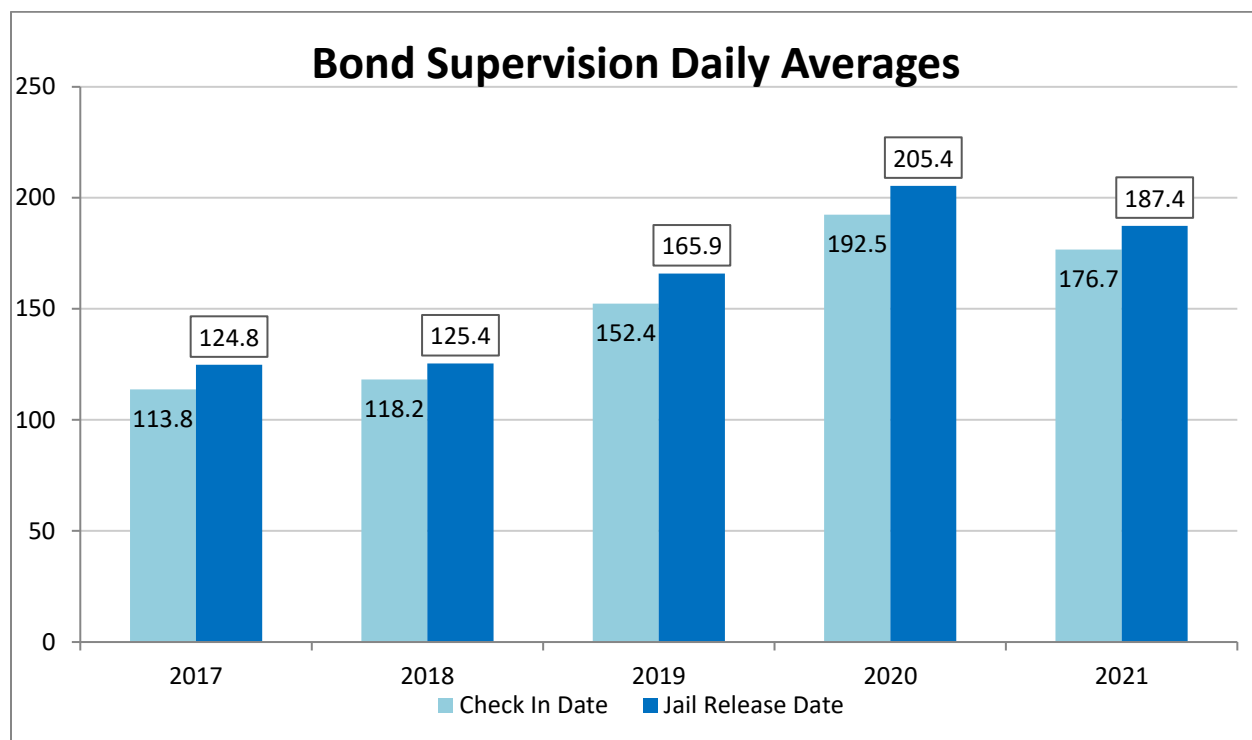
Defendants released from custody pursuant to a bond investigation are typically subject to bond supervision by ACS. The court may also place defendants on bond supervision without reviewing a bond investigation. Defendants on bond supervision typically report at least once per week to ACS and provide updated information regarding employment, contact information (telephone number and address), attorney status, activities, and next court appearance date. Conditions may be applied to a defendant's release such as participating in treatment or counseling programs, restriction from visiting certain places, and having no contact with alleged victims or co-defendants. Defendants who do not report as directed or who are found to be in violation of their bond conditions are reported by ACS to the court and are subject to revocation.

For administrative purposes, the bond supervision population does not include pre-disposition defendants who are electronically monitored by ACS. Those defendants are included in the home detention/electronic monitoring population.

### Bond Supervision: Charge Types



Forty two percent of 2021 bond supervision charge types were for crimes against persons, 31% for crimes against property, 18% for drug-related offenses, 2% for alcohol related offenses and 7% for traffic-related offenses (such as driving while suspended or revoked).

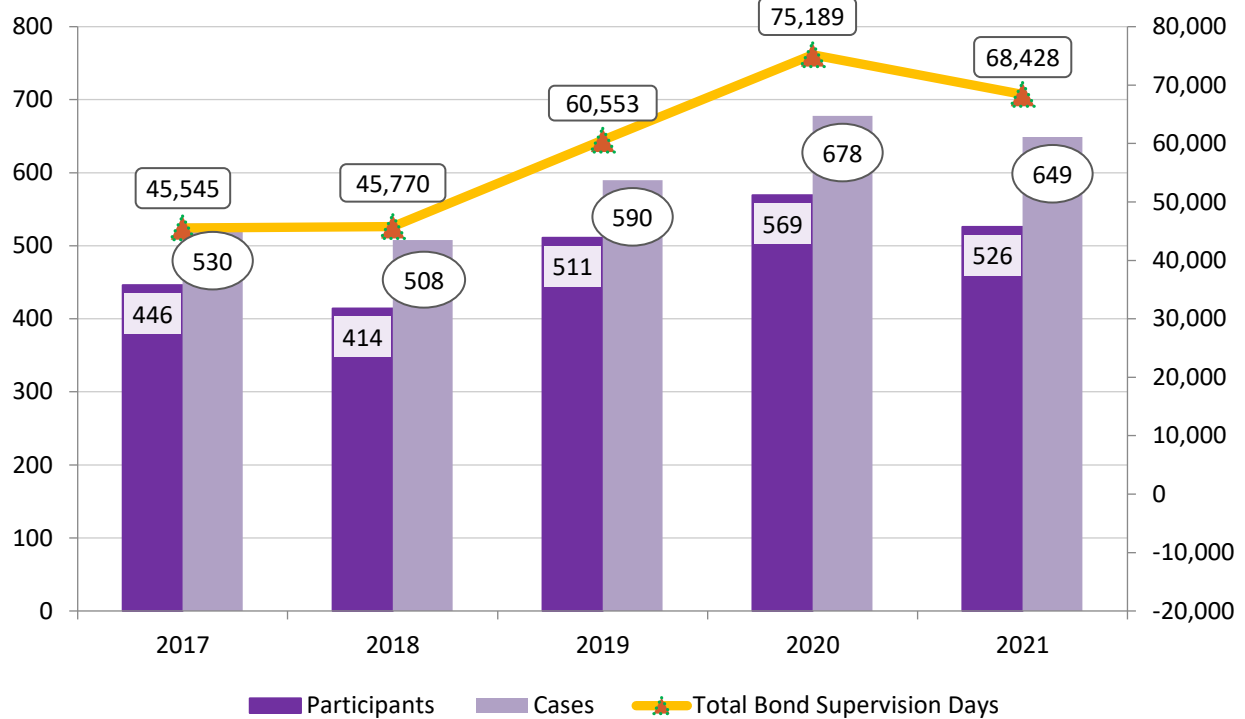


ACS gathers data by both the defendant's first check in date and their Boone County Jail release date. Defendants do not always report immediately upon release from jail. Reasons for delay can include a release time outside of regular business hours, the existence of outstanding warrants or holds that transfer the defendant directly to the custody of another jurisdiction, immediate placement in a residential treatment program or transfer to a hospital for medical treatment.

