

Chapter I: Introduction and Overview

A. Community Supervision Services (CSS) Operations Manual

1. Purpose

The Community Supervision Services (CSS) Operations Manual is the Associate Director's directive system for the day-to-day functions and procedures of the Community Supervision Services Division. The manual also serves as a reference guide for other policies, procedures, directives, and regulations within the Court Services and Offender Supervision Agency (CSOSA). The Operations Manual is a resource for staff training and development and serves as an on-the-job resource for staff. It provides updated, standard operating procedures that allow the Division to fulfill its mission to increase public safety, prevent crime, reduce recidivism, and support the fair administration of justice in close collaboration with the community we serve. The manual custodian (an employee designated by the unit supervisor) is responsible for ensuring that each employee receives updated information and/or copies of all changes made to the Operations Manual.

2. Structure

The CSS Operations Manual is the primary guiding resource for CSS managers and staff regarding the conduct of their professional responsibilities. Structured to ensure ease in accessing information, this manual includes a detailed table of contents and index. Each chapter addresses a specific area for which Division personnel are responsible in the performance of their duties. Each chapter is divided into sections, and each section is divided into subsections. Each page is numbered separately with the chapter and the page number within the chapter. Revisions are maintained, by chapter, in the Operations Log (see Appendix A, CSS Manual System). The Operations Manual also references policies and procedures found in other Agency manuals, such as the Administrative Manual (see Appendix A, CSS Manual System).

3. Relationship to Agency Policy

The CSS Operations Manual is intended necessarily to work together with other CSOSA policies and procedures (see Appendix B, Frequently Used Terminology in CSS). The intent of the CSS Operations Manual is to provide users with an overview of operations in all organizational components and offer references to other CSOSA policies and procedures that are essential to achieving the Agency's mission (see Appendix C, Acronyms in General Usage in CSS). The Operations Manual provides the foundation for CSS standards and compliance activities as well as for the training of newly hired professional staff.

B. History of CSOSA

On August 5, 1997, the National Capital Revitalization and Self-Government Improvement Act of 1997 (“the Revitalization Act”) became law.

The new law set in motion a massive, system-wide reorganization of criminal justice functions in the District of Columbia. Among other changes, the law involved the reorganization and transition of pretrial services, parole and adult probation functions to the Federal government. The result was a new independent Federal agency, the Court Services and Offender Supervision Agency for the District of Columbia (CSOSA).

Prior to the creation of CSOSA, the District agencies responsible for handling community supervision functions were the District of Columbia Pretrial Services Agency, the D.C. Board of Parole and the Adult Probation Branch - Social Services Division of the Superior Court. The Adult Probation Branch (a judicial entity) was responsible for investigating and supervising adult offenders placed on probation by the Courts in the District of Columbia. The D.C. Board of Parole, an executive branch agency of the District of Columbia Government, supervised all adult offenders on parole in the District of Columbia.

On September 25, 1997, the Attorney General appointed Trustee John A. Carver to head the newly created Court Services and Offender Supervision Agency. The Revitalization Act mandated that the Trustee reorganize the functions and funding relating to pretrial services, parole, adult probation and offender supervision and certify to the Attorney General by August 5, 2000 that the Agency carries out the functions described in Statute (§) 11233, and that the United States Parole Commission carries out its broadened functions, described in § 11231.

In May 1998, the CSOSA Trustee re-instituted the practice of transitioning parolees through halfway houses. In July of 1998, the Agency established a new program, Transitional Intervention for Parole Supervision (TIPS). The program was designed to help reintegrate pre-parolees and provide leadership, counseling services, interagency referrals, support and resources in an effort to provide a successful transition back into the community and to reduce the probability of continued criminal behavior.

On March 1, 2000, an Associate Director and a Deputy Associate Director were appointed to manage the Community Supervision Services (CSS) Division of CSOSA.

