

Court Services and Offender
Supervision Agency

Community Supervision Program



Congressional Budget Justification and
Performance Plan/Report
Fiscal Year 2009

February 4, 2008

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**COURT SERVICES AND OFFENDER SUPERVISION AGENCY
FOR THE DISTRICT OF COLUMBIA
Fiscal Year 2009 Budget Request**

Community Supervision Program

Community Supervision Program
Summary of Change
fiscal year 2009

	Perm Pos.	FTE	Amount \$(000)
FY 2008 Enacted	914	914	140,449
Adjustments to Base:			
FY 2009 Pay Raise	0	0	2,865
General Price Increase	0	0	1,755
Total ATB	-	-	4,620
FY 2009 BASE	914	914	145,069
Program Changes:			
<i>Supervision</i>			
Information Technology (SMART) Enhancements	10	6	2,583
Total Program Changes	10	6	2,583
Total Changes	10	6	7,203
FY 2009 Request	924	920	147,652
Percent Increase over FY 2008 Enacted:	1%	1%	5.1%

The Community Supervision Program (CSP) provides supervision in the community for adult offenders on probation, parole or supervised release, consistent with a crime prevention strategy that emphasizes public safety and successful re-entry into the community through an integrated system of close supervision, routine drug testing, treatment support services, and graduated sanctions. CSP also develops and provides the Courts and the U.S Parole Commission with critical information for probation and parole decisions.

Program Purpose and Structure

Mission and Goals

As articulated in our Strategic Plan, CSOSA's mission is to increase public safety in the District of Columbia. The Pretrial Services Agency (PSA) has a separate strategic plan specific to its mission and role within the criminal justice system. PSA supports CSOSA's overall objectives.

Two strategic goals support CSOSA's mission. The first goal targets **Public Safety**:

- *Prevent the population supervised by CSOSA from engaging in criminal activity by establishing strict accountability and substantially increasing the number of offenders who successfully reintegrate into society.*

The second goal targets the **Fair Administration of Justice**:

- *Support the fair administration of justice by providing accurate and timely information and meaningful recommendations to criminal justice decision-makers.*

These goals shape CSOSA's, and specifically CSP's, vision for the District of Columbia and are the foundation of its programmatic activities. To translate these goals into operational terms, CSOSA has adopted four Critical Success Factors (CSFs) that define the key activities through which these goals will be achieved:

1. *Risk and Needs Assessment* – Establish and implement (a) an effective risk and needs assessment and case management process, including regular drug testing, to help officials determine whom it is appropriate to release and at what level of supervision, including identification of required treatment and support services, and (b) an ongoing evaluation process that assesses an offender's compliance with release conditions and progress in reforming behavior so that further interventions can be implemented if needed;
2. *Close Supervision* – Provide close supervision of offenders, including immediate graduated sanctions for violations of release conditions and incentives for compliance;
3. *Treatment and Support Services* – Provide appropriate treatment and support services, as determined by the needs assessment, to assist offenders in reintegrating into the community; and
4. *Partnerships* – Establish partnerships with other criminal justice agencies, faith institutions, and community organizations in order to facilitate close supervision of the offender in the community and to leverage the diverse resources of local law enforcement, human service agencies, and other local community groups.

CSP has organized both its budget and its system of performance measurement according to the CSFs since the agency's inception. Because the CSFs define the program's core operational priorities, any new programmatic initiative must enhance functioning in at least one of these four

areas. Some critical administrative initiatives are essential to operations but cannot be specifically allocated to a CSF.

Performance Outcomes

CSP is making a lasting contribution to the District of Columbia community by improving public safety and enabling offenders to become productive members of society. **CSP has established one long-term outcome related to improving public safety: decreasing recidivism among the supervised population.** CSP defines recidivism as loss of liberty resulting from conviction for a new offense or revocation for violation of release conditions. Five intermediate performance measures support the long-term outcome: rearrest, technical violations, drug use, employment/job retention, and education.

CSOSA's Strategic Plan articulates the relationship of intermediate outcome to the agency's long-term goal:

In developing its supervision model, CSOSA recognized that the principles [of effective supervision] need not be viewed as conflicting with the provision of treatment and other support programming. On the contrary, the external control exercised through close supervision, meaningful sanctions, and surveillance drug testing can complement the offender's participation in support programs. If the principles of [close supervision] are aimed at establishing a system of external accountability—the offender is watched and is punished when non-compliance is detected—treatment and other programming is intended to establish a system of internal accountability. Through success in treatment, education, job training, and other experiences, the offender learns that change is possible and desirable. He or she develops the desire to behave differently. The success of sanctions-based treatment (that is, court-mandated drug treatment enforced through immediate, graduated sanctions for violations), funded on a regional basis through the HIDTA initiative, was important to developing CSOSA's program model.

The development of internal accountability and the desire to sustain behavioral change are long processes that usually entail lapses and mistakes. The offender's path to progress is not straight. Graduated sanctions provide the ideal vehicle to contain minor relapses before they develop into new criminal activity.

CSOSA's ability to affect the behavior of the offenders we supervise is therefore equally dependent upon two factors: 1) identifying and treating drug use and other social or individual problems among the defendant and offender population, and 2) establishing swift and certain consequences for individuals under supervision who fail to comply with the conditions of their release. Both of these principles are essential to CSOSA's success.¹

¹ CSOSA Strategic Plan 2005-2010, pp 8-9.

We believe that by focusing our case management strategies and interventions on these areas, more offenders will complete supervision successfully, resulting in improved public safety in the District.

The following sections discuss progress toward each outcome. Except for drug use data, which is supplied through the Pretrial Services Agency, performance data is not reported prior to FY 2003. Prior to SMART implementation and subsequent data clean-up efforts, most data was collected manually, either by population sampling or monthly statistics compiled during case audits. While these estimates were very useful, they cannot be considered as reliable as data obtained through SMART. Where relevant, data prior to FY 2003 has been summarized.

Progress Toward Intermediate Outcomes

Rearrest: Rearrest is a commonly used indicator of criminal activity among offenders on probation, parole, and supervised release, though it does not in itself constitute recidivism.

CSP began studying parole rearrest in FY 1999. Between FY 1999 and FY 2000, parole rearrest appeared to decrease substantially as CSOSA put more aggressive case management strategies in place. Early data indicate that in two years the parole arrest rate dropped from 27 percent of the average monthly population to 20 percent. When this data is corrected to exclude multiple arrests of the same person, the percentage drops to 16 percent of the average monthly population. A 16 percent rearrest rate held constant throughout FY 2000 and FY 2001. In FY 2002, the first SMART data revealed that this decrease appeared to be holding. Initial probation data indicated a baseline rearrest rate of 21 percent of the supervised population in FY 2002.

In FY 2003, SMART data was more widely available, and rearrest data for all supervision types could be generated. Between FY 2003 and FY 2007, total rearrest has fluctuated between 15 and 20 percent of the supervised population. Supervised release cases have the highest rate of rearrest, averaging 8 percent higher than parole cases. The actual annual number of arrests has fluctuated between 3,200 and 3,600.

Rearrest statistics since FY 2003 are summarized in the following table:

Percentage of Supervised Population Rearrested, FY 2003 – FY 2007

	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007
Probation	13%	13%	17%	18%	16%
Parole	17%	20%	22%	23%	19%
Supervised Release	NA	NA	31%	30%	28%
Total population*	15%	18%	19%	20%	18%

*Includes probation, parole, supervised release, civil protection orders, and deferred sentence agreement cases.

It is difficult to set targets or measure progress regarding rearrest for a number of reasons:

- It is difficult to determine the extent to which CSP activities can be expected to influence arrest.
- A significant percentage of arrests never result in charges being filed.
- Local government and police department initiatives may affect the number and location of arrests.
- Many offenders are arrested for traffic or public order offenses (loitering, having an open container or alcohol, etc.) which are not necessarily indicative of criminal activity.

CSOSA began tracking arrest as one of several measures related to compliance with release conditions. We will continue to track arrest and are exploring ways to disaggregate this data to be more meaningful, such as tracking by type of charge and setting performance targets based on supervision level.

Technical Violations: Just as rearrest is an indicator of behavior that may ultimately result in incarceration, repeated non-compliance with release conditions can also lead to loss of liberty, or revocation, for “technical” violations. Similarly, the number of violations an offender accumulates can be viewed as indicative of the offender’s stability—the more violations the offender accumulates, the closer his or her behavior may be to the point where it can no longer be managed in the community. To capture the extent of this instability among the supervised population, CSP has adopted as its measure the percentage of offenders who accumulate three or more technical violations during a reporting period.

As CSP’s program has evolved, it has been difficult to determine what the rate of technical violations really means. CSP has implemented aggressive policies of closely monitoring behavior through office and field visits, greatly increased drug testing, and increased sanctions for non-compliance (such as placement in a day reporting program or on GPS tracking). The offender’s failure to cooperate with any of these conditions will result in a sanction. Since many of these strategies have not been in place for very long, it is difficult to know how their implementation affects the rate of non-compliance: Do violations increase because offenders are held to new and higher standards? Do lower caseloads mean that supervision officers have more time to monitor their cases, thus detecting and reporting more violations? When a new sanctions option becomes available, are staff more likely to under- or over-prescribe it? Several years of data must be accumulated on any given operational strategy before these questions can be answered, and the answers will influence any performance targets.

These questions are further complicated by SMART’s evolving ability to track violations and sanctions. Several significant changes/enhancements were added to SMART in FY 2002 and FY 2003 to improve the recording of violations. FY 2004 provides the first complete fiscal year’s worth of sanctions data obtained without reference to the narrative case notes, or “running record.” In FY 2004, a total of 42,096 violations were entered in SMART. In the same period, 3,206 offenders, or 15 percent of the supervised population, accumulated three or more technical violations. Within this group, the mean was just over 4 violations per offender.

In FY 2005, a total of 60,439 violations were entered in SMART, and 6,305 offenders, or 34 percent of the supervised population, accumulated three or more technical violations. Within this group, the mean was about 6 violations per offender. It is unclear whether this significant increase from FY 2004 indicates an increase in violating behavior or increased rigor on the part of Community Supervision Officers in detecting, recording, and sanctioning violations.

In FY 2006, a total of 57,517 violations and 57,127 sanctions were entered into SMART. Nearly 6,000 offenders, or 26 percent of the supervised population, accumulated three or more violations during the year, with a mean of 5.4 violations per offender.

In FY 2007, a total of 61,808 violations and 59,634 sanctions were entered into SMART. Approximately 6,300 offenders, or 27 percent of the supervised population, accumulated three or more violations during the year, with a mean of 6 violations per offender for this group.

Over the past two years, the “leveling off” of the percentage of the population with three or more violations, as well as the relatively small fluctuation in the mean number of violations per offender in this group, may indicate that both the supervision strategies and the data entry system have matured to a point where staff have achieved a “comfort level” and are imposing and recording sanctions appropriately. Data will be carefully monitored over the next year to see whether this remains true.

Technical Violations Data Summary, FY 2004 – FY 2007

	FY 2004	FY 2005	FY 2006	FY 2007
Violations recorded in SMART	42,096	60,439	57,517	61,808
Percent of Supervised Population with 3 or More Violations	15%	34%	26%	27%

Drug use: CSP has greatly increased the role of surveillance drug testing in community supervision. Testing both monitors the offender’s compliance with the releasing authority’s requirement to abstain from drug use (and usually alcohol use as well) and indicates the offender’s level of need for treatment placement. CSP implemented an agency-wide drug testing policy in September 2000. This policy defines the schedule under which eligible offenders will be drug tested. Offenders can become ineligible for testing (other than initial testing at intake) for a variety of administrative reasons, including change to warrant status, case transfer to another jurisdiction, rearrest, and admission to treatment (at which point testing is done by the treatment provider). The policy was revised in August 2005 to include implementation of random testing for offenders who do not have histories of drug use and establish a record of negative tests.

Drug testing data is provided by the Pretrial Services Agency, which processes tests for CSP in its laboratory. Test results are immediately available to Community Supervision Officers via an interface between the lab’s computer system and SMART. However, because SMART was used

to determine which offenders were eligible for testing according to agency policy, only data since FY 2002 is considered fully reliable. Drug test results are summarized in the table below.