The optimal daily inmate housing capacity for the Boone County Jail is 210. In 2021, the jail averaged 173 inmates in house with an additional 59 housed in other facilities, for a total daily inmate housing average of approximately 232. The 2021 cost estimates for inmates housed at other facilities are approximately \$43, which does not include transport costs. This report will base estimates for monetary savings on the \$43 figure.

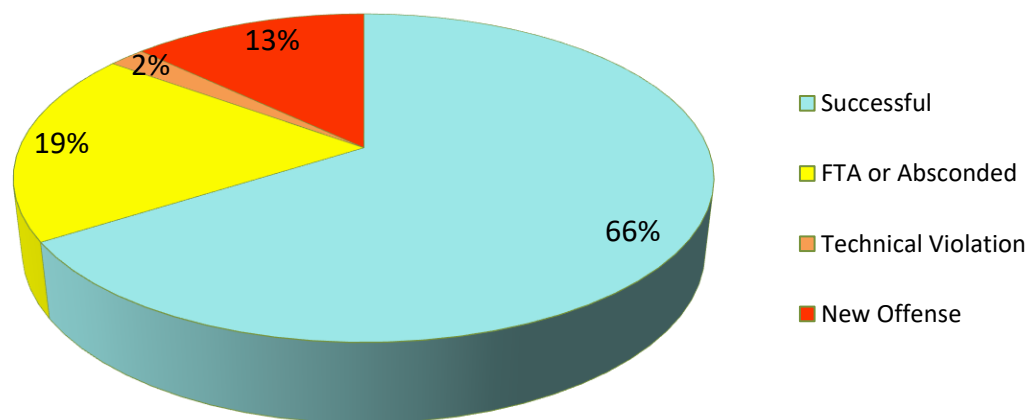
The pre-disposition bond supervision program totaled 68,428 days of supervision in 2021, equating to an average of 187.4 participants per day, the second highest total in office history. At a daily cost of \$43 for housing in other facilities, the 2021 figures could represent a savings of \$2,942,404.

## Bond Supervision: Participants, Cases, Total Days



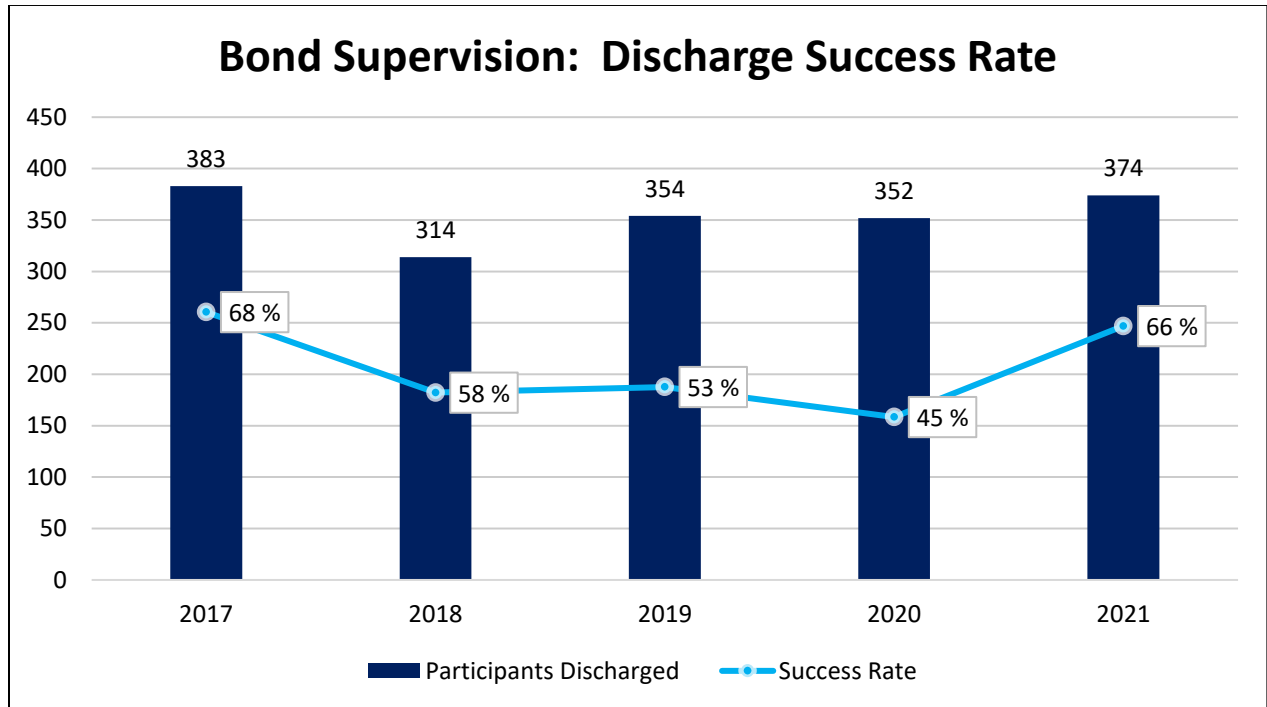
During 2021 the pre-disposition bond supervision program had 526 participants, an 8% decrease from 2020's total of 569. These individuals were represented by 649 cases, a 4% decrease from the 678 cases in 2020. The total days of supervision was 68,428 for 2021, a 9% decrease from 2020's 75,189 figure.

## Bond Supervision: Participant Outcomes



There were 374 defendants removed from bond supervision in 2021. Of those removed, 66% were successful with the remaining 34% revoked by the court due to a violation of conditions. Of those revoked, 15% failed to appear, 4% absconded, 13% committed a new offense and 2% committed

a technical violation. The most common technical violation was engaging in prohibited contact with a victim. Defendants revoked from bond supervision may not remain incarcerated until their case is disposed; they could post bond, be released on an ROR and/or be reinstated on bond supervision.