On August 4, 2000, the parole determination function was successfully transferred from the D.C. Board of Parole to the U.S. Parole Commission, as required by the Revitalization Act. CSOSA initiated a number of reforms, including: the issuance of timely warrants when parolees are charged with new crimes; instituting a system of graduated sanctions; and designing, planning, and building a new Forensic Toxicology Drug Testing Laboratory with an efficient tracking system to assure the acceptance of drug test results by the Court. The Agency also developed a chain of custody program for evidence and fashioned a neighborhood-based model of offender supervision.

CSOSA was certified on August 4, 2000 by the Attorney General as an independent Agency in the Executive Branch of the Federal Government. The statutory Trusteeship ended with the Attorney General's certification.

On August 4, 2000, Jasper Ormond was appointed Interim Director of CSOSA.

On July 26, 2002, Paul A. Quander, Jr. was appointed as Director of CSOSA.

CSOSA's organization chart is presented on page I-4.

C. CSOSA Mission, Goals and Critical Success Factors

1. Mission

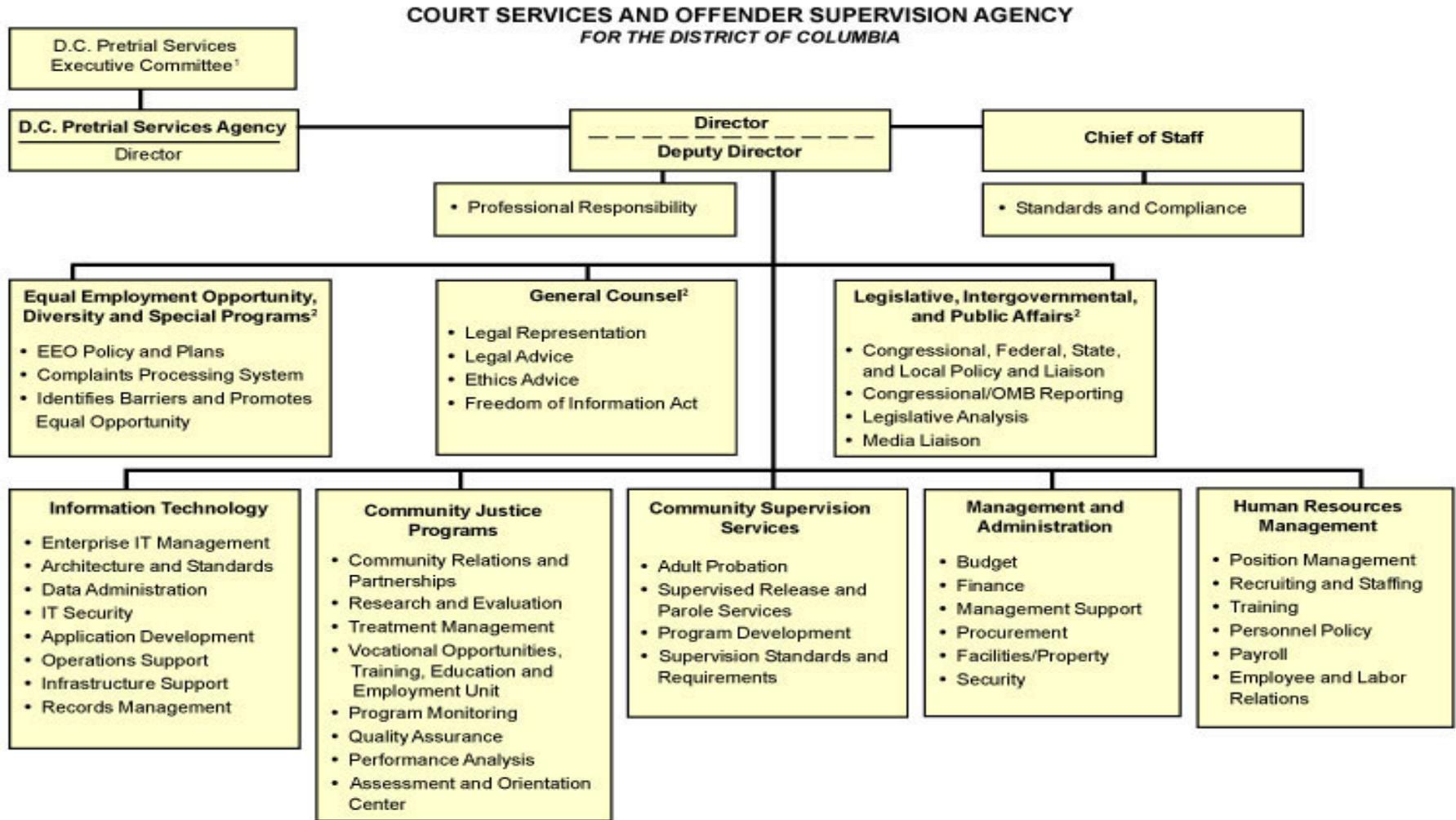
The CSOSA mission is to:

