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## 2003 Criminal Justice Coordinating Council Annual Report



Executive Director Nancy Ware

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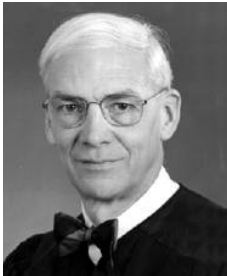







## Table of Contents





<b>CJCC Membership</b> .....	<b>1</b>
<b>Acknowledgments</b> .....	<b>4</b>
<b>Historical Overview and Mission</b> .....	<b>9</b>
<b>CJCC Committee and Workgroup Structure</b> .....	<b>10</b>
<b>2003 CJCC Accomplishments by Committee and Workgroup</b> .....	<b>11</b>
<b>Case Processing Committee</b> .....	<b>11</b>
Differentiated Case Management Subcommittee .....	12
Warrants Subcommittee .....	12
Prisoner Designation Subcommittee .....	14
Police Overtime Subcommittee .....	15
<b>Pretrial Systems and Community Options Committee</b> .....	<b>16</b>
Pretrial Systems Subcommittee .....	16
Pretrial Risk Assessment .....	18
Subcommittee Restructuring .....	19
Community Courts Subcommittee .....	20
<b>Offender Reentry Committee</b> .....	<b>21</b>
Pre-Release Planning and Case Management .....	22
Housing .....	24
Education and Employment .....	25
Family and Community Support .....	25
Legislative and Policy Goals .....	26
<b>Information Technology Advisory Committee</b> .....	<b>26</b>
JUSTIS Blueprint Revision .....	27
JUSTIS Data Expansion .....	27
New Agency Access .....	27
<b>CJCC Workgroups</b> .....	<b>28</b>
Substance Abuse and Mental Health Workgroup .....	28
Juvenile Justice Workgroup .....	30
Gun Violence Workgroup .....	32
CJCC Community Outreach .....	33
<b>Key Initiatives—Goals for 2004 and Beyond</b> .....	<b>36</b>
Establishment of the CJCC Statistical Analysis Center .....	36
The Statistical Analysis Center’s Role .....	36
Committees and Workgroups .....	36



## CJCC Membership

<b>The Honorable Anthony A. Williams</b>  Mayor of the District of Columbia	<b>The Honorable Rufus King III</b>  Chief Judge, Superior Court of the District of Columbia
<b>The Honorable Linda Cropp</b>  Chair, District of Columbia City Council	<b>The Honorable Kathleen Patterson</b>  Chair, Judiciary Committee, District of Columbia City Council
<b>Margret Kellems</b>  Deputy Mayor for Public Safety and Justice District of Columbia	<b>The Honorable Harley Lappin</b>  Director, Federal Bureau of Prisons
<b>The Honorable Paul Quander, Jr.</b>  Director, Court Services and Offender Supervision Agency	<b>Odie Washington</b>  Director, Department of Corrections



<b>Charles H. Ramsey</b>  Chief, Metropolitan Police Department	<b>Susan W. Shaffer</b>  Director, Pretrial Services Agency
<b>The Honorable Roscoe C. Howard, Jr.</b>  United States Attorney for the District of Columbia	<b>Ronald S. Sullivan Jr.</b>  Director, Public Defender Service
<b>The Honorable Edward F. Reilly, Jr.</b>  Chairman, United States Parole Commission	<b>The Honorable Benigno Reyna</b>  Director, United States Marshals Service
<b>Robert Spagnoletti</b>  Corporation Counsel for the District of Columbia	<b>Marceline Alexander</b>  Administrator, Youth Services Administration District of Columbia Department of Human Services



## Nancy Ware



Executive Director, District of Columbia Criminal Justice Coordinating Council



## Acknowledgments

As you will read in the following pages, many of the accomplishments and much of the work of the Criminal Justice Coordinating Council (CJCC) is achieved through our subcommittees and workgroups. A debt of gratitude is owed to all the members of these groups whose tremendous dedication made possible the wide range of accomplishments set forth in this report. Particular gratitude goes to those who have willingly taken on the responsibility of serving as the chairpersons of the various committees. They are:

### **Pretrial Systems and Community Options Committee**

- Susan Shaffer, Director, Pretrial Services Agency
- The Honorable Noel Kramer, Presiding Judge, Criminal Division, Superior Court of the District of Columbia

#### ***Community Courts Subcommittee***

- The Honorable Noel Kramer, Presiding Judge, Criminal Division, Superior Court of the District of Columbia

#### ***Halfway House Subcommittee***

- Rainey Ransom, Special Counsel to Chief Judge King, Superior Court of the District of Columbia
- Gregory Jackson, General Counsel, District of Columbia Department of Corrections

### **Grants Planning Committee**

- Margret Kellems, Deputy Mayor for Public Safety and Justice
- Lafayette Barnes, Director, Office of Partnership and Grants Development

### **Reentry Committee**

- The Honorable Paul Quander, Director, Court Services and Offender Supervision Agency

#### ***One-Stop Shop for Ex-Offenders***

- Kelvin Robinson, Chief of Staff, Office of the Mayor

### **Case Processing Committee**

- The Honorable Rufus King, Chief Judge, Superior Court of the District of Columbia
- Charles Ramsey, Chief, Metropolitan Police Department
- The Honorable Roscoe C. Howard Jr., United States Attorney for the District of Columbia

#### ***Prisoner Designation Subcommittee***

- Rainey Ransom, Special Counsel to Chief Judge King, Superior Court of the District of Columbia

#### ***Warrants Subcommittee***

- Mary Lou Leary, Principal Assistant United States Attorney for the District of Columbia

### **Interagency Technical Advisory Committee**

- The Honorable Rufus King, Chief Judge, Superior Court of the District of Columbia
- The Honorable Brook Hedge, Associate Judge, Superior Court of the District of Columbia

### **Detention Capacity and Community Resources Workgroup**

- Margret Kellems, Deputy Mayor for Public Safety and Justice
- Odie Washington, Director, District of Columbia Department of Corrections



### Gun Violence Workgroup

- Mary Lou Leary, Principal Assistant  
United States Attorney for the  
District of Columbia
- Nola Joyce, Senior Executive Director,  
Metropolitan Police Department, Office of  
Organizational Development

### Juvenile Justice Workgroup

- The Honorable Lee Satterfield, Presiding  
Judge Family Court, Superior Court of the  
District of Columbia

### Substance Abuse and Mental Health Workgroup

- The Honorable Ann Keary, Associate Judge,  
Superior Court for the District of Columbia
- Harry Fulton, Chief, Mental Health Division,  
Public Defender Service for the  
District of Columbia

Special thanks go also to the CJCC staff and all of the stakeholders and principals of the justice community who have shared in the CJCC's mission to address persistent problems that impact multiple agencies and who have helped to foster systemic change in the justice system for residents of the District of Columbia. In addition, appreciation goes to several individuals who have made significant contributions to the 2003 Annual Report:

- **Dan Cipullo**  
Director, Criminal Division  
D.C. Superior Court
- **Earl Gillespie**  
Information Technology Officer  
CJCC/JUSTIS
- **Cedric Hendricks**  
Associate Director for the Office of  
Legislative, Intergovernmental, and Public  
Affairs  
Court Services and Offender Supervision  
Agency for the District of Columbia
- **Debra Hoffmaster**  
Director, Special Program Development  
Metropolitan Police Department
- **Gregory Jackson**  
General Counsel  
D.C. Department of Corrections
- **Claire Johnson**  
Director of Justice and Community Relations  
Co-Chair, Research Review Committee  
Pretrial Services Agency
- **Patricia Riley**  
Special Counsel to the U.S. Attorney  
U.S. Attorney's Office for the  
District of Columbia
- **Rainey Ransom**  
Special Counsel to Chief Judge King  
D.C. Superior Court
- **Anne Schmidt**  
Consultant  
D.C. Superior Court
- **Laura Cordero**  
Executive Assistant to the U.S. Attorney  
for External Affairs  
U.S. Attorney's Office for the  
District of Columbia



ANTHONY A. WILLIAMS  
MAYOR

April 13, 2004

Dear District of Columbia Resident:

Our wonderful city continues to evolve into one of the United States' most desirable places to live. The progress that has been accomplished has been made possible through the commitment and focus of our citizens and our local and federal government officials. Through the many talents of these groups, we have been able to make significant strides in the areas of economic development, fiscal responsibility, and homeland security.

In spite of the significant progress we have made as a city, we continue to face challenges, particularly in the areas of health and human services, education, and public safety. As Mayor, I am committed to a city of safe schools, safe streets, effective offender rehabilitation, and the fair and efficient administration of justice. Through the Criminal Justice Coordinating Council, the District of Columbia is able to galvanize District and federal criminal justice resources to facilitate collaborative planning and resolutions to our public safety challenges. I am delighted to continue to have chaired the CJCC through 2003 and as its chair, I am pleased to present this second annual report to the Council of the District of Columbia, the residents of this city, and the United States Congress. This annual report outlines the ongoing work and inter-agency collaboration that is necessary to effectively improve public safety in our neighborhoods and improve the administration of justice in the District of Columbia.

Throughout 2003, the Criminal Justice Coordinating Council (CJCC) has identified several important challenges in the justice system in the District of Columbia. The CJCC has provided a structure for multi-agency coordination as we work together to begin to address these challenges. On the following pages, these approaches are outlined so that the public can be informed of our attempts to address several pressing issues that impact the efficiency and effectiveness of the criminal justice system.

For example, part of making our city safer is easing the transition back into our communities for our ex-offenders. The CJCC has been instrumental in coordinating efforts and assisting in the development of solutions that will support our ex-offenders in





their transition back into our communities. Whether it be the development of a dedicated job assistance program that provides immediate services to the ex-offenders or the development of a business process that makes the most effective use of our Halfway Houses, the CJCC is critical to fostering the working relationships among the agencies.

This report also serves as evidence of the continued commitment on the part of the CJCC member agencies in the District of Columbia towards helping the city become one of the most desirable places to live. I look forward to continuing to work with the CJCC as we partner to resolve the issues that confront our city and our justice system.

Sincerely,

Anthony A. Williams  
Mayor



## Letter from the Executive Director

To the Honorable Mayor Anthony A. Williams  
To the Honorable Members of the Council of the District of Columbia  
The Honorable Members of the United States 108th Congress

On behalf of our members, I am pleased to present the second annual report of the Criminal Justice Coordinating Council (CJCC). The CJCC is a congressionally mandated vehicle put in place to facilitate cooperation and support among its member agencies. In order to fulfill its mission, our office has requested and encouraged criminal justice, human/social services, employment, and housing agencies to meet the challenges that confront us as we attempt to address the vital needs of District of Columbia citizens. To their credit, all agencies have responded to the challenge.

In January of 2003 our member agencies made a commitment to address a variety of issues that were developed into a multi-year strategic work plan. Our work was accomplished through collaboration among our committees, and with constituents and stakeholders.

Consistent with our mandate, the CJCC has aggressively and effectively addressed the fiscal and programmatic demands placed on the Agency during its initial two years of operation. However, budgetary pressures continue to pose serious challenges. In response to these pressures, a concerted effort was mounted to increase federal and grant funding. As a result, in the FY 04 appropriations cycle, CJCC was awarded \$1.3 million for operating and programmatic expenditures. This infusion of funds has enabled the Agency to expand and to build broader coalitions with member organizations and stakeholders. Together our goals include: (1) developing creative and effective systematic solutions to institutional problems; (2) engaging in capacity planning that includes community resources and recommends a community justice continuum; (3) providing a comprehensive analysis of crime "hot spots" in the city to recommend effective action; (4) monitoring the use of personnel, institutions, and service providers to determine responsiveness to the needs of the criminal justice system; (5) supporting the reintegration of ex-offenders back into communities so that they can be productive citizens; (6) continuing CJCC committee work on the priority areas identified for the city; (7) monitoring citizen input; and (8) strategic planning to identify future goals and activities.

The role of the CJCC is one of promoting opportunities for agencies to navigate their systems and those of partner agencies to forge approaches that will ultimately produce benefits to District citizens. To this end, the CJCC has focused its efforts on establishing an infrastructure to report progress and measure successes. We are very pleased with the increased utilization of multi-agency approaches to problem solving, which in turn enhances the District's ability to efficiently deliver vital services.