Percentage of Tested Population Reporting at Least One Positive Drug Test

	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007
Tests including alcohol	58%	64%	55%	52%	51%	51%
Tests excluding alcohol	NA	NA	51%	48%	46%	46%

CSP is considering a number of policy changes to maximize the effectiveness of surveillance drug testing. The relatively constant rate of positives observed in FY 2005 – FY 2007 indicate that a baseline level has been established under the current policy and eligibility criteria. The challenge now is to determine the most effective way for this knowledge to inform program operations, and to determine the level of effect CSP’s program strategies can be expected to have on this rate.

Employment: Through its Vocational Opportunities, Training, Education, and Employment (VOTEE) program, CSP works with its partners in the community to develop employment opportunities for offenders. CSP’s strategic objective is to increase both the rate and the duration of employment. Continuous employment indicates that the offender is maintaining stability in the community and an income; employment longevity also leads to increased wages. These factors improve the offender’s ability to meet family obligations, such as child support, obtain independent housing, and maintain stable relationships. Long-term employment also provides useful community-based “collateral” contacts for the Community Supervision Officer.

While SMART included the ability to record an offender’s work history from its launch in 2002, both the VOTEE program and SMART enhancements to measure employment duration continue to evolve. As an interim measure, CSP has adopted the percentage of the population that is employed on the date that end-of-year statistics are run. This measure defines the extent of the problem much more precisely than it measures the effectiveness of CSP’s efforts to address it. Since the measure’s adoption in FY 2002, the percentage of employed offenders has fallen about 10 percent, as the table below indicates.

**Percentage of Supervised Population Reporting Employment
(End of Fiscal Year)**

	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007
Employed Offenders	61%	60%	55%	52%	53%	50%

Education: CSP recognizes that an offender’s educational functioning affects his or her success on supervision in many ways. A functionally illiterate individual is much less likely to be able to maintain employment or meet his or her obligations in the community.

CSP's objective is to refer all offenders who enter supervision without a high school diploma or GED to VOTEE staff for assessment and appropriate services. In addition, many offenders have release conditions that require participation in these services until the offender obtains a GED. The VOTEE module of SMART is currently under development and is partially deployed; when complete, it will track the offender's educational status upon entering supervision, participation in learning lab programs (such as GED preparation, adult literacy training, or English as a Second Language classes), and progress as measured by achievement test scores and post-tests.

Until this module is fully deployed and data become available, CSP has adopted as an interim measure the percentage of offenders who report less than a high school diploma or GED. As with employment data, this measure is much more a statement of the problem than an attempt to measure the effectiveness of CSP's programs.

Education data could be extracted from SMART for a statistically significant proportion of the population beginning in FY 2004. This data is summarized in the table below.

Percentage of Supervised Population Reporting No GED or High School Diploma

	FY 2004	FY 2005	FY 2006	FY 2007
Probation	45%	45%	43%	40%
Parole	52%	48%	39%	43%
Supervised Release	58%	56%	51%	52%

Long-Term Outcome: Recidivism

CSP is committed to achieving a significant improvement in public safety in the District of Columbia. The agency has defined this improvement in terms of reducing recidivism among the population it supervises.

Recidivism Study: To establish baseline recidivism statistics, CSP is conducting a study of supervision outcomes for offenders who were released from prison to terms of parole or supervised release during FY 2003. This study tracks arrest, conviction and revocation outcomes over a 24-month post-release period after entering CSP supervision. The overall methodology mirrors that employed by the Bureau of Justice Statistics for a 1994 entry cohort across 15 states (BJS, 2004).² In the CSP study, we track offenders either adjudicated in DC Superior Court or transferred to Washington, D.C. via an Interstate Compact agreement.

Arrest: 64.5 percent of offenders in the cohort were arrested within the two-year follow-up period. 53 percent of offenders were arrested while under CSOSA supervision; the remainder of arrests occurred after the supervision period had ended. Arrests in various crime categories are summarized below.

² Like the BJS study, CSP will track three-year outcomes. Results for the three-year follow-up are undergoing final review as of February 2007 and should be available within a few months.

- 37 percent of the cohort was arrested for a public order offense.
- 35 percent of the cohort was arrested for a drug-related offense.
- 19 percent of the cohort was arrested for a violent offense.
- 18 percent of the cohort was arrested for a property offense.
- 7 percent of the cohort was arrested for another category of offense.

Note: The sum of these percentages exceeds 100 percent because offenders may be arrested more than once.

Offenders were twice as likely to be arrested for a public order or drug-related offenses as for a violent or property offense.

Conviction: 35 percent of offenders in the cohort were convicted of a new offense during the study period. Not all convictions lead to revocation of release. Conviction for a minor offense, such as a traffic offense, may result in additional release conditions being imposed but not revocation of release.

Revocation: Parole or supervised release was revoked for 43 percent of offenders in the cohort during the study period. Revocation may occur with or without conviction for a new offense, and is most often related to drug use. While reasons for revocation were not available for the study cohort, analysis of FY 2005 parole revocations indicated that 65 percent were related to drug use.

Annual Revocation Rates: In addition to the recidivism study, CSP tracks annual revocation rates through SMART. This data is useful both as a measure of compliance among supervised offenders and as a measure of releasing authority activity from year to year. The measure captures cases that have been assigned the status of “Closed/Revoke to Incarceration.” This is a percentage of all cases, regardless of supervision status, type, or duration, so the rates reported here are much lower than the rates in the parole recidivism study discussed above.

Percent of Supervised Population Revoked to Incarceration³

	FY 2004	FY 2005	FY 2006	FY 2007
Probation	10%	10%	10%	9%
Parole	10%	13%	15%	12%
Total Population*	9%	11%	11%	10%
Number of Revocations	1,943	2,501	2,603	2,239

*Includes probation, parole, supervised release, civil protection order, and deferred sentence agreement cases.

³ Data reported here differ slightly from what has been reported previously because the methodology has been revised to exclude cases that are designated in SMART as “closed unsatisfactorily.” A supervision period may be closed unsatisfactorily for reasons that do not result in revocation or loss of liberty.

Program Assessment Rating Tool (PART)

CSOSA was selected to complete the Office of Management and Budget’s Program Assessment Rating Tool (PART) during the FY 2006 budget cycle. CSP and PSA completed separate PART assessments.

Designed to reinforce the outcome-oriented performance measurement framework defined in the Government Performance and Results Act (GPRA), PART is a key element of the President’s Management Agenda, and is intended to assist agencies in identifying weaknesses in four key areas: Program Purpose and Design, Strategic Planning, Program Management, and Program Results. PART builds on the GPRA framework by encouraging agencies to integrate management and operational decisions with strategic and performance planning. The PART can play an important role in improving performance measurement by helping agencies to evaluate their measurement systems and revise those measures that are unclear, insufficiently outcome-oriented, or over-ambitious. CSP’s scores on the initial PART submission are as follows:

PART Summary – Community Supervision Program

Section	OMB Weighting	Score	Weighted Score
Program Purpose/Design	20%	100%	20%
Strategic Planning	10%	50%	5%
Program Management	20%	100%	20%
Program Results	50%	27%	13%
Total Score	100%		58%

CSP’s overall score of 58 percent translates into a rating of “Adequate.” It is not surprising that CSP, as a relatively new agency, achieved a low score in the “Results” section of the PART. As CSP continues to build its automated case management system and fully implements its Strategic Plan, results should be more readily available. The Strategic Planning deficiencies also relate to the absence of baseline data for the majority of outcome and performance measures.

CSOSA has not applied for a PART reassessment since the initial instrument was completed; therefore, our scores have not changed.

Data Availability and Performance Measurement

CSP has changed the way community supervision occurs in the District of Columbia. Prior to CSP’s establishment, probation and parole functions were performed by separate agencies with separate information systems. Today, CSP has an integrated, state-of-the-art information management system. CSP’s program model combines probation, parole, and supervised release caseloads under the new job category of Community Supervision Officer. In addition, CSOSA has decentralized CSP operations to multiple field offices in the community, rather than one downtown location. This is a significant change from former practices.

CSOSA implemented these changes in stages throughout 1999 and 2000. It was not until early 2001, when the CSO workforce was in place, three field offices had been established, and an administrative infrastructure had been built to support the new supervision model, that the central data entry unit was dismantled (except for some system intake functions) and the probation and parole information systems were merged. The resulting database, the Offender Automated Supervision Information System (OASIS), came online in January 2001. Although OASIS established an initial framework for inputting data on both probation and parole cases, it retained most of the obsolete features of the legacy systems and was always intended as an interim solution. The decision was made in 2001 to replace OASIS with a permanent, web-based information system.

Version 1.0 of the Supervision Management Automated Record Tracking System (SMART) was deployed on January 22, 2002. Development of the general supervision module was brought from requirements analysis to deployment in approximately nine months—far less time than neighboring jurisdictions have spent on requirements analysis alone without ever achieving a functional system. Community Supervision Officers, working closely with Information Technology staff and consultants, were the primary designers of SMART. Since deployment of the initial supervision module, the agency has added several additional modules and continues the process of transitioning all supervision recordkeeping to the system. The evolving design and deployment of the SMART system remains one of our highest priorities.

System functionality and efficiency were significantly improved with the introduction of SMART Version 3.0 in March 2006. The implementation of SMART 3.0, a major system redesign, necessitated that all line staff and managers be retrained. In addition, as with any new software application, problems that did not emerge in testing were revealed during deployment.

As SMART evolves, CSP's performance data has also improved, though much work remains to be done. For many performance measures, baselines cannot be established until the relevant SMART enhancements are fully functional. Results generated through SMART are subject to greater verification and statistical rigor than manually collected data. Therefore, CSP has refrained from establishing some baselines until these enhancements are in place and the data have been validated.

Enhancements and additional modules continued to be developed and deployed, and several remain to be completed. The Alleged Violation Report (AVR) module was deployed in March 2006; however, remaining enhancements to the AVR have been delayed until FY 2008. The VOTEE module is in its initial deployment phase, though additional functionality remains to be developed; additional functionality also remains to be added to the Treatment Module, specifically the capability to manage placements in the Reentry and Sanctions Center. Additional enhancements are under development to improve the agency's ability to access data from other sources, such as D.C. Superior Court, the Metropolitan Police Department, the Federal Bureau of Prisons, the Federal Bureau of Investigation, and the U.S. Parole Commission. Data from these outside sources are essential to capturing key variables—such as case dispositions and arrests—in a timely manner.

Each of these enhancements significantly improves both SMART's day-to-day functionality and its ability to capture specific data for research, program evaluation, and performance management. However, careful resource management and regular reassessment of priorities are essential to ensure that SMART enhancements are developed and deployed in a sequence that makes sense to all stakeholders in the process.

With the deployment of SMART, the CSP has made a major commitment to changing supervision and record keeping practices. Any database is only as useful as the data entered into it. With that in mind, CSP continues to train officers to integrate supervision activities with data entry. The goal of this process is to transition officers from narrative, or "running" records (from which little data can be extracted), to data entry in specific fields for each supervision activity. The system features extensive "point and click" drop-down menus to improve data quality and uniformity. Although SMART is still evolving, CSP is committed to relying on the data it contains.

SMARTStat: CSP implemented the SMARTStat performance management initiative in FY 2007. Modeled after New York City's CompStat and Baltimore City's CitiStat, SMARTStat enables managers at all levels to gain a data-driven understanding of agency performance at the individual employee, team, branch, and organization levels. SMART Stat focuses on a series of critical case management practices, with the goal of improving the rate of offenders who successfully complete supervision and reintegrate into society. Executive staff and branch chiefs meet regularly to review SMARTStat results and plan operational strategies to improve results. CSP's enterprise data warehouse (EDW) is the source of SMARTStat data. The implementation of SMARTStat represents a major enhancement of the agency's ability to use current, accurate performance data as the basis for day-to-day management decisions.

Over FY 2008, CSP will undertake a review of our performance measures to ensure their alignment with SMARTStat and their continued relevance to agency policy and operations.

Refining Measures and Baseline Data

Most of CSP's performance measures were adopted before SMART came on-line in January 2002. As SMART data quality improves, CSP is examining not only which measures are the best indicators of progress, but how each measure should be calculated. For example, in measuring drug testing compliance, CSP now has the capability to isolate segments of the offender population according to the testing schedule that applies to each segment. The measure of compliance is therefore both more accurate and more informative; we know not just whether offenders are being tested, but whether CSOs are monitoring the offender's compliance with the appropriate testing schedule. Similarly, we can now determine how best to define the population for which a given measure should be calculated. Does the measure apply to offenders who *began supervision* during the period under consideration, were supervised *for at least one day* during this period, or who were supervised for the *entire* period? Because offenders are subject to different requirements at different phases of supervision, each way of measuring yields different results.

