



CSOSA

COURT SERVICES AND OFFENDER SUPERVISION AGENCY FOR THE DISTRICT OF COLUMBIA

STRATEGIC PLAN FOR FISCAL YEARS 2018 – 2022

COMMUNITY
ACCOUNTABILITY
& JUSTICE

COMMUNITY
ACCOUNTABILITY
&
JUSTICE



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MESSAGE FROM THE DIRECTOR



Last year, over 16,000 adults were under community supervision by the Court Services and Offender Supervision Agency for the District of Columbia (CSOSA), serving terms of probation, parole, or supervised release. These individuals vary in the risk they pose to public safety, their presenting challenges and overall community stability. Effective supervision requires understanding these risks and needs and ensuring the resources and interventions offered by the Agency are in line with what the

population requires. It also requires connecting offenders to those interventions based on prioritized need, and collaborating with partner agencies to facilitate their successful integration into the community.

As a member of the District of Columbia's (DC) criminal justice system, CSOSA's role in upholding public safety is grounded in a comprehensive supervision strategy to effectively manage offenders under our jurisdiction. It begins with a full assessment of offender risk and needs using validated instruments, monitoring offenders in the community based on risk, addressing criminogenic needs using evidence-based interventions, integrating offenders into the community by connecting them to stabilizing services and preparing investigations and other reports for sentencing, releasing and corrections authorities.

CSOSA's FY18–22 Strategic Plan was developed in collaboration with both internal and external stakeholders, and commits us to continuing to refine and enhance how we carry out our mission in the most efficient and impactful manner. It reflects our responses to the most effective practices in the field and the evolving realities on the ground -- changes in the supervised population and in the larger DC community. We take great pride in the work we do, and, as we look forward over the next five years, expect our interventions to positively impact not only the supervised population, but the DC community as a whole.

Richard S. Tischner

Richard S. Tischner
Director

EXECUTIVE SUMMARY

The National Capital Revitalization and Self-Government Improvement Act of 1997 established CSOSA to provide community supervision for adult offenders on probation, parole and supervised release in the District of Columbia. In FY 2017, CSOSA supervised approximately 10,500 offenders on any given day. The Agency fulfills its responsibility and strives to achieve its mission by regularly assessing offender risk to public safety, addressing offender needs through evidence-based interventions, responding swiftly to non-compliance, rewarding positive behavior and progress on supervision, and building strong partnerships with community organizations and other criminal justice partners to provide support services and assist offenders in maintaining law abiding citizenship.

Strategic planning provides regular opportunities to reflect on our progress and recalibrate our course to ensure mission achievement in the face of evolving circumstances. Since we began the last strategic plan, we have learned a lot from our performance through ongoing internal reviews, attention paid to changes in the supervised population and the evolving DC landscape, and literature on evidence-based practices (EBPs) in community corrections. Additionally, we have incorporated elements consistent with Executive Order 13781, which was aimed at increasing organizational efficiencies and maximizing the impact of the federal workforce. The combination of lessons learned and strategies to realize organizational efficiencies are incorporated into our FY18–22 strategic plan, which discusses our enhanced vision for community supervision and lays the groundwork for future supervision practices.

Over the past several years, we have observed a number of changes in CSOSA's supervised population. Although the size of the overall population has declined, the needs of the individuals under supervision remain high. The proliferation of criminogenic needs, mental health challenges, changes in substance use patterns and changes in responsiveness to existing supervision strategies require a high degree of supervision attention and considerable resources.

Along with the changing characteristics of the supervised population, there are a number of environmental factors that have also been considered in how we approach supervision. Socioeconomic changes in DC present new challenges for the supervised population. While DC, overall, has enjoyed strong and stable economic growth over the past several years and neighborhoods have become increasingly gentrified, the supervised population is now faced with more constricted and competitive labor and housing markets. Considering that nearly 30 percent of individuals begin supervision with low levels of achievement (e.g., employment and education) and just under 10 percent do not have stable housing, integrating those under supervision into the community has become increasingly difficult.

As both the supervised population and the DC environment have changed, we have taken a critical look at how we supervise individuals under our jurisdiction, and our practices have evolved. We have been actively following the literature on effective supervision practices for several years and are committed to incorporating EBPs in community supervision to strengthen CSOSA's fundamental supervision system framework. These EBPs guide our approach to assessing our population, applying targeted strategies to address needs directly related to criminal behavior, leveraging tools and technologies—including social media, smart devices and GPS—more effectively to enhance our supervision approach, and connecting supervised persons with the communities in which they reside.

Finally, we take seriously our duty to respond to recent Executive Orders aimed at increasing organizational efficiencies and maximizing the impact of the federal workforce. We have engaged in a process of internal reviews and assessments across the enterprise, but specifically related to our supervision strategy. As needed, we are revising policies, realigning organizational structures and personnel and reengineering business processes. This is an ongoing process that will continue throughout the period of this new strategic plan, and the result will be a supervision approach designed to improve public safety outcomes while also enhancing resource stewardship. These results are expected to be realized by applying more stringent supervision strategies and utilizing more effective cognitive-behavioral interventions that target, especially, our highest risk offenders; enhancing internal collaboration and improving coordination between interventions and supervision services; and aligning interventions with EBP, standardizing their delivery and oversight.

Prepared pursuant to the Government Performance and Results Modernization Act of 2010, Public Law 111-352, this Strategic Plan describes for the President and Congress, as well as the District of Columbia's citizens and criminal justice agencies, how we plan to realize our new direction. It details the strategic goals CSOSA will meet over the next five years to execute its mission, actualize its vision and fulfill its critical public safety responsibilities.

CSOSA has established four strategic goals for FY18–22:

- 1) Reduce recidivism by targeting criminogenic risk and needs using innovative and evidence-based strategies.
- 2) Integrate offenders into the community by connecting them with resources and interventions.
- 3) Strengthen and promote accountability by ensuring offender compliance and cultivating a culture of continuous measurement and improvement.

- 4) Support the fair administration of justice by providing timely and accurate information to criminal justice decision-makers.

The following sections describe the principles behind effective community supervision that inform the Agency's mission and strategic goals, the structure of the organization, and the supervised population.

MISSION

Effectively supervise adults under our jurisdiction to enhance public safety, reduce recidivism, support the fair administration of justice, and promote accountability, inclusion and success through the implementation of evidence-based practices in close collaboration with our criminal justice partners and the community.

VISION

Be a model community supervision agency that is recognized for positively impacting public safety.

GUIDING PRINCIPLES

COMMUNITY

We believe in the value of partnerships with community organizations, local and federal criminal justice agencies, city government, the faith community and individual citizens in promoting both successful reintegration and public safety.

ACCOUNTABILITY

We believe in the capacity of men and women to change. Offenders will be held accountable through a system of close supervision which includes swift interventions, sanctions, incentives, and support services. CSOSA will strive to enable an environment that is conducive to offenders' success.

JUSTICE

We support the fair administration of justice through the provision of timely and accurate information and recommendations to criminal justice decision makers. We believe in the efficacy and fairness of our supervision interventions and the implementation of evidence-based practices.

ORGANIZATION

CSOSA strives to achieve its goals and realize its mission through the work of dedicated staff. Until recently, CSOSA was organized into two divisions—Community Supervision Services (CSS) and the Office of the Director (OD).

CSS included Community Supervision Officers and other employees organized into nine branches. These branches performed investigations, intake, drug testing, and offender supervision, including placement of offenders on Global Positioning System (GPS) monitoring and performing functions to re-engage with offenders who miss scheduled appointments or trigger major violations.

Historically, the OD was comprised of Community Justice Programs (CJP), and the offices of Financial Management; General Counsel; Human Resources; Information Technology; Legislative, Intergovernmental and Public Affairs; Management and Administration; and, Research and Evaluation. CJP ensured offenders had access to programs and services to address their social and behavioral health needs as determined by CSOSA's risk and needs assessment instruments. The remaining offices provide management, administrative and data support for the Agency.

To maximize resources, streamline processes, and enhance internal communication, CSOSA began realigning its divisions in early FY 2018. Understanding that effective supervision requires balanced attention to targeted risk and need, the Agency will combine the two divisions responsible for direct offender engagement through supervision (CSS) and programming services (CJP) into a new office, the Office of Community Supervision and Intervention Services (OCSIS). The OCSIS will consist of four divisions with the first division providing operations support, the second responsible for offender monitoring, the third focusing on high-risk containment strategies, and the fourth providing behavioral interventions. The reorganization is expected to be complete in 2018.