The unique federal and local structure of the District's law enforcement and justice system poses inherent challenges. Our Agency is the primary vehicle mandated to facilitate cooperation and support across its member agencies. The CJCC commends the D.C. Council and Congress for their foresight in establishing our Agency to support coordination of criminal justice efforts. CJCC understands that any successes we have achieved are a testament to our interagency collaboration.

It is a privilege to work with agency representatives and staff who consistently demonstrate unwavering commitment to improving services to our city and its citizens.

Nancy M. Ware  
Executive Director  
Criminal Justice Coordinating Council



*As a new, independent agency, the Criminal Justice Coordinating Council (CJCC) for the District of Columbia is dedicated to continually improving the administration of criminal justice in the city.*

*The mission of the CJCC is to serve as the forum for identifying issues and their solutions, proposing actions, and facilitating cooperation that will improve public safety and the related criminal and juvenile justice services for District of Columbia residents, visitors, victims, and offenders. The CJCC draws upon local and federal agencies and individuals to develop recommendations and strategies for accomplishing this mission. The guiding principles are creative collaboration, community involvement, and effective resource utilization. CJCC is committed to developing targeted funding strategies and the comprehensive management of information through the use of integrated information technology systems and social science research.*

## Historical Overview and Mission

The CJCC was established as an independent agency in the District with its own separate budget in 2003. Under the Financial Responsibility and Management Assistance Act of 1995, the District's criminal justice system was restructured into a unique system consisting of four D.C. agencies principally funded through local D.C. funds, six federal agencies, and three D.C. agencies principally funded through federal appropriations. Seven of the 10 stages of the District's criminal justice system require coordination among agencies funded by different sources. (GAO-01-187 D.C. Criminal Justice System). Some of these agencies are under the jurisdiction of the Mayor, some are under the Department of Justice, and some are independent federal agencies that work specifically for the District.

Over the course of 2003-2004, the CJCC has been able to strengthen its position within the criminal justice community as a resource tool and catalyst for system reform, institutional modification, and program analysis. In January 2003, the member agencies of the CJCC made a commitment to address a variety of issues by completing a multi-year strategic plan. As a result, several committees were restructured to better address the priorities. This annual report reflects this process, the work we have accomplished, and the barriers that continue to pose challenges.

The CJCC's strategic planning process for FY 2003-2005 was conducted by the Urban Institute in Washington, D.C., on January 15, 2003. It was attended by 33 CJCC members and stakeholders. The CJCC's strategic planning process for FY 2003-2005 concluded with a consensus on several priority areas. These priorities are being addressed by committees, subcommittees, and workgroups so that the CJCC can accomplish a variety of goals in the upcoming fiscal year. The CJCC committee structure and working groups will address new priorities and continue long-standing work that still requires attention in the city's criminal justice system.

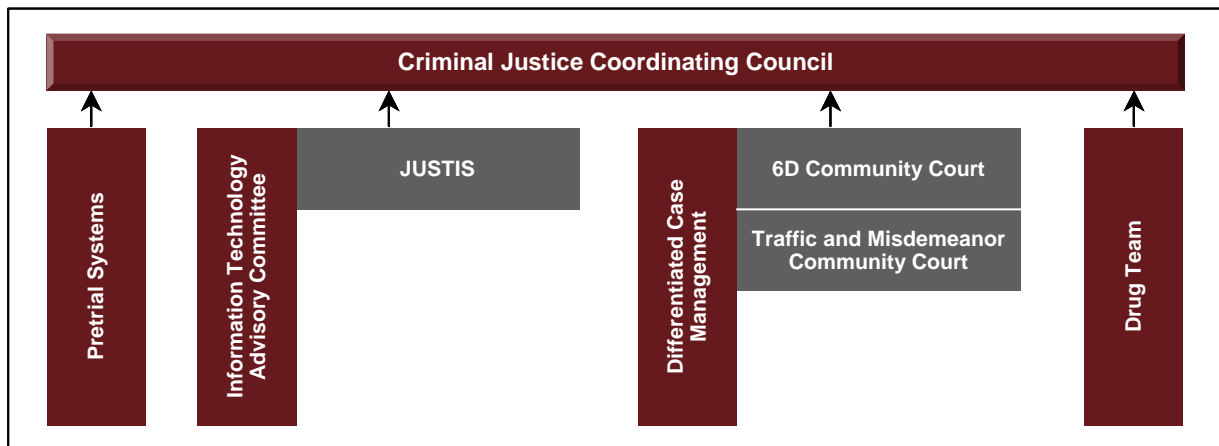
As a result of the strategic planning session, the CJCC has identified an ambitious agenda to undertake in the upcoming years. The committee structure provides the mechanism for agency representatives and stakeholders to work on critical multi-agency issues and identify solutions and barriers to resolutions. Committee work can result in new initiatives that can be field tested for replication, new policies and procedures, and legislative proposals.



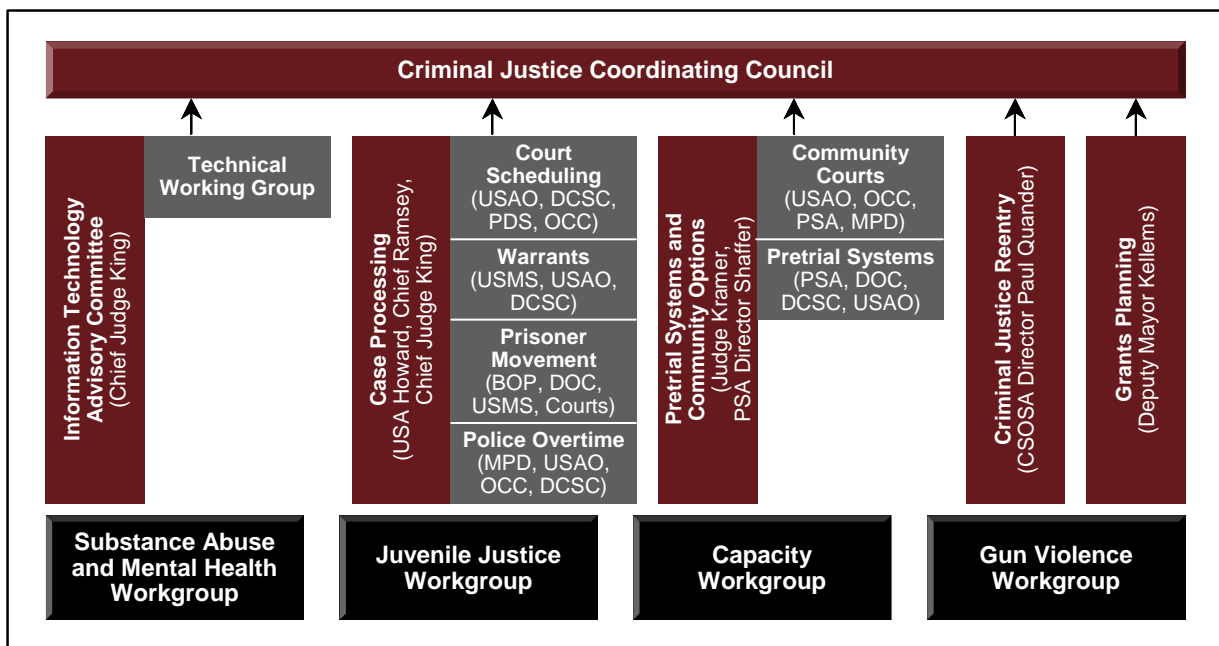
## CJCC Committee and Workgroup Structure

As mentioned above, during 2003, the CJCC committees were restructured to better address the challenges and initiatives identified in the planning session. Figure 1 illustrates the original CJCC committee structure, while Figure 2 illustrates the current CJCC structure.

**Figure 1**  
Previous CJCC Committee and Workgroup Structure



**Figure 2**  
2003 CJCC Committee and Workgroup Structure





The committee structure developed by the CJCC members provides the infrastructure for systemic reform. The following compose the CJCC committee structure:

- Information Technology Advisory Committee
- Case Processing Committee
- Pretrial Systems and Community Options Committee
- Criminal Justice Reentry Committee
- Grants Planning Committee

The CJCC emphasizes results and successes that will ultimately improve policy and practice in the nation's capital.

The committees are composed of CJCC members or their designees. Committee chairs are designated by CJCC members and are responsible for developing meeting schedules, identifying relevant agency representatives to serve on the committees, convening and facilitating meetings, and reporting out to the CJCC on recommendations, barriers, and successes resulting from the committees' work. Chairs also foster communication between and within committees, action groups, and workgroups.

In addition, there are four topical workgroups established to address specific areas of concern or interest to the CJCC related to:

- Substance Abuse and Mental Health
- Juvenile Justice
- Detention Capacity and Community Resources
- Gun Violence

The efforts of the workgroups will support initiatives of one or more of the committees or will continue to be forums for independent research and analysis related to the CJCC public safety agenda.

CJCC staff, under the direction of the Executive Director, provides support to the committees' efforts by recording the deliberations of each meeting and

executing specific tasks such as research, data analysis, identification of national best practices, and assisting with pilot initiatives and planning sessions. Additionally, the CJCC Executive Director meets with committee chairs on a regular basis to review priorities and identify resource needs in order to further facilitate and advance the committees' work and minimize the administrative and clerical workload.

## **2003 CJCC Accomplishments by Committee and Workgroup**

The CJCC accomplishes its objectives and addresses initiatives by leveraging existing committees and workgroups or forming new ones. This section further explains the 2003 CJCC strategic objectives and separates them by committee and workgroup responsibility. This section also details the goals of the committees, the initiatives and activities that each committee has undertaken in 2003, and how these relate back to the strategic objectives of the CJCC.

### **Case Processing Committee**

The CJCC Case Processing Committee (CPC) is organized with the mission of reviewing the case flow processes from arrest through post-disposition in the District of Columbia. Agencies represented include the Metropolitan Police Department (MPD), District of Columbia Superior Court (DCSC), U.S. Attorney's Office (USAO), Office of the Corporation Counsel (OCC), U.S. Marshals Service (USMS), and Bureau of Prisons (BOP). This Committee is chaired by the Chief of the Metropolitan Police Department Charles Ramsey, Chief Judge of DCSC Rufus King III, and U.S. Attorney Roscoe Howard. The CPC is responsible for examining the interrelationships and efficiencies among the various agencies and institutions system-wide. The CPC reviews the case flow processes, and implements and fosters programs, systems, and best practices that increase the efficiency of cases through the continuum of public safety and criminal justice agencies in the District of Columbia.



The CPC coordinated and managed the activities of four subcommittees. Each of these subcommittees focused on a challenge or inefficiency in the processing of cases through the criminal justice system. These subcommittees are as follows:

- Differentiated Case Management Subcommittee
- Warrants Subcommittee
- Prisoner Designation Subcommittee
- Police Overtime Subcommittee

The 2003 activities of each subcommittee follow.

#### **Differentiated Case Management Subcommittee**

In 2003 DCSC funded the Institute for Court Management, part of the National Center for State Courts, to conduct a three-day training course on differential case management. This program was attended by approximately 30 court administrators/managers, and 10 judges assigned to the Criminal Division. As a result of this training, the Court formed a Criminal Differential Case Management Committee composed of judges, court administrators, prosecutors, defense counsel, and representatives from other criminal justice agencies. This Committee was tasked with preparing case management plans for the different types of cases filed with the court (*i.e.*, felonies, misdemeanors, traffic cases). The goal of developing these case management plans is to ensure the most efficient use of criminal justice resources and the timely disposition of criminal cases.

The Committee decided to develop a case management plan for misdemeanor cases before tackling the more complex felony area. The Committee began meeting in the summer of 2003 and quickly identified the court practice of setting all misdemeanor cases for trial in 30 days, without first conducting a status hearing, as one area that needed immediate change. This practice resulted in many cases being set for trial that were not trial ready, and in the inefficient use of court, prosecutorial, and police resources. In September 2003, the Court

changed its scheduling practice and began scheduling all misdemeanor cases for a status hearing 10-14 days after the arraignment, with the goal of setting only those cases for trial that are ready for trial and need to go to trial. The Committee continues to work on other scheduling issues and on establishing time standards for the timely disposition of misdemeanor cases.