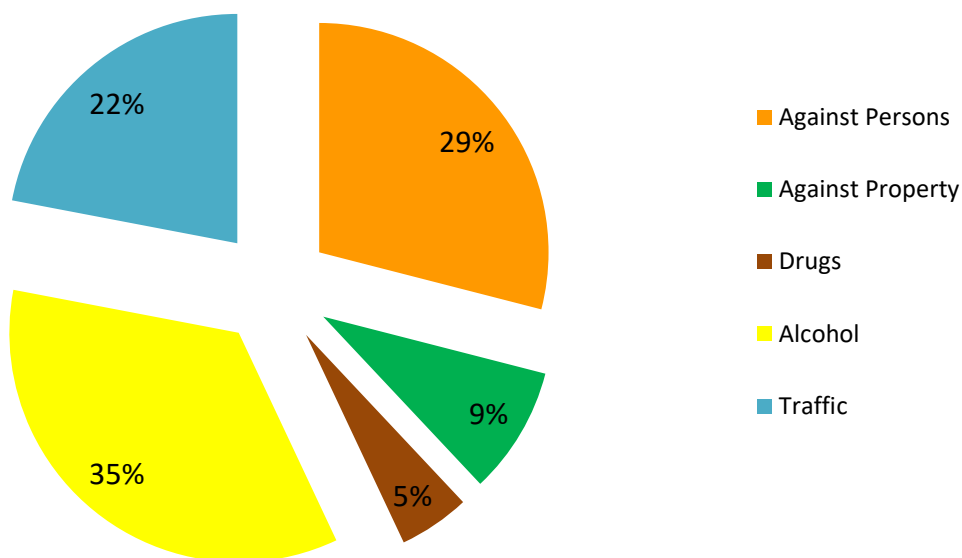
## HOME DETENTION / ELECTRONIC MONITORING PROGRAM

ACS supervised home detention is an intensive supervision program that utilizes electronic monitoring equipment to assist in ensuring compliance. Defendants can participate in lieu of serving a jail sentence or as a condition of bond. ACS determines the defendant's eligibility for the program and makes a recommendation to the court through a bond investigation if in pretrial status, or through a home detention/electronic monitoring report if the defendant is serving a commit jail sentence. Public safety and program integrity are reflected in the screening, selection, and supervision of program participants.

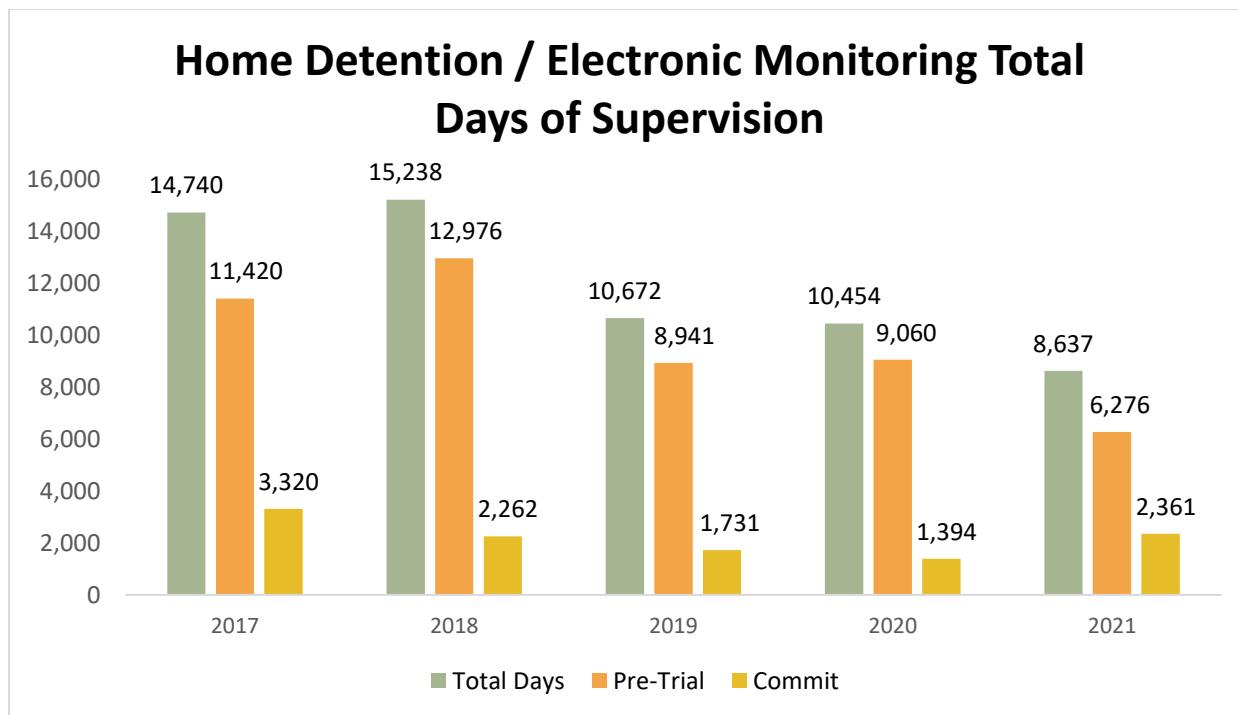
All participants serving commit sentences, and many pretrial participants, are electronically monitored 24 hours a day and follow a pre-set schedule. ACS utilizes a variety of monitoring equipment and selects the most appropriate type for the situation. Depending on the equipment used, participants can be monitored when they enter and leave their residence, if they enter or leave specific locations or areas, and if they consume alcohol. One CSO is on call at all times to monitor and respond to alerts and issues that require immediate action.

In 2021, ACS completed reports in 98 cases to consider home detention/electronic monitoring program eligibility for defendants serving commit jail sentences, a 26% increase from the 78 cases in 2020. For those 2021 cases in which the court rendered a decision, 76% were granted placement in the ACS supervised home detention/electronic monitoring program, 15% were granted placement in a comparable program administered by a third party, and 9% were denied. In 2020, 74% were granted placement in the ACS supervised home detention/electronic monitoring program, 21% were granted placement in a comparable program administered by a third party and 5% were denied.

### Home Detention/Electronic Monitoring: Types of Charges or Convictions



Twenty nine percent of 2021's home detention/electronic monitoring charges or convictions were for crimes against persons, 9% for crimes against property, 5% for drug-related offenses, 35% for alcohol related offenses and 22% for traffic-related offenses (such as second or subsequent offense of driving while suspended or revoked).



The ACS supervised home detention/electronic monitoring program averaged 23.7 participants per day with a total of 8,637 days for the year in 2021. At \$43 per day this could represent a savings of \$371,391.

