



Court Services and Offender Supervision Agency

Office of the Director

March 18, 2019

Honorable Nita Lowey
Chairman
House Committee on Appropriations
H-305, The Capitol
Washington, DC 20515

Honorable Richard Shelby
Chairman
Senate Committee on Appropriations
S-128, The Capitol
Washington, DC 20510

Honorable Mike Quigley
Chairman
House Subcommittee on Financial Services
and General Government
Committee on Appropriations
B-300 Rayburn House Office Building
Washington, DC 20515

Honorable John Kennedy
Chair
Senate Subcommittee on Financial Services
and General Government
Committee on Appropriations
Room S128, The Capitol
Washington, DC 20510

Honorable Kay Granger
Ranking Member
House Committee on Appropriations
1016 Longworth House Office Building
Washington, DC 20515

Honorable Patrick Leahy
Ranking Member
S146-A, The Capitol
Senate Committee on Appropriations
Washington, DC 20510

Honorable Thomas Graves
Ranking Member
House Subcommittee on Financial Services
and General Government
Committee on Appropriations
1016 Longworth House Office Building
Washington, DC 20515

Honorable Chris Coons
Ranking Member
Senate Subcommittee on Financial Services
and General Government
Committee on Appropriations
125 Hart Senate Office Building
Washington, DC 20510

Dear Committee and Subcommittee Chairmen and Ranking Members,

I am pleased to present the FY 2020 Budget Justification for the Court Services and Offender Supervision Agency for the District of Columbia (CSOSA). The FY 2020 President's Budget requests \$248,524,000 for CSOSA. Of this amount, \$181,065,000 is requested for the Community Supervision Program (CSP) and \$67,459,000 is requested for the Pretrial Services Agency for the District of Columbia (PSA).

The FY 2020 request includes a total of \$4,816,000 in program changes for CSOSA office relocations. CSOSA requests \$2,565,000 to complete the Agency Headquarters relocation

project initiated in FY 2019 and CSP requests \$2,251,000 to relocate our 910 Rhode Island Avenue, NE, field office location, which has an imminent lease expiration.

Established under the National Capital Revitalization and Self-Government Improvement Act of 1997 (the Revitalization Act), CSOSA supervises adults on pretrial release, probation, parole, and supervised release in the District of Columbia. CSOSA assumed the supervision functions of both the D.C. Superior Court Adult Probation Division and the D.C. Board of Parole. Also pursuant to the Revitalization Act, PSA became an independent entity within CSOSA and receives its funding as a separate line item in the CSOSA appropriation. With implementation of the Revitalization Act, the Federal government has taken on a unique, front-line role in the day-to-day public safety of everyone who lives, visits or works in the District of Columbia.

Resources requested for FY 2020 are integral to ensuring that CSOSA's high-priority public safety and offender and defendant support services are continued within the District of Columbia. When CSOSA successfully supervises our offender and defendant populations, the burden placed on the community and our public safety partners to support these citizens is significantly diminished.

Community Supervision Program

CSP's mission is to 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. In FY 2018, CSP supervised approximately 10,000 adult offenders on a daily basis and 15,734 different offenders over the course of the fiscal year. On any given day, CSP supervises approximately one in every 71 adult District residents. CSP continues to work towards improvements in our two established long-term public safety performance outcomes: decreasing recidivism among the supervised offender population and increasing the number of offenders successfully completing supervision.

CSOSA is a critical partner in creating and implementing the District's public safety strategy, working closely with the Mayor's office, and local and Federal criminal justice agencies. CSP works closely with law enforcement entities, such as the D.C. Metropolitan Police Department (MPD), the D.C. Superior Court, and the D.C. Department of Corrections, as well as the Federal Bureau of Prisons (BOP), the U.S. Parole Commission, the U.S. Attorney's Office, and the U.S. Marshals Service to increase public safety for everyone who lives, visits or works in the District of Columbia. CSP has established electronic data exchanges with the D.C. MPD, D.C. Sentencing Commission, D.C. Criminal Justice Coordinating Council, Federal BOP, Federal Bureau of Investigation, U.S. Parole Commission, D.C. Pretrial Services Agency, and the states of Maryland and Virginia to more quickly share information and ensure efficient supervision. CSP also relies upon the District of Columbia Government, local faith-based, community and non-profit organizations to provide critical support services to our offender population. As a result of efforts by the entire D.C. criminal justice system, including CSOSA, the Nation's Capital has experienced significant improvements in crime and public safety since enactment of the Revitalization Act.