SMART also enables CSP to determine not just whether the measure was achieved, but, in some cases, where performance is short of the mark, as well. For example, in measuring timely re-assessment (Measure 1.3), we saw in FY 2005 that, while only 58 percent of the eligible population was reassessed within 180 days, an additional 25 percent was reassessed within the two weeks following the initial 180-day deadline. This probably means that the reassessment was *scheduled* within the required timeframe but not completed. Because of this result, CSP can implement operational changes specifically designed to increase performance for this measure, such as an earlier automated reminder to the CSO to schedule the assessment.

While CSP still has a long way to go in establishing reliable baselines for all of its measures, the increased sophistication with which we can define populations contributes to our ability to ensure that the right measure is applied to the right population. All of our measures and targets are now under review.

Organizational Structure

CSP includes agency-wide management, program development and operational support functions, in addition to its largest division, Community Supervision Services (CSS). Agency-wide offices include:

- CSOSA Office of the Director
- Research and Evaluation
- Community Justice Programs
- General Counsel
- Legislative, Intergovernmental, and Public Affairs
- Management and Administration (Budget, Financial Management, Procurement, Facilities/Property and Security)
- Human Resources and Training
- Equal Employment Opportunity, Alternative Dispute Resolution, Diversity, and Special Programs
- Information Technology

CSS is organized under an Associate Director and is comprised of nine branches providing offender investigations, diagnostics and evaluations; intake; supervision; and drug testing services:

CSS Branch I: Investigations, Diagnostics and Evaluations

This branch is responsible for the preparation of pre-sentence reports and special investigations of offenders awaiting sentencing/case disposition before the Superior Court of the District of Columbia. Six teams prepare and perform pre and post sentence investigations. Three specialized teams also prepare transitional parole supervision plans for offenders placed in Federal Bureau of Prisons (BOP) residential reentry centers pending release to the community (one team) or offenders who are transitioning from an institution to community-based supervision (two teams). These three teams also investigate home and employment plans and make recommendations to accept offenders who desire to relocate to the District of Columbia to complete their term of community supervision.

CSS Branches IIA, IIB and VII: General Supervision and Sex Offender Supervision

The responsibility for supervision of the majority of probation, parole and supervised release offenders in the District of Columbia is assigned to the general supervision function, which is subdivided into three branches (IIA, IIB, and VII). Supervision and monitoring of probationers and parolees is conducted by officers assigned to 17 general supervision teams (seven teams in Branch IIA, seven teams in Branch IIB, and three teams in Branch VII) located in field units situated throughout the city. These field units enable officers to closely monitor offenders in the communities where they live and enhance partnership initiatives with the police, other criminal justice system agencies, treatment resources and various supportive services. Branch IIA also has a Day Reporting Center (DRC) that provides services to unemployed offenders. The process of initiating and maintaining an appropriate level of supervision for offenders in the community is supported by a risk assessment screening that is administered at the beginning and at scheduled intervals through the offender's term of supervision.

Branch VII also contains three specialized sex offender supervision teams, which provide assessment, supervision and treatment monitoring services to offenders convicted of or with a history of sex offenses. These teams work closely with the Metropolitan Police Department.

Branch VII also provides Global Positioning System (GPS) Electronic Monitoring services to Court-ordered probationers, as well as high-risk parole supervised release and probation offenders referred by the general supervision and special programs teams as a condition of sanctions-based supervision requirements now in place throughout the agency.

CSS Branch III: Special Supervision Treatment

This branch supervises offenders with severe substance-abuse or mental health issues and those offenders convicted of traffic alcohol crimes. The branch has three specialized units for substance-abusing offenders, one for parolees (SAINT HIDTA) and two for probationers (STAR HIDTA). A second STAR HIDTA Team was created in 2007 to address an increased number of probationers meeting the HIDTA criteria. Offenders assigned to the specialized units have a history of severe drug dependency and high levels of prior criminal behavior. These offenders are assessed as being very high risk to re-offend in the community.

Five dedicated mental health supervision teams provide intensive case management services to special needs offenders with medically diagnosed mental health conditions requiring focused monitoring, including requirements for offender compliance with the administration of certain medications as directed by order of the Court or paroling authorities.

CSS Branch IV: Domestic Violence

This branch provides supervision and treatment services related to domestic violence convictions, as well as electronic monitoring of court-imposed curfews and "stay-away" orders. Three dedicated domestic violence supervision teams provide case management services for batterers referred by the Court in criminal, deferred sentencing and civil protection order matters. One domestic violence treatment team provides psycho-educational and direct treatment services for batterers referred with special Court-ordered conditions. This team also monitors the

provision of treatment services offered by private sector providers on a sliding fee scale to batterers mandated into treatment by Court orders.

In addition, one Traffic Alcohol Program (TAP) Team provides supervision services, as well as treatment referrals, to a specialized caseload of substance-abusing offenders who appear before the Court for a variety of traffic violations.

CSS Branch V: Interstate Compact and Detainers

This branch provides administrative and case management services for offenders under the auspices of the Interstate Compact Agreement. Three Interstate Compact teams conduct screening and intake functions, as well as monitoring services, for probation and parole offenders whose cases originated in the District of Columbia but are being supervised in other jurisdictions. In addition, two Interstate Compact Teams provide a full range of case management services to adult offenders being supervised in the District of Columbia, but whose originating offenses occurred in other jurisdictions. Case management services for the Out-of-Town Supervision caseload are provided in neighborhood field units situated throughout the city.

CSS Branch VI: Illegal Substance Abuse Collection Units

The Illegal Substance Abuse Collection Branch conducts drug collection activities for all D.C. offenders under CSOSA's supervision. Four (4) collection sites are currently available for collection of urinalysis samples. Those sites are located at:

- 1) 1230 Taylor Street, NW
- 2) 3850 South Capitol Street, SE
- 3) 25 K Street, NE
- 4) 300 Indiana Avenue, NW

In addition, CSOSA collects samples at the Re-Entry and Sanctions Center. Collection of offender data using a drug testing management system is provided for community supervision case management. The Pretrial Services Agency forensic toxicology drug testing laboratory performs all urinalysis studies and cooperates with CSS to maintain the drug testing database.

CSS Branch VIII: Offender Processing Unit (Intake)

This branch processes the intake of offenders into supervision and performs assignment for pre-sentence, post-sentence, Transitional Intervention for Parole Supervision (TIPS) and interstate investigations (three teams). A File Management team processes requests for offender files and is responsible for the operation of a central filing system for the storage of current and archived offender records. Another team, the Special Projects Unit, tracks offender rearrests in the District of Columbia, prepares rearrest and compliance reports, and works with the Bureau of Prisons to make halfway house placements. The Sex Offender Registry team works closely with the Metropolitan Police Department in coordinating oversight responsibility for the registration process of all convicted sex offenders in the District of Columbia.

The following organizations provide treatment, vocational and education services for CSP:

Treatment Management Team:

The Treatment Management Team (TMT) provides screening and treatment referrals for substance abusing probationers, supervised releasees and parolees. Drug-involved offenders are evaluated through individualized assessment inventories and are subsequently referred to a variety of contracted treatment services, including residential and intensive out-patient treatment programs, continued drug surveillance monitoring, and other specialized assessment and treatment services as indicated through continuing evaluations. These services are delivered within the context of a sanctions-based case management process through which individualized offender supervision plans are continually reviewed and updated throughout the supervision term. Offenders served within the general supervision caseload, as well as special programs populations, participate in the services provided by this branch.

TMT provides the judiciary with timely substance abuse assessments for offenders with pending actions; this capability enables the Court to make informed decisions with respect to dispositions in criminal matters and imposing special conditions of supervision for drug-involved offenders.

Re-Entry and Sanctions Center:

The Re-entry and Sanctions Center (RSC) at Karrick Hall provides high-risk offenders and defendants with intensive assessment and reintegration programming in a residential setting. The RSC program is specifically tailored for offenders/defendants with long histories of crime and substance abuse coupled with long periods of incarceration and little outside support. These individuals are particularly vulnerable to both criminal and drug relapse at the point of release.

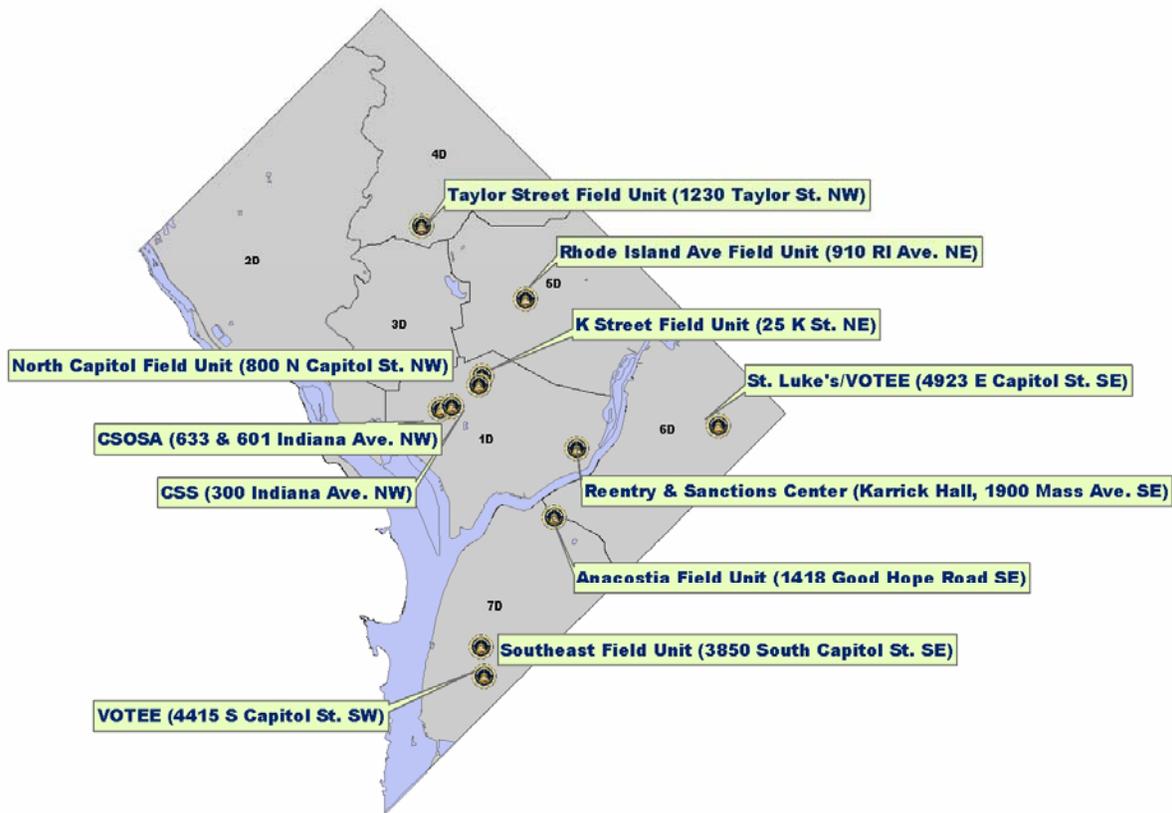
Vocational Opportunities Training, Education and Employment Team:

The Vocational Opportunities Training, Education and Employment (VOTEE) Team provides and coordinates vocational and education services for offenders. In addition, VOTEE works with District partners to train, educate and place offenders into jobs. VOTEE operates four Learning Labs:

- 1) 1230 Taylor Street, NW
- 2) 4923 East Capitol Street, SE (St. Luke's Center)
- 3) 25 K Street, NE
- 4) 4415 South Capitol Street, SE

Field Unit Locations

CSP's operations are located at six existing field offices (CSOSA headquarters also houses one supervision program) and various program locations throughout the city. CSP's program model emphasizes decentralizing supervision from a single headquarters to the neighborhoods where offenders live and work. By doing so, Community Supervision Officers maintain a more active community presence, collaborating with neighborhood police in the various Police Service Areas, as well as spending more of their time conducting home visits, work site visits, and other activities that make community supervision a visible partner in public safety. The following map depicts CSP's field operations.