The Operations Support Division (OSD) will provide offender intake, screening, and processing services; conduct timely and comprehensive investigations; obtain specimen collections to identify illegal substance abuse; and provide performance and planning support services to staff throughout the OCSIS. Centralizing these functions in one division is expected to improve intelligence gathering, analysis and dissemination of information to both internal and external stakeholders.

The Accountability and Monitoring Division (AMD) will oversee offenders under probation, parole and supervised release, as well as a smaller group with deferred sentence agreements and civil protection orders. The AMD holds offenders accountable to the conditions of their release, supports the successful completion of supervision, and recommends removal from the community in a timely manner when necessary to protect

public safety. This unit is comprised of branches responsible for offenders requiring general supervision, those with behavioral health conditions, domestic violence offenders, young adults, offenders requiring specialized services (e.g., sex offenders and women), and interstate cases.

The new High Risk Containment Strategies Division (HRCSD) will support the AMD by coordinating and implementing heightened surveillance, intensive interventions, risk containment strategies, and swift non-compliance-based removal from the community for supervisees at the highest risk to public safety. The HRCSD will be comprised of units responsible for placing offenders on GPS monitoring, investigating warrant cases, responding quickly to noncompliant high-risk offenders, analyzing and utilizing criminal intelligence to inform supervision practices, and managing Community Engagement and Achievement Centers, which are used to contain risk by offering cognitive-behavioral interventions and daily structured activities (i.e. skill-building, vocational and educational supports, and stabilization services). Focusing these services on the highest-risk is expected to positively impact public safety.

Finally, the Behavioral Interventions Division (BID) will support the AMD by coordinating and implementing strategies aimed at long-term behavioral change. The BID will conduct specialized assessments and comprehensive evaluations to ensure timely and appropriate referral and placement into internal and external support and cognitive behavioral interventions, and coordinate and deliver evidence-based interventions targeting both the criminogenic and stabilization needs of the population. In addition, the BID will focus on helping offenders realize the full effects of their criminal behavior on victims and communities by structuring activities aimed at restoring the harm caused by their crimes. This division is expected to enhance internal collaboration and operations between supervision and intervention staff and processes, thereby streamlining treatment processes, minimizing attrition rates and increasing successful completion of services.

Combining the two divisions responsible for direct offender engagement into one division will better align supervision with evidence-based practices, standardize and enhance intervention delivery and oversight, improve internal collaboration, and create a culture of shared responsibility to better serve the supervised population.

WHO WE SERVE

CSOSA is responsible for supervising offenders serving terms of probation, parole, and supervised release, as well as a smaller group with deferred sentence agreements (DSAs; i.e., allowing them to serve a sentence and have their cases dismissed prior to conviction) and civil protection orders (CPOs; i.e., stay-away orders that do not imply a criminal violation occurred) in the District of Columbia. CSOSA supervises approximately 16,500 unique offenders annually and nearly 10,500 offenders on any given day. Roughly two out of three persons under supervision are on probation, have CPOs or DSAs, and serve the majority—if not all—of their sentence under community supervision. About one in three serves a post-incarceration sentence on either parole or supervised release. Offenders sentenced to incarceration before parole was abolished in DC¹ are still eligible for parole and may be released from incarceration to serve the balance of their sentence under community supervision at the discretion of the United States Parole Commission. Offenders sentenced to incarceration after parole was abolished must serve a minimum of 85 percent of their sentence in prison and the balance in the community under CSOSA supervision on supervised release.

In FY 2017, over 80 percent of CSOSA entries were men, and nearly 60 percent were aged 35 or younger. Approximately half of entries were assessed as being 'high risk' based on their initial risk assessment. Of those assessed as high-risk, 70 percent were aged 35 or younger.

CSOSA's supervision approach includes monitoring offenders in the community based on the risk they pose to public safety, addressing criminogenic needs using evidence-based interventions, integrating offenders into the community by connecting them to stabilizing services and other resources, and preparing investigations and other reports for sentencing and releasing authorities. Effective supervision requires understanding the risk and needs—particularly those needs directly related to criminal behavior—of supervised offenders, ensuring the resources and interventions offered by the Agency are in line with what the population requires, and connecting offenders to those interventions based on prioritized need.

¹ Parole was abolished in the District of Columbia on August 5, 2000.

CRIMINOGENIC NEEDS

Figure 1 shows the concentration of criminogenic needs among offenders beginning supervision in FY 2017 by gender, supervision level and age. Darker shaded areas reflect a greater number of offenders in each gender-risk-age category identified with each need; lighter shaded areas reflect fewer offenders with those needs.

The overall needs of offender entries are considerable. Approximately half of FY 2017 entries had antisocial attitudes and poor temperament. Just under 30 percent of FY 2017 entries had low levels of achievement and a similar percentage lacked prosocial leisure activities. The substance abuse need, also common in the entry population, was greater in both older men and women at lower risk levels. Over half of offenders beginning supervision with this need were assessed as low risk. Because focusing resources on high-risk offenders will have the greatest impact on recidivism, it is important that CSOSA limit substance abuse interventions and offer more programming to address the salient attitude, temperament and leisure needs of high-risk offenders.

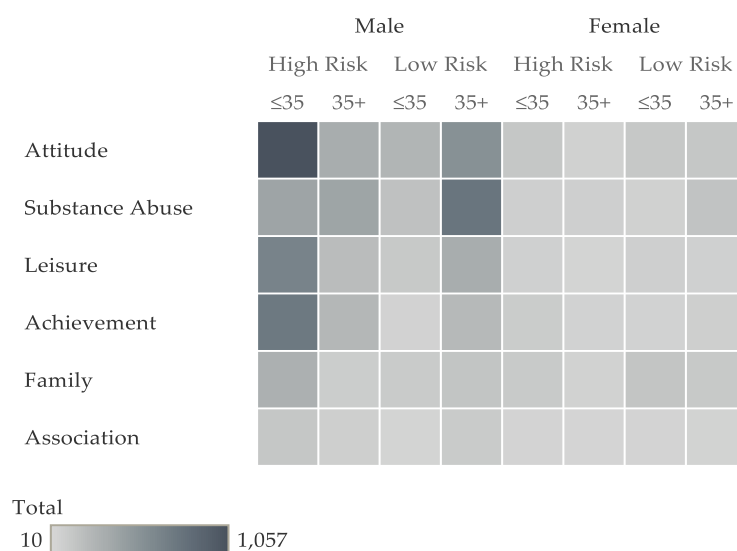


Figure 1. Offender entries with criminogenic needs by gender, supervision level and age, FY 2017

Because males comprise a substantially larger percentage of the supervised population their needs overshadow those of females in the overall summary. There are, however, some important differences between gender, and these are depicted in Figures 2 and 3. Again, darker shaded areas in these figures reflect a greater number of offenders in each risk-age category identified with each need; lighter shaded areas reflect fewer offenders with those needs.

While poor attitude is a prominent need for both men and women beginning supervision, it is more highly concentrated among younger, high-risk males, and more evenly distributed

among women of all risk and age groups. Challenges with prosocial leisure activities are moderately high with young, high-risk men, while family issues are particularly salient in young, low-risk women. These differences suggest that distinct programming for men and women may be required to effectively address their varying needs.

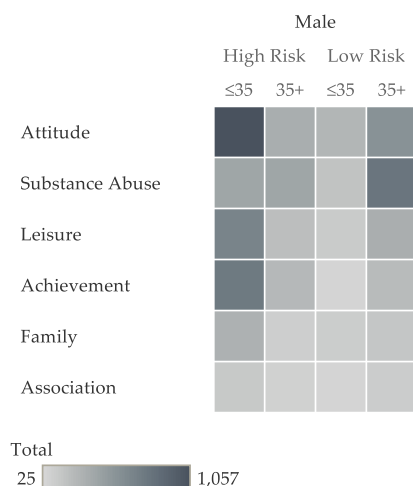


Figure 2. Male entries with criminogenic needs by supervision level and age, FY 2017

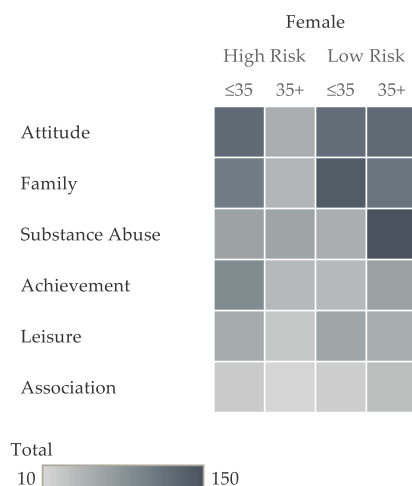


Figure 3. Female entries with criminogenic needs by supervision level and age, FY 2017

STABILIZATION NEEDS

While criminogenic needs are directly related to criminality and must be addressed to impact recidivism, offenders under CSOSA supervision often struggle with other, non-criminogenic, needs that may hinder the effectiveness of the supervision program if left unaddressed. These include—among other things—housing, mental health, victimization and childcare needs. Figure 4 shows the concentration of stabilization needs among offenders beginning supervision in FY 2017 by gender, supervision level and age. Similar to previous figures, darker shaded areas reflect a greater number of offenders in each gender-risk-age category identified with each need; lighter shaded areas reflect fewer offenders with those needs.