CSP's challenge in effectively supervising and reducing recidivism amongst our offender population is substantial and increasing. Many CSP offenders have significant needs, are a high risk to public safety and are prone to recidivate. CSP data shows that addressing the criminogenic and support services needs of high-risk offenders is essential to reducing recidivism. In FY 2018, 5,886 adult offenders entered CSP supervision; 84 percent of these offender intakes reported having a history of substance abuse, 30 percent were identified as having mental health issues, 31 percent had less than a high school diploma or GED, 56 percent were unemployed and 9 percent were homeless, lived in homeless shelters or resided in other emergency housing at intake. Based on the results of CSP's proprietary offender screening tool, approximately 41 percent of our total FY 2018 active offender population was assessed and supervised by CSP at the highest risk levels; reflecting a steady increase in assessed risk since FY 2012 when approximately 37 percent of our active offender population was assessed and supervised at the highest risk levels.

CSP performs close supervision of our client population to address criminogenic and support service needs, provide timely interventions and ensure compliance with conditions of release with the goal of successful completion of supervision. However, in cases of certain types of arrest and/or instances where CSP supervision sanctions do not restore offender compliance, CSP immediately informs the releasing authority by filing an electronic Alleged Violation Report (AVR). An AVR can result in incarceration or the imposition of additional supervision special conditions by the releasing authority. The percentage of CSP's offender population for which one or more AVRs are issued has increased steadily since FY 2012 reflecting the increasing risk of our offenders and the vigilance of our supervision operations.

CSP Alleged Violation Reports Issued

	Percentage of Total Supervised Population with at Least One AVR Issued
FY 2012	18.7
FY 2013	19.1
FY 2014	23.0
FY 2015	24.0
FY 2016	26.7
FY 2017	29.0
FY 2018	30.3

Through successful community supervision interventions and, where necessary, the filing of AVRs, CSP has been successful in keeping offenders from engaging in serious, violent crime while under our supervision. In 2012, the average number of serious violent incidents per day in the District was 19. This average decreased to approximately 15 incidents per day in 2017 and 12 incidents per day in 2018. Importantly, the percentage of CSP offenders arrested for serious violent incidents while under supervision is fairly low. In both FY 2017 and FY 2018, less than two percent of CSP's supervised population were arrested for an incident of serious violence while under supervision.

CSP research has shown that, compared to the total supervised population, offenders who are incarcerated (recidivate) are more likely to test positive for drugs, have unstable housing, lack employment, be supervised as part of a mental health caseload, and be assessed by CSP at the highest risk levels. The District of Columbia Government and other local providers do not have the capacity to meet the needs of these offenders. Therefore, CSP continues to adjust our programs and reallocate resources toward providing timely and specialized supervision and support to these highest-risk and highest-need offenders. CSP is currently performing an Agency-wide re-alignment to consolidate mission-critical functions, streamline operations, realize greater efficiencies, and continue to increase our use of cognitive behavioral supervision interventions that have been found to improve supervision outcomes.

As a result of our efforts, and those of our public safety and community partners, CSP experienced improvements in FY 2018 for both of our long-term public safety performance outcomes. In FY 2018, 9.6 percent of CSP’s total offender population had their supervision term revoked and were incarcerated by the appropriate releasing authority and 64.3 percent of offender cases closed successfully, each representing improvements from FY 2017.

CSP Long-Term Offender Supervision Outcome Performance Measures

	Percent of Total Supervised Population Revoked to Incarceration	Percentage of Case Closures that were Successful
FY 2017	9.8	63.2
FY 2018	9.6	64.3

Resources contained in the FY 2020 President’s Budget are necessary to ensure that CSP can continue the overall trend of improvements in public safety outcomes in the District of Columbia.