Of the 8,637 days ACS monitored in 2021, 6,276 days (73%) of the total were pretrial, and 2,361 days (27%) were for a commit sentence. The participant total was 109 participants representing 130 cases. Of the participants, 46 (42%) were in pretrial status and 63 (58%) were serving commit sentences. Within 2021, the average supervision length for pretrial participants was approximately 136 days while commit participants averaged approximately 38 days.

ACS supervised home detention/electronic monitoring defendants can be required to pay fees to offset the cost of the program. Per Administrative Order 03-10, the standard daily cost is the greatest of the following: the state or federal minimum wage, the defendant's hourly salary, or the cost of the equipment to Boone County. In 2021 defendants paid the court \$103,192 to participate in the program. The court paid \$50,841 to its equipment vendor. The \$52,351 difference helped offset personnel and administrative costs of the program and fund equipment for defendants who were truly unable to pay.

Per policy, ACS does not directly supervise home detention/electronic monitoring participants who reside outside of Boone County. However, individuals with out of county residences are still eligible for consideration. For those with commit sentences, ACS submits a report to the court assessing eligibility and providing a recommendation. For those candidates granted or ordered participation by the court, ACS verifies placement into and completion of a comparable program

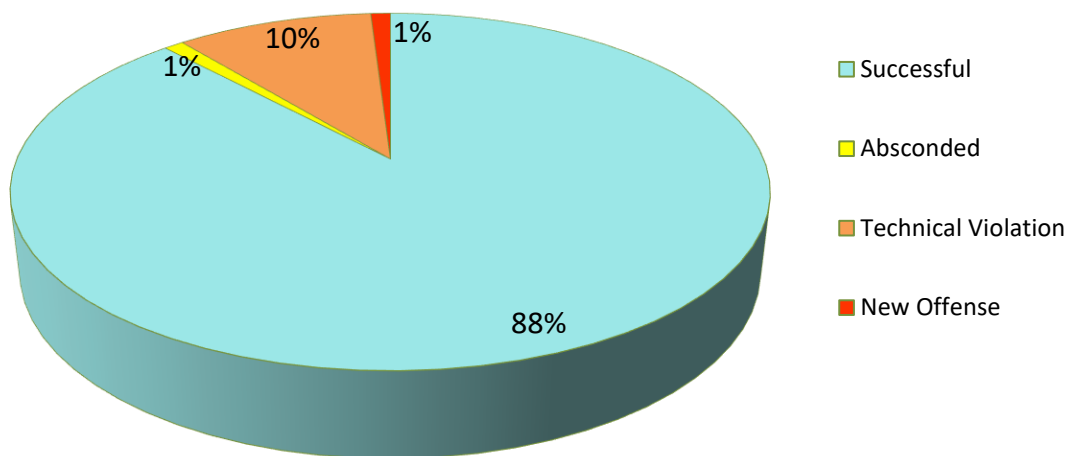
administered by an approved third party. In 2021, 14 defendants served 326 days in lieu of commit sentences via third party electronic monitoring programs. At a cost of \$43 per day this could represent a savings of \$14,018.

Pretrial defendants required to submit to electronic monitoring by an approved third party are also placed in the ACS supervised bond supervision program with standard conditions, including a condition to report to ACS regularly, and for administrative and statistical purposes they are included in the bond supervision population.

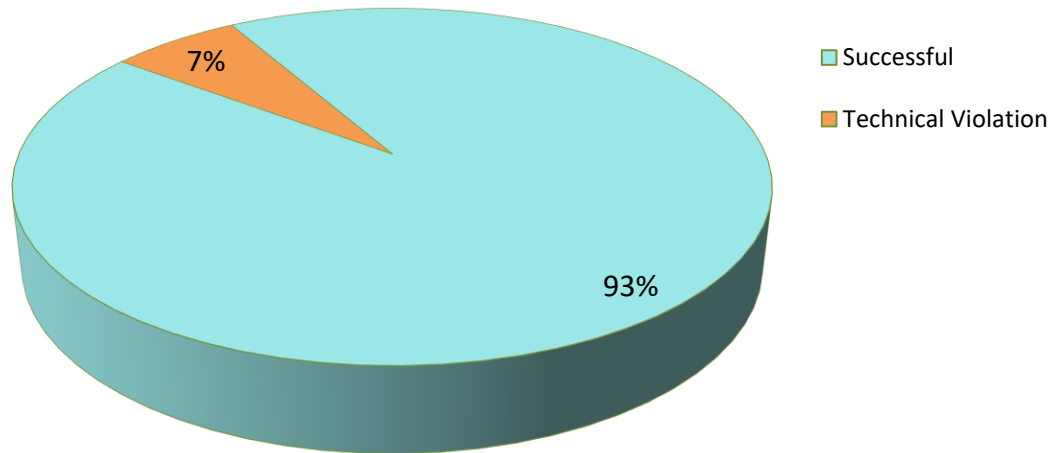
In 2021, 92 participants were removed from home detention/electronic monitoring with 81 (88%) successful and 11 (12%) revoked. Of those revoked, 1 participant committed a new offense, 1 absconded and the remaining 9 were for technical violations. These technical violations included testing positive for drug or alcohol use (5), contacting a victim or other prohibited persons (1) and not following other program or bond conditions (3).

Fifty-eight of the removed participants were serving a commit jail sentence and 34 were pretrial. Of those revoked from the program, 4 were serving a commit jail sentence and 7 were pretrial.

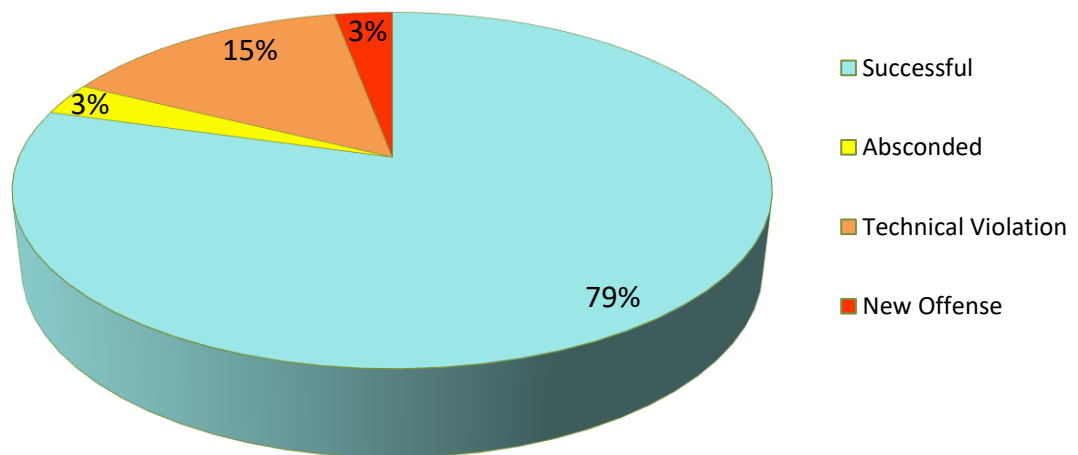
### Home Detention/Electronic Monitoring: Total Participant Outcomes