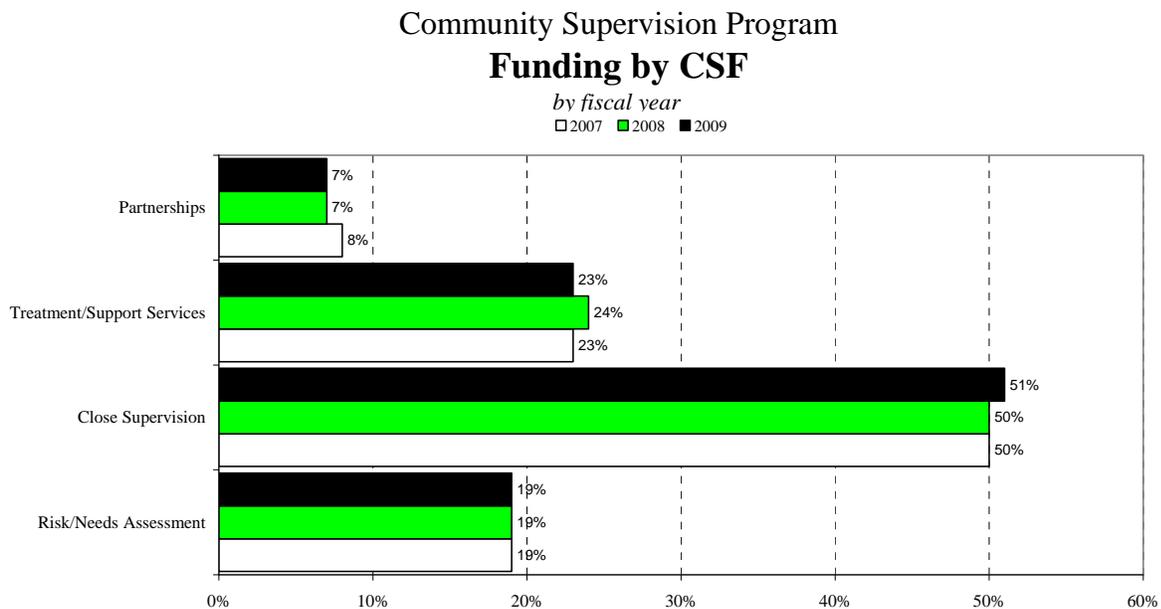


CSOSA Offices and Learning Labs by Police District

Resource Requirements by Critical Success Factors (CSF)

The resource requirements for each CSF form the basis for the FY 2009 Budget Request. The total FY 2009 Budget Request for CSP is \$147,652,000, an increase of \$7,203,000 or 5.1 percent over CSP's FY 2008 Enacted Budget. CSOSA's FY 2009 increase includes \$4,620,000 in adjustments to base (pay raises and inflation adjustments necessary to continue existing programs) and \$2,583,000 for information technology enhancements to perform law enforcement and public safety functions.

The chart below reflects the funding allocation by CSF for FYs 2007, 2008, and 2009. CSF 2, Close Supervision, has consistently received the majority of CSP's budget.



The tables on the following pages illustrate the relationship between the agency's goals, CSFs, major operational activities, and budget authority/request. Management and operational support expenses are represented within each activity based on a prorated share of direct operational costs.

The program strategy, major accomplishments, and resource requirements of each Critical Success Factors is discussed in the following sections.

Funding by Strategic Plan Critical Success Factor (CSF)

Community Supervision Program

	Critical Success Factor	Major Activity	FY 2007 Actual		FY 2008 Enacted		FY 2009 Request		Change FY 2008 - FY2009	
			\$0	FTE	\$0	FTE	\$0	FTE	\$0	FTE
Goal 1 Establish strict Accountability and Prevent the population supervised by CSOSA from engaging in criminal activity	CSF 1 Risk/Needs Assessment	Diagnostic Drug Testing	24,648	178	25,313	197	26,566	197	1,254	0
			754	6	776	6	809	6	33	0
			25,402	184	26,089	203	27,375	204	1,286	0
Goal 2 Support the fair administration of justice by providing accurate information and meaningful recommendations to criminal justice decision makers	CSF 2 Close Supervision	Drug Testing Supervision Sanctions	6,783	52	6,988	58	7,280	58	293	0
			44,310	322	45,670	357	49,410	361	3,740	5
			14,940	73	17,650	81	18,060	81	410	0
	66,033	447	70,308	496	74,751	500	4,443	5		
	CSF 3 Treatment/Support Services	Supervision Treatment	6,145	46	6,310	51	6,825	52	516	1
			24,640	87	27,397	96	27,882	96	485	0
30,785	133	33,707	147	34,707	147	1,000	1			
CSF 4 Partnerships	Supervision	9,998	62	10,345	68	10,819	68	474	0	
All Strategies and All Activities		132,217	825	140,449	914	147,652	920	7,203	6	

Funding by Major Activity

Community Supervision Program

Major Activity	Critical Success Factor	FY 2007 Actual		FY 2008 Enacted		FY 2009 Request		Change FY 2008 - FY 2009	
		\$0	FTE	\$0	FTE	\$0	FTE	\$0	FTE
Diagnostic Drug Testing	Risk/Needs Assessment	24,648	178	25,313	197	26,566	197	1,254	-
		754	6	776	6	809	6	33	-
Sanctions	Close Supervision	6,783	52	6,988	58	7,280	58	293	-
		7,536	58	7,764	64	8,089	64	325	-
Supervision	Close Supervision	44,310	322	45,670	357	49,410	361	3,740	5
		6,145	46	6,310	51	6,825	52	516	1
	Partnerships	9,998	62	10,345	68	10,819	68	474	0
		60,453	429	62,324	476	67,054	481	4,730	6
Treatment	Treatment/Support Services	24,640	87	27,397	96	27,882	96	485	-
All Activities		132,217	825	140,449	914	147,652	920	7,203	6

CSF 1: Risk and Needs Assessment

Analysis by Critical Success Factor					
<i>dollars in thousands</i>					
Activity	2008 Enacted	ATB	Program Changes	2009 Budget Request	Change From 2008
Diagnostic	25,313	995	258	26,566	1,254
Drug Testing	776	33	0	809	33
CSF 1:Risk and Needs Assessment	26,089	1,028	258	27,375	1,286

Approximately 19 percent of FY 2009 requested funding (\$27,375,000) and 204 FTE support Risk and Needs Assessment.

Program Summary

Effective supervision begins with a comprehensive knowledge of the offender. An initial risk and needs assessment provides a basis for case classification and identification of the offender's specific needs. The assessment process provides an appropriate supervision level, which addresses the risk the offender is likely to pose to public safety and develops a prescriptive supervision plan detailing interventions specific to the offender, based on his or her unique profile or needs.

Risks to public safety posed by individual offenders are measurable based on particular attributes that are predictive of future offender behavior while under supervision or after the period of supervision has ended. These risks are either static or dynamic in nature. Static factors are fixed conditions (e.g., age, number of prior convictions, etc.). While static factors can, to some extent, predict recidivism, they cannot be changed. However, dynamic factors can be influenced by interventions and are, therefore, important in determining the offender's level of risk and needs. These factors include substance abuse, educational status, employability, community and social networks, patterns of thinking about criminality and authority, and the offender's attitudes and associations. If positive changes occur in these areas, the likelihood of recidivism is reduced.

CSP's classification system consists of a risk and needs assessment that results in the development of an automated prescriptive supervision plan that identifies programs and services that will address the offender's identified needs. CSP's, Office of Community Justice Programs and Office of Information Technology have completed a major initiative to update and improve the automated screening process. The revised screening instrument, the AUTO Screener, combines risk and needs assessment into a single process and generates a recommended level of supervision and prescriptive supervision plan tailored to the offender's risk and needs. The result is the offender's assignment to an appropriate level of supervision, given the offender's criminal history, social stability, and other factors, and the automatic generation of a prescriptive supervision plan that identifies appropriate interventions, based on the offender's risk and needs profile. The AUTO Screener was implemented in March 2006. Staff are now using the instrument, which will be validated in FY 2008.

Initial drug screening also is an important element of Risk and Needs Assessment. All offenders submit to drug testing during the intake process. Offenders transitioning to release in the community through Residential Re-entry Centers submit to twice-weekly tests during the period of residence. Drug testing is an essential component of supervision because it provides information about both risk (that is, whether the offender is using drugs and may be engaging in criminal activity related to drug use) and need (that is, whether the offender needs treatment). Drug testing is discussed more extensively under CSF 2, Close Supervision.

Community Supervision Program
Fiscal Year 2007
 (October 1, 2006 –September 30, 2007)

	Activity	CSOs	
Diagnostic PSIs (Pre and Post)	3,309	34	Pre-Sentence Investigation (PSI) reports contain comprehensive criminal and social history information that is used by CSP staff to recommend a sentence to the judiciary, and for the judiciary to determine the offender's sentence. The Federal Bureau of Prisons (BOP) also uses this report, in conjunction with other information, to determine an offender's incarceration classification. In addition, the United States Parole Commission (USPC) uses this report-for background information and support for their decisions. In rare instances when a PSI has not been performed, a Post Sentencing Investigation will be prepared by CSP staff prior to the offender being designated to a maintaining institution with the BOP.
Risk and Needs Assessments	17,049		An initial risk assessment conducted in SMART provides a basis for determining an offender's initial level of supervision, which addresses the risk the offender may pose to public safety. Diagnostic CSOs conduct a risk assessment for each offender for whom a PSI is prepared. Supervision CSOs conduct a risk assessment on those offenders who initially report to supervision and did not have a PSI prepared within the past six months, who did not transition through a Residential Reentry Center (RRC) within the past six months, or who are Interstate offenders. In addition, offenders with a supervision level of intensive, maximum, or medium are reassessed every 180 days, and upon any rearrest or significant life event, by Supervision CSOs. Transitional Intervention for Parole Supervision (TIPS) CSOs perform risk assessments for parolees and supervised released offenders who transition through a RRC.
		34	TOTAL Diagnostic CSOs (Branch I)

Community Supervision Program
Fiscal Year 2007
 (October 1, 2006 – September 30, 2007)

	Activity	CSOs	
TIPS Transition Plans	1,181	20	The TIPS Program ensures that offenders transitioning directly to the community or through a RRC receive assessment, counseling, and appropriate referrals for treatment and/or services. TIPS CSO's work with each offender to develop a transition plan while the offender resides in a RRC under the jurisdiction of BOP.
Release Plans	1,724		In addition, the TIPS staff will investigate a release plan for those offenders once they are identified to be in a Federal Bureau of Prisons contracted facility. For offenders transitioning directly to the community from prison, the transition plan is developed during the period of incarceration.
Interstate Investigations	456		TIPS CSOs also perform investigations on offenders from other jurisdictions who request to move to the District under CSP's active supervision through the Interstate Commission for Adult Offender Supervision (ICAOS).
		20	TOTAL TIPS CSOs (Branch I)

One of CSP's key responsibilities is to produce accurate and timely information and to provide meaningful recommendations, consistent with the offender's risk and needs profile, to criminal justice decision-makers. The courts and the U.S. Parole Commission (USPC) rely on CSP to provide accurate, timely, and objective pre-sentence and post-sentence reports that are used in determining the appropriate offender disposition. Staff in CSP's Investigations, Diagnostics, and Evaluations Branch research and write thousands of these reports each year. The quality and timeliness of this information has a direct impact on public safety in the District of Columbia.

Accomplishments

- Submitted 3,309 pre-sentence investigation reports (PSIs) electronically to the judges of the D.C. Superior Court and the United States Attorney's Office in FY 2007. These reports assist the judiciary in improving the efficiency and timeliness of sentencing hearings. CSOSA completes all pre-sentence investigation reports within a seven-week time frame and continues to improve the quality, investigation and analysis of these reports.
- Increased the level of research for criminal records both locally and nationwide, for all felony cases to ensure compliance with guidelines of the D.C. Sentencing Commission and in the interest of public safety. Collaborated with the D.C. Superior Court and the D.C. Sentencing Commission to automate the sharing of data between agencies.
- Provided Sentencing Guidelines recommendations on all eligible criminal offenses as part of the PSI investigation report.
- Implemented evidence-based practices in the TIPS Teams' release planning and the Diagnostic Teams' pre-sentence investigation processes. TIPS staff now are employing motivational interviewing techniques as a method of encouraging offenders in Residential Reentry Centers (RRCs) to increase their participation in programs. In FY 2007, TIPS staff completed 1,181 release plans, 1,724 transition plans, and 456 interstate investigations.
- Continue to collaborate with the Bureau of Prisons on release planning issues, via regularly scheduled teleconferencing and video conferencing.
- Incorporated vocational assessments into the pre-sentence investigation process so that offenders classified by BOP receive the appropriate, needed vocational opportunities.
- Implemented an improved Automated Risk and Needs Assessment (AUTO Screener) instrument within SMART in March 2006. The AUTO Screener assessment tool enhances the case planning process by standardizing the recommendations of supervision levels (risk) and automating the development of prescriptive supervision plans tailored to the individual needs of the offender. The instrument will be validated in FY 2008.
- Continued to expand the Mass Orientation Process to include identifying the specific needs of the Hispanic population.
- Transitional Intervention for Parole Supervision (TIPS) staff developed and implemented a referral process for the Re-entry and Sanctions Center (RSC).