Mental health issues are common among supervised offenders. Just under one-third of FY 2017 entries had a mental health need. Younger high-risk males and older low-risk males are the most likely to manifest these disorders, suggesting that the Agency offer programs appropriate for both levels of risk. Offenders with mental health concerns have more and a greater extent of criminogenic needs which, if left unaddressed, may result in a return to criminality. Offenders with mental health issues are more likely than their counterparts to have their supervision term revoked and returned to incarceration. In FY 2017, about one-third of offenders with mental health needs whose cases closed were revoked to incarceration, compared to about 20 percent of offenders who did not have these needs.

About eight percent of FY 2017 entries were living in unstable conditions at the start of supervision. This includes residing in homeless shelters, halfway houses, transitional housing, hotels or motels, or without a fixed address. Males—particularly those that are high-risk, and lower-risk older offenders—have challenges with finding suitable housing. Many of these offenders are returning to the community from prison on parole or supervised release. This suggests that CSOSA continue to address the housing struggles of offenders returning to the community post incarceration, and strive to work with community organizations to identify suitable housing for offenders in their transition plans.

Smaller numbers of both male and female entrants in FY 2017 reported being victimized (either physically, sexually or psychologically) or having challenges with childcare during their initial risk and needs assessment. Also, while many offenders also report physical health concerns, these issues are primarily concentrated in older, low-risk males. This indicates that, while it is important for the Agency to address these issues, the priority of addressing these needs may be lower than other needs.

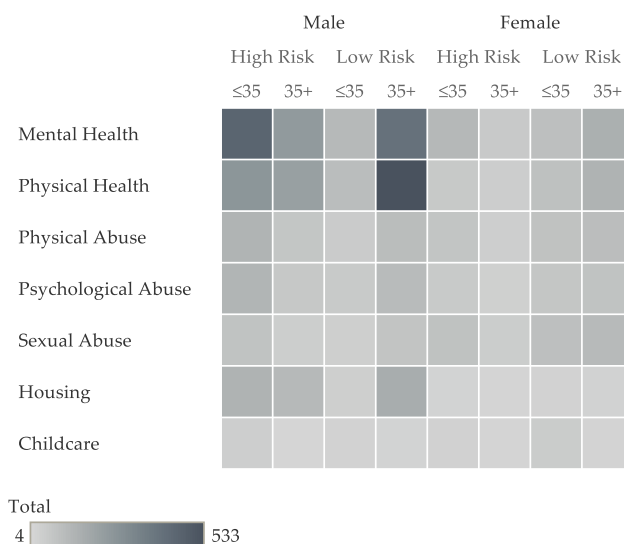


Figure 4. Offender entries with stabilization needs by gender, supervision level, and age, FY 2017

As seen with criminogenic needs, the overall summary of stabilization factors largely mirrors that of the male population. Figures 5 and 6 show important gender differences in stabilization needs. Most notably, sexual abuse is much more common in females beginning supervision, while the need for housing is greater for males. Again, this suggests that distinct programming for men and women may be required to effectively address their varying needs.

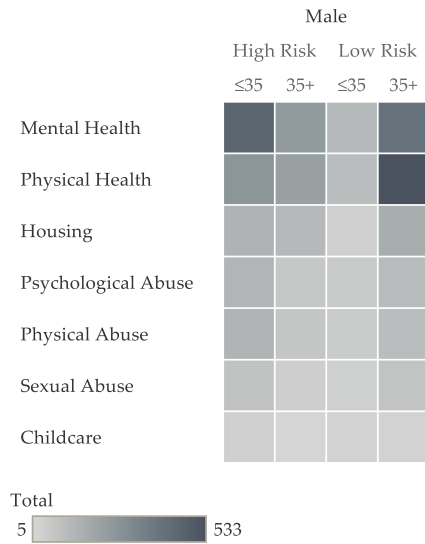


Figure 5. Male entries with stabilization needs by supervision level and age, FY 2017

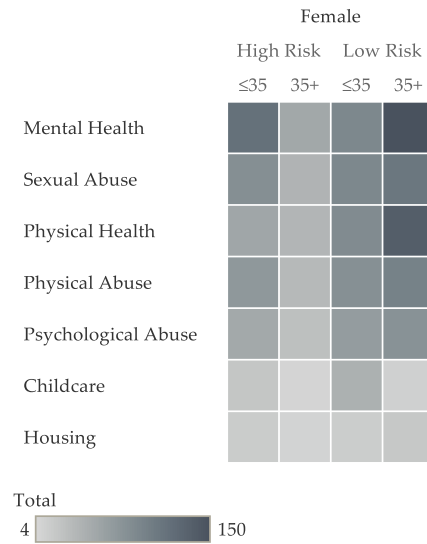


Figure 6. Female entries with stabilization needs by supervision level and age, FY 2017

The profile of both criminogenic and stabilization needs of the supervised population demonstrates that the challenges faced by offenders under CSOSA supervision are considerable. Given these challenges, CSOSA must pursue a comprehensive strategy to carry out its mission, particularly when it comes to reducing recidivism and integrating offenders into the community.

CSOSA has established four strategic goals for FY18–22 to articulate the Agency's priorities over the next five years. The first goal conceptualizes reducing recidivism by targeting needs that are both known to vary with criminality and that are amenable to treatment; the second goal embodies our appreciation of factors not directly related to criminality but associated with achieving and sustaining the impact of our recidivism-reduction efforts; the third reflects our commitment to holding ourselves accountable for providing supervision and intervention services as intended, effecting offender change, and ensuring offender adherence to release conditions; and, the fourth, concerns our responsibility to upholding justice and providing timely and accurate information to criminal justice decision-makers.

Strategic Justification

The supervision policies and practices of CSOSA are governed by evidence-based practices (EBPs) in community corrections and values of restorative justice, while promoting accountability and striving for continuous improvement. It is with these principles in mind that CSOSA developed its FY18–22 Strategic Plan.

The Crime and Justice Institute and the National Institute of Corrections (2009) define EBPs as “the objective, balanced, and responsible use of current research and the best available data to guide policy and practice decisions, such that outcomes for consumers are improved. In the case of corrections, consumers include offenders, victims and survivors, communities, and other key stakeholders.” (p. ix). Research suggests that, to effectively engage in EBPs, a corrections agency must adhere to the following eight principles:

- Assess Actuarial Risk/Needs.
- Enhance Intrinsic Motivation.
- Skill Train with Directed Practice (use Cognitive Behavioral treatment methods).
- Increase Positive Reinforcement.
- Target Interventions.
 - *Risk Principle*: Prioritize supervision and treatment resources for higher risk offenders.
 - *Need Principle*: Target interventions to criminogenic needs.²

² Criminogenic needs are defined as “a [dynamic] subset of an offender’s risk level...[that], when changed, are associated with changes in the probability of recidivism” (Andrews & Bonta, 2010, p. 49). The eight most significant needs are antisocial behavior, antisocial personality, criminal thinking, criminal associates, dysfunctional family, low levels of achievement, lack of prosocial leisure activities, and substance abuse. The first four of these are correlated more strongly with criminal behavior than the others, and targeting them is expected to have the greatest impact on reducing recidivism.

- *Responsivity Principle*: Be responsive to temperament, learning style, motivation, culture, and gender when assigning programs.
- *Dosage*: Structure 40-70% of high-risk offenders' time for 3-9 months.
- *Treatment Principle*: Integrate treatment into the full sentence/sanction requirements.
- Engage Ongoing Support in Natural Communities.
- Measure Relevant Processes/Practices.
- Provide Measurement Feedback.

CSOSA utilizes a number of EBPs to effect offender change. The Agency assesses offenders for risk and needs using valid and reliable tools, uses cognitive-behavioral techniques—such as motivational interviewing—to enhance the intrinsic motivation to engage in the supervision process, targets criminogenic needs with effective interventions, directs resources towards higher-risk offenders while recognizing that these interventions must be tailored to the individual, and incentivizes progress on supervision.