In 2004, the Committee will wrap up its work on a misdemeanor case management plan and begin work on a felony case management plan.

#### **Warrants Subcommittee**

The District of Columbia, like many other large, urban areas, has at any given time a significant number of outstanding warrants. These include arrest warrants for both felonies and misdemeanors; bench warrants for persons who fail to appear for a court proceeding; parole, probation, and supervised release violation warrants; and escape warrants. While no outstanding warrant should go unexecuted, it is particularly important to identify and execute those warrants for persons who have committed the most violent and dangerous crimes.

The primary responsibility for executing various warrants is vested in different law enforcement agencies, such as MPD and USMS. However, finding and arresting violent offenders under outstanding warrants often requires cooperation and coordination among multiple law enforcement agencies at the federal, state, and local levels. This is particularly true in the District of Columbia because responsibility is divided between federal and local agencies and because of the proximity of Maryland and Virginia. Several other major cities—New York/Newark, Los Angeles/San Diego, Chicago/Hammond/Gary, and Atlanta/Macon—have formed Regional Fugitive Task Forces (RFTF) to address problems similar to those found in the District of Columbia. Under the leadership of USMS, the formation of an RFTF for the National Capital Area is now close to realization.



The past year has seen three major developments in the effort to initiate an RFTF here:

1. An MOU has been developed and signed by 21 agencies.
2. Based on an authorization in the Presidential Threat Protection Act of 2000 to establish permanent regional fugitive apprehension task forces "to be directed and coordinated by the U.S. Marshals Service," Congress appropriated \$2 million to USMS specifically for the National Capital Area RFTF in the Omnibus Appropriations Act of 2004.
3. Space has been identified and a lease signed, clearing the way for renovations and full operations.

Although the National Capital Area RFTF will eventually cover the area from Baltimore to Richmond and Norfolk, it will initially concentrate on the District of Columbia and its immediate suburbs. It will have full-time officers detailed from the various participating agencies. It will share office space, communications facilities, equipment, and vehicles. More importantly, it will share investigative resources and intelligence information. Collaborating in this fashion should have a synergistic effect. Based on the experience of the existing RFTFs, we anticipate at least a 200% increase in arrests of state and local offenders. As a greater number of violent and dangerous offenders wanted on D.C. warrants—as well as those in the District wanted on other states' warrants—are taken off the streets, we can expect to see a decline in violence in the District of Columbia.

The agencies that have signed the MOU and are already collaborating on this initiative include:

- USAO for the District of Columbia
- USAO for the District of Maryland
- USAO for the Eastern District of Virginia
- Office of the Assistant Director for Investigations of USMS
- USMS for the District of Columbia

- USMS for the District of Columbia Superior Court
- USMS for the District of Maryland
- USMS for the Eastern District of Virginia
- D.C. Department of Corrections (DOC)
- D.C. MPD
- D.C. Housing Authority Police
- U.S. Capitol Police
- U.S. Mint Police
- Veterans Affairs Administration Police
- Federal Bureau of Investigation, Washington Field Office
- Drug Enforcement Administration, Washington Field Office
- Bureau of Alcohol, Tobacco and Firearms, Washington Field Office
- U.S. Postal Inspectors, Washington Field Office
- Federal Protective Service
- Diplomatic Security Service
- Office of the Inspector General of the Social Security Administration

Other federal, state, and local law enforcement agencies are in various stages of enlisting in the RFTF.

Although the Task Force is not fully operational, it has already had some major successes in clearing warrants through the arrest of:

- Anthony Barber on 2/10/04 on an MPD warrant for multiple rapes and armed carjackings. Barber was armed with an AK-47 at the time of his arrest.
- Tyree Blum, Rodman Durham, and Joel Smith on 1/26/04, 1/27/04, and 1/29/04 respectively on MPD warrants for the triple homicide at the Colonel Brooks Restaurant on Palm Sunday 2003. The task force also

located the fourth suspect and mastermind, David Wright, on 1/29/04 in Petersburg, Virginia, who committed suicide before he could be taken into custody.

- Franklin Thompson on 1/24/04 on an MPD warrant for the murder of Jahkema Princess Hansen.
- Dinh Ngoc Pham in Prince Georges County, Maryland, on 1/8/04 for the murder of a mother and her 18-month-old baby the day before, in Fairfax, Virginia.
- Edward Williams in Atlanta, Georgia, on 12/01/03 on an MPD warrant for an 11/21/03 double shooting. Williams was located and arrested with the assistance of the Southeast Regional Task Force.
- Curtis Spivey, in Detroit, Michigan, on a parole violation warrant, an MPD warrant for shooting into a crowd at the D.C. Concert in the Park for Peace, a murder warrant in Prince Georges County, a homicide warrant in Pennsylvania, and a federal assault warrant in Virginia.

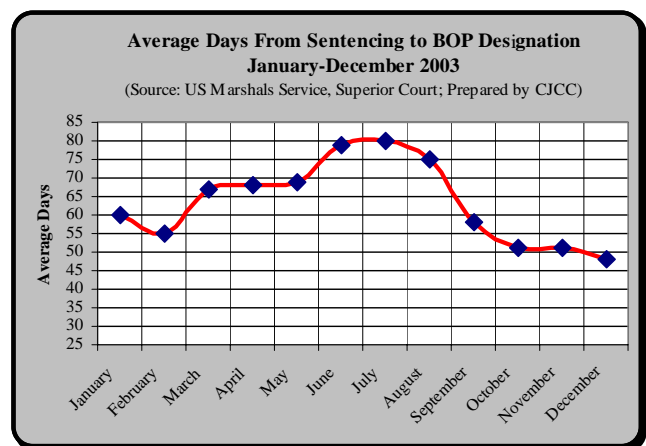
### Prisoner Designation Subcommittee

The CJCC and its member agencies have identified the designation and transfer of sentenced felons as an issue affecting case processing in the District of Columbia. The Prisoner Designation Subcommittee has indicated that the transfer of sentenced felons from DOC to BOP has been plagued by a number of inefficiencies. The Subcommittee has identified these inefficiencies and has been meeting weekly to develop and implement a new process.

In the past year, there have been about 500 sentenced felons in some stage of the designation process from sentencing to transportation at any given time. The Subcommittee hopes to reduce the number to about 250 in the coming year. The agencies are in the process of finalizing an MOU that clearly identifies the responsibilities of each agency and incorporates time frames for completing each stage of the process. Significant progress has been made in allocating sufficient resources to abolish this

long-standing problem. It should be pointed out that between 10% and 15% of sentenced felons cannot be moved from DOC to BOP because they have other matters pending in either DCSC or U.S. District Court. Putting this group aside, the Subcommittee anticipates that it can reduce the average time from sentencing to transportation from a high of 80 days in July 2003 to 40 days by the middle of 2004 (see Figure 3).

**Figure 3**  
Time to Prisoner Designation



Source of Data: U.S. Marshals Service  
Prepared by: Criminal Justice Coordinating Council

In addition to the Subcommittee, the heads of the involved agencies—BOP, Court Services and Offender Supervision Agency (CSOSA), DOC, USMS, and DCSC—have been meeting monthly to review the work of the Subcommittee and support the restructuring of the system. The goals for 2004 are:

- To finalize and enter into an MOU to govern the designation process
- To monitor and ensure continued adherence to the new deadlines
- To identify any continuing barriers to the expeditious processing of the paperwork necessary for designation and transportation





- To maintain an accurate database, so that each case can be tracked and any problems immediately identified

To accomplish these goals, the Agency directors have signed a letter of intent that outlines the restructuring process.

The Subcommittee fully intends to continue its work through FY 2004. Actions such as investigating opportunities to provide the jail credits report quicker have been investigated. Short-term solutions such as providing additional resources to reduce the pre-designation and transfer backlog have also been introduced. These solutions will be evaluated for potential feasibility in early 2004.

#### **Police Overtime Subcommittee**

Police overtime in the processing of cases in the D.C. criminal justice system has been identified as an area in need of reform. MPD has made strides in reducing court-related overtime. Much of this progress is due to the coordinated efforts of MPD, DCSC, USAO, OCC, Pretrial Services Agency (PSA), and other agencies in the D.C. criminal justice system. Comparing FY 2003 to FY 2002, there was a

- 31% decline in court-related overtime hours
- 28% decline in court-related overtime hours per arrest
- 16% decline in court-related overtime expenditures

#### ***FY 2003 Continued Efforts***

**U.S. Misdemeanor Court Key Pilot.** Implemented in the 6th District August 26, 2002, this effort was expanded to the 7th District in April 2003. The pilot supports DCSC's Community Court initiative.

**Night Papering—The ROC-East Pilot.** This pilot project in Regional Operations Command (ROC)-East sought to reduce MPD's court-related overtime expenses by having USAO present in the District to "paper" charges. This eliminates the need for the officer to meet with the prosecutor at Court, outside

of his/her regular tour of duty, to obtain a papering decision. This provides USAO with the opportunity to review the arrest package almost immediately, identify any weaknesses in the case, and obtain additional information from the officer, witnesses, or suspects that could improve the likelihood of successful prosecution. The ROC-East pilot was designed to test the feasibility of a regionalized model for night papering. Two police districts participated in the pilot.

The ROC-East pilot demonstrated that District night papering could offer benefits to both MPD and USAO. Both USAO and MPD concurred that the quality of arrest paperwork improved with night papering and that USAO obtained better information from the police when Assistant U.S. Attorneys (AUSA) were available to review cases immediately after arrest. However, while these benefits are significant, the potential cost savings are not yet proven.

According to the results of an independent evaluation conducted by CJCC, there was no appreciable reduction in the amount of overtime being used by MPD officers that could be linked to night papering. This was likely due to the relatively small proportion of arrests affected by the night papering effort, the delay in early case presentation to prosecutors resulting from the amount of time required for processing the arrest at the district, and the fact that, in one-third of the cases eligible for the pilot, officers were already scheduled to appear in court the next morning, thus negating potential overtime cost saving. The report also noted that other reforms are necessary to reduce the time and effort spent in processing felony arrests.

**Reengineering the Booking Process.** The length of time for arrest processing at the district was identified as an obstacle to early case presentation during the night papering pilot. MPD continues to make efforts to streamline the arrest/booking process in the districts. During 2003, standard operating procedures were developed and published for district booking. In addition, a five-day training curriculum was developed to support the new standardized booking



procedures. All station personnel with responsibility for processing prisoners are being trained in the new standardized booking procedures.

**Officer-Less Papering (Papering Reform).** Initiated in late 2001 as a collaborative effort among several agencies—including MPD, USAO, OCC, Executive Office of the Mayor, DCSC, and the Department of Motor Vehicles (DMV)—progress has been made to reform the long-standing practice and procedure requiring a face-to-face meeting between the officer and the prosecutor in order to secure a decision to prosecute a charge. The new procedures were implemented citywide in 2002 and continue to be used for a select group of OCC and USAO charges. During the past year, discussions have been underway with USAO to expand the number of charges that can be processed under MPD’s papering reform guidelines.

## **Pretrial Systems and Community Options Committee**

### **Pretrial Systems Subcommittee**

The Pretrial Systems Subcommittee, chaired by Judge Noel Kramer, Presiding Judge of DCSC Criminal Division, and Susan Shaffer, Director of PSA, was given the objective of developing recommendations for improvements in the use of the District of Columbia Halfway Houses (HWH) for the pretrial population. The initial step taken by the Subcommittee was to analyze the current demand for HWH bed space.

D.C. DOC agreed to provide HWH population data to the Subcommittee. The Subcommittee identified several needed data items that the DOC compiled and presented at each meeting, including the number of defendants in HWHs categorized by length of stay, HWH movements by month, administrative removals, and defendants on the waiting list for HWH placement. Reviewing these data on a regular basis enabled the Subcommittee to analyze demand trends for HWH bed space, identify some of the procedural areas that could be modified to expedite the

placement process, and identify several other issues that could be targeted for change and improvement.

Overall, the proportion of pretrial HWH placements that remained there for 60 days or less ranged from 50 to 75 percent. The remainder was in for over 60 days, with about 10 to 20 percent in for over 120 days. A breakdown by HWH showed that Extended House had the largest number of residents in the “over 120 day” category.

This class of data enabled the Subcommittee to review the overall number of pretrial HWH residents, new admissions, absconders, apprehensions, administrative removals, curfew violators, and rearrests for new charges.