Performance Measures

CSP's performance measures in this area focus on the timeliness of diagnostic and assessment activities. Each offender's supervision plan should be informed by the offender's risk level and programmatic needs; this cannot happen if the assessment is not completed within an appropriate timeframe.

MEASURE	FY 2004	FY 2005	FY 2006	FY 2007 Target	FY 2007	FY 2008 Target
1.1. Pre-Sentence Investigation reports ordered by the Court are completed and submitted by the assigned due date.	95%	90%	96%	95%	97%	98%
1.2. Each offender's risk level is assessed, and a consistent supervision level is assigned, within 25 working days of assignment to a Community Supervision Officer.	66%*	66%*	78%*#	90%	55%##	90%
	<p>* CSP policy states that a risk assessment completed within 180 days of intake can be considered valid. When the measure is expanded to include 180 days prior to intake and 25 days subsequent to intake, compliance increases to 81 percent (FY 2004), 76 percent (FY 2005), and 77% (through February 2006). The way in which this measure is calculated is has therefore been changed to include that 180-day window. Future reporting will reflect this change in methodology.</p> <p>#Data reflects the period from April 4, 2005 (180 days prior to the start of FY 2006) to January 31, 2006. Both the Auto Screener and SMART 3.0 were implemented in the second quarter of 2006. This necessitated significant staff training. The Auto Screener also constituted a major change in how assessments are conducted; for example, the new instrument has over 200 questions, where the old one had 25. Data subsequent to February 1, 2006 are under review. FY 2007 data will reflect only SMART 3.0/Auto Screener results.</p> <p>##Implementation of the Auto Screener continues to impact results for this measure.</p>					
1.3. Each offender is reassessed to determine any change in risk level at intervals no greater than 180 days throughout the period of supervision.	50%	51%	N/A**	70%	33%#	70%
	<p>*As a result of the FY 2003 data, 15 percent of cases across all supervision teams were audited.</p> <p>**Both SMART 3.0 and the AUTO Screener were implemented in the second quarter of 2006. This necessitated significant staff training and constituted a major change in how re-assessments are conducted. Because of the timing of these enhancements, data reflecting a full 180-day period are not available either pre-implementation or post-implementation. Reporting will resume with FY 2007.</p> <p>#Implementation of the Auto Screener continues to impact results for this measure.</p>					

CSF 2: Close Supervision

Analysis by Critical Success Factor					
<i>dollars in thousands</i>					
Activity	2008 Enacted	ATB	Program Changes	2009 Budget Request	Change From 2008
Drug Testing	6,988	293	0	7,280	293
Supervision	45,670	1,803	1,937	49,410	3,740
Sanctions	17,650	410	0	18,060	410
CSF 2: Close Supervision	70,308	2,506	1,937	74,751	4,443

Approximately 51 percent of FY 2009 requested funding (\$74,751,000) and 500 FTE support Close Supervision.

Program Summary

Close supervision in the community is the basis of effective offender management. Offenders must know that the system is serious about enforcing compliance with the conditions of their release, and that violating those conditions will bring swift and certain consequences.

According to the Bureau of Justice Statistics, at year-end 2005 a record 4.9 million adult men and women were on probation or parole, and an additional 2.2 million were incarcerated in the United States. Nationally, half of all probationers were convicted of a felony, with 25 percent convicted of a drug violation.

As of September 30, 2007, CSOSA supervised 15,336 offenders, including 9,483 probationers and 5,856 on supervised release or parole. 6,724, or 44 percent, of these offenders were supervised at the highest risk levels. In FY 2007, 2,573 offenders were released from prison into CSP supervision; approximately 50 percent of these offenders transitioned directly to CSP supervision, bypassing a Residential Re-Entry Center.

The most important component of effective Close Supervision is caseload size. Prior to the Revitalization Act, caseload ratios were over 100 offenders for each officer, far in excess of those recommended by nationally recognized standards and best practices. Caseload ratios of this magnitude made it extremely difficult for CSOs to acquire thorough knowledge of the offender's behavior and associations in the community and apply supervision interventions and swift sanctions, and hold offenders accountable through close monitoring. With resources received in prior fiscal years, the CSP has made great progress in reducing offender caseloads to more manageable levels.

Community Supervision Program Supervision Caseloads

as of September 30, 2007

	Offenders			Authorized CSOs	Current Caseload
	Probation (CPO, DSA, PROB)	Parole (PAR, SUPREL)	Total		
Special					
Sex Offender	165	387	552	25	22
Mental Health	758	755	1,513	37	41
Domestic Violence	865	117	982	22	45
Traffic Alcohol Program	502	5	507	11	46
STAR/SAINT/HIDTA	103	583	686	19	36
Special Subtotal	2,393	1,847	4,240	114	37
General	2,342	3,133	5,475	143	38
Interstate (I/S)					
Active	915	173	1,088		
Monitored	1,719	99	1,818		
I/S Subtotal	2,634	272	2,906	36	81
Total <i>(Special, General, & I/S)</i>	7,369	5,252	12,621	293	43
Warrants	2,114	601	2,715		
Total Supervision	9,483	5,853	15,336	293	52

Status Definitions:

Special - Sex offenders, mental health, domestic violence, traffic alcohol and substance abusing offenders (STAR/HIDTA and SAINT/HIDTA).

General - All other convicted felons and misdemeanants.

Interstate - Active – Offenders who are supervised in DC from another jurisdiction.

Monitored – Offenders who are supervised in another jurisdiction, but whose cases are monitored by interstate compact technicians.

Warrants – Includes offenders for whom probation bench warrants or parole arrest warrants have been issued and parolees detained in local, state, and federal institutions awaiting further disposition by the U.S. Parole Commission.

CSOs - CSP has a total of 355 FY 2007 CSO positions: 293 Supervision CSOs; 34 Diagnostic CSOs; 20 TIPS CSOs; 8 Domestic Violence Treatment CSOs.

The second focus of efforts falling under Close Supervision is CSOSA's commitment to implement a community-based approach to supervision, taking proven evidence-based practices and making them a reality in the District of Columbia. When CSOSA was first established, supervision officers supervised high caseloads of offenders from one centralized location and had minimal levels of contact with the offenders in the community (known as fortress parole and probation). The agency has since created a new role for its supervision staff, Community Supervision Officers (CSOs), instead of Probation and Parole Officers and located the CSOs in field sites located throughout the community (known as geographic-based parole and probation).

CSOs were assigned caseloads according to geographic locations, Police Service Area (PSAs), allowing CSOs to supervise groups of offenders in the same geographic location and get to know the community. This supervision practice also complements the Metropolitan Police Department's (MPD's) community-oriented policing strategy. Now, most officers now spend part of their workday in the community, making contact with the offenders, where they live and work. CSOs supervise a mixed probation and parole caseload and perform home and employment verifications and visits, including accountability tours, which are face-to-face field contacts with offenders conducted jointly with an MPD officer.

The third focus under Close Supervision is the implementation of graduated sanctions to respond to violations of conditions of release. The capability to detect a violation, such as drug use, is of little use without the authority and capacity to respond to it. A swift response by the CSO can make the difference between correcting an offender's behavior and allowing time for that offender to commit another crime. Typical sanctions can include more frequent drug testing, community service hours, tightening curfews and restricting offender movement in the community, placement in a residential sanctions or treatment facility, and assignment to the Day Reporting Center. These sanctions can be applied routinely and administratively, according to a set of published protocols, thus eliminating the necessity of taking every violation and proposed sanction before the releasing authority for approval. Sanctions also are clearly defined in the Accountability Contract into which the offender enters at the start of supervision. From the beginning of the supervision period, both the offender and the officer know what the consequences will be if the conditions of release are violated.

Routine drug testing is an essential element of supervision and sanctions. Given that two-thirds of the supervised population has a history of substance abuse, an aggressive drug testing program is necessary to detect drug use and interrupt the cycle of criminal activity related to use. The purpose of the drug testing is to identify those offenders who are abusing substances and to allow for appropriate sanctions and/or treatment interventions for offenders under supervision, and treatment recommendations for those offenders under investigation. CSP has a zero tolerance drug use policy. All offenders are placed on a drug testing schedule, with frequency of testing dependent upon prior substance abuse history, supervision risk level, and length of time under CSP supervision. In addition, all offenders are subject to random spot testing at any time.

One of CSOSA's most important accomplishments was the implementation of the Re-entry and Sanctions Center (RSC) at Karrick Hall in February 2006. The RSC provides intensive assessment and reintegration programming for high-risk offenders/defendants who violate conditions of their release. Once fully operational in FY 2008, the RSC will have six residential units (five male units and one mental health unit) with capacity to treat 1,200 high-risk offenders and defendants annually.

In FY 2005, CSOSA implemented the Violence Reduction Program (VRP), a new programmatic intervention started with the goal of changing offender's criminal thinking patterns, and instilling social and problem-solving skills to reduce violent behavior. CSOSA's VRP blends best practices such as cognitive behavioral therapy and mentoring into a three-phase, year-long treatment for male offenders, aged 18-34, who have histories of violent crime.

The VRP begins with Phase I, a Pre-Treatment and Assessment Phase, which prepares offenders for Phase II, cognitive behavioral therapy, and concludes with Phase III, a Community Restoration/Aftercare component. Phase III pairs participants with "Community Coaches" who volunteer to guide offenders as they navigate their neighborhoods, while reinforcing the cognitive skills acquired during therapy

Accomplishments

- Continued phased implementation of Re-Entry and Sanctions Center at Karrick Hall. Since opening in February 2006, 1,188 high-risk offenders/defendants have entered the program, with 1,021 (or 86%) successfully completing the 28-day program.
- Significantly increased the number and frequency of offender drug tests since FY 1999. The average number of offenders tested per month during FY 2007 was 8,352, compared to 2,317 in FY 1999. In addition to testing more offenders, CSOSA is testing the offenders more often. During FY 2007, the monthly average of samples per offender tested was 3.6 (offender tested 3.6 times per month) compared to only 1.86 per offender tested during FY 1999.
- In 2007, Community Supervision Officers (CSOs) conducted 8,140 accountability tours on 5,201 high-risk offenders. Accountability tours are visits to the homes of high-risk offenders and are conducted jointly by a CSO and a Metropolitan Police Department Officer. Accountability tours can be scheduled or unscheduled (unannounced) visits. In support of the DC crime emergency, CSOSA and MPD staff conducted unannounced visits, primarily on weekend evenings, to ensure offenders were at home, working, or otherwise engaged in an appropriate activity. Accountability tours are a visible means to heighten the awareness of law enforcement presence to the offenders and to the citizens in the community. They also serve to collect valuable information. The DC Crime Emergency concluded in September of 2006. CSOs, however, continue to conduct similar accountability tours with MPD on a weekend basis.
- In FY 2007, CSP entered 61,808 violations and 59,634 sanctions in SMART. The average monthly sanctioning rate was 96 percent; some violations received multiple sanctions. Graduated sanctions typically imposed include more frequent drug testing, an increase in supervision level, reprimands by the CSO and/or the CSO's supervisor, community service hours, imposing/tightening curfews and other restrictions of movement, placement in a residential sanctions or treatment facility, and assignment to the Day Reporting Center. When graduated sanctions are exhausted, or the offender commits a new offense or is determined to pose a significant risk to public safety, an Alleged Violation Report (AVR) is submitted to the releasing authority.
- Significantly expanded GPS electronic monitoring for high-risk offenders. Between May 2004 and September 30, 2007, 2,045 different offenders were placed on the tracking system. As of September 30, 2007, 314 offenders were on GPS Electronic Monitoring.