In addition to implementing EBPs, CSOSA adheres to values of restorative justice. The Centre for Justice and Reconciliation (2018) defines restorative justice as “a theory of justice that emphasizes repairing the harm caused by criminal behavior”. Because crime causes harm to people and the community, a just response must address not only the person who inflicted the harm, but also those affected.

CSOSA incorporates restorative justice concepts into supervision by partnering with both community and criminal justice organizations to support offender integration in the community. Community organizations, for example, establish victim impact panels to educate offenders on the consequences of their actions, as well as provide them with opportunities to fulfill community service obligations. The inclusion of both victims and the community in the justice process facilitates offender integration into the community. Integration is further strengthened as community partners provide access to resources offenders need to succeed on supervision and adjust to prosocial living. Equally important are CSOSA's partnerships with criminal justice organizations. Reports needed by the releasing authorities to make sentencing and other supervision-related decisions are comprehensive and sent on time, ensuring that conditions set forth for the offender are fair and restorative so their time on supervision may be maximized.

To support its commitment to effecting offender change and integration, CSOSA is dedicated to promoting accountability and focusing on continuous improvement. By measuring important supervision activities and processes, providing regular feedback on performance to staff and modifying practices and procedures as necessary, CSOSA ensures its ability to carry out its mission.

The following sections detail each strategic goal and the indicators measured to assess how well the Agency is accomplishing those goals.

STRATEGIC GOAL 1

Reduce recidivism by targeting criminogenic risk and needs using innovative and evidence-based strategies

To uphold public safety and reduce recidivism, CSOSA focuses on addressing offenders' criminogenic needs adhering to the risk-needs-responsivity model. Andrews and Bonta (2006, 2010) contend that the risk principle identifies who to target for the most intensive of services and programming and is based on two factors: 1) criminal behavior is predictable and 2) levels of treatment should be matched to offender risk. Not only should offenders that demonstrate higher risk be placed into appropriate treatment services, but low- and moderate-risk offenders should not receive the same intensity of services because providing intensive interventions for low risk offenders increases failure rates (Taxman, 2006; Lowenkamp & Latessa, 2004). The need principle suggests that programmatic interventions must address criminogenic needs in order to most effectively reduce recidivism. The responsivity principle accounts for risk and need in the delivery of effective intervention and is comprised of two elements: general responsivity, which supports the use of cognitive behavioral interventions to foster incremental change among individuals, and specific responsivity, which tailors the intervention to account for individual-level characteristics.

CSOSA empirically determines the risk an offender poses to public safety using validated risk and needs assessment tools and, through assessment, identifies and prioritizes the needs of the supervised population. Interventions offered by the Agency are aligned with these needs, target the highest risk offenders and are tailored to each offender's motivation, learning style and strengths. The impact of these interventions is measured by assessing changes in offender behavior throughout supervision.

RISK AND NEEDS ASSESSMENT

The assessment tool developed by CSOSA—the Auto Screener—includes a comprehensive set of questions administered by the CSO in a face-to-face interview with the offender. This is a fourth-generation assessment tool, with questions covering the eight criminogenic needs domains, as well as some stabilization factors, and addresses both static and dynamic indicators of risk and need.³ Responses are confirmed and supplemented by official records, including prior arrests and incarcerations. They are also statistically weighted based on how strongly each item correlates with four different risk measures: re-

³ Fourth generation assessment tools include items related to criminal history and other static factors, as well as dynamic factors—such as employment, peer groups, and family relationships—that may change over time. These instruments also integrate systematic intervention and monitoring with the assessment of a broader range of offender risk factors and other personal factors important to treatment (Andrews, Bonta & Wormith, 2006).

arrest for a violent, weapons or sex-related offense, any re-arrest, testing positive for a controlled substance, and the likelihood of an alleged violation report being filed with the releasing authority. A completed Auto Screener generates a recommended supervision level, as well as a Prescriptive Supervision Plan (PSP). The PSP identifies, prioritizes and tracks completion of an offender's supervision conditions set by the releasing authority, as well as the needs to be addressed during supervision.

Offenders are assessed at the start of supervision and re-assessed every six months, or upon re-arrest or a life-changing event. Initial assessments determine the appropriate level of supervision and identify appropriate treatment. Reassessment ensures appropriate responsiveness to changes in risk and treatment need. The PSP is updated with each reassessment and allows the CSO to monitor offenders' progress towards successful completion of supervision.

Because an Auto Screener assessment requires extensive investigation, developing rapport with the offender and a home verification; it may not be completed until the fifth week of supervision. As a remedy, CSOSA developed and implemented a screener aimed at informing immediate, risk-anticipated, custodial decisions. This Triage Screener provides an appropriate supervision level on the first day of supervision, is derived exclusively from existing administrative records, and does not require an offender interview. Because this tool distinguishes high- from low-risk offenders at the start of supervision, the Agency is able to direct resources to those posing a greater risk to public safety immediately. Offenders are supervised at the level resulting from the Triage Screener until the full Auto Screener assessment is completed.

Regular monitoring of assessment tools ensures they remain valid and reliable, and CSOSA routinely compares the supervision level output of both the Auto Screener and Triage Screener assessments with observed offender behavior to confirm models accurately discriminate offenders of varying risk and identify treatment needs. Similarly, the models are monitored to ensure the dispersion of offenders in each risk category is satisfactory. Additional indicators, such as workload ratios among supervision teams, the percentage of supervision level override requests approved and the percentage of low-risk offenders re-arrested for violent, weapons or sex-related offenses, are also tracked as negative changes in those indicators may signal that the tools are not performing well. CSOSA plans to continue these practices over the next five years, and will calibrate or update models if they fall below benchmark targets.

EVIDENCE-BASED INTERVENTIONS

CSOSA is committed to regularly examining the criminogenic needs profile of its offender population and the characteristics of its catalog of available interventions to ensure the Agency is able to adequately address its population's needs. As discussed earlier,

offenders beginning supervision with CSOSA have considerable needs related to criminality. Techniques and interventions employed by CSOSA to address these needs include cognitive-behavioral interventions to address criminal thinking and attitudes, programs to address achievement-related issues, and substance abuse treatment. The Agency also offers a number of specialized interventions—such as domestic violence, sex offender and young adult programs—that are tailored to the unique requirements of those groups.

Cognitive Behavioral Interventions

Cognitive behavioral interventions (CBI) are designed to expose offenders to new ways of thinking and making decisions, build positive and healthy relationships, encourage abstinence from substance use, and prepare them for educational and vocational opportunities. CBIs used by CSOSA include Thinking for a Change (T4C), the Violence Reduction Program (VRP), programs offered through Community Engagement and Achievement Centers (CEACs), and motivational interviewing (MI).

Developed by the National Institute of Corrections, offenders enrolled in T4C learn processes for self-reflection aimed at uncovering antisocial thoughts, feelings, attitudes, and beliefs over the course of an eight-week program. They also engage in pro-social interactions including consideration of the impact of their actions on others. Offenders are encouraged to define their feelings and ask questions, and are taught to understand the feelings of others, respond appropriately to anger, and negotiate. They also learn a step-by-step process for addressing challenging and stressful real-life situations and are provided techniques for effective problem-solving which can be used in conjunction with social skills and the skills learned from cognitive self-change components of the program.

Designed to address street level violence in specific neighborhoods, VRP targets males between the ages of 18 and 35 who have histories of violence, weapons, and/or drug distribution offenses. In a group setting, the 24-week program teaches participants to develop non-violent approaches to conflict resolution, increase their problem-solving and communications skills, establish positive peer networks, and apply anxiety-reduction techniques when faced with stressful situations.

CEACs offer stabilization, structure, cognitive-behavioral interventions, skill-building and support services for offenders. Programs engage high-risk offenders in meaningful pro-social activities that structure their leisure time and identify high risk situations that lead to anti-social engagement. They teach offenders skills that will assist them with achieving lifestyle changes through structured and routine interventions with the goals of promoting responsibility and accomplishing personal success. Additionally, the CEACs serve as an enhanced risk containment strategy by integrating tenets of supervision with orientation activities (assessment and case planning), individual and small-group motivational engagement, staged transition

support services and interventions at various CSOSA field sites. Offenders participating in CEAC programs may report up to four times per week, and typically remain engaged in programming from 30 to 90 days, depending on their performance, compliance and adjustments to the interventions.