### Home Detention/Electronic Monitoring: Commit Participant Outcomes



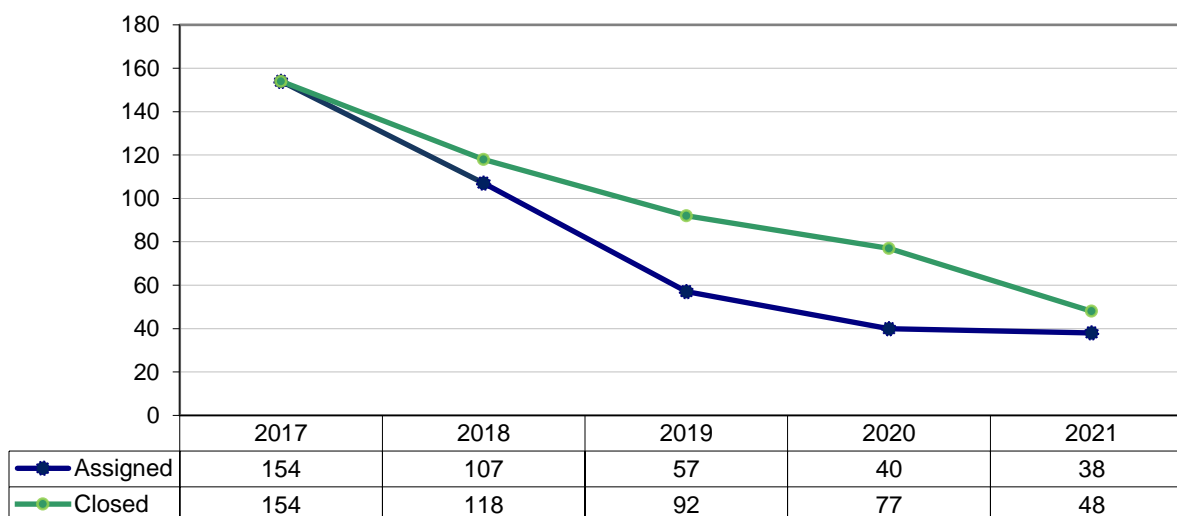
### Home Detention/Electronic Monitoring: Pretrial Participant Outcomes



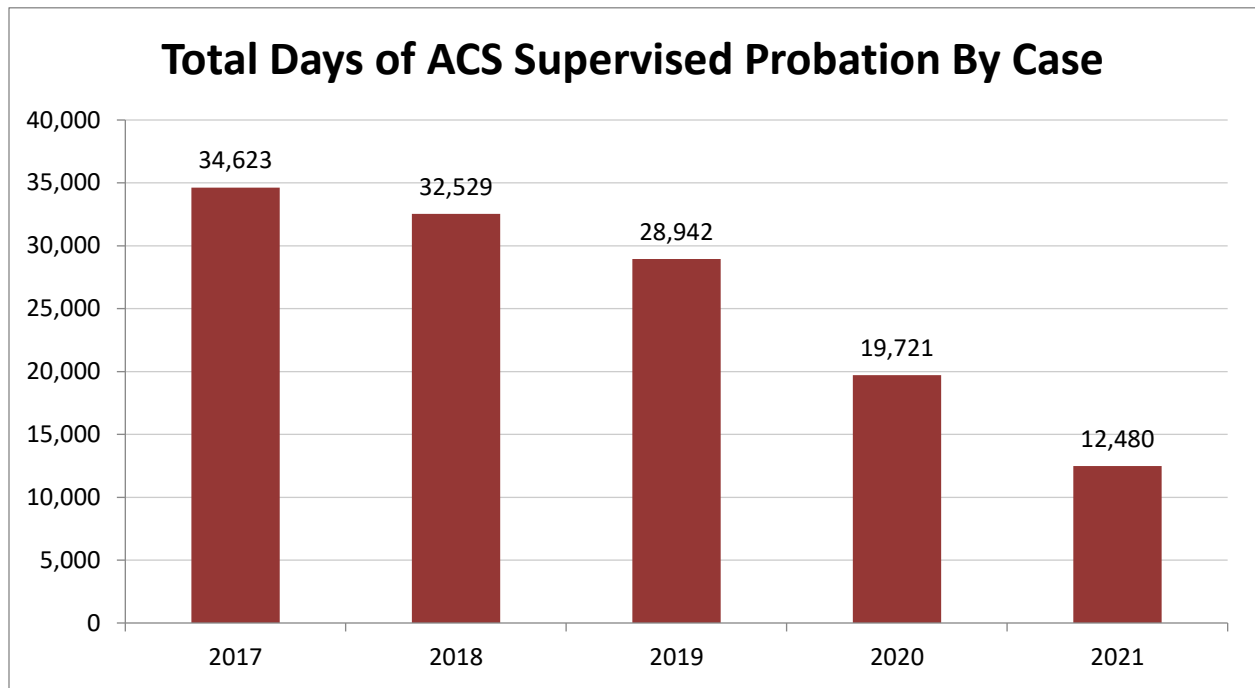
## ADULT COURT SERVICES SUPERVISED PROBATION

The ACS supervised probation program began in 2003 in response to statutory changes removing certain class A misdemeanors from state Probation and Parole supervision. Program eligibility is determined by Administrative Order 18-17. Defendants who meet specific probation conditions are removed from active supervision and their cases are converted to unsupervised probation.

### Adult Court Services Supervised Probation Cases Assigned vs. Closed



During 2021, 33 individuals in 38 cases were assigned to ACS supervised probation, which was in addition to the 72 individuals and 75 cases still active from 2020. The 38 assigned cases in 2021 reflect a 1% decrease from the 40 assigned cases in 2020. Throughout 2021 there were 48 cases released from probation. Of those released cases, 41 (85%) were successful completions, meaning specific conditions were met and the supervision status was amended to unsupervised. Seven (15%) were unsuccessful, meaning probation was revoked or removed from ACS supervision without having met the required specific probation conditions.