Increase public safety, prevent crime, reduce recidivism and support the fair administration of justice in close collaboration with the community.

CSOSA is committed to providing effective community supervision to all adult offenders on parole or probation in the District of Columbia. CSS is the division of CSOSA that provides community supervision to offenders through an organizational structure that includes general supervision and specialized units, offender intake, investigation services, offender reentry services, and urine sample collection for drug testing. CSS has established strict accountability to prevent offenders from engaging in criminal activity by ensuring that offenders comply with the conditions of their release.

In response to its mandate, the Agency will enhance decision-making and provide effective community supervision, thereby assuring public confidence in the justice system. The Court Services and Offender Supervision Agency for the District of Columbia is a performance-based organization. The Agency management and program activities are directly linked to strategic goals and operational strategies that reflect the community safety and security interests of the District of Columbia. CSOSA is guided by certain critical success factors that constitute specific targets in the alignment and conduct of key organizational activities.

FIGURE I.1



¹The Executive Committee consists of the four chief judges of the trial and appellate courts of the District of Columbia, the US Attorney, the Public Defender, and the CSOSA Director.

²These functions are also performed for the Pretrial Services Agency, as appropriate.

2. Goals

The goals of Community Supervision Services are to:

- a. Increase the number of offenders successfully integrated into the community and completing their term of community release satisfactorily;
- b. Support the fair administration of justice by providing accurate information and meaningful recommendations to criminal justice decision-makers;
- c. Establish and implement an effective risk and needs assessment procedure for each supervised offender; and
- d. Supervise offenders through appropriate levels of contact and performance contracts.

These goals involve the enforcing of graduated sanctions and incentives to instill individual accountability, providing offenders with appropriate treatment and support services through an effective screening process and developing partnerships among criminal justice and social services agencies and the community.

3. Critical Success Factors (CSFs)

The Agency's Critical Success Factors (CSFs) support the goals set by CSS, and these operational strategies drive the performance of all CSS activities. Effective implementation of these strategies by CSS supervisors and managers requires adherence to set policies and procedures established by the Agency.

As a result of a critical need for a coordinated effort, CSS has adopted the following four strategies:

<p>CSF 1</p> <p>Improved Risk/Needs Assessments Techniques</p> <ul style="list-style-type: none"> Assess all eligible offenders Validate assessment tool annually Expand drug testing 	<p>CSF 2</p> <p>Close Supervision</p> <ul style="list-style-type: none"> Implement close case management and accountability contract Reduce caseload levels Implement team-based approach Establish Sanctions Center
<p>CSF 3</p> <p>Support Services and Treatment</p> <ul style="list-style-type: none"> Expand substance abuse, criminality and anger management treatment Provide employment and health care assistance, educational and vocational training 	<p>CSF 4</p> <p>Partnerships</p> <ul style="list-style-type: none"> Expand community and criminal justice partnerships

D. Community Justice Partnerships (PSA Model)

The Court Services and Offender Supervision Agency (CSOSA), the Metropolitan Police of the District of Columbia (MPD) and the Housing Authority Police have agreed to create a partnership based upon the common goal of reducing crime among repeat offenders and increasing public safety. Consequently, CSOSA and MPD have integrated the major public safety initiatives within each organization, CSOSA Community Justice Partnerships and MPD Policing Strategies for Prevention. Policing for Prevention commits Police Service Area (PSA) lieutenants to employ innovative strategies, conduct focused law enforcement, build neighborhood partnerships and facilitate systemic crime prevention.