In addition to cognitive behavioral programming, the CEACs respond to the individual educational, vocational and employment needs of offenders. The Unit provides adult basic education, GED preparation, and Pre-Vocational Skills training at four learning labs staffed by CSOSA Learning Lab Specialists. CSOSA Vocational Development Specialists conduct comprehensive assessments and detailed interviews in order to prepare offenders for training and/or employment. There is no limit to the amount of time an offender may participate in educational, vocational and employment programming while under supervision, and progress of offenders is tracked and documented throughout their enrollment.

Finally, CSOs use motivational interviewing (MI) in their day-to-day interactions with offenders. MI is an effective communication method used to engage the clients in the behavior change process. CSOs receive extensive training on MI based on the Effective Practices in Community Supervision (EPICS) model⁴ and, through meaningful open-ended questions, elicit information from the offender about himself or herself, a situation or event and identify stage-appropriate interventions. MI helps to establish trust and rapport and encourages the offender to disclose pertinent information and participate in problem-solving and ongoing interventions. The goal of this approach is to help offenders increase their motivation for change, resolve ambivalence about engaging in treatment, improve confidence and strengthen commitment to behavioral change.

Reentry and Sanctions Center

The Reentry and Sanctions Center (RSC) is a residential treatment readiness program completed prior to placement in residential or outpatient substance abuse treatment, and provides interventions for offenders with co-occurring mental health and substance abuse disorders. Clinicians at the RSC administer a comprehensive battery of psychological, substance abuse, educational, vocational and/or physical assessments to identify the stage-appropriate interventions. They then develop individualized plans addressing the offender's primary needs. These plans are intended to increase likelihood of success during the offender's participation in subsequent substance abuse treatment programs.

⁴ The EPICS model, developed by the University of Cincinnati Corrections Institute, emphasizes using a social learning, cognitive behavioral approach to interactions between CSOs and offenders to develop a collaborative working relationship between the two. Officers receive three days of training, followed by six to eight months of coaching to hone their skills.

Substance Abuse Treatment

CSOSA strives to ensure the most high-risk and high-need offenders receive a continuum of detoxification, residential, and outpatient drug treatment services. Individuals may be referred to these services upon completing the readiness program at the RSC. But, for those offenders that do not go to the RSC, CSOSA's Treatment Management Team evaluates them for need, prioritizes placements, and arranges those placements in contracted treatment programs and in-house interventions.

Domestic Violence Intervention

CSOSA provides specialized supervision and domestic violence treatment programming for offenders with domestic violence convictions. Some may be court-ordered to participate in either an 18-week Family Violence Intervention Program or a 22-week Domestic Violence Intervention Program (DVIP). Specialized domestic violence treatment teams provide treatment for batterers ordered to complete domestic violence treatment but who are unable to afford treatment. These teams also monitor the provision of treatment services provided by contracted vendors.

Sex Offender Treatment Program

The Sex Offender Treatment Program uses the containment model, which teaches the offender risk avoidance strategies, while also ensuring the offender has sufficiently learned how to be successful on supervision. Offenders on the Sex Offender Registry and assigned to the Sex Offender Unit (SOU) are assessed for participation in specialized programming. This programming includes weekly group and individual treatment sessions, as well as routinized polygraph screening. SOU therapists collaborate with supervision officers to ensure offenders are meeting their treatment and supervision obligations.

Young Adult Initiative

CSOSA's Young Adult Initiative (YAI) is a multidisciplinary intervention for high-risk males aged 25 and younger. This group has shown to have more and a greater extent of criminogenic need, and challenges related to both motivation for treatment participation and compliance with supervision conditions. The YAI emphasizes early engagement and interventions, specialized programming, and team-based supervision. CSOSA expects this initiative will increase compliance among the young adult population, decrease criminality, and increase the rate of successful supervision.

INTERVENTION IMPACT

CSOSA monitors offender progress during and after treatment to ensure exposure to interventions has the intended effect. Although formal evaluations are required to

establish program effectiveness, CSOSA tracks a number of indicators that may signal whether or not a program is working. These include changes in risk and needs scores, engagement in antisocial or criminal behavior, and changes in motivation.

Participating in CBIs should result in reductions in both risk and needs the programs are designed to target. Additionally, it would be expected for participants to demonstrate decreases in antisocial and criminal behavior. This may be exemplified through reductions in violations accrued, decreases in re-arrests, longer lag times between arrests, fewer arrests resulting in convictions, lesser severity of offenses, and/or increased specialization in offending. Substance abuse treatment should lead to decreases in drug use, including the use of fewer substances and longer lag times between positive urinalysis results. Positive behavioral changes—including increased motivation, greater trust and enhanced life skills—should result from participating in evidence-based programming. CSOSA is committed to tracking these indicators to inform program evaluations and assist with making program and policy decisions over the next five years.

While addressing the criminogenic needs of the supervised population through effective interventions is at the core of CSOSA's first strategic goal, eliciting support from and integrating offenders into the community is equally important to ensure their adjustment to prosocial living. This is the focus of the Agency's second strategic goal.

STRATEGIC GOAL 2

Integrate offenders into the community by connecting them with resources and interventions

While criminogenic needs are directly related to criminality and programming to address those needs will have the greatest impact on recidivism, offenders under CSOSA supervision often struggle with other, non-criminogenic, needs that may hinder the effectiveness of the supervision program if left unaddressed. These include—among other things—housing, mental health, victimization and childcare needs. CSOSA works to increase offenders’ stability, encourage inclusion in the community and promote the successful completion of supervision by building strong relationships with community partners, connecting offenders with resources to address stabilization factors, and providing offenders with opportunities to engage with victims and the community to promote restoration.

SUPPORT SERVICES AND COMMUNITY RESOURCES

CSOSA addresses offender stabilization by connecting them to support services and linking them with community resources on both an individual basis and through structured events, such as resource fairs and other re-entry events. The Agency regularly examines the non-criminogenic needs of its supervised population, as well as the support services and community resources available to treat those needs. To ensure offenders receive appropriate services in a timely manner, we track the number of support service and community resource connections made in relation to the number of needs identified in the population and monitor referral to placement times.

Stabilization factors CSOSA is able to address through contracted and in-house services, or through community resources include housing, behavioral health, victimization, and gender-specific needs.

Housing

CSOSA assists those struggling with housing needs through a number of different means. For offenders being released from incarceration without a place to live, CSOSA collaborates with case managers at the BOP and USPC to place releasees into halfway houses for up to 90 days. If halfway house placements are unavailable, or if an offender is already in the community and does not have permanent housing, CSOSA may place offenders who do not have a current substance abuse treatment need or behavioral health issue in transitional housing for up to 90 days. Finally, CSOSA has an established agreement with the District of Columbia Housing Authority (DCHA) permitting eligible offenders to be added to a lease or apply for housing with family members already residing in DCHA public housing properties, if

space is available. In addition to addressing an offender's need for housing, this partnership facilitates family reunification, thus augmenting their social support networks.

Victim Services

CSOSA's Victim Services Program (VSP) assists victims of domestic violence, sexual offenses, traffic/alcohol-related crimes, or property crimes with decreasing their risk factors and developing action plans to address their safety through court orders, community partnerships, criminal justice partnerships, and emergency services. The program also educates victims and the community on victims' rights, provides resources that can assist with healing the pain caused to victims and provides both offenders and victims the opportunity to engage in the process of restorative justice. Victim Impact Panels allow victims of crime to express to a group of offenders the impact of their criminal lifestyles on their lives, enabling offenders to understand the consequences of their actions (Downden, 2011).

For offenders under supervision who have victimized another, VSP staff collaborates with CSOs to develop case plans, monitor the offender's responses to the victim, and hold the offender accountable to the conditions of their release as set forth by the court (i.e. Stay Away Order).

Behavioral Health

Offenders with behavioral health diagnoses are supervised by specialized supervision teams where they are provided with highly structured programming that considers their individual intervention needs. They undergo comprehensive behavioral health assessments by contracted behavioral health professionals, and treatment addresses both their mental health and substance use needs. In the event of supervision violation, the specialized supervision team collaborates with the behavioral health team and community behavioral health partners to ensure that needed services are delivered prior to sanctions. Combined with the specialized services offered by the RSC, these unique interventions by CSOSA's Behavioral Health Branch reduce the impact of unmet behavioral health needs.

Female Supervision and Support Services

CSOSA is committed to providing gender-specific interventions focused on the unique issues faced by female offenders. CSOSA provides comprehensive case management and supervision services to female offenders on dedicated supervision teams. Services include anger management groups that focus on overcoming trauma experienced by women in the criminal justice system, individual anger management therapy sessions, and parenting classes. The RSC has a unit serving female offenders with co-occurring mental health and substance abuse disorders.