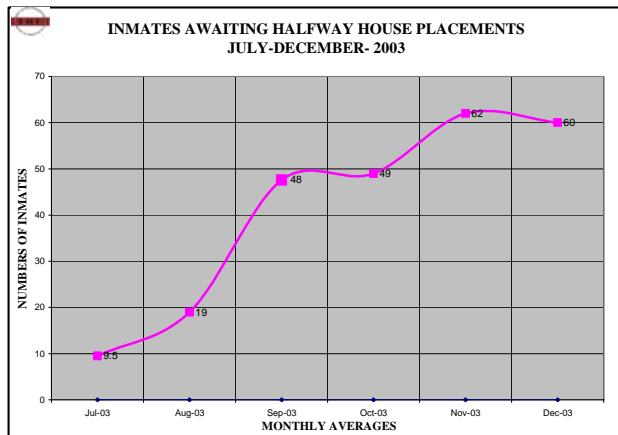
The analysis of the data disclosed that there are lengthy delays, particularly for male defendants, before they are able to move from the District of Columbia Jail or Correctional Treatment Facility (CTF) into an HWH. Given the data and the above noted delays, when a noticeable decrease in the utilization of HWH beds reserved for females occurred, the Subcommittee recommended that DOC reassign funds to increase the number and ratio of male-reserved HWH beds to female-reserved beds. The demand for female HWH beds has subsequently returned to its previous levels and thus this option for increasing the number of male-reserved beds is no longer available.

An area of greatest concern for the Subcommittee was the list of pretrial inmates awaiting placement in a HWH. The number of inmates fluctuated from 9 in July to 60 in December 2003, most of whom were new admissions (as opposed to readmissions) (see Figure 4). In some instances, inmates on the list had other matters that prevented HWH placement until they were resolved. However, while DOC was aware of matters that prevent placement of waiting list inmates, it was unclear whether or not judges are informed of these matters. The Subcommittee endeavored to identify a process that would ensure that the judges are notified of such outstanding matters. This would enable judges to determine if the



outstanding matters are resolvable or if an alternate release could be sought.

**Figure 4**  
Average Number of Inmates Awaiting Placements by Month



Source of Data: Central Detention Facility Records Office  
Prepared by: Criminal Justice Coordinating Council

In addition to the number of people on the HWH waiting list, the Subcommittee was concerned about the amount of time a defendant could spend on the list awaiting placement. In reviewing this issue, the Subcommittee found that the apparent time indicated awaiting placement potentially is misleading because the jail information system stores only the original order date and not subsequent dates. For example, if a defendant is originally ordered into the HWH on April 1, and is placed, but remanded for some reason in June, the waiting list shows the April 1 order date. Because the jail information system is not updated, the length of time a defendant is waiting for placement could be inflated. Additionally, the backlog estimates may be inflated due to the time of day that they are calculated (in the morning).

Another issue that the Subcommittee identified is that defendants remanded to jail for a three-day sanction may not be returned to the HWH immediately following the sanction. A similar problem may exist for defendants who are in jail awaiting a show cause hearing. Even if, following the hearing, the sanction is not applied or probable cause is not found to revoke

pretrial release, these defendants are placed on the bottom of the waiting list as if a new release order had been written (priority on the waiting list is based on the date of the work release order).

As a result of the closure of Community Correctional Center 4 (CCC4) in September 2002, the use of PSA's electronic monitoring (EM) and intensive supervision program increased. The defendants' program compliance at case disposition for those moved from CCC4 to EM was 73% (see Table 1). Based on this high compliance rate, PSA recommended that more defendants be moved from HWH placement to EM. To consider this recommendation, the Subcommittee compiled and reviewed comparative data for the distribution of charges for the pretrial EM population.

**Table 1**  
Distribution of Charges for Defendants on Electronic Monitoring—July 10, 2003

Most Severe Charge	Number and Percent of Total EM Population	Number and Percent Compliant with Conditions
Assault (includes ADW)	5 (8%)	4 (80%)
Assault on Police Officer	1 (2%)	1 (100%)
Assault with Intent	4 (7%)	2 (50%)
Child Abuse	1 (2%)	1 (100%)
Conspiracy	1 (2%)	0 (0%)
Contempt	2 (3%)	2 (100%)
Drug Offenses	29 (49%)	20 (67%)
Homicide	3 (5%)	2 (67%)
Robbery	6 (10%)	5 (83%)
Sex Offenses	1 (2%)	1 (100%)
Weapons	5 (8%)	4 (80%)
DWI	1 (2%)	1 (100%)
<b>Total</b>	<b>59</b>	<b>43 (73%)</b>



The Subcommittee agreed to give consideration to the following alternatives to resolve the issue of the HWH backlog:

- Expand the use of EM in PSA's Heightened Supervision Unit to allow increased supervision of defendants in the community as an alternative to placement in HWHs
- Review release conditions of current HWH defendants to determine if any are now eligible for less restrictive conditions and can be removed from the HWH
- Develop a partnership with the proposed homeless shelter to provide supervision for homeless pretrial defendants

### **Pretrial Risk Assessment**

A second objective of the Pretrial Systems Subcommittee is the implementation of a revised risk assessment instrument for the pretrial population. The development of a risk assessment instrument for the pretrial population is a project undertaken primarily by the PSA, which has incorporated the input from the Subcommittee as valuable information.

Upon its certification as a federal entity, PSA reviewed its procedures to screen, assess, and supervise defendants processed in the District of Columbia's criminal courts, to ensure that these procedures effectively meet PSA's core mission of controlling pretrial misconduct. This review addressed two critical policy questions:

- Are the factors in the PSA risk assessment and release recommendation schemes actually predictive of future failure to appear and criminality?
- Are the supervision placements that result from these schemes the most effective—but least intrusive—for the pretrial defendant population?

In 2001, PSA hired the Urban Institute (UI) to develop a risk instrument that would ensure the use of statistically proven data and improve the identification of the most appropriate supervision levels. Over the next two years, UI collected and evaluated data on 7,574 defendants and measured 116 separate variables against failure to appear and rearrest. These variables came from the demographic, personal, physical and mental health, substance abuse, and criminal history domains.

UI submitted its final report to PSA in April 2003. It contained a draft risk assessment instrument with identified values and weights and a description of the research used to create the assessment scheme.<sup>1</sup>

As part of updating its new information system, PSA added a set of special characteristics to the draft instrument. These characteristics included several variables—such as supervision compliance and address verification—that UI had not included. These characteristics allow PSA to recommend a wider range of supervision options.

From December 2003 to January 2004, PSA conducted an internal validation of the amended UI instrument. This included applying the UI scheme to individual defendants and comparing the results of that assessment to the recommendations made under PSA's old scheme and the final court release/detention decision. The study found that the UI assessment identified a greater number of defendants for release without supervision and a slightly higher number for detention consideration.

PSA is working with an outside contractor to program the risk instrument into its new management information system. This should be completed in the summer of 2004.

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<sup>1</sup> The final research phase built on UI's earlier work by extending the period for observing outcomes by 14 months (from nearly two years to more than three years), expanding the set of predictor items considered for inclusion on the instrument, and searching for combinations of items for inclusion.



PSA currently is refining the risk classification instrument based on the results of the internal validation and input from a working group of senior staff. The final instrument will recommend defendants to one of several risk levels, each with a corresponding list of PSA supervision units and conditions. The risk classification development group should have a final draft of the classification instrument completed by 2004.

### Subcommittee Restructuring

In 2003, the Pretrial Systems Subcommittee participants developed a work plan for establishing the CJCC Pretrial Systems and Community Options Committee. This new Committee would subsume the functions of the Subcommittee and have an expanded mission that included focus areas for community and community court options.

The Pretrial Systems and Community Options Committee is responsible for identifying pretrial release and diversion alternatives, pretrial supervision programs, and sanction and incentive options; approaches for improving pretrial processing; initiatives that contribute to effective jail population planning; and a continuum of treatment and social service resources. The Committee has two subcommittees at this time, the Community Courts Subcommittee and the Halfway House Subcommittee. Specifically, the Pretrial Systems and Community Options Committee:

- Identifies and recommends the types of pretrial options and alternatives that are best suited to serve the city and best suited for specific populations (e.g., dangerous offenders, low-level offenders)
- Recommends cost-effective correctional options programs that can be designed either to divert offenders from jail or to reduce the length of stay of offenders already incarcerated
- Identifies and develops programs for special needs groups within the pretrial population who require special services that could result

in more appropriate treatment, support, and dispositional alternatives (e.g., mentally ill, Spanish-speaking, transgender, homeless)

- Develops a risk assessment mechanism to determine the most appropriate level of supervision for the pretrial population, from those who qualify to be held without bond to those who can be placed on their personal recognizance
- Reviews the diversion programs that are currently being used to determine effectiveness and strengthen the protocols
- Identifies and addresses causes of the jail backlog for defendants awaiting HWH placement and ways of reducing that backlog
- Develops strategies to educate citizens about the legal standards for pretrial release in the District of Columbia, the various pretrial community supervision programs, and their associated community-based diversion and release alternatives
- Develops interagency agreements with public agencies and community organizations that support the objectives of the community supervision programs and meet the needs of its defendants
- Engages the business community to obtain its assistance in meeting the needs of defendants
- Identifies community-based organizations and programs that could potentially support the objectives of the pretrial diversion and release initiatives
- Determines the number and type of new crimes committed by people under pretrial supervision to assess other options that might need to be considered
- Conducts a review of the profiles of defendants placed in HWHs to assess the best and most appropriate use of HWH placements



- Identifies data collection and analysis that will support Pretrial Systems and Community Options Committee efforts in general

The Community Courts Subcommittee places special emphasis on the District's community court initiatives, which currently include the East of the River Community Court, D.C. Traffic Community Court, D.C. Misdemeanor Community Court, and the Domestic Violence Court. Areas of focus include:

- Assessing the effectiveness of procedures and programs currently in use and developing recommendations to improve them
- Developing interagency agreements with public agencies and community organizations that support the objectives of the community courts
- Developing a broader array of administrative and judicial sanctions and incentives for pretrial defendants

While the Committee as a whole focuses on expanding community release options to relieve the system's reliance on HWHs in the future, the Halfway House Subcommittee focuses specifically on the issues associated with the current use of HWHs. This Subcommittee examines some of the critical and persistent issues related to current HWH populations, use of placements, and management challenges; and develops initiatives that will maximize the use of the limited number of HWH beds currently available and ensure that their use is an effective placement option in terms of systemic planning and defendant supervision. Specific areas of focus include:

- Identifying current mission and purpose of HWHs
- Identifying current profile of the HWH population and how HWH placements are being used
- Identifying the programmatic structure for HWHs that will maximize this release option for the defendant, DOC, and the Court (e.g.,

target population, length of stay, supervision and services provided)

### **Community Courts Subcommittee**

Identify a broader range of disposition alternatives such as community courts.

DCSC first began to experiment with the community court approach in early 2002 in the misdemeanor and traffic areas. This is a problem-solving approach that uses the principles of therapeutic and restorative justice. The community court approach was expanded in late 2002 when the court assigned all newly filed non-domestic violence misdemeanor cases occurring in the 6th Police District to one judge. In 2003, the 6D Community Court transitioned to the East of the River Community Court with the addition of all non-domestic violence misdemeanor cases from the 7th Police District. In this courtroom, the Court, prosecutor, defense counsel, and PSA representative work together to identify social service needs. PSA provides immediate criminal history, drug testing, and compliance information to assist the Court in making decisions about release conditions, diversion, and treatment and social services. Most defendants appearing before the Court have substance abuse problems and are lacking in job skills and opportunities. In addition to addressing the social service needs of the defendant, the Court tries to give back to the community by requiring any defendant who enters into a diversion program to participate in community service. While most community service currently is rendered outside of the East of the River area, the Court and PSA are working to develop community service programs that will specifically target the East of the River community.

Recommend resources that will strengthen these alternatives.