- 1. Community Justice Partnerships combine the resources of CSOSA and MPD to:**
 - a. Share information on intensive and maximum supervision level offenders in a given PSA;
 - b. Conduct Accountability Tours (joint home visits performed by a CSO and the police officer); and

- c. Establish and maintain partnerships with residents and community stakeholders to address public safety concerns and develop resources for offenders that address the root causes of crime such as substance abuse and unemployment.

2. The Police Service Area (PSA) Model

The Police Service Area (PSA) concept is community-based close supervision of offenders by CSOs placed in the neighborhoods where the offenders live and work. CSOSA has established field units where officer's work and support services are readily available in NE, SE, and NW District communities.

The supervision centers are carefully targeted according to the number of offenders residing in these areas of the District. CSOSA requires that offenders be assigned to supervision staff on a geographic basis due to an organizational commitment that makes the neighborhood, not the office, the primary focus of supervision. This philosophy of supervision requires the CSO to conduct more supervision activities in the field. It also enables the CSO to work closely with police officers that work the same geographic areas.

As a result of the Community Justice Partnerships with the Metropolitan Police Department, regularly scheduled meetings are held in which CSOs apprise their police team counterparts of the those offenders who pose the greatest risk of committing additional offenses. These offenders are identified as the top 25 percent of each caseload based on risk and needs assessments conducted while in the community.

E. Overview of Community Supervision Services (CSS)

The Community Supervision Services (CSS) Division of CSOSA is responsible for community supervision of probationers, parolees and supervised releasees in the District of Columbia. CSS provides a range of investigative, casework management and related supportive services through an organizational structure that includes several branches that provide both general and specialized case management services. CSS is a lead Agency in special public safety partnerships (i.e., community policing and cross border initiatives, etc.) that support improved policing and offender supervision practices at the neighborhood level. The Community Supervision Services Division is a results-driven organization that utilizes performance-based management principles to measure and guide its mandated activities and contributes to safe communities through its effective community corrections and public safety policies.

The CSS Operations Organization Chart is presented on page I-9.

1. Office of the Associate Director

The Office of the Associate Director serves as the top management and administrative component of the Community Supervision Services (CSS) Division. This office oversees and ensures the mission-based performance of all subordinate branches. CSS constitutes the probation and parole system for the District of Columbia and stands as the largest Division within CSOSA.

2. Branch and Unit Operations

CSS includes branch components that provide a range of specialized case management and related supportive services.

a. Branch I: Investigations, Diagnostics, and Evaluations

This branch is responsible for the preparation of pre-sentence reports and special investigations of offenders awaiting sentencing and/or case dispositions before the Superior Court of the District of Columbia. This branch also prepares post-sentence reports on all felony cases in which a term of confinement is imposed and the Court, prior to sentencing, did not order a PSI.

A specialized unit, Transitional Intervention for Parole Supervision (TIPS), prepares parole supervision plans for offenders placed in Residential Reentry Centers (RRCs) while transitioning from institutions to community based supervision status. TIPS staff work closely with RRC Case Managers' staff in coordinating inmate release planning activities and make recommendations through the Case Manager to the BOP and USPC for public law placement for inmates transitioning to parole supervision who require additional home stabilization planning.

In addition, this branch also conducts investigations on offenders who wish to transfer their parole or probation supervision to the District of Columbia from other jurisdictions.

b. Branch IIA and Branch IIB: General Supervision

These branches are responsible for the supervision of the majority of probation and parole offenders in the District of Columbia. Offenders are assigned to general supervision if they do not have a need for, or are not mandated by the releasing authority, to obtain specialized services as a condition of release.