COMMUNITY PARTNERSHIPS

Offenders are more likely to succeed when they have strong, constructive connections to the communities in which they live. Therefore, a cornerstone of CSOSA's integration strategy is to build strong partnerships with city agencies, social service providers, businesses, the faith community and individual community members, as well as our partners in the federal government. These partnerships support the offender's successful integration by leveraging resources that can help address the needs of offenders and help them fulfill conditions imposed by the releasing authority (e.g., community service). They also facilitate offenders' connections with the community, and educate and mobilize the community to support them through the identification of needs, resources, and supports to aid in reintegration.

Over the next five years, CSOSA will place increased emphasis on building the strength of these partnerships. This will be monitored by obtaining feedback from both community partners and internal staff regarding the perceived benefit to offenders receiving services from a community organization, as well as tracking the impact of services received on reducing offender needs, integrating offenders into the community, and providing opportunities for offenders to fulfill supervision requirements.

In addition to strengthening partnerships CSOSA will also begin researching evidence-based practices on the incorporation of restorative justice principles into community corrections and if proven effective looking into additional ways to incorporate restorative principles into our partnership activities. Because crime causes harm to people and the community, a just response must address not only the person who inflicted the harm, but also the people and communities affected. Currently CSOSA incorporates restorative justice concepts into supervision through Victim Impact Panels that educate offenders convicted of Driving Under the Influence (DUI) and Driving While Impaired (DWI) on the consequences of their actions. Moving forward the Agency will consider expanding our Victim Impact Panels beyond DUI and DWI charges, reshaping our community service opportunities, and redesigning our mentoring program to better incorporate restorative justice principles.

CSOSA currently partners with community organizations that provide education, employment, and reintegration services, as well as opportunities for offenders to fulfill community service requirements.

Education and Employment Partnerships

CSOSA initiates and maintains partnerships with government, community-based and private organizations to link offenders with job training and employment opportunities. Our staff collaborates with these organizations to place offenders in educational programs, job skill training programs, and employment opportunities and our commitment is to match partners with strong candidates who meet their

eligibility criteria and need. Together, these partnerships enhance reintegration services by broadening the education and employment opportunities available to offenders under supervision.

An obstacle for some recently incarcerated offenders with obtaining employment is that they often lack a government-issued form of identification, which is needed to apply for jobs. Under an agreement with the District of Columbia Department of Motor Vehicles (DMV), CSOSA verifies the identity and home address of offenders and prepares identification letters to present to the DMV with their application for a non-driver's identification card.

Faith- and Community-Based Reintegration Services

CSOSA collaborates with faith- and community-based organizations to provide reintegration services for supervised offenders. These activities include trainings for faith-based groups and community organizations about how they can help with offender reintegration. Mentoring has historically been the primary focus of this initiative. Offenders are matched with volunteer mentors who offer support, friendship and assistance during re-entry. The philosophy of mentoring is to build strong moral values and provide positive role models for offenders returning to our communities through coaching and spiritual guidance. Mentors also help identify linkages to services that assist in the growth and development of mentees. These services include transitional housing, employment, and substance abuse recovery support.

Community Service Program

Offenders with court-ordered or sanctioned community service obligations are referred to public and community-based organizations to satisfy obligations through the Community Service Program. Offenders can also serve community service hours at community improvement events, such as park clean-ups or playground equipment installations, and other special events. Grounded in restorative justice, CSOSA offers offenders meaningful opportunities to meet supervision conditions while contributing to their communities through this program.

Partnerships established with community organizations are strengthened and the services offered to offenders communicated through video conferencing sessions at Community Resource Days and Community Justice Advisory Network meetings throughout the District.

Community Resource Days

CSOSA prepares offenders for release from incarceration by linking them with information about community supervision and resources that will be available once they are released, such as job training, mentoring, training, and housing. As one example, the Agency conducts multiday videoconferences with DC inmates housed in BOP facilities across the country. Representatives from community organizations,

local government agencies and law enforcement agencies join in CSOSA Community Resource Days, where inmates have an opportunity to engage with presenters and learn more about available resources.

Community Justice Advisory Networks

CSOSA's Intergovernmental and Community Affairs Specialists coordinate meetings with Community Justice Advisory Networks (CJAN) throughout the District of Columbia. They are comprised of residents and key stakeholders, such as Advisory Neighborhood Commissions, faith-based institutions, schools, non-profit and civic organizations, businesses, and local and regulatory law enforcement entities. These networks meet at least once annually in each of the District of Columbia's seven police districts and mobilize resources, identify and address community public safety issues, share information about offender needs, and educate the community on public safety issues and the work of CSOSA. This resolves community issues and leverages resources to enhance and expand services to support offender reintegration.

SUPPORT SERVICES AND COMMUNITY RESOURCES IMPACT

Similar to the interventions designed to address criminogenic needs, CSOSA monitors a number of indicators to assess the impact of support services received and offenders' adjustment in the community. These indicators include time to employment and duration of unemployment spells for offenders receiving employment services, and housing stability. CSOSA also regularly obtains feedback from offenders to ensure service offerings satisfactorily meet their needs and expectations.

Addressing offender needs and integrating them into the community are essential to effecting positive behavioral change among the supervised population. Underscoring the importance of that is ensuring the Agency carries out its functions as intended, with an eye on improvement. CSOSA's third strategic goal focuses on accountability and improvement.

STRATEGIC GOAL 3

Strengthen and promote accountability by ensuring offender compliance and cultivating a culture of continuous measurement and improvement

Accountability—both at the staff- and offender-level—will be an area of key focus for CSOSA over the next five years. To accomplish the Agency’s mission, it is imperative that CSOSA staff complete supervision duties as required. This includes orienting offenders to supervision and informing them of requirements, sanctioning offenders for non-compliance and incentivizing compliant behavior, and supervising offenders at the appropriate risk level and placing them in treatment according to prioritized needs. In addition, it is necessary for the Agency to evaluate its interventions and supervision practices to ensure program offerings are appropriate and effective. If they are not, steps should be taken to either replace or modify programming. Finally, offenders are held accountable for actively engaging in the supervision process and complying with supervision requirements.

STAFF ACCOUNTABILITY

CSOSA holds its staff accountable for informing offenders of expectations while under supervision, sanctioning offenders for noncompliance—deploying the Rapid Engagement Team (RET) for serious violations of release conditions—and rewarding compliance. Additionally, the Agency is committed to supervising offenders according to their prescribed risk level, offering interventions and services that have proven treatment effects, and ensuring offenders receive the interventions they need.

Accountability Contract and Orientation

Staff emphasize compliance with release conditions when supervision commences. To do this, supervision expectations are outlined in an accountability contract. This document details the general reporting requirements of supervision and informs the offender that that he or she will be subject to sanctions, and possibly revocation, for not complying with those conditions. The contract is reviewed with and signed by the offender. CSOSA not only tracks when offenders sign their contract, but plans to solicit feedback from offenders to gauge their understanding of release conditions and their knowledge of the consequences for not complying with those conditions.

In addition, staff conduct group orientations to ensure each offender receive a single, clear and consistent message about the expectations while supervised. Information about the court and release processes, the community supervision process, as well as services or programs available to support their successful supervision are shared during the orientation.

Sanctions and Incentives

After release conditions are fully articulated and offenders sign the accountability contract, staff monitor offender behaviors and impose sanctions for noncompliance and provide rewards for compliance.

Sanctions have been shown to be most effective when they involve certainty (i.e., each violation elicits a sanction), swiftness (i.e., sanctions are imposed soon after the violation) and severity (i.e., sanctions are severe enough to deter misbehavior but not so severe to preclude more serious sanctions in the future) (Paternoster & Piquero, 1995). Offenders who violate supervision conditions are subject to swift sanctions, and CSOSA regularly tracks both the intensity and duration of sanction administration following a violation. Sanctions are expected to be graduated, depending on the severity and number of violations. They can range from a verbal reprimand by the CSO for less severe or first-time violations to placement on GPS monitoring or revocation of supervision for consistent and serious violations.

For issues that require immediate attention—such as GPS tampers or prematurely leaving residential treatment and treatment readiness programs—the RET may be deployed to quickly connect with high-risk offenders and bring them back into compliance. Created in July 2017, this unit works during expanded business hours to address critical issues. The swift engagements the RET has with offenders in the community are expected to increase the accountability of the supervised population by providing additional support for offenders, addressing service gaps in supervision, and engaging with community and criminal justice partners.