In the D.C. Traffic Community Court the greatest problem is the lack of resources to help assess the social service needs of defendants charged with D.C. misdemeanors (e.g., drinking in public, urinating in public, disorderly conduct, aggressive panhandling)



and the lack of resources to help connect the defendants with public or private providers to meet these needs. Unlike the East of the River Community Court, PSA is not in a position to provide supervision, treatment, or social services to defendants in the D.C. Traffic Community Court. Many defendants charged with D.C. misdemeanors suffer from alcohol and/or drug addiction, have mental health problems, and are homeless. In 2003, the Court committed to help filling this void by creating a Community Court Coordinator position. This position requires a Master's Degree in Social Work and a license in the field. While the Court has taken this first step, it cannot be a social service provider and will continue to need additional resources for referrals to and provision of services.

In the East of the River Community Court, PSA is able to provide drug treatment for defendants, refer them to community service opportunities, and address some of their other social service needs. Probably the greatest need for additional resources comes in the area of employment. Most defendants appearing before the Court are unemployed or underemployed and are lacking in job skills and opportunities. If the Community Court is to make a difference in the lives of these defendants and in the community, it is imperative that job training and placement programs are developed.

Review the use of diversions such as family court, drug court, traffic court, and 6D and 7D Community Courts to determine effectiveness.

The expansion of diversion opportunities beyond a first-time offender program is so new that the effectiveness of these new programs cannot yet be determined. The Community Courts Subcommittee is exploring what measures will be used to determine the success of expanded diversion opportunities.

Engage the business community in supporting community and traffic courts.

The Court has been successful in integrating the Downtown Business Improvement District (BID) into

the community service program. While MOUs have been signed with the Department of Public Works and the Department of Parks and Recreation, community service opportunities with these government agencies have been limited. However, in response to the Court's interest in utilizing community service as a component of pretrial diversion programs, PSA has established the Capital Service Program. Through this program, PSA has entered into agreements with community organizations throughout the District that will make opportunities for community service placements available. PSA matches defendants with community service opportunities and monitors their completion of service hours. The Community Court is looking to engage the business community and other community groups in the East of the River community to develop other community service opportunities. In addition, the Community Court would like to engage the government and the business community in developing job training and placement programs.

Provide community outreach to educate citizens on community justice options.

Two community meetings were held East of the River, one in the 7th Police District in September 2003 and one in the 6th Police District in October. These meetings provided input from the community on community issues and also informed the community about the Community Court. The Community Court is also working with the Center for Court Innovation to help develop direct community involvement in the Community Court.

### **Offender Reentry Committee**

The Offender Reentry Committee has exercised substantial leadership in developing and implementing an Action Plan that guides the implementation of the *Comprehensive Reentry Strategy for Adults in the District of Columbia*. Chaired by the Director of CSOSA Paul Quander Jr., this effort came about as a product of collaboration among a group of community advocates, community-based service providers, and government agency representatives.



The primary participants in this process included:

- Court Services and Offender Supervision Agency
- Office of the Deputy Mayor for Public Safety and Justice
- Office of the Corrections Trustee
- D.C. Prisoners Legal Services Project
- D.C. Department of Corrections
- D.C. Department of Mental Health (DMH)
- Federal Bureau of Prisons

The *Reentry Strategy* provides a detailed, long-range plan for an effective continuum of reentry services for D.C. offenders during incarceration, transition from incarceration to the community, and life in the community during and after supervision. In addition, the strategy proposes an agenda for reentry service provider quality assurance, community education on the relationship between public safety and effective reentry, and legislative priorities.

Central to the *Reentry Strategy* is the development of an assessment-driven reentry plan tailored to each offender's needs, strengths, and aspirations. The plan should remain with an offender through the three phases of reentry: institutionally based programs, transitional services, and community reintegration.

The *Reentry Strategy* is the result of two public symposia and a multi-agency drafting committee that functioned between July 2001 and May 2002. In the fall of 2003, the CJCC helped to complete the development of an Action Plan to support the *Reentry Strategy's* implementation. From June to September 2003, the CJCC led a workgroup focused on developing an Action Plan for Pre-Release Planning and Case Management. CJCC staff contributed to the Action Plan's additional workgroups focused on education and employment, housing, family and community support, and legislative and policy issues. The Comprehensive *Reentry Strategy* and the corresponding Action Plan are available online at <http://www.csosa.gov/>.

The *Reentry Strategy* establishes ambitious goals for all parties involved, emphasizing that the reentry process should be available to all offenders returning from some form of incarceration to the community. The D.C. reentrant population comprises three sub-groups.

- Offenders released from BOP facilities located across the country to community supervision provided by CSOSA or U.S. Probation.
- Reentrants with no community supervision, including misdemeanants or pretrial detainees released by D.C. DOC or felons released by BOP owing no additional sentence time
- Split-sentence probationers released by DOC to CSOSA supervision

A summary of key goals and recommendations in the major sections of the *Reentry Strategy* (Pre-Release Planning and Case Management, Housing, Education and Employment, Substance Abuse Treatment, Mental Health Treatment, Identification and Benefits, Family and Community Support, and Legislative and Policy Priorities) is provided below.

### **Pre-Release Planning and Case Management**

The key goals and recommendations outlined in the *Reentry Strategy*, Pre-Release Planning and Case Management section, are to:

- Continue efforts to create an assessment and case-planning system that incorporates offenders' individual needs, interests, and aspirations. Complete referrals for access to housing, substance abuse, mental health, education, and job training as soon as practical, either prior to or after release to the community, are needed.
- Expedite the placement of offenders into treatment programs and ease the process of obtaining employment. Identification and appropriate benefits must therefore be provided.





- Establish a comprehensive mental health screening system to ensure that individuals needing mental health services have access to medication and/or referrals for placement in appropriate services immediately upon release.
- Complete applications for eligible offenders to enroll in the D.C. Healthcare Alliance Program prior to release.

Activities in 2003 that have supported these goals and recommendations include the following:

- On October 9 and December 19, the CJCC convened planning sessions for key D.C. governmental agencies that will have a direct hand in implementing the *Reentry Strategy* and providing employment, education, housing, health, mental health, and family services to reentrants covered in the Serious and Violent Offender Reentry Initiative. The agencies included, but are not limited to the Department of Health (Addiction Prevention and Recovery Administration and HIV/AIDS Administration), Department of Human Services, OCC, Department of Employment Services (DOES), D.C. Housing Authority, DOC, MPD, and Child and Family Services.
- The CJCC convened a Substance Abuse and Mental Health Workgroup to investigate the challenges faced by individuals in need of both mental health and substance abuse treatment in the criminal justice system and to facilitate improved services for the target population. The workgroup consists of CSOSA, the Public Defender Service (PDS) for the District of Columbia, PSA, D.C. DMH, USAO, Addiction Prevention and Recovery Administration, and DOC.
- CSOSA's Community Supervision Officers (CSOs) regularly assist eligible offenders in applying for presumptive healthcare benefits through the D.C. Healthcare Alliance.

The activities described above are an effort to build upon the existing system of pre-release planning and

case management that has developed over the last several years:

- In 1996, the Baltimore/Washington High Intensity Drug Trafficking Area (HIDTA, part of the Office of National Drug Control Policy) and several agencies in the District of Columbia criminal justice system opened the Assessment and Orientation Center (AOC) at Karrick Hall on the D.C. General Hospital campus. AOC is a 30-day assessment program designed to prepare male offenders with serious addiction histories for appropriate long-term treatment interventions. As of September 2003, 887 offenders and defendants had been treated in the AOC and 82% successfully completed the program, moving directly to placement in a substance abuse treatment program.
- In May 1998, CSOSA, BOP, DOC, and the U.S. Parole Commission (USPC) entered into an MOU to place CSOSA's Transitional Intervention Parole Services (TIPS) at District-based Community Corrections Centers that house D.C. code offenders transitioning from prison to the community. CSOs work with Community Corrections Center staff to begin assessment and case planning during transition from prison to the community.
- Since 1998, CSOSA has maintained a well-established partnership with MPD. Since the inception of the partnership, data sharing and joint activities between CSOSA's CSOs and police have become routine aspects of effective supervision. Each agency collaborates in the following joint activities:
  - CSOs and MPD officers form Police Service Area teams in Police Service Areas across the city to share information on high-risk offenders supervised by CSOSA and engage in other joint activities.
  - CSOs and uniformed police officers in marked MPD cars conduct accountability



- tours—joint visits with offenders in the community.
- Police Service Area teams further seek to prevent repeat crime by hosting mass orientations, in which police and CSOs meet with offenders recently ordered or released to community supervision. The orientation sessions emphasize collaboration between CSOSA and MPD and offer opportunities for job training or other vital services for offenders.
  - CSOs and police engage in community outreach through CSOSA's Community Justice Advisory Networks or MPD's community Police Service Area meetings or Citizens Advisory Councils, which are effective problem-solving forums through which law enforcement agencies can build neighborhood-level intelligence, educate residents and community leaders about law enforcement initiatives, and expand the community's crime prevention capacity.
- In February 2002, CSOSA and BOP formed a Supervised Release Workgroup to coordinate operational issues related to the transition of offenders released from BOP to CSOSA supervision. As of February 2004, the workgroup has grown to include USPC and U.S. Probation for the U.S. District Court for the District of Columbia. The workgroup is currently focused on how to improve information sharing to support efforts to conduct pre-release assessment and planning while inmates are still housed in BOP facilities.
  - In April 2003, CSOSA and the Rivers Correctional Facility (a BOP contract institution) in Winston, North Carolina, launched a Pre-Release Assessment and Reentry Team Demonstration. The project utilizes video-conferencing technology to introduce inmates to their mentors, who are based in Washington, D.C., "face-to-face" prior to release.
  - On July 10, 2003, CSOSA and DMV completed an MOU through which CSOSA can verify an offender's residence in Washington, D.C., to enable him or her to obtain non-driver's identification. DOC and DMV are preparing a similar agreement for inmates released from the D.C. Jail.
  - CSOSA and the Rivers Correctional Facility are currently involved in discussions to utilize the video-conferencing technology to support a release readiness program. In the program, offenders will be able to participate in an orientation to community supervision, complete the initial CSOSA Screener, review an initial supervision plan, and view video presentations on the D.C. healthcare system and other services available to returning offenders.

### Housing

The key goals and recommendations outlined in the *Reentry Strategy* Housing section are these:

- Start the application process to place a family member's name on a public housing lease during incarceration
- Expand short- and long-term transitional housing options for individual ex-offenders and ex-offenders with families

Activities in 2003 that have supported these goals and recommendations are as follows:

- The East of the River Community Police-Clergy Partnership is developing an ex-offender transitional housing demonstration program that will offer a range of employment and life-skills services on site at a residential facility for newly released individuals.



## Education and Employment

The key goals and recommendations outlined in the *Reentry Strategy* Education and Employment section are to:

- Increase the number of offenders who receive education and employment screening and begin programs during and after incarceration
- Expand the capacity of the existing educational and employment support network for ex-offenders, regardless of whether they are under supervision

Activities in 2003 that have supported the above outlined goals and recommendations are as follows:

- The District government is planning to open a One-Stop Reentry Center at 609 H Street NE in May 2004. During its initial 12 months of service, the center will provide job training, placement, and additional "wrap-around" services to address substance abuse, health, education, and other needs of returning offenders. Initially, the center plans to provide services to approximately 150 adults and 50 youth released from incarceration to community supervision. In time, the center is envisioned as a drop-in center with the capacity to assist offenders regardless of whether they are released to community supervision.
- As of May 31, 2003, 360 CSOSA-supervised offenders had received or had begun skill development training from DOES. CSOSA and DOES are collaborating to utilize DOES's Project Empowerment to provide educational and employment assessment, skills development, placement, and retention services for offenders transitioning from incarceration to the community.
- The District government agencies and Federal partners worked together to further develop the city-wide strategy for reentrants. Facilitated by the Mayor's Chief of Staff, a

plan was submitted to the Department of Justice for the serious and violent offender reentry grant that outlined the pilot for the one-stop shop. The Mayor established by executive order the reentry task force composed of all the federal and District agencies involved in the reentry initiative. Participating agencies committed to MOUs for agency support to the reentry strategy.

- Currently, CSOSA operates learning centers at four of locations throughout the city. CSOSA opened its first learning lab for parolees at St. Luke's Center in 1999.