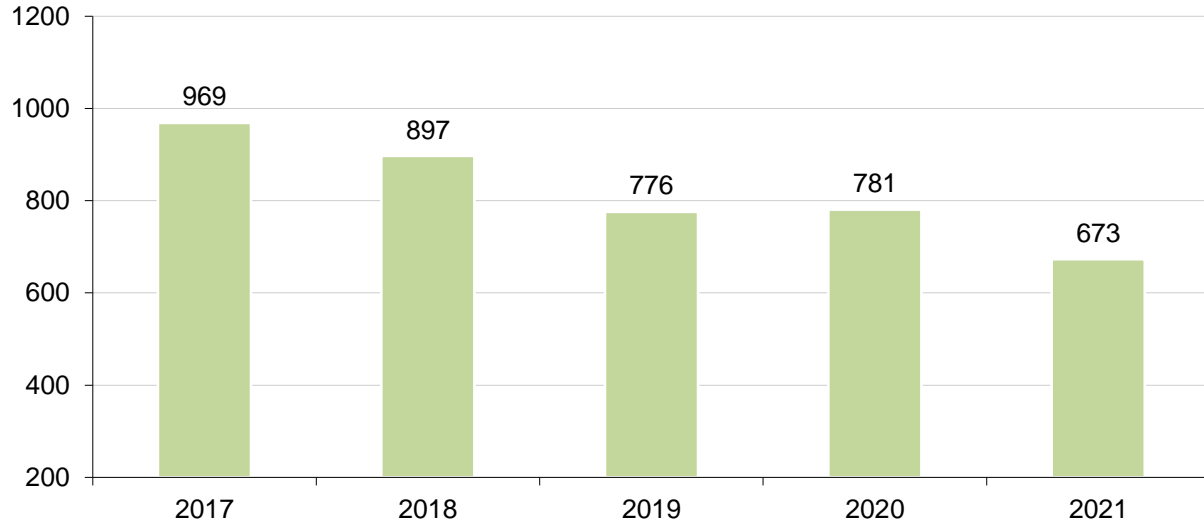
In 2021 Boone County defendants served 12,480 days in ACS supervised probation cases, a 37% decrease from the 19,721 days in 2020. The data reflected in the chart above excludes time in which an active warrant for probation violation exists.

## FINES & RELATED COSTS PROGRAM

ACS supervises defendants not under the supervision of state Probation and Parole who have been assessed a fine and related costs and cannot pay in full on the day of sentencing. Under the formal administrative plan for collection of court debt pursuant to Supreme Court Operating Rule 21, these defendants have 90 days in which to pay. Defendants unable to pay within 90 days are given the opportunity to negotiate a formal payment plan which is submitted to the court for approval. These plans are formulated with the goal of achieving a positive outcome and can include the option of performing community service work in lieu of paying the fine. Once approved by the court, ACS monitors payments, recommends extension requests for defendants who genuinely attempt to meet their financial obligations, sends overdue notices, and submits warrant requests for those who abscond from supervision, do not pay, or do not perform community service work as directed.

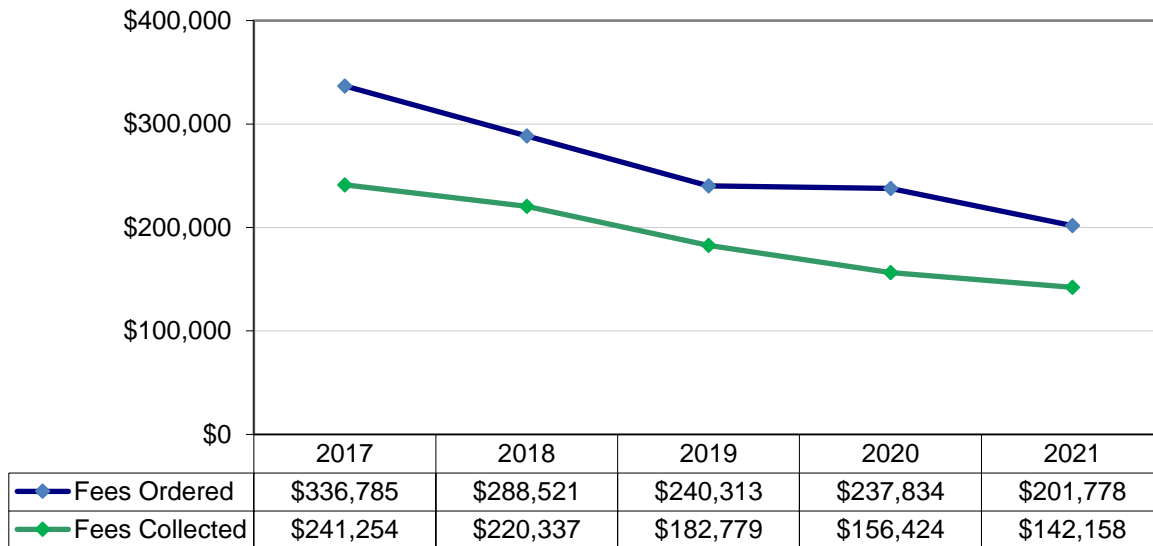
In cases in which ACS does not have collection responsibility, costs are collected through other programs including collections by the circuit clerk's office, the tax intercept program, and the judiciary's third-party debt collection agency.

### Payment Monitoring: Number of Annual Cases Ordered



ACS was ordered to monitor payment compliance in 673 cases in 2021, a 14% decrease from 2020.

## ACS Supervised Payments Ordered and Collected



Court-ordered amounts in 2021 totaled \$201,778, a 15% decrease from 2020. Collections totaled \$142,158 in 2021, a 9% decrease from 2020. Collections in 2021 were 70% of case totals, an increase from 2020's 66%.

Due to the time between sentencing and the 90 day due date, as well as extended due dates formulated by payment plans, amounts ordered and collected are not entirely comparable to one another, or prior years.

## **ADULT COURT SERVICES SUPERVISED JUDICIAL PAROLE**

The ACS judicial parole program was established to provide a program of structured, supervised release as an alternative to Boone County Jail incarceration. Jail inmates serving sentences who meet certain criteria set forth in Administrative Order 01-06 are eligible for consideration. The court may grant parole without a report, but typical practice is for ACS to submit a report prior to consideration. Each day served on judicial parole counts as a jail day served in determining a defendant's release date.

In 2021, ACS completed a judicial parole report in 1 case. The court granted parole. For comparison, in 2020 ACS completed judicial parole reports in 2 cases. The court did not grant parole for either of those.

In 2021, 1 defendant representing 1 case totaled 90 days of participation in the ACS supervised judicial parole program. There were 159 days of participation in 2020.