- Enhanced the DNA Testing Module in SMART. In FY 2007, CSP collected DNA samples from 833 offenders at its collection units. As of September 30, 2007, CSP had documented the collection of DNA samples from 6,193 offenders who either are or were under CSP supervision or investigation since FY 2001.
- Placed 528 offenders in the Day Reporting Center (DRC) program since program inception in June 2004 through September 2007. The DRC is an on-site cognitive restructuring program in CSS Branch IIA that is designed to change offenders' change adverse thinking patterns and provide education and job training to enable long-term employment, and hold unemployed offenders accountable during the day.
- Expanded Geographical Information System (GIS) capabilities within SMART to include GIS verification of offender's employer, victims, and collateral contacts.
- Implemented the SMART Stat performance management initiative in FY 2007. Executive staff and operations branch chiefs meet quarterly to review and critique SMART Stat results and plan operational strategies to improve results. Modeled after New York City's CompStat and Baltimore City's CitiStat, SMART Stat enables managers at all levels to gain a data-driven understanding of agency performance at the individual employee, team, branch, and organization levels. SMART Stat focuses on a series of critical case management practices, with the goal of improving the rate of offenders who successfully complete supervision and reintegrate into society. CSP's enterprise data warehouse (EDW) is the source of SMART Stat data.
- With the support of the National Institute of Corrections (NIC), Community Supervision Officers, Community Supervision Assistants, and Drug Testing Technicians received training on the "What Works" or evidence-based practice, which has been adopted by supervision staff as a management strategy to reduce recidivism and improve offender outcomes. Trained all supervision staff on Motivational Interviewing skills and techniques to use with offenders.
- Implemented modified supervision contacts to ensure that offenders who were not eligible for Compact transfer under the Interstate Commission for Adult Offender Supervision received appropriate supervision and referrals in their jurisdiction of residency. These supervision protocols are identified in the procedural statement noted on the Info Web under CSS. This effort has improved public safety by providing continued tracking and monitoring of offenders.
- As of September 30, 2007, CSP has initiated six separate cohorts of the agency's Violence Reduction Program (VRP) in three District locations. Two cohorts were established in Marshall Heights, two cohorts in Congress Heights and two cohorts in Columbia Heights.

- In FY 2007, CSOs submitted 7,196 Alleged Violation Reports (AVRs) to the releasing authorities, requesting a show cause hearing, warrant, sanctions hearing, or other action due to violation of supervision conditions.
- In May 2006, CSP, in conjunction with the United States Parole Commission (USPC), created an alternative sanction option called the USPC Reprimand Sanctions Hearings. This sanction is a graduated sanction that permits the USPC to address an offender's non-compliant behavior and to encourage the offender to comply with the conditions of his or her release as a last step before a formal parole revocation hearing. On a monthly basis, USPC reprimand hearings are conducted throughout the city at various CSOSA field sites with both CSP staff and a member of the USPC present. From May 2006 through September 30, 2007, CSP has conducted 84 hearings.

Performance Measures

CSP's performance measures for this CSF focus on completion of key supervision activities, such as drug testing and community service, as well as timely response to the breakdown of close supervision (loss of contact). These are the critical measures of whether close supervision is being maintained.

MEASURE	FY 2004	FY 2005	FY 2006	FY 2007 Target	FY 2007	FY 2008 Target
2.1. All eligible offenders on active supervision are drug tested at least once per month.	78%	70%	77%	76%	77%	80%
2.2 A warrant is requested within three calendar days of loss of contact with an offender, as defined by agency policy.	NA	NA	NA	NA	NA	NA
The SMART system does not currently measure the length of time between the offender's placement on loss of contact status and the issuance of a warrant. This measure is therefore under review to determine how CSP's response to loss of contact can be tracked given our current capabilities.						
2.3 Community service is completed within one year of the offender completing orientation.	89%*	62%*	87%	99%	86%	99%
*Analysis of community service indicated that while the rate of completion was very high once the offender had completed orientation, getting the offender to complete orientation was problematic.						

Measure Under Development

In addition to a review of measure 2.2 (warrant request for loss of contact), one measure is under development for CSF 2:

- **Each documented violation results in imposition of an appropriate sanction, as identified in the agency sanctions matrix, within five working days.**

This measure has been revised from a previous, related measure to ensure that the appropriate data are being captured.

Data Availability. Prior to April 2004, the SMART database recorded violations and sanctions, but did not capture a relationship between a *specific* violation and the *resulting* sanction(s). In FY 2004, a SMART enhancement came on-line requiring staff to enter a sanction for each recorded violation. The enhancement made the sanctioning process much easier to record, assisted the officer in identifying offenders requiring sanctions, and prevented the officer from closing the case with an outstanding, or unsanctioned, violation recorded in the record.

In FY 2004, a total of 42,096 violations and 29,872 sanctions were recorded, for an overall sanctioning rate of 71 percent. However, the sanctioning rate improved dramatically as the year progressed. In the period from October through April, the sanctioning rate was 48 percent. From May through October, the rate increased dramatically, to 94 percent. In FY 2005, a total of 60,439 violations and 59,928 sanctions were recorded, for an overall sanctioning rate of 99 percent. In FY 2006, a total of 57,517 violations and 57,127 sanctions were entered into SMART. The average monthly sanctioning rate was 99.3 percent. In FY 2007, CSP entered 61,808 violations and 59,634 sanctions in SMART. The average monthly sanctioning rate was 96 percent

While the sanctioning rate can be adopted as a baseline, the relationship between each violation and the timely imposition of a corresponding sanction is still being explored. For example, if the offender absconded before a sanction could be imposed, SMART would reflect an indefinite interval but could not reflect that this interval resulted from a change in status. A requirements analysis has been completed to include this measure in a future version of SMART.

Justification of Program Increase					
Information Technology: Infrastructure Enhancements and Supervision & Management Automated Records Tracking (SMART) Enhancements					
		FY 2007	FY 2008	FY 2009	Effective Change 2008/ 2009*
CSP IT Infrastructure and SMART Enhancements	(\$000)	11,929	11,426	11,426*	+2,583*
	Pos.	40	40	50	+10
	FTE	40	40	46	+6

*FY 2009 CSP Information Technology (IT) resources reflect IT resources necessary to support implementation of a new FY 2009 field unit.

Background

The Community Supervision Program (CSP) continues to increase its use of advanced technology in support of our public safety mission. The agency is recognized by the corrections industry, our local criminal justice/law enforcement partners, and federal small agency peers as an information technology leader. Multiple US state and local jurisdictions, as well as delegations from China and Great Britain, have inquired and continue to seek counsel based on their review of our successes in automation and business intelligence.

Since the launch in January 2002 of CSP's Supervision Management Automated Records Tracking (SMART) offender case management system, CSP's Office of Information Technology (OIT) has continued to upgrade and enhance system capacity and capability. OIT also developed and maintains the Sex Offender Registry (SOR) for the District of Columbia. More recently, CSP launched the SMARTStat performance accountability program. SMARTStat is founded upon leading edge technology that surfaces multidimensional, relational views of a vast source of data. SMARTStat currently provides management with near complete visibility into the agency's core practices and activities of offender supervision and treatment.

CSP investments in information technology have provided results increasing the quality, completeness and timeliness of community supervision data used by agency staff and shared with our law enforcement partners. Examples of information integration with our public safety partners, enabled by CSP information technology enhancements, include:

- Electronically transmitted sentencing guideline forms and pre-sentence investigation (PSI) reports to the D.C. Courts and the D.C. Sentencing Commission;
- Electronic receipt of data for incarcerated individuals being released to CSP supervision from the Federal Bureau of Prisons (BOP);
- Daily receipt of electronic rearrest data from the D.C. Metropolitan Police Department and Prince Georges County, Maryland;

- Electronic submission of Alleged Violation Reports (AVR) to the releasing authority (planned FY 2008);
- Electronic receipt of Notices of Action (NOA) electronically the U.S. Parole Commission (USPC);
- Bi-weekly video mentoring and quarterly re-entry programs with inmates of the BOP's Rivers Correctional Institution in North Carolina.

CSP's OIT develops and maintains the CSP infrastructure, including acquisition, support, maintenance, and life-cycle replacement of architecture/design/systems enhancements, Electronic Data Warehouse (EDW), IT Security services, Disaster Recovery, and operational services, such as customer support (Help Desk), network management, change and configuration management, e-mail and system administration services.

IT Infrastructure must adapt to continuously changing environmental trends to balance supply and demand, plan and manage capacity, and meet expectations to "keep the lights on." These trends include:

- Increased requirements for and dependency on rapid advances in application, telecommunications, computing, and networking technology;
- The increased consumption of and reliance on unimpeded network throughput;
- Increased requirements to secure infrastructure, applications, and data commensurate with heightened public and regulatory scrutiny, and increasing threats;
- Ubiquitous expectations for forward deployed (unconstrained yet secure) access to time-critical information; and
- Exponential growth in data along with the agency, system, and user requirements, legal statutes, and federal mandates to retain and make this data available expeditiously.

For FY 2009, CSP requests additional resources for SMART and infrastructure enhancements. These resources will continue the significant progress made by CSP OIT to increase the timeliness and accuracy of data used by agency staff and our partners to make day-to-day law enforcement decisions affecting public safety in the District. Additional resources are required to:

- Continue enhancements to SMART and SOR, including:
 - Expansion of the newly-developed SMART-STAT performance management platform;
 - Increased information integration with law enforcement partners (Courts, USPC, etc.);
 - Adapt the SOR to pending national standards and data sharing with a national registry.

- Transition to a next-generation Service Oriented Architecture (SOA) information systems platform;
- Continue development and data sharing capabilities of the agency's Enterprise Data Warehouse (EDW);
- Enable seamless and secure information sharing under standardized protocols and services including the Global Justice XML Data Model (GJXDM) and the National Information Exchange Model (NIEM), and new semantic web techniques;
- Develop and implement Electronic Document and Forms Management, including workflow, security and data storage.
- Support, maintain, and enhance the infrastructure necessary to sustain the tremendous increase in demand for timely, relevant, complete, and accurate information, and the imperative to expand, standardize, and optimize our information acquisition, distribution, and quality assurance methods and means, both within CSP and in our growing and productive efforts to expand our community and criminal justice partnerships.

Justification of Request:

CSP OIT currently delivers services with a staff allocation that is insufficient to sustain operations and to plan and deliver on a migration strategy to an "agile" service-based infrastructure. Current CSP funding does not provide resources to maintain current CSP IT infrastructure and continue necessary SMART development on a long-term basis.

In FY 2005, Gartner Consulting conducted an assessment of CSP OIT and concluded that current staffing is 25 percent below staffing for IT organizations with a similar workload. The assessment rated CSOSA's IT process maturity level as a level 2 on a scale of 1 (lowest) to 5 (highest). Gartner stated that CSOSA's IT processes must improve to minimum level 3 in order to adequately support the CSOSA strategic plan.

CSP has been able to support the significant SMART and Infrastructure accomplishments to date through delayed operational costs at two new field units. One of those field units (Rhode Island Avenue) became operational in FY 2006 with the second planned for implementation in FY 2009. Without the requested FY 2009 resources, planned SMART, partnership/data sharing and infrastructure improvements will be significantly reduced, affecting the effectiveness and efficiency of CSP and our law enforcement partners.

CSOSA's FY 2009 Information Technology requests include:

Infrastructure Enhancements

- \$300,000 in contract funding to support EDW software, development and maintenance;
- Five (5) New Positions:
 - Two Systems Engineers (GS-13)
 - One Infrastructure Architect/Project Manager (GS-14)
 - One Customer Support Specialist (GS-8)
 - One EDW Database Administrator (GS-13)

SMART Enhancements

- \$1,000,000 in contract funding to support SMART, SOR and Data Sharing development and maintenance;
- Five (5) New Positions:
 - One Systems Integration Architect (GS-14)
 - One Systems Integration Analyst (GS-13)
 - One Configuration Manager (GS-13)
 - One Business Intelligence Analyst (GS-13)
 - One Technical Writer (GS-13)

CSF 3: Treatment and Support Services

Analysis by Critical Success Factor					
<i>dollars in thousands</i>					
Activity	2008 Enacted	ATB	Program Changes	2009 Budget Request	Change From 2008
Supervision	6,310	258	258	6,825	516
Treatment	27,397	485	0	27,882	485
CSF 3: Treatment & Support Services	33,707	742	258	34,707	1,000

Approximately 23 percent of FY 2009 requested funding (\$34,707,000) and 147 FTE support Treatment and Support Services.

Program Summary

The connection between substance abuse and crime has been well established. Long-term success in reducing recidivism among drug-abusing offenders, who constitute the majority of individuals under supervision, depends upon two key factors:

1. Identifying and treating drug use and other social problems among the defendant and offender population; and
2. Establishing swift and certain consequences for violations of release conditions.