Pretrial Services Agency

PSA’s mission is to promote pretrial justice and enhance community safety. PSA assists judicial officers in both the Superior Court of the District of Columbia (DCSC) and the United States District Court for the District of Columbia (USDC) by conducting a risk assessment for every arrested person who will be presented in court, identifying detention eligibility and formulating release recommendations, as appropriate, based upon the arrestee’s demographic information, criminal history, and substance use and/or mental health information. For defendants who are placed on conditional release pending trial, PSA provides supervision and treatment services that reasonably assure that they return to court and do not engage in criminal activity pending their trial and/or sentencing.

PSA has responsibility for over 17,000 defendants each year, and an average of 4,232 individuals on any given day. The vast majority of defendants are awaiting trial in DCSC, with a smaller number awaiting trial in USDC. PSA’s current caseloads include individuals being supervised on a full range of charges from misdemeanor property offenses to felony murder. On average,

defendants remain under supervision for 100 days. During this period, PSA administers evidence-based and data informed risk assessment and supervision practices to identify factors related to pretrial misconduct and maximize the likelihood of arrest-free behavior and court appearance during the pretrial period.

Through the successful fulfillment of its mission, PSA continued to meet or exceed the performance targets for its strategic goal performance indicators in FY 2018, except for strategic goal 3, which was within one percent of the performance target:

Performance Indicator Area	Indicator Description	FY 2018 Actual	FY 2018-2022 Target
Strategic Goal 1	Judicial Concurrence with PSA Recommendation	81% 	70%
Strategic Goal 2	Continued Pretrial Release	85% 	85%
Strategic Goal 3	Arrest Free Rate	87% 	88%
Strategic Goal 4	Court Appearance Rate	89% 	87%

PSA’s *FY 2020 Presidents’ Budget* reinforces the Agency’s commitment to be a performance-based, results-driven organization and highlights its dedication to ensuring public safety and promoting pretrial justice through high-quality risk assessment, supervision and treatment services. PSA’s budget balances its obligation to public safety in the District with its commitment to the President’s plan to reform government operations, as well as with other federally mandated requirements that drive the costs of operations.

A challenge faced by CSOSA, and all law enforcement entities, is the detection of and treatment for synthetic drugs and other drugs of abuse used by the offender and defendant populations. During the past five years, both CSP and PSA have worked with various criminal justice, research, health, and policy partners to assess the prevalence of synthetic cannabinoids (SCs) in the defendant and offender populations in the District of Columbia. Often referred to as “synthetic marijuana,” SCs exist in several different forms, with newer ones being synthesized and added to the class rapidly. Since October 1, 2015, CSOSA has allocated financial resources to conduct large scale screening of all incoming specimens for SCs.

In FY 2018, PSA’s Office of Forensic Toxicology Services (OFTS) conducted a study to determine trends in fentanyl use among the DC criminal justice population. A sample population of 2,463 specimens collected over a four month period from both the defendant and offender populations was tested for fentanyl use. The study revealed a 7.56 percent positive rate among the PSA defendant surveillance population and a 4.84 percent positive rate among the lockup population. The study also revealed a 5.69 percent positive rate among CSP offenders.

In FY 2019, the OFTS will begin screening specimens for fentanyl; and with additional resources included in the FY 2020 budget request, PSA will fully implement routine testing in FY 2020. Equally important, PSA plans to step up forensic research for other emerging drugs to help the District remain at the forefront of addressing patterns of substance abuse. Routine

testing of fentanyl and other opioids will provide data that can be used for future decisions on how to curb the use of these drugs in the general population, provide appropriate treatment protocols for defendants, help keep the community safe, and show a responsible effort in rising to the nation-wide call to abate opioid abuse.

FY 2020 Request Summary

The FY 2020 President's Budget submission for CSOSA reflects our continuing commitment to improving performance and increasing the effectiveness of front-line service delivery.

Resources requested for FY 2020 are integral to ensuring that CSOSA's high priority public safety and offender and defendant support services are continued within the District of Columbia. As you make decisions on the CSOSA budget, I hope you will also consider our critical public safety mission, our accomplishments to date, and our commitment to performance-based management.

I look forward to working with you on this request.

Sincerely,



Director

Enclosure