## **WORK SEARCH / WORK RELEASE**

Work search/work release is a Boone County Sheriff administered program that provides jail inmates the opportunity to obtain or maintain employment while serving a sentence. Current and future jail inmates may petition the court to participate in this program. If ordered, ACS provides the court with a report and recommendation for or against participation.

In 2021, ACS completed work search/work release reports in 4 cases. The court granted participation for 1 of these. For comparison, in 2020 ACS completed a work search/release report in 1 case, which the court denied.

## **WORK & EDUCATION**

"Work and Education" is a Boone County Sheriff administered program that provides jail inmates with experience, training and an opportunity for service. Eligibility is determined by the criteria set forth in Administrative Order 06-18. Inmates receive a one-day (24 hour) reduction in their sentence for every 8 hours of approved program participation. With sheriff approval, inmates can petition the court to participate in this program. In response to this petition, ACS provides the court with a report and recommendation for or against participation.

In 2021, ACS completed a work and education report in 1 case, which the court denied. For comparison, in 2020 ACS completed work and education reports in 5 cases. The court granted participation in 2 of those.

## **COMMUNITY SERVICE WORK**

Community Service Work (CSW) recompenses the community for the harm caused to it by criminal acts. ACS supervises two types of CSW: (1) CSW ordered as a condition of ACS supervised probation, and (2) CSW allowed by the court upon ACS's recommendation in lieu of paying a fine.

CSW may only be performed at a qualified, not-for-profit, tax exempt agency. Tax exempt means the agency has either an IRS tax exemption letter or a Missouri sales tax exemption letter. This and all other CSW policies are explained at the outset to each program participant. ACS's goal is to maximize successful outcomes.

In 2021, 25 defendants representing 28 cases successfully completed 391 hours of CSW under ACS supervision. At the standardized \$20 per hour rate used by the court to value CSW hours, this represents a \$7,820 return to the community through participating not-for-profit agencies.

## **VICTIM IMPACT PANEL**

Certain traffic offenders are ordered by the court to attend the Victim Impact Panel (VIP) as a condition of probation. During this program, panelists share their experiences with serious traffic accidents in a non-judgmental way. The VIP program gives names and faces to victims and increases awareness of how events impact real people.

In 2021, 93 defendants attended the VIP program at the Boone County Courthouse. Defendants are required to pay a fee to attend the program, a portion of which is provided to the court. Revenue from this program totaled \$465.

Defendants who live a distance from the Boone County Courthouse, or who cannot attend this program on the first Monday of each month, can request approval to attend an equivalent online or in person program offered by the Mothers Against Drunk Driving (MADD) organization.

## MONETARY SAVINGS ESTIMATES

The list below represents a cumulative view of estimated minimum savings related to the work of ACS in 2021. These numbers are based on the information provided in this report and correspond to estimates of days defendants would have otherwise been incarcerated at the jail or housed out of county, as well as the sum of fees collected.

### JAIL DAYS SAVED

Bond supervision:	68,428
ACS supervised home detention/electronic monitoring:	8,637
3 <sup>rd</sup> Party home detention/electronic monitoring:	326
ACS supervised judicial parole:	90

Total:	77,481 @ \$43/day=	\$3,331,683
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### FEES COLLECTED

ACS supervised home detention/electronic monitoring:	\$52,351
VIP:	\$465

<b>TOTAL ESTIMATED SAVINGS</b>	<b>\$3,384,449</b>
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## **DISCONTINUED PROGRAMS, POLICIES AND PRACTICES**

### **Homebound Release**

The Homebound Release program ran from May to October, 1985. It allowed certain defendants with misdemeanor jail sentences to serve those sentences at their residence. Participants were required to remain in their home except for work or other court approved activities. ACS provided screening, recommendations and supervision, which included requiring weekly meetings with a CSO and daily compliance checks at the defendant's residence. An additional part time staff position was established to conduct the daily checks.

The program ended by agreement with the court and county commission. The population was much smaller than anticipated and the savings did not justify the costs. There was also significant resistance from the prosecutor's office. Although unsuccessful, the Homebound Release program developed basic concepts and practices that were later incorporated into the electronically monitored Home Detention program.

### **Community Service Work Orientation Meetings**

From July, 1999 to July, 2003, all defendants under ACS supervision for CSW, who were also Boone County residents, were required to attend a CSW orientation meeting. These meetings were held monthly at the courthouse, after regular business hours, and were conducted by a CSO. Defendants received two hours of CSW credit for participating. This practice ended in anticipation of major policy and procedural changes to the CSW program.

### **Saturday Bond Investigations**

From March to September, 2003, ACS implemented a rotating work schedule allowing for one CSO to work on Saturdays. The primary purpose was to initiate bond investigations on defendants who had been arrested and detained Saturday morning or the previous Friday evening. These bond investigations would be submitted to the court the following Monday with the goal of providing them prior to initial appearance. This practice ended when it became clear that much of the work performed on Saturdays was ultimately unproductive, primarily due to the subjects of the reports posting bond prior to report submission. In addition, the rotating work schedule negatively impacted office efficiency by creating a cyclical staffing shortage.

### **Adopt A Highway**

The Adopt A Highway program began in November 1988. Portions of I-70 and, later, 63 highways were adopted by the court for litter removal on a monthly basis. Defendants owing CSW were required to participate with exceptions granted for non-Boone County residents and documented medical excuses. One CSO and one deputy court marshal were responsible for supervision. The program ended in October 2003, due to safety concerns and policy changes.

## **Callaway County Court Services**

The 13<sup>th</sup> Circuit consists of Boone and Callaway Counties. In 1983 Callaway County Court Services (CCCS) was established with goals and objectives similar to ACS. It was suspended in 1994, reinstated in 1995, and suspended and reinstated in 1997. ACS maintained a degree of administrative support and oversight until about 2004. ACS also reported annual statistical information for CCCS in 1991, 1992 and 1996-2004. In 1999 all functions of the office were assigned to court marshal staff. After 2004 all administrative responsibility was assumed by the court marshal's office.

## **Jury Administration Assistance**

In March 1995, ACS staff were tasked with providing information and assistance to current and potential jurors. A dedicated telephone number was established in the ACS office for this purpose. By 1999 ACS staff were providing direct support to the Jury Commission Board by formulating, printing and assisting with mass mailings of jury questionnaires as well as screening and processing requests for excusal from jury service. In 2002, ACS ceased the mailing, screening and processing activities but continued the telephone information and assistance role. In January 2006, with the establishment of the Jury Supervisor position, all jury related responsibilities ended.