## Family and Community Support

The key goals and recommendations outlined in the *Reentry Strategy* Family and Community Support section are to:

- Promote awareness of the relationship between public safety and successful offender reentry through community education initiatives
- Establish a community-based and/or faith-based network of mentors to support offenders after incarceration

Recent and planned activities that support these goals and recommendations are as follows:

- In Spring 2004, CSOSA and MPD will collaborate to develop a training workshop as part of the Citizens' Police Academy entitled, "Making Re-Entry of Ex-Offenders Work for Everyone."
- As of February 2004, the CSOSA/Faith Community Partnership has trained and organized mentors to provide social networking support and other services for returning offenders. To date, the initiative has grown to 119 fully qualified mentors and 99 mentors in training from over 40 faith institutions. In addition, CSOSA is working with faith institutions to expand the short- and long-term housing opportunities, job training,



job placement, and employment retention services available for returning offenders.

- A Women's Reentry Project on March 27, 2004.

### Legislative and Policy Goals

The key recommendation outlined in the *Reentry Strategy* Legislative and Policy Goals section is to:

- Analyze and propose solutions to legal barriers to the successful reentry of returning offenders

An activity in 2003 that supported the above outlined goals and recommendations is the following:

- D.C. Council members Kathy Patterson and Sandy Allen have introduced a bill before the Council entitled, "The Omnibus Public Safety Ex-Offender Self-Sufficiency Reform Amendments Act of 2004." The bill addresses modifications to the accrual of child support payments during incarceration, exemptions from trade occupations based on previous convictions, release timelines for offenders who participate in the Residential Drug Abuse Treatment Program during incarceration, and affordable housing for ex-offenders.

### Information Technology Advisory Committee

The Information Technology Advisory Committee (ITAC), chaired by Chief Judge Rufus King III and Judge Brook Hedge of DCSC, is responsible for advising and making recommendations to the CJCC on matters pertaining to the funding, development, maintenance, and monitoring of technical solutions and information systems that will improve public safety for District of Columbia residents, visitors, victims, and offenders.

In 2003, ITAC served its mission by concentrating on the support of the District of Columbia Integrated Justice Information System (JUSTIS). ITAC serves as the JUSTIS steering committee, evaluating development opportunities and managing JUSTIS through the coordination of the Information Technology Liaison Officer.

JUSTIS development began in 2000 with the integration of data from three District of Columbia public safety agencies. The information system was made fully operational, integrating 13 information systems from 11 public safety agencies, by the end of 2002. Throughout this development, JUSTIS has been guided by a system architecture document titled the JUSTIS Blueprint. This document details the current architecture of JUSTIS, the contributing agency information systems, and the future state of JUSTIS. The Future State section of the JUSTIS Blueprint describes the envisioned final system and provides a logical system development plan. ITAC uses the JUSTIS Blueprint for the planning and implementation of any JUSTIS development.

Past JUSTIS development has been funded independently through either District interagency budget contribution or grant funding. During 2003, funding from these sources for the support of JUSTIS was limited. Due to the lack of funding, ITAC was unable to initiate any significant system improvements and development projects as detailed in the JUSTIS Blueprint. As a consequence, large sets of planned activities to expand or increase data sharing among criminal justice and public safety agencies were not attempted during this fiscal year.

Despite the limited funding, some activities and development did occur and are briefly described in this section.



### JUSTIS Blueprint Revision

ITAC managed an effort that updated the JUSTIS Blueprint. This involved an analysis of the current JUSTIS architecture, with respect to the systems development of JUSTIS through 2000. More importantly, the future state was revised to stay current with new technologies and developing information standards. The future state was also expanded to prioritize development opportunities in three categories:

- **Mission Critical.** Development opportunities that are critical to the continued success of JUSTIS, including the hiring of JUSTIS support personnel.
- **Increased Functionality.** Development opportunities that will increase the functionality of JUSTIS. The development and deployment of a notification system is an example.
- **Systematic Expansion.** Development opportunities that involve the expansion of the database to include additional public safety agencies. Integrating data from BOP is an example.

### JUSTIS Data Expansion

Despite the limited funding for JUSTIS during 2003, ITAC was able to increase the data integrated and made available to JUSTIS users. Agencies and data that were integrated into JUSTIS in 2003 are as follows:

- United States Probation Office
- D.C. Child and Family Services Agency
- D.C. juvenile data for IJIS
- PSA juvenile drug test results

In addition to the completion of the integration of data from the above referenced agencies, ITAC was able to perform maintenance on several current functionalities that either increased the functionality of

a current contribution or brought about efficiencies to current JUSTIS functions, as follows:

- The modification of the MPD Arrest Core Data Transfer was initiated to increase the amount of data being made available through JUSTIS to the authorized public safety agencies.
- The DMV data contribution was increased to include vehicle data. This project was initiated in 2003 and is expected to be completed in early 2004.
- The integration of data from BOP was initiated during 2003. The amount of data requested for contribution versus the data BOP can legally contribute is still being negotiated.
- The complete criminal case data integration from DCSC was modified to eliminate the past manual intervention requirements.

### New Agency Access

A number of "non-ITAC" agencies have shown interest in participating and accessing JUSTIS. While ITAC welcomes the participation of District of Columbia-allied law enforcement agencies, its primary interest is in serving the immediate requirements of CJCC member agencies. Despite this primary interest, the ITAC evaluates the possible participation of external agencies based upon the interest shown by CJCC member agencies, network and data security, and the ease of agency integration. ITAC evaluated several external agencies for JUSTIS participation and ended 2003 with four additional agencies participating in JUSTIS with access-only rights. These agencies, which can only access JUSTIS and make queries, are:

- U.S. State Department, Diplomatic Security Division
- Virginia Department of Correction, Fairfax County



- D.C. Board of Elections and Ethics
- D.C. Advisory Commission on Sentencing

As noted, ITAC was able to initiate and complete a number of activities given the limited amount of funding available. In addition to these activities, ITAC evaluated several technological solutions and information systems that may contribute to the success of JUSTIS. Several of the relevant presentations are the following:

- D.C. Geographical Information System and associated resources, presented by the D.C. Office of the Chief Technology Officer.
- Link Analysis, presented by Northrop Grumman
- Capital Area Wireless Integration Network (CapWIN), presented by CapWIN
- VINE and JusticeXapplications, presented by Appriss
- FAST Technology, presented by Momentum Solutions

During 2003, ITAC also had several opportunities to provide demonstrations of JUSTIS to a number of agencies and federal officials that have shown an interest, as follows:

- Congresswoman Eleanor Holmes Norton
- The U.S. District Court for the District of Columbia
- Federal Bureau of Investigation, Washington, D.C. Field Office
- USAO for the District of Columbia, Intelligence Division
- Department of Homeland Security, National Capital Region

One of the most important initiatives that began in 2003 was CJCC participation in the development and pilot of a regional justice information system. The pilot project was titled, Securing the Homeland by Integrating Existing Local Databases (SHIELD). The

SHIELD pilot was designed to demonstrate real-time sharing of public safety, law enforcement, and justice information across jurisdictions to help protect our nation against terrorist attacks and enhance law enforcement nationwide. Participants in this pilot were the District of Columbia, New York City, Maryland, and Virginia. There were also over 20 other agencies, universities, cities, and states acting as observers. The SHIELD pilot was well received, and the formal evaluation supported the next effort, a SHIELD requirements analysis. That analysis has been initiated.

Throughout 2003, ITAC has served its mission through the support of JUSTIS and its participation in SHIELD. ITAC has made a commitment to JUSTIS as the primary application that increases data sharing among criminal justice agencies. JUSTIS also provides the facility that is designed to improve data integration among participating agencies and measures the use and quality of data contributed to JUSTIS.

As ITAC moves forward, funding and staffing are most critical and require immediate attention from the CJCC as a whole. The significant JUSTIS development must be supported with staff for maintenance and additional functionality for increased use. Without additional funding and staffing, JUSTIS cannot be developed to meet its planned goals and objectives.

## **CJCC Workgroups**

### **Substance Abuse and Mental Health Workgroup**

In response to the January 2003 Strategic Planning Session, the CJCC established the Substance Abuse and Mental Health Workgroup (SAMHW). SAMHW is chaired by Judge Ann Keary of DCSC and co-chaired by Mr. Harry Fulton of PDS and has representation from PSA, CSOSA, DMH, USAO, PDS, APRA, BOP, the Council of Governments, and DOC. SAMHW's mission is to:

Investigate the challenges faced by individuals in need of both mental health and substance



abuse (including alcohol) treatment (*i.e.*, dual diagnosis) in the criminal justice system and to facilitate improved services for the target population.

The workgroup began with bi-weekly meetings and eventually moved to a monthly meeting schedule. It has developed an agenda of activities upon which it focuses. Through the work of SAMHW, many D.C. service-providing agencies are becoming aware and more knowledgeable of the importance of recognizing and integrating the treatment of co-occurring disorders. As a city, we are not successful in our efforts to improve public safety if we fail to recognize the debilitating impact—communally and financially—of persons with untreated co-occurring illnesses. Similarly, individuals suffering from co-occurring disorders will not be fully treated if one problem, mental health or substance abuse, is overlooked. The untreated disorder will remain vulnerable to the untreated disorder. In circumstances in which a dual diagnosis is made but the disorders are treated separately, lack of an integrated treatment approach will likely result in treatment failures.

Through its discussions of the underlying problems associated with co-occurring disorders in the District, SAMHW recognized that its first task was to attempt to eliminate duplicative processes occurring across service-providing agencies. It became clear that a number of service-providing agencies were trying to solve the same problem in many different ways, with little to no communication across agencies. In general, the various agencies had no idea that they were treating the same individual. It also became clear that if the agencies were confused about what services were being provided, the consumers of those services had no chance of understanding the services she or he received. Therefore, the workgroup's first concern focused on the need for a universal screening tool to assess a client's mental health and substance use needs that could be used by every agency in the District. This would allow a more efficient transfer of critical information on individuals as they move through the criminal justice system. To create a universal screening tool SAMHW

created a smaller working group devoted exclusively to that task.

The Screening and Assessment Work Group (SAWG) began meeting in October 2003 to identify the screening devices used by various agencies and develop a draft screening device for SAMHW's consideration by the end of the calendar year. Representatives from the following agencies attended: PSA, APRA, CSOSA, PDS, DMH, and Justice Studies (a private research firm). The group reviewed the following screening devices: C.A.G.E. Questionnaire, Mentally Ill Drug and Alcohol Screening (MIDAS), CIWA Alcohol and Opiate Scales, Motivational Assessment Guide for Intervention with Clients (M.A.G.I.C.), Mental Health Screening Form-III (MHSF-III), Alcohol and Drug Use Intake Assessment (modified Michigan Alcohol Screening Test), Dartmouth Assessment of Lifestyle Inventory (DALI), Psychology Services Inmate Questionnaire, CAGE Plus Questions, D.C. Pretrial Services Options Program Screening Form, SCIACCA Screening Instrument for Mental Illness among Substance Abusers, and the Arrestee Drug Abuse Monitoring (ADAM) screening tool (UNCOPE).

SAWG scheduled meetings every two weeks through the end of the year. Because CSOSA had been working on an electronic screening device, representatives from that organization initiated a list of items that might be included in the universal screener. Taking this list, the group developed a spreadsheet that identified items appearing on each agency's screening devices. Through a series of meetings and discussions with experts, the group developed a screening device that incorporated mental health and substance abuse questions and would be considered by the full SAMHW.

The next order of business for SAWG was to develop a marketing strategy for these universal screening devices to the various agencies and to consider a pilot test of the devices to determine their accuracy in initial assessment. SAWG presented the screening devices and the proposed pilot test at the February 2004 SAMHW meeting.



Through the work of SAMHW, the community of service providers has become aware of the lack of knowledge about the activities and processes of other agencies. The insular nature of work within individual agencies and how that insularity has hindered the ability to successfully identify and provide services to those in need, has become increasingly clear. When different systems have different requirements and regulations, it is important to build a middle ground that facilitates rather than hinders an individual's need for services. Through the work of SAMHW, the differing agencies have an ongoing forum to come together and discuss the flow of information to one another and to achieve the common goal of offering the best service available to those suffering from mental illness in our criminal justice system.