Equally important, CSOSA rewards offenders for consistent, compliant behavior to encourage continued positive performance. CSOSA monitors milestones achieved and tracks incentive offerings. Incentives include certificates of achievement, recommendations for removal of certain supervision conditions, or recommendations for early termination of supervision. CSOSA monitors milestones achieved, and incentives offered for doing well.

Risk-based Supervision

At the beginning of supervision, offenders are assessed for risk and needs and prescribed a supervision level based on the risk they pose to public safety. Offenders are monitored at levels in line with that risk, with high-risk offenders supervised more intensely than low-risk offenders. Contact standards and drug testing requirements vary based on supervision level.

CSOSA monitors offenders through a combination of in-person contacts, including office visits by the offender, home visits by the CSO to the offender's residence, and other community contacts. CSOSA also maintains collateral contact with the offender's family members and associates. Highest risk offenders receive up to

eight contacts a month while the lowest risk offenders require just one supervision contact every three months.

Offender monitoring also includes drug testing. All offenders are required to report to CSOSA's Illegal Substance Collection Unit at the start of supervision to screen for a range of substances, including illicit and prescription drugs as well as alcohol. After initial testing, offenders are placed on drug testing schedules,⁵ which vary by substance abuse history and public safety risk. As offenders demonstrate abstinence, testing requirements are relaxed. Conversely, if offenders consistently test positive, the frequency of their drug testing may be increased.

Ensuring offenders are supervised at the proper level is essential to their success, as misaligning supervision may have adverse effects. Intensive monitoring of low-risk offenders, for example, may increase re-offending by creating obstacles to their employment or schooling, participation in prosocial leisure activities, and maintaining stable relationships with non-criminal peers (Taxman, 2006; Lowenkamp & Latessa, 2004). CSOSA monitors the extent to which CSOs supervise offenders at their prescribed risk levels.

Prioritized Interventions

In addition to assessing public safety risk, it is important to identify and prioritize the needs of offenders, as well as be attentive to their readiness for and response to treatment, so they may be placed in appropriate interventions. Information from the Auto Screener and other sources is used to generate a Prescribed Supervision Plan (PSP), which provides a guide for the CSO and offender to follow during the course of supervision. From the PSP, the CSO refers offenders for evaluation and placement in interventions to address their most salient needs.

The PSP identifies, prioritizes, and tracks completion of supervision conditions set by the releasing authority, as well as prioritizes an offender's needs. Currently, the CSO can manually add and prioritize items in the PSP in response to changing events. For example, an offender identified as having both substance abuse treatment and employment needs, might be instructed by the CSO to obtain substance abuse treatment before obtaining employment or vocational training. This manual process for updating the PSP is cumbersome and potentially problematic, as it is based on the CSO subjectively prioritizing the needs of the offender. The Agency plans to enhance the PSP during FY18—22 to address this limitation.

CSOs refer offenders to Agency-provided services and public and private resources to ensure release conditions are met and the needs identified in the PSP are

⁵ Offenders supervised at the minimum level do not have regular drug testing schedules but, rather, are only required to test if it is suspected they may be using illicit substances.

addressed. Offenders referred for an intervention received a formal evaluation by trained staff, who determine placement based on objective criteria for each program. CSOSA currently tracks the duration for an offender to begin an intervention from the time of referral, and plans to track additional measures in FY18—22 to determine how well the Agency addresses prioritized needs.

While the current PSP is a useful tool for tracking offender progress on supervision, enhancements planned for FY18—22 include automatically prioritizing needs and generating referrals for interventions, thereby eliminating the subjectivity of the current process. The Agency will also begin to assess the extent to which staff address prioritized needs by examining the number of referrals made for prioritized needs and the number of evaluations completed for high priority needs. The next step is ensuring the Agency has the correct programming in place to address offender needs.

Portfolio of Evidence

CSOSA is committed to delivering quality interventions that have demonstrated treatment effects to address the needs of its supervised population and advance its mission. CSOSA must build a portfolio of evidence through program evaluations to establish the effect of its programming, thereby determining which interventions to keep as is, which to keep with modification, and which to replace with other promising programs. CSOSA considers both the cost and value of a program to the Agency to determine the level of rigor required for an evaluation and the impact that must be realized for an intervention to be maintained.

While randomized controlled trials have often been touted as the ‘gold standard’ for research, not all programs require the level of rigor required by such an evaluation to establish effect. Interventions that require fewer resources or have less value to the Agency may require less rigorous evaluation. Similarly, those requiring fewer resources or that have high value to the Agency may not require high effect sizes in order to be maintained. Importantly, though, if the interventions implemented by CSOSA do not demonstrate the effect needed based on the cost and value to the Agency, they are to be modified or replaced with other effective or promising programs.

Not only is holding the Agency responsible for offering effective interventions fiscally responsible, but it sets the stage for establishing CSOSA as a model community supervision agency and advancing practice.

To hold itself accountable for establishing a portfolio of evidence, CSOSA tracks the number of program evaluations in progress, as well as those completed at the level of rigor required. For programs that have been evaluated but determined to be ineffective at reducing criminogenic need, CSOSA calculates the amount of time it

takes to modify and/or replace the program with another effective or promising program.

Offender Accountability

As offenders progress through supervision, it is expected they will adhere to conditions of release, participate in the interventions in which they are placed and complete supervision successfully. Offenders are held accountable for actively engaging in the interventions in which they are placed. CSOSA monitors this by assessing offender attendance and active participation in interventions, minimizing both the number of offenders who do not report for treatment as well as those who leave programs before completing the entire curriculum, and increasing successful completion of programs.

CSOSA also regularly monitors offender compliance on supervision, taking into account their reporting or being available for scheduled visits—including office visits, home visits, drug testing, and evaluation appointments—, fulfillment of special conditions and abstinence from drug use. These factors are used to develop a ‘compliance score’ for offenders, which allows the Agency to determine how well the offender is progressing on supervision.

For staff to properly perform their jobs and set offenders up for success, sentencing and supervision-related decisions must be based on unbiased and accurate information. Ensuring the timeliness of reports to the releasing authorities and supporting the fair administration of justice is the focus of CSOSA’s fourth strategic goal.

STRATEGIC GOAL 4

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

Upholding public safety involves collaboration among DC criminal justice partners, including CSOSA, DC Metropolitan Police Department (MPD), DC Superior Court (DCSC), DC Department of Corrections (DOC), DC Public Defender Service (PDS), the Office of the Attorney General for the District of Columbia (OAG) and the DC Department of Youth Rehabilitation Services (DYRS), as well as the Federal Bureau of Prisons (BOP), U.S. Parole Commission (USPC), U.S. Attorney's Office (USAO), U.S. Marshals Service (USMS), and states participating in the Interstate Compact for Adult Offender Supervision (ICAOS). CSOSA engages in both information and resource sharing efforts with our partners to facilitate decision-making on individual offenders, maximize law enforcement resources in the District, and build meaningful relationships with our partners.

CSOSA's strategic goal of supporting the fair administration of justice assesses our ability to provide timely and accurate information to our law enforcement partners, as well as the overall strength of these partnerships.

INFORMATION SHARING

Criminal justice decision-makers require information from CSOSA to ensure dispositions for offenders or inmates in their charge are fair, and the Agency is committed to this by providing timely, accurate and complete information to these entities. CSOSA conducts both pre- and post-sentence investigations and sends reports to releasing authorities to support sentencing, custodial and release decisions, as well as interstate investigations for offenders whose terms of supervision originated in other jurisdictions but request relocation to the District. We also provide regular reports throughout an offender's period of supervision to keep authorities informed of offender compliance. These investigations and reports are detailed in the following sections.

Investigations

CSOSA conducts Pre-Sentence Investigations (PSIs) to assist releasing authorities in determining appropriate sentences given D.C.'s sentencing guidelines, as well as understanding the treatment and supervision needs and risk potential of offenders. For PSIs, CSOs collect information about the history and characteristics of the offender including their family, criminal, employment, health, substance abuse and addictions, lifestyle, living environment, and finances. This comprehensive assessment of offender characteristics facilitates decision-making by providing releasing authorities with details about expected offender behaviors while serving sentences in the community.

In rare cases when an offender is sentenced without a PSI and is to serve a period of incarceration, CSOSA may conduct a post-sentence investigation at the request of the BOP. The content of the report is similar to that of the PSI, and informs security classification and other custodial decisions to ensure offenders are monitored properly and receive appropriate services while incarcerated.

CSOSA conducts pre-release investigations for inmates soon to be released to the community through our Transitional Intervention for Parole Supervision (TIPS) Program. Release plan investigations require a thorough investigation into an offender's prior criminal record, substance abuse, supervision and social history. The purpose of the investigation is to develop a comprehensive supervision, housing, and employment plan, which requires the officers to collaborate with community service providers and partner agencies. These release plans help prepare inmates for release from prison by connecting them with resources to assist in their transition to the community.