## **Security Responsibilities**

In the 1980s a radio base station was established in the ACS office to facilitate and assist security related communications in the courthouse. In the 1990s the office began housing video monitoring and recording equipment, linked to courthouse security cameras. During certain periods in the 1990s ACS staff were required to provide security screening at the main entrance to the courthouse, which included the operation of metal detectors and the physical search of persons. In 1995 manual duress alarms were installed in various courthouse locations with the associated monitoring equipment placed in the ACS office. ACS staff began providing monitoring and notification of these alarms to security personnel. In 2006 the alarm system was further expanded, resulting in a corresponding increase in ACS's responsibility. In September 2008, in conjunction with a major courthouse renovation and addition, the radio, video and alarm monitoring equipment were removed from the ACS office and all security responsibilities ended.

## **Drug Court**

In January 1998, the first drug court was held in Boone County. At that time staff consisted of one part-time employee, the Drug Court Coordinator, who was located in the ACS office. In May 1999, this position was amended to full time and placed under the authority of the ACS supervisor. In 2000 the ACS supervisor became a more active part of the program, receiving the additional designation of Drug Court Administrator in July of that year. In December 2001, an administrative decision was made to remove Drug Court from ACS and place it in its own division, with the Drug Court Coordinator assuming the Drug Court Administrator position. ACS continued to provide a degree of administrative support, primarily in the form of accepting and maintaining fee

remittances. That role ended in July 2009, when the circuit clerk's office assumed the responsibility.

### **ACS Probation Intake Meetings**

From early 2004 until April 2011, defendants placed on ACS supervised probation, who were also Boone County residents, were required to attend a probation intake meeting. These meetings were held monthly at the courthouse, after regular business hours, and were conducted by a CSO. Defendants were spoken to both as group and individually. The primary purpose was to explain general and specific probation conditions and ensure each defendant understood their probation requirements. ACS stopped conducting these meetings after changes to internal procedures rendered them redundant.

### **Community Service Work Supervision**

The CSW program began in July 1982. At its inception ACS assumed supervision responsibility for all state court ordered CSW, including probation cases under the supervision of state Probation and Parole. Program size reached a high in 2001 with 1,630 defendants ordered to complete 57,762 hours. In October 2003, the policy changed to require ACS supervision only in ACS supervised probation cases and in cases in which ACS supervises CSW performance in lieu of fines. This new approach was specifically intended to reduce the size of the CSW program which would allow ACS to focus on other objectives. In 2004, the year following this change, 288 defendants were ordered to complete 9,196 hours under ACS supervision. In 2011 statutory changes to certain driving offenses further reduced the amount of CSW ACS supervises.

### **Fines, Costs and Restitution Collection**

In December 1983, ACS began supervising the collection of fines, costs and restitution balances in certain case types not supervised by state Probation and Parole. In 1990 this responsibility expanded to include all cases not under the supervision of state Probation and Parole, including traffic offenses. In 1993 statutory changes allowed for driver's license suspension for nonpayment of traffic fines, and ACS ceased collection activity for traffic cases. That same year a part time aide position was created to focus solely on collections. This position was later converted to a full time administrative assistant position but with a continued collections focus.

In July 2003, the court began requiring all balances to be due "forthwith" upon sentencing, and the collections program was completely reorganized. Defendants unable to pay in full were allowed to enter a court approved payment plan formulated and administered by ACS, but only with a substantial monetary down payment. Defendants who informed ACS they could not comply were immediately returned to the sentencing judge. One CSO was designated with responsibility for the program, but due to the workload increase all CSOs and the supervisor were required to provide regular, ongoing assistance.

In 2006 ACS ceased collection of cases assessed with costs only. In this and subsequent years additional changes were made regarding the down payment deadline for payment plans, the

down payment amount requirements, the amount and types of forms utilized, paperwork flow and other policies and practices with intent to increase efficiency and reduce workload. In December 2011, the program was further restructured with the court adopting a new formal administrative plan for the collection of court debt based on Supreme Court Operating Rule 21.

In August 2013, statutory changes placed the responsibility of restitution collection with the prosecutor's office. The court modified the collection plan to accommodate this change and enacted several other revisions, including allowing defendants 90 days to pay fines and removing all costs collection responsibility from ACS. In July 2014, the court returned costs collections to ACS but only for those cases in which ACS is responsible for fines collection.

### **Alcoholics Anonymous/Narcotics Anonymous Informational Meetings**

In January 1999, as directed by the court administrator and upon consultation with the Court en Banc, ACS initiated a policy to recommend certain defendants on bond supervision be required to attend an Alcoholics Anonymous or Narcotics Anonymous informational meeting as a condition of bond. In February 1999, these informational meetings commenced. They were held at the courthouse, on a monthly basis, after regular business hours, and were led by volunteers affiliated with one or both associations. In November 2015, with consultation and direction from the Court en Banc and court administrator, these practices ended.

### **Associate Circuit Court Attendance**

Historically, CSOs attended associate circuit court for initial appearances and hearings involving recently incarcerated defendants. The primary purpose of this was to immediately receive notice of orders for bond investigations. Other reasons included the ability to obtain and review charging documents, police reports and other pertinent information obtained from prosecutor staff, afford an opportunity for timely communication with the court, and provide support for the video system. With the advent of electronic filing and the regular attendance of other court staff who could support the video system and facilitate communication, it became evident that continued CSO attendance was not necessary. In April 2017, in consultation with associate circuit judges and the court administrator, CSOs ceased attending those hearings on a regular basis.

### **DOC Video Conferencing**

In July 2012, ACS was tasked with developing the necessary practices and procedures for a regular circuit court video docket with defendants held in DOC. In July 2013, the court implemented this docket and assigned the organization and maintenance of it to ACS. In August 2017, an administrative decision was made to transfer primary responsibility to support staff in the judge's office, which took place in August 2018. ACS continued a support role by performing necessary tasks in the absence of assigned staff. In December 2020 and January 2021, administrative decisions were made to transfer responsibility to the circuit clerk's office and to remove any related responsibilities from ACS.

## **Video Statistical Data**

In July 1997, the court established a dedicated video link with the Boone County Jail for use in certain associate circuit court proceedings involving jail inmates. ACS was assigned responsibility for maintaining and reporting statistical data on the associate court's use of video. In 2008 this was expanded to include data reflecting ACS use of video via jail inmate interviews. In July 2013 and August 2014, the responsibility was expanded further to include data resulting from the newly established circuit court video docket for DOC inmates, and the circuit court video docket with jail inmates, respectively. In February 2021, with consideration to the court's greatly expanded use of video generally in 2020 as a result of a pandemic, and the continued ability to gather this data in the future if needed, an administrative decision was made to relieve ACS of these responsibilities.