CSP is committed to providing a range of treatment options to offenders under supervision. Addressing each individual's substance abuse problem through drug testing and appropriate sanction-based treatment will provide him or her with the support necessary to establish a productive, crime-free life. CSP also provides in-house adult literacy, anger management, and life skills training to help offenders develop the skills necessary to sustain themselves in the community.

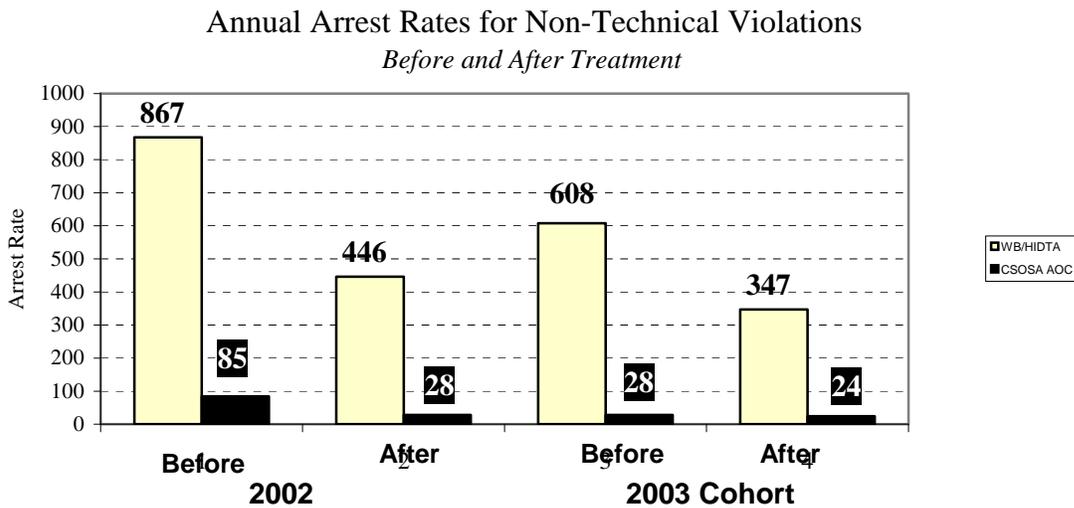
CSP contracts with service providers for a range of residential, outpatient, transitional, and sex offender treatment services. Contractual treatment also encompasses drug testing and ancillary services, such as mental health screening and assessments, to address the multiple needs of the population. CSP is also committed to helping offenders build skills and support systems to improve their chances for success in the community. Nowhere is this more evident than in our Learning Labs, which provide literacy training and job development services for both offenders and defendants.

Indications are that the increase in drug testing and treatment is having a positive effect among CSP's supervised population. A study by the Institute for Behavior and Health⁴ found that CSOSA offenders and defendants who participated in the Washington/Baltimore HIDTA drug

⁴ The Effect of W/B HIDTA-Funded Substance Abuse Treatment on Arrest Rates of Criminals Entering Treatment in Calendar Years 2002 and 2003. Institute for Behavior and Health, Inc., October 18, 2007.

treatment program were less likely to commit crimes. The indicator used was arrest rate, which is defined as the number of arrests for non-technical violations per participant in the year before treatment vs. the number of arrests for non-technical violations per subject in the year following treatment.

In calendar year 2002, the overall arrest rate for participants in the *entire* Washington/Baltimore HIDTA drug treatment program dropped 48.6 percent from 867 arrests in the one year period before HIDTA treatment to 446 in the one year after treatment. Participants in CSOSA’s Assessment and Orientation Center, a program within the Washington/Baltimore HIDTA, experienced a 67.1 percent decrease in rearrests, from 85 in the one year prior to treatment to 28 one year after treatment. In calendar year 2003, the overall arrest rate for participants in the *entire* Washington/Baltimore HIDTA drug treatment program dropped 42.9 percent from 608 arrests in the one year period before HIDTA treatment to 347 in the one year after treatment. CSOSA participants experienced a 14.3 percent decrease in rearrests, from 28 in the one year prior to treatment to 24 one year after treatment.



Drug treatment effectiveness studies performed by CSP show promising results. The studies provide preliminary indication of the short-term (90 and 180 days post-treatment) effect of treatment on persistent drug user patterns. The studies indicate that drug use persistence decreased more among offenders who completed the treatment program when compared with those who failed to complete the prescribed treatment. Specifically, the number of persistent drug users decreased 78 percent for offenders who completed treatment and 43 percent for treatment drop-outs within 90 days post-treatment. Using available data for offenders who were under CSOSA supervision 180 days post-treatment, the number of persistent drug users decreased 70 percent for offenders who completed treatment and 64 percent for treatment drop-outs. Further analysis is required to determine if the closing of the persistent drug use gap is at least partially attributable to timely and appropriate aftercare support or to other pre-identified factors about treatment participants that may influence treatment continuum decisions.

In 2006, the National Research Council of the National Academies recommended offender re-entry programs that focus on intensive and detailed pre-release and post-release counseling; immediate enrollment in drug treatment programs; intense parole supervision; assistance in finding work; short-term halfway houses; mentors who are available at the moment of release; and assistance in obtaining identification, clothes, and other immediate needs. The National Academy further recommended long term assistance that included cognitive-behavioral treatment approaches⁵.

Accomplishments

- In 2007, CSP made 2,469 substance abuse treatment placements and 155 sex offender assessments. In addition, at any given time, up to 1,200 offenders are participating in CSP in-house substance abuse treatment or treatment readiness programming. Typically, an offender who has serious substance abuse issues requires a treatment program continuum consisting of three separate substance abuse treatment placements (in-house or contract) to fully address his or her issues.
- In FY 2007, CSP placed 170 offenders into a Halfway Back Residential Sanctions program.
- In FY 2007, CSP placed 396 offenders into a Transitional Housing Program.
- The VOTEE Team provides educational and vocational specialists at Learning Labs in four community field sites to work with offenders needing to improve their educational level, obtain vocational skills training, and/or find employment. The Vocational Opportunities, Training and Education (VOTEE) Team received the following referrals in FY 2007:
 - 3,505 offenders referred for preparation for employment placement;
 - 1,702 offenders referred for vocational skills development;
 - 1,569 offenders referred for educational development training (Learning Labs)
- In FY 2007, identified and coordinated 250 community service special events for offenders who are required to complete community service hours.
- CSP staff developed a sex offenders' life skills module to provide sex offenders assessed to be lacking basic life skills with a six-week training module to assist them in successfully reintegrating into the community.
- Pursuant to the Interstate Compact, finalized a treatment placement agreement with the Interstate Office in the state of Maryland and the District of Columbia to facilitate treatment placement for offenders in residential treatment programs. This agreement has increased the bed space capacity for placement options for CSOSA offenders.

⁵ *Parole, Desistance from Crime, and Community Intergation*. Executive Summary from the Committee on Community Supervision and Desistance from Crime, National Research Council of the National Academies (2007).

- Traffic and Alcohol (TAP) CSOs supervised and coordinated the Victims Orientation Panel for court-ordered or sanctioned offenders.

Performance Measures

CSP's treatment performance measures focus on ensuring that the offender accesses treatment in a timely manner and monitors the rate of successful program completion. These measures provide a foundation for assessing overall treatment effectiveness.

MEASURE	FY 2004	FY 2005	FY 2006	FY 2007 Target	FY 2007	FY 2008 Target
3.1 Substance abuse treatment referrals are made according to the recommendations of the assigned treatment specialist within 7 working days.	62%	67%	61%	NA	66%	70%
The mean referral time is 43 days. Further analysis is needed to determine whether this can be reduced given the resources available to process referrals, and whether particular types of cases are greatly lengthening the mean referral time.						
3.2 Offenders referred to substance abuse treatment are placed in treatment within an acceptable timeframe (30 calendar days).	78%*	93%*	70%	90%	70%#	90%
*Before FY 2006, CSP was unable to accurately measure the amount of time between the CSO referral for treatment and the actual placement with a treatment vendor. An interim measure was therefore adopted to reflect the time from the start of a referral record (which may be initiated somewhat later than the actual referral date) to the start of placement with a treatment provider. #The mean referral time has stabilized at approximately 32 days, with a median of 14 days. A relatively small number of complex placements can significantly decrease compliance with this performance measure.						
3.3 Offenders placed in contractual treatment satisfactorily complete the programs.	68%	72%	68%	75%	63%	TBD*
*In FY 2007, CSP's treatment placement criteria were revised to reflect an increased emphasis on providing treatment for offenders at the highest supervision levels. This has impacted program completion rates. The performance target is under review to determine its appropriateness given that the population placed in treatment is changing.						

CSF 4: Partnerships

Analysis by Critical Success Factor					
<i>dollars in thousands</i>					
Activity	2008 Enacted	ATB	Program Changes	2009 Budget Request	Change From 2008
Supervision	10,345	344	129	10,819	474
CSF 4: Partnerships	10,345	344	129	10,819	474

Approximately 7 percent of FY 2009 requested funding (\$10,819,000) and 68 FTE support Partnerships.

Program Summary

Establishing effective partnerships with other criminal justice agencies and community organizations facilitates close supervision of offenders in the community and enhances the delivery of treatment and support services. CSP's Community Relations Specialists are mobilizing the community, identifying needs and resources, building support for our programs, and establishing relationships with local law enforcement and human service agencies, as well as the faith-based community, businesses, and non-profit organizations. These efforts, formalized in Community Justice Partnerships, Community Justice Advisory Networks, and the CSP/Faith Community Partnership, enhance offender supervision, increase community awareness and acceptance of CSP's work, and increase the number of jobs and services available to offenders.



CSOSA/Faith Community Partnership

The CSOSA/Faith Community Partnership was initiated in FY 2002 as an innovative and compassionate collaboration to provide reintegration services for ex-offenders returning to the community from incarceration. These services are designed to support and enhance the participant's successful re-entry into the community. This program bridges the gap between prison and community by welcoming the ex-offender home and helping him or her get started with a new life.

During the early stages of this initiative, mentoring has been the primary focus. The Mentoring Initiative links offenders with concerned members of the faith community who offer support, friendship, and assistance during the difficult period of re-entry. During the transition from prison to neighborhood, returning offenders can be overwhelmed by large and small problems. Participating offenders are matched with a volunteer mentor from one of the participating faith-based institutions.

The philosophy of mentoring is to build strong moral values and provide positive role models for ex-offenders returning to our communities through coaching and spiritual guidance. Mentors

also help identify linkages to faith-based resources that assist in the growth and development of mentees.

Since the Faith Based Initiative began in 2002 through September 2007, approximately 101 faith institutions have been certified as mentor centers, over 600 community members have been recruited and trained as volunteer mentors and approximately 550 offenders have been referred to the Faith Based Initiative program. As of September 2007, 33 faith institutions and 140 mentors remained actively engaged with the program. 200 offenders were matched with a mentor. Approximately 150 mentees have successfully completed the program since the Faith Based Initiative began in 2002.



East-of-the-River Clergy-Police-Community Partnership is one of the over 40 faith institutions participating in the CSOSA/Faith Community Partnership

In terms of assessing the intermediate outcomes, early results derived by CSP indicate that offenders who participate in the mentoring program may experience lower rates of technical violations, positive drug tests, and re-arrests the longer they remained actively engaged with a mentor. Although CSOSA has not introduced experimental or quasi-experimental design to assess the direct relationship between Faith-Based Initiative participation and performance on these intermediate outcome measures, we believe that this alternative intervention strategy is promising. Indeed, CSOSA is looking to expand the program into other areas suffering from limited resources that could be offset by joint ventures with our faith community partners.

Mentoring is just one aspect of faith-based reintegration services. CSOSA is working with its partners to develop a citywide network of faith-based services, including job training, substance abuse aftercare and support, transitional housing, family counseling, and other services. CSOSA has divided the city into three service areas, or clusters, and funded a Lead Faith Institution in each cluster. We are in the process of working with these institutions to map resources, identify service gaps, and build additional faith-based capacity throughout the city.



CSP/Police Community Partnership

To improve public safety and increase offender accountability, CSP is working closely with the DC Metropolitan Police Department (MPD) to form partnerships with the community. Partnerships enhance the contribution CSP can make to the community by increasing law enforcement presence and visibility.

Working in specific Police Service Areas (PSAs), our Community Supervision Officers

collaborate with police officers to share information and provide joint supervision of offenders in the area through regular meetings and joint accountability tours. CSP also works in partnership with the community through the development of community service opportunities for offenders. These opportunities enable offenders to contribute to the community while developing work skills and habits, building positive relationships, and fulfilling court-imposed community service requirements.