SAMHW recognized that identifying those in need of mental health and/or substance abuse service through a device such as the universal screener was only one step in the effective treatment of services to all those in need. The workgroup also focused on building the District's capacity in this area. Part of the goal of increasing service capacity included focusing on service providers that already exist and ensuring that they are being used to their full capacity. Part of that effort was to use SAMHW as a means of informing all the key participants in this arena about what each group brings to the table. Through a series of group presentations everyone is being made aware of those services and service providers.

Finally, one of the programs reviewed by SAMHW to study interagency collaboration around substance abuse and mental health issues was the Options program. Two of the critical issues involving Options that were identified were its exclusion of defendants with co-occurring mental illness and substance dependence and the small number of defendants who could be served (35 defendants). PSA has addressed this issue by creating the Specialized Supervision Unit (SSU), which increased the capacity to serve the mentally ill defendant four fold—up to 150 defendants—and welcomed those with co-occurring disorders. This unit was not created solely as a result of the Subcommittee's examination, but

SSU and its program design were actively discussed, enhanced, and reinforced during workgroup meetings.

### **Juvenile Justice Workgroup**

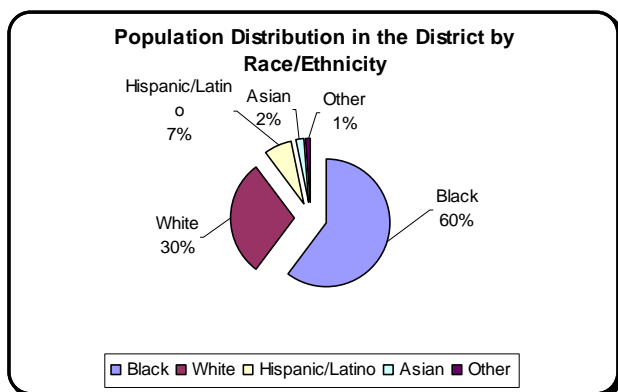
The CJCC's January 2003 Strategic Planning Session highlighted the need to address juvenile justice issues in a committee structure. Responding to that need, the CJCC formed the Juvenile Justice Workgroup (JJW). JJW is co-chaired by Judge Lee Satterfield, Presiding Judge of DCSC's newly formed Family Division. The workgroup's core members include representatives from OCC, PDS, MPD, the Youth Law Center and the ABA-Juvenile Justice Center. JJW is responsible for assembling key representatives to identify relevant work in the District that contributes to the topic area, identifying national best practices for potential replication in the District and developing recommendations and an implementation plan for the CJCC to review for 2004-2005. JJW also worked to coordinate its efforts with other entities across the District involved in juvenile justice issues and attempted to ensure that there is no duplication of efforts.

Much of the work of JJW involved information gathering and research in juvenile justice issues and subsequently using this information as a basis for making recommendations for prevention. One of the juvenile justice issues that emerged from January's Strategic Planning Session was a request to review the District's juvenile justice system to determine its standing regarding Disproportionate Minority Contact (DMC)/Minority Overrepresentation. Disproportionate Minority Confinement exists when the proportion of juveniles detained or confined in secure detentional facilities, secure correctional facilities, jails, and lockups who are members of minority groups . . . exceeds the proportion such groups represent in the general population—Juvenile Justice and Delinquency Prevention Act §223(a)(23). Minority Overrepresentation is considered a product of actions that occur at earlier decision points in the juvenile justice system (arrest, petitioning, detention, prosecution, etc.) before "secure" placement. JJW looked beyond the anecdotal evidence of DMC that



was presented at the Strategic Planning Session and the data collected revealed that DMC was in fact prevalent in the District. Figure 5 uses the District's 2000 U.S. Census to graph the District's population by race/ethnicity for comparison to the District's population of juveniles by racial/ethnic breakdown shown in Figure 6.

**Figure 5**  
District Population by Race/Ethnicity



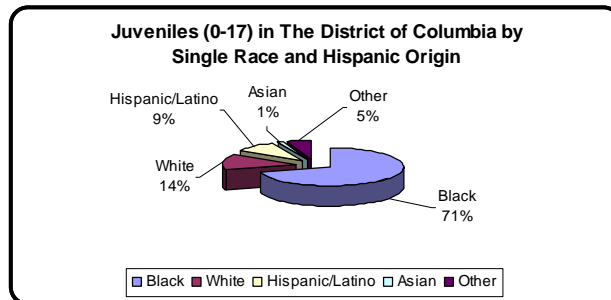
Source of Data: U.S. Census 2000  
Prepared by: Criminal Justice Coordinating Council

According to the 2000 U.S. Census, the racial/ethnic breakdown in the District is:

- 60% Black
- 30% White
- 7% Hispanic/Latino
- 2% Asian
- 1% Other

Although 67% of the District's total population is Black or Hispanic/Latino, 80% of the juvenile population is Black or Hispanic/Latino.

**Figure 6**  
Juvenile Population in the District  
by Race and Ethnicity



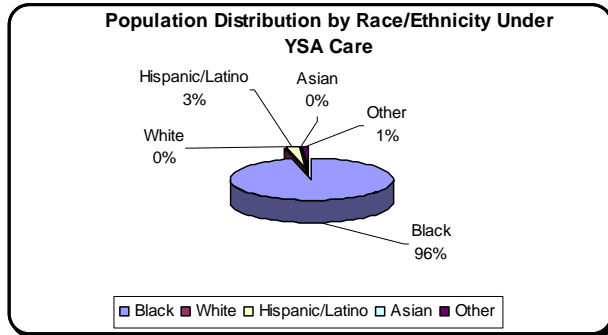
\* Data for juvenile population identified as two or more races not included  
Source: D.C. Office of Planning  
Prepared by: Criminal Justice Coordinating Council

While Black and Hispanic/Latino youth compose the largest percentage of the juvenile population in the District, a disproportionate percentage of this group has been committed to the Department of Human Services. In 2001, the Department of Human Services, Youth Services Administration (YSA) reported that 99% of its population was either Black or Hispanic/Latino. The racial/ethnic breakdown of the population under YSA's control is depicted in Figure 7:

- 96% Black
- 3% Hispanic/Latino
- 0% White
- 0% Asian
- \* Other (\* Denotes a percentage less than 1% after rounding)

These statistics led JJW to further investigate DMC in the District.

**Figure 7**  
Population under Youth Services  
Administration Authority



Source of Data: Youth Service Administration  
Prepared by: Criminal Justice Coordinating Council

The JJW focus on the issue of DMC was also in keeping with its goal to not duplicate efforts of other groups in the District working on juvenile issues and to assist those other groups in areas they are not focusing on. The Juvenile Justice Advisory Group (JJAG), whose members are participating in JJW, wanted JJW to focus on Disproportionate Minority Confinement as it is not an area JJAG has turned its attention to. Furthermore, JJW's research and analysis on the issue of DMC in the city will be used to assist JJAG in complying with the 1988 amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, in which Congress required that states participating in the Formula Grants Program determine if DMC exists and, if so, demonstrate efforts to reduce it.

Throughout 2003, JJW focused on collecting data and determining what data exists that would shed light on the points of decision and where along the continuum of a delinquency case a minority is most likely to be treated disparately. The group also looked at a number of studies from other states such as Pennsylvania, Oregon, and Hawaii to discover how they had effectively researched the issue of DMC in their jurisdictions. Juvenile contact and arrest information is being compiled and analyzed in an entirely new way.

Though DMC has been the main focus of JJW, it has not been the only one. The workgroup looked at research and studies published in all areas of juvenile justice that impact the District's youth. One such report the group discussed, developed by the Brookings Institution, found that D.C. children do well at birth and, compared with national averages, have a healthy start. However, by third or fourth grade there is a tremendous downturn. By middle school, almost 50% of D.C. children fall off rolls and stop going to school. This confirmed for JJW what its members knew from anecdotal evidence, that truancy in the District's school system is an area that warrants further attention. Truancy issues would remain a focus area for the group throughout the year.

JJW further discovered that truancy is a difficult area to tackle because currently there is no data on the number of children who are truant. District of Columbia Public Schools policy dictates that after 21 days of absences a child is dropped from the rolls and therefore never reported as truant. At least one factor that has been identified as effecting truancy is that individual education plans are often lost when a special education student transitions from elementary to middle school, leaving the child without a continuum of appropriate special educational support.

Efforts to use data analysis to either support or disprove the hypothesis that, "children of color are treated differently from others who commit crimes" include an assessment of how others who commit crimes may or may not be arrested and placed in the juvenile justice system.

The CJCC contracted with UI to support the work of JJW.

### Gun Violence Workgroup

Project Safe Neighborhoods (PSN) is an initiative aimed at reducing gun violence in the District of Columbia. Building upon the success of Operation Ceasefire, PSN is a comprehensive, multifaceted strategy, designed to focus on those persons committing violent offenses with the use of firearms,



the firearms they employ, and the communities that have fallen prey to gun violence. The program consists of five core elements: partnerships, strategic planning, training, accountability, and outreach. The community outreach component will continue to build upon established, community-based collaborative efforts and partnerships in order to deliver an anti-gun, anti-violence message to both the community at large as well as to the offenders that commit firearms-related crimes in our city.

The PSN Task Force is responsible for the development, planning, and execution of firearms violence reduction efforts in the District of Columbia. It comprises 14 criminal justice agencies. The Task Force is co-chaired by MPD and USAO. Members of the Task Force include Bureau of Alcohol, Tobacco, Firearms and Explosives, Bureau of Immigration and Customs Enforcement, CSOSA, D.C. Housing Authority Police, OCC, Drug Enforcement Agency, Federal Bureau of Investigation, U.S. Capitol Police, USMS, U.S. Park Police, U.S. Secret Service, and the Washington Metro Area Transit Authority Police. The PSN Task Force is also assisted by the grant-funded efforts of the National Crime Prevention Council in media outreach and community engagement and by UI in justice-related research.

A component of the requisite justice-related research was conducted in coordination with the CJCC. The CJCC provided partial funding to conduct an in-depth, research-based study of homicides in the District. The funding was provided to UI to assist in the development, execution, and analysis of homicides. Other funding was provided for this project by the Office of Justice Programs, U.S. Department of Justice. The review was a problem-solving exercise aimed at defining the nature of violence. By convening an interagency working group of criminal justice practitioners, valuable information was gathered. UI was responsible for the collection and analysis of the data, which focused principally on homicides that occurred in 2002.

Through this valuable research component we hope to obtain a qualitative and quantitative body of data that can be used to guide violence reduction

strategies in our city. Delving below the surface of crime statistics and crime mapping, information obtained through these reviews provides an additional link analysis between homicides. With a better understanding of who is being victimized and why, we can garner a better understanding of the causes of violence. This will build the foundation required to aid the criminal justice system in developing a strategy to prevent future incidents of violence. Clearly, such analysis will provide a significant benefit to the criminal justice partners in the District of Columbia.

### **CJCC Community Outreach**

As public servants, the members of the CJCC must fully engage, inform, and receive feedback from the residents, stakeholders, and visitors to the District of Columbia. To further this effort, agencies within the District of Columbia criminal justice system have instituted permanent programs for the express purpose of offering and receiving information from the greater community. For instance, the court system can be a daunting and mysterious maze for the average citizen. To demystify some of the structural and procedural aspects of the court system, the Community Courts of DCSC have implemented annual community meetings that commenced in fall of 2003. Through these town hall-type meetings, the Court seeks to educate and receive feedback from citizens regarding questions, issues, and concerns about the court system. In fact, much of the success of these public forums is due to the implementation of state-of-the-art survey technology that allows for instantaneous feedback and interaction. Residents and court officials have the ability to address tough issues and develop solutions and action plans before ever leaving the building. Nevertheless, larger forums covering a broad range of topics have been an ongoing institution for some time in the District.

In the fall of 2003, the Executive Office of the Mayor sponsored its third Citizens' Summit, one of the largest town hall meetings in the country, at the brand new D.C. Convention Center. Using the same high-technology survey equipment used for the community court meetings, more than 3,000 residents,



stakeholders, and visitors attended, generating close to 800 pages of comments and concerns. Such public engagement can only increase public awareness and knowledge of residents, stakeholders, and visitors as to policies, resources, services, and programs within the spectrum of criminal justice agencies. Further, regular interaction between the government and the public will enhance public trust and confidence in the District of Columbia's good-faith efforts in anticipating, responding to, and adjusting to the needs of the community these agencies serve.