Finally, in accordance with ICAOS regulations,⁶ officers conduct interstate investigations for all offenders whose offenses or convictions occurred outside of DC, but wish to live in the District. These investigations include verifying the residence and employment plans of offenders, as well as obtaining information on any special conditions that need to be met while these offenders are under CSOSA supervision. The information obtained during this process allows for officers to effectively plan for and manage offenders in their new environment.

Compliance Reporting

In addition to investigation reports, CSOSA shares condition compliance information with releasing authorities to ensure behavior that threatens public safety, such as re-arrest, repeated technical violations or absconding from supervision, so these issues can be addressed by either CSOSA or the releasing authority. CSOSA verifies compliance through records checks, office and field contacts, and drug testing. CSOSA sanctions offenders and potentially prepares Alleged Violation Reports (AVRs) given noncompliance. This report notifies releasing authorities of infractions and, depending on the severity of the violation, may include recommendations for supervision revocation or other disciplinary actions.

CSOSA also sends annual progress reports to the releasing authority describing compliance. When offenders have satisfactorily completed all general and special release conditions and are deemed not to be a threat to public safety, CSOSA may recommend early termination of supervision in the annual progress report.

⁶ The purpose of ICAOS is to manage the supervision of offenders who are approved to reside in a jurisdiction other than the community or state where their originating offense or conviction occurred.

Through our provision of investigation and compliance reports, CSOSA equips criminal justice partners with well-prepared and useful information to make sentencing and supervision-related decisions. But CSOSA also requires information from our partners to best serve offenders in the community and uphold public safety in the District. Access to arrest records from DC, Maryland and Virginia, for example, allow for us to monitor offender engagement in criminal behavior and address public safety issues, and information from BOP's DNA collection ensures we comply with the DNA Analysis Backlog Elimination Act of 2000 to aid crime-solving efforts and reduces duplicating efforts to obtain samples. Further information regarding these information sharing agreements is detailed in the following sections.

Arrest Records

Having access to arrest records is crucial for CSOSA to evaluate the impact its supervision practices and programming have on recidivism. Those records, to a certain extent, allow the Agency to track offender involvement in criminal behavior while under supervision, lags between arrest events, and specialization in offending. CSOSA has long had access to arrest records from MPD but, until FY09, was unable to determine offenders' criminal involvement outside the District. Beginning in FY09, data sharing agreements with Maryland and Virginia allowed the Agency to also track arrests of supervisees in those jurisdictions. Additionally, in FY12, improved charge data from the MPD made it possible for CSOSA to distinguish between arrests made in DC for new crime, as opposed to arrests made for parole or probation violations. These data inform Agency staff of offender involvement in continued criminal behavior, allowing them to address critical public safety issues.

DNA

In accordance with the DNA Analysis Backlog Elimination Act of 2000, CSOSA collects DNA samples from offenders convicted of a qualifying District of Columbia offense, such as any felony or conviction where the sentence is more than a year of imprisonment. The collected samples are sent to the Federal Bureau of Investigation (FBI) for analysis and recorded in the FBI's Combined DNA Index System (CODIS). CSOSA is allowed access into BOP's database system to verify BOP's DNA collection data and documents in SMART the date the sample was collected by BOP so as not to unnecessarily test an offender who already provided a DNA sample. CSOSA's DNA Collection Program assists our federal law enforcement and corrections partners in crime-solving efforts.

RESOURCE SHARING

In addition to sharing information, CSOSA partners with other criminal justice agencies to share custodial responsibilities and demonstrate to both offenders and the citizens of DC that they are united in their mission to enhance public safety. These partnerships include cooperative orientation sessions with the USAO and MPD, joint community home visits (i.e.,

accountability tours) with MPD, collaboration with DYRS on dually supervised cases, and working with the USMS to apprehend offenders with outstanding warrants.

Orientation

The USAO and MPD participate in supervision orientation sessions to share information with offenders about their respective organizations' responsibilities and law enforcement priorities. These sessions underscore what is expected of offenders while under supervision and allow them the opportunity to ask questions about supervision, and the support that will be available to them as they progress through their term.

Accountability Tours

CSOSA and the law enforcement officers at MPD collaborate to conduct accountability tours, which are visits to high-risk offenders under community supervision. The purpose is to increase awareness of the collaboration between MPD and CSOSA to offenders and other citizens in the community. For maximum and intensive supervision offenders, accountability tours are required once in the first 90 days of supervision.

Dually Supervised Cases

CSOSA has an established agreement with DYRS whereby select supervision information on dually supervised cases are shared between the respective agencies on a weekly basis. This information allows CSOs to collaborate with case workers from DYRS to develop supervision plans that reduce duplicate efforts from the agencies and maximize the time offenders spend on supervision. For example, office visits and drug testing criteria may be limited to one agency, with the expectation that staff between the agencies will share information with the other.

Warrants

In FY11, CSOSA began dedicating resources to following up on offenders with outstanding warrants by creating a specialized supervision team focused solely on these cases. Staff on this team perform record checks and work closely with the USMS to apprehend offenders with outstanding warrants.

While CSOSA has expanded both information and resource sharing among criminal justice partners since its inception, over the next five years, the Agency is committed to building upon and strengthening these relationships. By obtaining feedback from our partners on the impact collaborating with CSOSA has on public safety, the impact CSOSA staff believe working with other agencies has on their ability to effectively supervise offenders, and assessing CSO awareness of dually supervised cases, CSOSA will be able to quantify the strength of their partnerships and identify areas for improvement.

CSOSA conducts high quality program evaluations to learn more about the effectiveness of our supervision activities and programmatic interventions. Findings are used to improve program performance and operations efficiency, as well as identify and promote evidence-based practices. Evaluations of CSOSA's substance abuse treatment, Vocational Opportunities for Training, Education, and Employment (VOTEE) and sex offender treatment programs are currently underway, and the Agency is planning to conduct evaluations on the effectiveness of motivational interviewing and other cognitive-behavioral techniques, specialized supervision programs, and caseload management strategies.

CSOSA's evaluation of the effectiveness of substance abuse treatment includes examining whether factors such as treatment dosage, type of treatment received (e.g., detoxification, residential or outpatient treatment), or exposure to treatment readiness programs (e.g., the RSC) impact the successful completion of either treatment or overall supervision of participants. Additionally, it will be determined whether other interventions received during supervision interacted with substance abuse treatment to produce positive or negative outcomes.

The second evaluation underway at CSOSA seeks to establish if participation in the different VOTEE tracks (educational and employment) produce desired outcomes (i.e., increased educational attainment; securing a job). Results of this evaluation will be used to inform the educational and employment components of the CEAC, which are planned to house these interventions moving forward.

Moving into FY18–22, CSOSA plans to commit resources to determining the effectiveness has invested resources into training supervision staff to engage in motivational interviewing and employ other cognitive-behavioral techniques. This evaluation is planned to assess the extent to which staff successfully utilize these techniques and the impact these methods have on offender outcomes.

CSOSA varies approaches to supervision depending on risk factors such as offense type, risk of reoffending, and compliance with supervision requirements. In order to determine the effectiveness of its strategies for supervising high risk offenders, we will evaluate interventions such as GPS monitoring and sex offender treatment (in progress as of FY 2017).

Finally, CSOSA has initiated caseload management strategies designed to balance the workload of CSOs. These include case transfers and the development of “minimum” supervision teams. We plan to examine the role that such caseload management strategies play in changes on agency performance goals or other outcomes.

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APPENDIX A: STAKEHOLDER ENGAGEMENT IN STRATEGIC PLAN DEVELOPMENT

CSOSA's FY18–22 Strategic Plan was developed with the active engagement of our many stakeholders. Led by the Office of Research and Evaluation (ORE), engagement began with a series of five strategic planning workgroups with staff representing all divisions of the Agency. These sessions focused on updating the Agency's mission statement, strategic goals and strategic objectives. The process also included multiple reviews of and discussions about our strategic goals and objectives with the Agency's senior executive leadership team as they were being refined. In November 2017, led by the Office of Legislative, Intergovernmental, and Public Affairs (OLIPA) and the Office of the Director (OD), outreach efforts included consultation with our Congressional stakeholders. The comments and suggestions we received were considered and incorporated into the final version of the Strategic Plan. The stakeholder outreach process generated valuable ideas and laid the foundation for continued stakeholder support of the Agency's strategic and priority goals.



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