CSP/Grant Fiscal Agent Partnerships

In FY 2004, CSP assumed fiscal agent duties for two Department of Justice (DOJ) grant programs with the purpose of increasing public safety for the District of Columbia: 1) Weed and Seed, and 2) Project Safe Neighborhood.

Acting in the capacity of the fiscal agent for the Weed and Seed and Project Safe Neighborhood grants, CSP's responsibilities include:

- Administrative/fiscal oversight;
- Joint management of sub-grantee's, report sub grantee activity to the steering committee and monitoring the activity of the community advisory boards;
- Monitoring each program for its fiscal capabilities and programmatic progress; review and monitor progress and disburse funding as approved;
- Prepare the categorical assistance progress reports and financial reports to DOJ;
- Oversight of overall program strategy, follow-on application submission and provide technical assistance as needed; and
- Address program and problematic issues; and conduct site visits.

Weed and Seed Grant: Operation Weed and Seed, administered by the Community Capacity Development Office (CCD), Office of Justice Programs (OJP), DOJ, and the United States Attorneys' Office (USAO) is a community-based initiative that encompasses an innovative and comprehensive multi-agency approach to law enforcement, crime prevention, and community revitalization. Operation Weed and Seed is foremost a strategy aimed to prevent, control, and reduce violent crime, drug abuse, and gang activity in three high crime neighborhoods in the District.

The Weed and Seed partnership is a multi-level strategic plan that includes four basic components: Law enforcement; community policing, prevention/intervention/treatment and neighborhood restoration. Currently, there are three active Weed and Seed sites in the District consisting of the Marshall Heights/Eastgate, Columbia Heights, and Congress Heights communities. Within this partnership, Weed and Seed grant funding is provided to the DC Metropolitan Police Department (MPD), which focuses on law enforcement and community policing, representing the "weeding" aspect of the strategy. The prevention, intervention, treatment and neighborhood restoration represents the "seeding" phase as implemented by several community-based agencies funded with the Weed and Seed grant. The various agencies focus on neighborhood efforts to enhance protective factors while reducing risks, thus promoting behavior that ultimately leads to personal success.

The Washington DC Weed and Seed Initiative continues its quest of identifying and supporting communities, which are severely impacted by high incidents of crime. The collaborations and partnerships were established to infuse social service programming which are key factors to improving the quality of life of the resident residing within the Washington Weed and Seed communities.

Project Safe Neighborhoods Grant: Project Safe Neighborhoods (PSN) is a nation-wide commitment to reduce gun crime by networking existing local programs that target gun crime and providing those programs with additional tools necessary to be successful. The US Department of Justice's Bureau of Justice Assistance (BJA) administers PSN. BJA awards grants to local United States Attorney's Offices, who in turn establish PSN task forces to name a fiscal agent and to issue sub-awards to local partners with the capacity to support investigators, provide training, deter juvenile gun crime, develop and promote community outreach efforts, and support other gun violence reduction strategies.

In FY 2004, CSP became the fiscal agent for PSN awards to the United States Attorney's Office in the District of Columbia. In that role, CSOSA has overseen reimbursement of PSN funds to local sub-awardees for approved program activities.

Accomplishments

- Conducted 73 specialized offender Mass Orientations in FY 2006 and 70 in FY 2007.
- In June 2003, CSOSA expanded its Faith Community Partnership to include inmates housed at the Federal Bureau of Prison's Rivers Correctional Institution in North Carolina, which has a large population of District of Columbia inmates. CSOSA activities with Rivers have included bi-weekly video mentoring and Community Resource Day presentations on DC programs and services available to returning offenders.
- In June 2007, CSOSA entered into an agreement with the Metropolitan Police Department (MPD) called the Homicide Initiative. The purpose of this collaboration is to assist MPD in investigating homicides by conducting accountability tours within 48 hours of a homicide on offenders who live within close proximity to where a recent homicide occurred.
- Acted as fiscal agent for the Weed and Seed and Project Safe Neighborhoods initiatives.
- Conducted Quarterly Meetings with the Metropolitan Police Department, including each District Commander.
- Developed partnerships with BOP and community groups to improve offender re-entry.

- Continued to improve information gathering by developing relationships and collaborations with CSOSA’s law enforcement partners, the D.C. U.S. Attorney's Office and the Pretrial Services Agency.
- Continued to collaborate and enhance the Cross Borders Initiative with neighboring jurisdictions.
- Continued to collaborate with the Child Support Enforcement Division to comply with the requirements of the Offender Self-Sufficiency Act.
- Reached out to several D.C. public schools and held informative meetings on sex offenders, including internet sites available for searching to determine if a school volunteer or potential employee was on a sex offender registry.
- CSP staff participated on joint warrant operations with Metropolitan Police Department staff.
- CSP staff coordinated a number of community-based activities including: several employment/resource job fairs; a Domestic Violence Conference and a Mental Health Conference.

Performance Measures

Throughout the first six years of CSOSA’s existence, performance measures for this CSF focused on establishing the framework for community partnerships. CSP adopted two “milestone” measures: establishing active partnerships with the Metropolitan Police Department in all Police Districts, and establishing functional Community Justice Advisory Networks in all police districts. These measures have been achieved and have resulted in scheduled partnership activities: case presentations and accountability tours with MPD, CJAN meetings and Offender Mass Orientations in each police district. In addition, CSP’s partnership activities have expanded to encompass our work with the faith community and our role in grant administration.

We are in the process of developing additional measures that focus on the *effectiveness* of our partnership activities rather than the *extent* of these activities. Such measures may involve different methodologies, such as survey research or sampling.

MEASURE	FY 2002	FY 2003	FY 2004 Target	FY 2004	FY 2005
4.1. Agreements are established and maintained with organizations through which offenders can fulfill community service requirements.	38	41	+10%	41	Measure under review.
	An estimated 41 Memoranda of Understanding (MOUs) have been established between CSP and providing organizations. This measure is being revised to reflect the availability of effective community service slots rather than the number of agencies providing those slots.				

MEASURE	FY 2002	FY 2003	FY 2004 Target	FY 2004	FY 2005
4.2. Agreements are established and maintained with organizations to provide offenders with job opportunities.	2,632 slots	NA	Baseline	NA	Measure under review.
	This measure is being revised to reflect the number of employment slots developed through CSP's VOTEE unit rather than the number of agreements with potential employers.				
4.3. Each offender classified to intensive or maximum supervision has his/her case presented at Metropolitan Police Department partnership meetings within 60 days of the classification.	53%	60%	60%	NA	Measure under review.
	Data for this activity has proven difficult to retrieve because it is embedded in the offender's "running record," or case notes. Efforts are continuing to develop a reliable methodology to extract this data.				

Measure Under Development

- **Accountability Tours with the Metropolitan Police Department occur per CSP policy.**

Data Availability. The frequency of accountability tours is tracked through the running record; the officer selects "accountability tour" as the purpose for the running record entry. In FY 2003, this selection was made for 2,722 entries. In FY 2004, 4,766 accountability tours were recorded. In FY 2005, a total of 4,939 accountability tours were recorded. During FY 2006, 7,499 accountability tours were conducted, including 4,963 tours during the D.C. Crime Emergency (July through September). Most of the Crime Emergency tours were conducted at night and on weekends. In FY 2007, 8,140 accountability tours were conducted.

The methodology to track accountability tour implementation in accordance with policy is still under development.

Community Supervision Program
Summary of Change
fiscal year 2009

	Perm Pos.	FTE	Amount \$(000)
FY 2008 Enacted	914	914	140,449
Adjustments to Base:			
FY 2009 Pay Raise	0	0	2,865
General Price Increase	0	0	1,755
Total ATB	-	-	4,620
FY 2009 BASE	914	914	145,069
Program Changes:			
<i>Supervision</i>			
Information Technology (SMART) Enhancements	10	6	2,583
Total Program Changes	10	6	2,583
Total Changes	10	6	7,203
FY 2009 Request	924	920	147,652
Percent Increase over FY 2008 Enacted:	1%	1%	5.1%

Community Supervision Program
New Initiatives
Salaries and Expenses
Financial Analysis - Program Increases

	Positions	Amount (\$000)
GS-15	0	0
GS-14	2	106
GS-13	7	321
GS-12	0	0
GS-11	0	0
GS-10	0	0
GS-9	0	0
GS-8	1	24
GS-7	0	0
GS-6	0	0
GS-5	0	0
Total Positions	10	451
Total FTE	6	
11.1 Full Time Permanent		451
11.3 Other Than Full Time Permanent		0
11.5 Other Personnel Cost		5
11.8 Special Personnel Services		7
12.1 Benefits		126
Total Personnel Cost		589
21.0 Travel and Training		14
22.0 Transportation of Things		2
23.1 Rental Payments to GSA		108
23.2 Rental Payments to Others		3
23.3 Communications, Utilities, and Misc.		24
24.0 Printing		0
25.0 Contract Services		1,302
25.1 Consulting Services		0
25.2 Other Services		28
25.3 Purchases from Government Accounts		6
25.6 Medical Care		1
26.0 Supplies and Materials		4
31.0 Furniture and Equipment		166
32.0 Buildout		336
Total Non-Personnel Cost		1,994
Total Cost		2,583

Community Supervision Program
Salaries and Expenses
Summary of Requirements by Grade and Object Class
(dollars in thousands)

	FY 2007 Actual		FY 2008 Enacted		FY 2009 Request		Variance	
	Pos	Amt	Pos	Amt	Pos	Amt	Pos	Amt
EX	1	147	1	154	1	159	-	5
SL	8	1,201	8	1,296	8	1,339	-	43
GS-15	20	2,112	20	2,315	20	2,441	-	126
GS-14	53	5,101	53	5,278	55	5,658	2	380
GS-13	99	8,262	99	8,398	106	9,096	7	698
GS-12	305	20,533	320	21,785	320	22,603	-	818
GS-11	82	4,571	82	4,833	82	4,992	-	159
GS-10	-	-	-	-	-	-	-	-
GS-09	92	3,932	92	4,211	92	4,424	-	213
GS-08	46	1,730	46	1,986	47	2,075	1	89
GS-07	156	5,297	141	4,927	141	5,089	-	162
GS-06	34	745	34	796	34	822	-	26
GS-05	13	312	13	404	13	417	-	13
GS-04	5	129	5	179	5	185	-	6
GS-03	-	-	-	-	-	-	-	-
GS-02	-	-	-	-	-	-	-	-
GS-01	-	-	-	-	-	-	-	-
Total Appropriated Positions	914	54,072	914	56,562	924	59,300	10	2,738
Object Class								
11.1 Full Time Permanent	914	54,072	914	56,562	924	59,300	10	2,738
11.3 Other Than Full-Time Permanent		1,317		1,976		1,979	-	3
11.5 Other Personal Compensation		1,041		865		866	-	1
11.8 Special Personal Services		-		3		10	-	7
12.0 Personnel Benefits		18,887		19,037		20,263	-	1,226
13.0 Unemployment Compensation		108		32		32	-	-
Total Personnel Obligations	914	75,425	914	78,475	924	82,450	10	3,975
21.0 Travel & Training		1,012		1,027		1,027	-	-
22.0 Transportation of Things		153		281		281	-	-
23.1 Rental Payments to GSA		1,801		1,733		1,754	-	21
23.2 Rental Payments to Others		8,487		9,461		10,035	-	574
23.3 Comm, Utilities & Misc.		2,145		2,778		2,778	-	-
24.0 Printing and Reproduction		47		40		41	-	1
25.1 Consulting Services		3,833		6,385		7,685	-	1,300
25.2 Other Services		29,689		32,040		33,040	-	1,000
25.3 Purchases from Gov't Accts		781		1,063		1,063	-	-
25.4 Maintenance of Facilities		864		1,028		1,031	-	3
25.6 Medical Care		3		5		6	-	1
25.7 Maintenance of Equipment		529		762		762	-	-
26.0 Supplies and Materials		1,329		1,131		1,131	-	-
31.0 Furniture and Equipment		3,869		4,196		4,187	-	(9)
32.0 Buildout		2,250		44		381	-	337
Total Non-Personnel Obligations	-	56,792	-	61,974	-	65,202	-	3,228
TOTAL	914	132,217	914	140,449	924	147,652	10	7,203
OUTLAYS		133,979		138,803		146,211		7,409