The CJCC members further enhance public trust by making available detailed information regarding criminal law and procedure. This is accomplished through narrowly focused forums that educate the public as to the particulars of the criminal justice process from arrest to parole. For instance, the institution of parole in our country is a widely used mechanism to release prisoners who have served the majority of their time and no longer pose a threat to public safety. However, very little is known as to how decisions are made to parole an offender, what constitutes violations of parole, the purpose of parole, and more. In response, USPC conducts annual parole forums to inform the public as to how parole and community supervision operate in the District of Columbia. The CJCC will facilitate the 2004 Public Forum which, again, is an interactive gathering for the purpose of information sharing between the public and USPC.

The CJCC has not only partnered with local and federal agencies such as the Parole Board, but also has acted as a resource and provided support to numerous national and local community organizations, including but not limited to:

- **Benning Terrace Task Force (BTTF).** Plans and organizes events and programs in an effort to quell the rash of Unauthorized Use of Vehicles violations that has caused the loss of life and tens of thousands of dollars in property damage in Benning Terrace and surrounding communities.
- **Alliance of Concerned Men.** The Alliance works on a number of projects concerning juvenile justice, ex-offender reentry affairs, probation/parole, and more. Most recently, during a city-wide, strategic work session for reentry, a member of the Alliance provided testimony before a body of D.C. agency directors regarding the experience and challenges of an ex-offender in navigating the D.C. social services network.
- **Washington Regional Association of Grant Makers (WRAG).** WRAG is currently a standing member of the CJCC Grants Planning Committee, which facilitates the coordination of public and private agencies' joint efforts to identify and secure criminal justice funding for priority initiatives.
- **Ex-Offender Reentry Coalition.** The CJCC attends and participates in the bimonthly meetings of the Coalition, which plans and coordinates activities that spotlight and advance ex-offender and public safety issues. Coalition members have been actively involved in the development of the city-wide Reentry Strategic Plan, much of which is facilitated and coordinated by the CJCC.
- **Red Hook Community Courts (Brooklyn, New York).** The CJCC sponsored a visit to the Red Hook Community Courts for DCSC, PSA, and Mayor's Office staff. This provided participants with an opportunity to observe Court operations and consult with Court staff and management for the replication of a similar community court system in the District of Columbia. This collaboration has produced invaluable information that has already been incorporated into the planning of the District's Community Court System.
- **AmeriCorps/City Year.** Currently, the CJCC is brokering a partnership with the City Year program and the District's community service-related activities. The notion to forge such a partnership emerged during a subsequent conference with Red Hook Court



management after the Red Hook Community Court visit.

Finally, such relationships are vital for the support and expansion of CJCC initiatives. They are necessary for capacity building and the development of a sustainable infrastructure of service and treatment providers. As a result of utilizing community resources and human capital, the CJCC gains invaluable insight and perspective into the unique issues and circumstances found in communities in the District. Again, such outreach efforts that educate the public as to the policies and practices of the criminal justice system build stronger community ties and relations between government and the constituents it serves—the citizens of the District of Columbia.

Funding for the CJCC continues to be subject to the congressional appropriations process. Ultimately, the Agency gross fund budget for 2003 was \$717,050. In FY 2003, the Agency received \$169,000 in local appropriations. Federal funding of \$300,000 was granted and subsequently adjusted to \$298,050 as a result of the federal holdback (see Table 2). However it was not until March 2003, six months into the 2003 fiscal year, that Congress passed the omnibus spending bill that included the federal payment. The CJCC applied for a grant to support additional projects while the District functioned under a continuing resolution. A Byrne grant totaling \$250,000 was awarded to the CJCC in October 2002, although it was not available for drawdown until June 2003. Thus, during the first half of FY 2003, the CJCC was totally dependent on the local appropriation to sustain its activities and was constrained in its ability to perform its work. Such financial disadvantage posed serious challenges to the Agency in meeting its mission. Many administrative tasks and initiatives were delayed as a result. A considerable amount of this allocation had to be spent within the second half of FY 2003.

**Table 2**  
Budget and Financial Management

FY 2003		\$717,050	
D.C. Appropriations	Federal Payment	Byrne Grant	
\$169,000	\$300,000 (adjusted to \$298,050)	\$250,000	

FY 2004		\$1,812,330	
D.C. Appropriations	Federal Payment	Byrne Grant	
\$270,000	\$1,300,000 (minus 0.59% rescission = \$1,292,330)	\$250,000	

FY 2005		\$1,570,000	
D.C. Appropriations	Federal Payment		
\$270,000	\$1,300,000		

The FY 2004 Agency gross budget is \$1,812,330. The local appropriation has been increased from \$169,000 to \$270,000 to fully fund the two FTEs under the CJCC. The federal payment was increased by approximately \$1,000,000, which was adjusted for the rescission by 0.59%. Unfortunately, this same problem resurfaced in FY 2004. Congress did not pass the omnibus spending bill, which included the federal payment, until January 2004. Thus, the CJCC was again confronted with serious fiscal constraints to meet its mission. Grant funding was sought and approved in October 2003 (\$250,000) and entered into the budget for drawdown in December 2003. Once again in FY 2004, the CJCC was still unable to encumber, obligate significant contracts, and spend until the second quarter of the fiscal year.



## Key Initiatives—Goals for 2004 and Beyond

### Establishment of the CJCC Statistical Analysis Center

The Statistical Analysis Center (SAC) for the District of Columbia was established by Mayor's Order 2001-58, April 30, 2001. SAC is responsible for the receipt and management of funds awarded to the District of Columbia by the Department of Justice's Bureau of Justice Statistics.

In March 2004, SAC, an organizational unit of the Office of Research, Analysis, and Evaluation under the Office of the Deputy Mayor for Public Safety and Justice, was transferred as an organizational unit to the CJCC.

### The Statistical Analysis Center's Role

SAC will function as a resource available to all CJCC committees, workgroups, and task forces. A primary purpose of SAC is to facilitate the work of CJCC members by relieving them of tasks that are not core to their roles as leaders and experts in developing and executing ideas to address key CJCC priorities. SAC is responsible for contributing to the development of effective programs and legislative policies within the District. SAC will carry out this mission through the provision of independent statistical services, data analysis, quantitative and qualitative research, program evaluation, policy review, and the facilitation of information exchange.

Other activities to be performed by SAC include survey design, data collection, data integration, data warehousing, and analysis of the differential data (raw and tabularized) collected and stored in varying formats by the wide range of criminal justice agencies, governmental organizations, and non-governmental service providers having membership in the CJCC.

Figure 8 proposes a model for SAC, which gathers both primary and secondary data and information from the community of criminal justice organizations.

In addition, SAC provides technical/statistical support to CJCC workgroups and responds to request for outputs (such as forecast, reports, and studies) on selected topics as deemed necessary.

### Committees and Workgroups

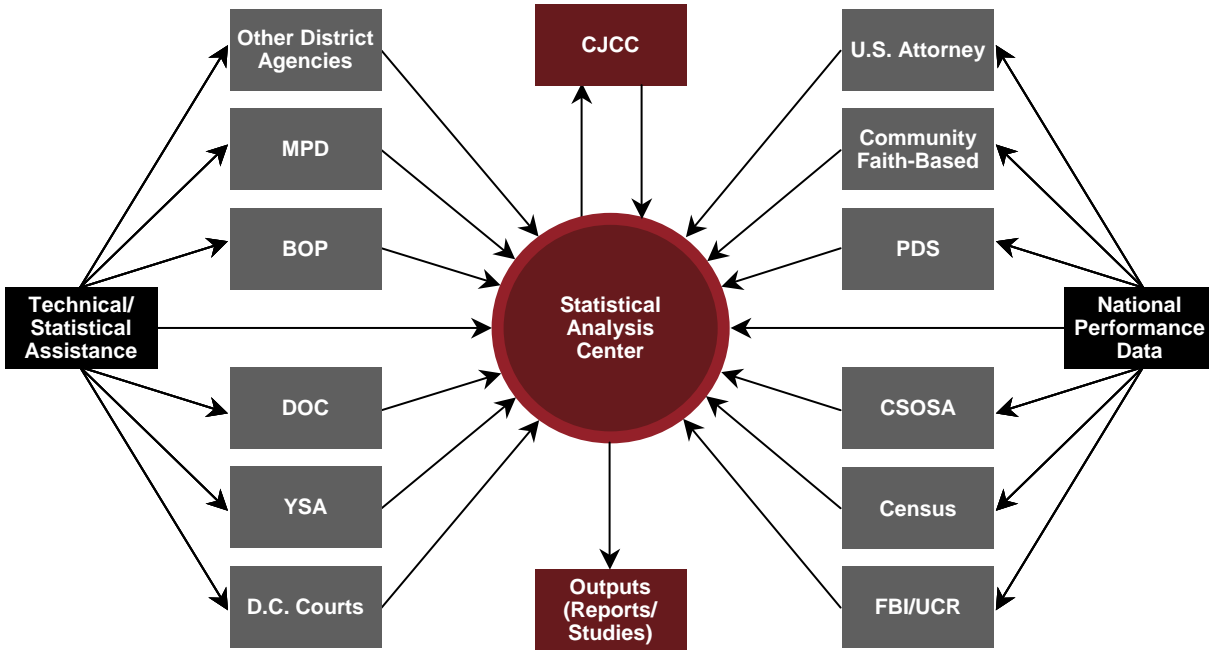
In 2004, the CJCC will continue the activities of the existing committees and workgroups. In addition, the CJCC will institute the Grants Planning Committee and the Detention Capacity and Community Resource Workgroup.

**The Grants Planning Committee** will provide support and guidance on the public safety and justice grants available to the District of Columbia. This Committee will provide a Grants Review Subcommittee to review applications from subgrantees and monitor the grant-funded work to determine its impact on the District's public safety priorities.

**The Detention Capacity and Community Resource Workgroup** will research national best practices that can support the need for additional jail and community justice capacity in the District. This workgroup will analyze the factors that contribute to jail forecasting and will provide recommendations to the CJCC on resources and approaches that the District should consider to address these issues.



**Figure 8**  
SAC's Proposed Role in the District of Columbia's Criminal Justice Community





## Glossary

ADAM—Arrestee Drug Abuse Monitoring  
APRA—Addiction Prevention and Recovery Administration  
AOC—Assessment and Orientation Center  
AUSA—Assistant United States Attorney  
BID—Business Improvement District  
BOP—Federal Bureau of Prisons  
CCC—Community Correctional Center  
CFSA—Child and Family Services  
CJCC—Criminal Justice Coordinating Council  
CPC—Case Processing Committee  
CSO—Community Supervision Officer  
CSOSA—Court Services and Offender Supervision Agency  
CTF—Correctional Treatment Facility  
DCSC—District of Columbia Superior Court  
DMC—Disproportionate Minority Contact  
DMH—Department of Mental Health  
DMV—Department of Motor Vehicles  
DOC—Department of Corrections  
DOES—Department of Employment Services  
EM—Electronic Monitoring  
FY—Fiscal Year  
HIDTA—High Intensity Drug Trafficking Area  
HWH—Halfway House  
ITAC—Information Technology Advisory Committee  
JJAG—Juvenile Justice Advisory Group  
JJDP—Juvenile Justice and Delinquency Prevention  
JJW—Juvenile Justice Workgroup  
JUSTIS—Justice Information System  
MPD—Metropolitan Police Department  
MOU—Memorandum of Understanding  
OCC—Office of the Corporation Counsel





OMB—Office of Management & Budget  
PDS—Public Defender Service  
PSA—Pretrial Services Agency  
PSCOC—Pretrial Systems and Community Options Committee  
PSN—Project Safe Neighborhoods  
PSS—Pretrial Systems Subcommittee  
ROC—Regional Operations Command  
RFTF—Regional Fugitive Task Force  
SAC—Statistical Analysis Center  
SAMHW—Substance Abuse and Mental Health Workgroup  
SAWG—Screening and Assessment Work Group  
SHIELD—Securing the Homeland by Integrating Existing Local Databases  
SSU—Specialized Supervision Unit  
TIPS—Transition Intervention Parole Services  
UI—Urban Institute  
USAO—U.S. Attorney’s Office  
USMS—U.S. Marshals Service  
USPC—U.S. Parole Commission  
WRAG—Washington Regional Association of Grantmakers  
YSA—Youth Services Administration