These offenders are supervised in field units located throughout the city. These neighborhood field sites 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.

c. Branch III: Substance Abuse and Treatment

This branch provides comprehensive specialized drug supervision and coordinated assessment and treatment services for substance abusing probationers and parolees. Drug-involved offenders are evaluated through individualized assessment inventories and are subsequently placed in a variety of rehabilitative settings including residential and intensive outpatient treatment programs, continued drug surveillance monitoring and specialized assessment and treatment services as indicated through continuing monitoring and observation of the offender.

The STAR/HIDTA and SAINT/HIDTA teams provide specialized drug supervision and coordinated treatment services to probation and parole offender populations respectively. These services are delivered within the context of a sanctions-based case management process that is based upon the individualized offender prescriptive supervision plan. These plans are continually reviewed and updated throughout the supervision term. Offenders supervised within the general supervision caseload, as well as special program populations, also can be referred to receive the services provided by this branch.

In addition, this branch, through specialized mental health teams, provides focused supervision services to offenders presenting special risk and needs requirements. Dedicated mental health supervision teams provide intensive case management services to special needs offenders who have medically diagnosed mental health conditions that require focused monitoring as an important aspect of their overall prescriptive supervision plans. These case management services include requirements for offender compliance with the administration of certain medications as directed by order of the Court or paroling authorities.

d. Branch IV: Special Supervision

This branch provides supervision and treatment services for the domestic violence offender caseloads. Domestic violence supervision teams provide case management services for batterers referred for supervision by the United States Parole Commission or the Court in criminal, deferred sentencing and civil protection order matters.

A specialized 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 order.

e. Branch V: Interstate Compact and Detainers

This branch provides administrative and case management services for offenders under the auspices of the Interstate Commission for Adult Offender Supervision. Interstate compact teams conduct screening and intake functions, as well as supervision and monitoring services, for probation and parole matters originating in the District of Columbia, but ultimately being supervised in another jurisdiction. Designated teams provide parole and probation supervision for offenders sentenced in other jurisdictions who relocate to the District of Columbia to live and work.

Case management services for the out-of-town supervision caseloads are provided in neighborhood field units situated throughout the city.

f. Branch VI: Illegal Substance Collection Unit (ISCU)

This branch collects urinalysis samples from the CSS offender population. Collection sites are operated at CSS' central downtown offices, as well as field unit locations situated throughout the community. Analysis of offender drug test data is provided using the Drug Testing Management System (DTMS). This critical information is essential for effective case management of an offender population released to the community.

This branch provides certification and expert witness testimony on drug test results and specimen quality control procedures. This information sometimes is required at status and violation hearings set before the Court and/or U.S. Parole Commission.

g. Branch VII: Sex Offender and General Supervision

This branch consists of sex offender and general supervision teams. Specialized sex offender supervision teams provide assessment, supervision and treatment monitoring services to convicted sex offenders. These teams also work in conjunction with the Sex Offender Registration component of the Offender Processing Unit (OPU) and the Metropolitan Police Department to coordinate oversight responsibility for the registration of all convicted sex offenders in the District of Columbia who are required by the Sex Offender Registration Act (SORA) of 1999 to centrally register. The function of global positioning system (GPS) and curfew monitoring also are a responsibility of this branch.

The general supervision teams provide supervision services similar to those provided by teams in general supervision branches IIA and IIB.

h. Branch VIII: Offender Processing Unit (OPU)

This branch is responsible for intake and assignment of all offenders referred by the D.C. Superior Court judiciary for Pre-Sentence Investigations (PSI) or released to the community for supervision in probation, parole, supervised release or mandatory release statuses. OPU staff conducts timely, comprehensive and accurate information gathering; effectively manage offender case records; and update information throughout the investigative and supervision terms. This branch also houses the Sex Offender Registry for the District of Columbia.

FIGURE I.2

