

STATEMENT
OF THE
COURT SERVICES AND OFFENDER SUPERVISION AGENCY
FOR THE DISTRICT OF COLUMBIA
IN SUPPORT OF THE
FY 2009 BUDGET REQUEST
SUBMITTED TO THE
U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON FINANCIAL SERVICES
AND GENERAL GOVERNMENT
AND THE
U.S. SENATE
COMMITTEE ON APPROPRIATIONS
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APRIL 30, 2008

The Court Services and Offender Supervision Agency (CSOSA) supervises approximately 15,000 men and women offenders on probation, parole, or supervised release in the District of Columbia at any given time. CSOSA includes the D.C. Pretrial Services Agency, which supervises another 5,000 defendants at any given time to ensure that they comply with court-imposed release conditions and appear for scheduled court dates. These agencies make a vital contribution to public safety in Washington, D.C.

This statement is provided in support of CSOSA's FY 2009 budget request of \$202,490,000 including 1,297 permanent positions and 1,293 FTE. Of this amount, \$54,838,000 is requested for the Pretrial Services Agency (PSA) and \$147,652,000 is requested for the Community Supervision Program (CSP). The FY 2009 request for CSOSA represents a \$12,147,000, or 6 percent, increase over FY 2008 enacted levels.

Background

Since CSOSA was created under the National Capital Revitalization and Self-Government Improvement Act of 1997, we have implemented significant program enhancements, particularly in post-release supervision. Probation and parole caseloads have been lowered dramatically—in many cases by 50 percent—to meet or exceed the recommended national standard of 50 cases per Community Supervision Officer (CSO). Since FY 1999, monthly surveillance drug testing has increased 360 percent; last year, over 8,300 offenders were tested each month. CSOSA operates six field offices to locate CSOs in the neighborhoods where offenders live and work, and over 8,000 joint field visits by CSOs and the Metropolitan Police Department occurred in those neighborhoods last year. Since FY 2004, CSOSA has placed over 2,000 high-risk offenders on Global Positioning System (GPS) monitoring to reinforce compliance and track their location; MPD routinely uses GPS data in crime investigation.

CSOSA has also received resources for contract substance abuse treatment to supplement the District's public treatment system. Last year, we made over 2,400 offender and over 1,600 pretrial defendant placements in our continuum of services, which includes detox, residential, transitional housing, and outpatient services. We also continue to implement the Reentry and Sanctions Center, a residential program that provides intensive assessment and treatment readiness services for high-risk offenders and defendants. Since the facility's opening in 2006, we have placed 1,188 individuals in the program; 88 percent have completed it successfully.

CSOSA recognizes that successful supervision involves both managing risk through close supervision and addressing need through the provision of treatment and support services. We have implemented many enhancements to ensure effective risk management. We work closely with a variety of government, non-profit, and faith-based partners to increase offenders' access to existing services and build additional capacity in the core need areas of housing, education/training, and health care. Through the Criminal Justice Coordinating Council's Reentry Steering Committee, we provide leadership of efforts to address the needs of supervised offenders, particularly those returning to the District from incarceration.

One of our most significant accomplishments of the past year has been the implementation of a new performance management system (SMARTStat) that tracks a core set of supervision practices down to the individual case level. Through this system, we can determine the extent to which cases are being managed effectively. This information is available to supervisors and branch chiefs, who are encouraged to use it as part of their case audits and team meetings. The information forms the basis of regular reviews with the entire CSP executive staff, during which action items are assigned and outcomes regularly tracked so that problems can be solved quickly.

2009 Budget Initiatives

CSOSA's FY 2009 budget contains two initiatives, one for CSP, which provides information technology resources for post-release supervision, and one for PSA, which provides resources for supervision of DC Misdemeanor and Traffic Court (drunk driving) cases

CSP Information Technology Enhancement Initiative

CSP requests \$2,583,000 and ten (10) positions to continue building its information technology infrastructure, including enhancements to the Supervision Management Automated Records Tracking (SMART) case management system.

Improving the quality, management, and utility of information has been a CSP priority since CSOSA's founding. CSP inherited outdated, cumbersome legacy systems from its predecessor agencies. In 1997, most probation and parole officers relied on paper case files and lacked access to personal computers. Developing an automated case management system and training staff to use it were essential to successful implementation of the agency's program strategy. CSP launched the initial version of SMART in 2002, following a remarkably efficient requirements gathering and application development process.

SMART is now in its third release. From its initial core supervision tracking functions, the system has expanded to encompass modules that capture treatment placement and expenditures, the development of Alleged Violation Reports, vocational and education assessment, and other critical program functions. We are also developing

an Enterprise Data Warehouse (EDW) as a repository for historical data that can be used for research and performance measurement. The EDW is the source of CSP's new performance management system (SMARTStat), which provides management and staff with complete visibility into offender supervision practices and effectiveness. CSP also developed and maintains the District's Sex Offender Registry (SOR).

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

The requested resources will continue the significant progress made by CSP OIT to increase the timeliness and accuracy of data used by agency staff and our partners to make day-to-day law enforcement decisions affecting public safety in the District. These resources will be used to continue SMART and SOR enhancements, transition to a next-generation Service Oriented Architecture platform, continue building the EDW and performance management platform, and continue improving our capacity to integrate data with our partner agencies.

The resources will be allocated as follows:

Infrastructure Enhancements

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

SMART Enhancements

- \$1,000,000 in contract funding to support SMART, SOR and Data Sharing development and maintenance;
- Five (5) New Positions:

- One Systems Integration Architect (GS-14)
- One Systems Integration Analyst (GS-13)
- One Configuration Manager (GS-13)
- One Business Intelligence Analyst (GS-13)
- One Technical Writer (GS-13)

CSP OIT currently lacks sufficient staff to sustain operations and to plan and implement migration to an “agile” service-based infrastructure. Current CSP funding does not provide sufficient ongoing resources to maintain the current IT infrastructure and continue the SMART development process. To date, CSP has been able to support the significant SMART and IT infrastructure accomplishments through delayed operational costs at two new field units. One of those field units (Rhode Island Avenue) became operational in FY 2006, and the other is planned for implementation in FY 2009. Without the requested FY 2009 resources, planned SMART, partnership/data sharing and infrastructure improvements will be significantly reduced, affecting the effectiveness and efficiency of CSP and our law enforcement partners.

Lack of additional resources will effectively derail investments made in our information technology (IT) infrastructure over the past two years, most of which were implemented to comply with federal IT mandates for security, disaster recovery and performance management. It is vital that CSOSA have the IT capability to effectively perform its law enforcement and public safety functions for the nation’s capital. Compared to its federal counterparts, CSOSA is still very new and very small. We are still in need of funding for critical IT infrastructure and developmental initiatives to implement the full scope of the local public safety functions that CSOSA was created to assume.

PSA Misdemeanor and Traffic Court Supervision Initiative

In our other new budget initiative, PSA requests \$3,340,000 and 23 positions for defendant supervision, substance abuse and mental health assessments, and drug testing services for DC Misdemeanor and Traffic Court (drunk driving) cases.

In 2006, the Office of the Attorney General's (OAG) Criminal Section papered over 12,400 D.C. misdemeanor and traffic cases. Based on estimates from the OAG's Public Safety Division and the D.C. Superior Court, over 3,600 of these cases (29 percent) involved defendants in need of mental health and/or substance abuse treatment services. To better address the problems and community safety issues within this population, beginning in FY 2009, the D.C. Superior Court and OAG will lead a court-centered, problem-solving initiative geared to the unique problems and service requirements of mentally ill and substance abusing arrestees. This initiative will identify mental health and substance abuse issues in this population and link defendants to community-based services; ensure the least restrictive diversion and community supervision options needed to address public safety and treatment concerns; ensure comprehensive and individualized treatment and supervision placements; provide a comprehensive team-oriented approach to addressing health and social issues geared to a defendant's criminal behavior; and provide supervision of participants, including court notice for infractions of supervision conditions.

The initiative already has the support of many local criminal justice and community partners. Defendants will be referred to the District of Columbia's Addiction Prevention and Recovery Administration (APRA) and the Department of Mental Health (DMH) for needed treatment services. DMH also will establish a crisis care center within the D.C. Superior Court to temporarily assist defendants with severe mental health issues. The city's Department of Employment Services (DOES) will offer job referral and training geared to the special needs of this population.

The missing elements of the program design are strong defendant supervision and drug testing, as well as assessments for and linkages to needed treatment and social services in the community. Therefore, the D.C. Superior Court and the OAG have requested that PSA provide supervision, substance abuse and mental health assessments, linkage to treatment, and drug testing services. Supervision would include conditions such as weekly drug testing, in-person contact as needed with a case manager, and referrals to treatment and social service agencies. Besides helping the OAG, the Court, and other collaborative partners meet an important strategic goal, this assistance would help PSA meet its statutory obligation under D.C. Code §23-1303(h) to provide

supervision to all defendants released with conditions and to address within this population what potentially may be unacceptable safety risk to the Washington metropolitan community.

To ensure proper management of treatment and other conditions, as well as prompt administrative and judicial responses to infractions, PSA recommends a maximum case manager-to-defendant ratio of 1:75.

The proposed request would fund the following supervision, drug testing, and treatment assessment personnel costs:

- 12 Pretrial Service Officers
- 1 Supervisory Pretrial Service Officer
- 3 Community Treatment Specialists
- 2 Chemists
- 1 Laboratory Technician
- 3 Drug Testing Technicians
- 1 Program Assistant
- \$120,000 for drug testing supplies (chemical reagents)

PSA data supports enhanced supervision for defendants charged with serious traffic offenses as well as misdemeanants with serious mental health and substance abuse needs. Drug-involved defendants are three times as likely to be rearrested and more than twice as likely to fail to appear as non-users. Introducing pretrial supervision to the high risk defendants in D.C. Misdemeanor and Traffic Court who have mental health and substance abuse challenges will assist the Court in enhancing public safety and assuring that these defendants keep their court dates.

This initiative will also enhance PSA's collaborations with the D.C. Superior Court, OAG, and other criminal justice and community partners. The proposed initiative is a combined effort to screen, assess, and supervise potentially high-risk defendants who now receive little or no supervision and support. No other partner in this initiative can provide the assessment, supervision, and drug testing of this population; these services are needed to ensure court appearance and protect the public.

Adjustments to Base

CSOSA also requests \$6,224,000 in adjustments to base to fund employee cost of living pay raises and general price increases. Of this amount, \$4,620,000 is for CSP, and \$1,604,000 is for PSA.

Conclusion

CSOSA's budget initiatives reflect the developmental challenges the agency continues to face. While CSP has implemented a wide range of program enhancements, such progress necessitates ongoing maintenance and expansion of IT infrastructure to ensure that our ability to manage cases efficiently, analyze data, and measure performance keeps pace with our operations. PSA continues to face the need to collaborate with and support its partners—most particularly, Superior Court—by participating in initiatives that will enhance defendant compliance and protect the public.

Unless CSOSA responds to these challenges, we are at risk of losing the ground we have gained. These initiatives will enable us to continue building and supporting a model supervision system that achieves the benefits CSOSA was established to bring to the District of Columbia: increased public safety, reduced recidivism, and enhanced systemwide collaboration.

We appreciate the support we have received to date, and we look forward to working with the Committee on this request.