



Court Services and Offender Supervision Agency

Office of the Director

March 11, 2024

Honorable Kay Granger
Chairwoman
House Committee on Appropriations
H-307 The Capitol Building
Washington, DC 20515

Honorable Rosa DeLauro
Ranking Member
House Committee on Appropriations
1036 Longworth House Office Building
Washington, DC 20515

Honorable Patty Murray
Chair
Senate Committee on Appropriations
S-128 The Capitol Building
Washington, DC 20510

Honorable Susan Collins
Ranking Member
Senate Committee on Appropriations
S-146 A The Capitol Building
Washington, DC 20510

Honorable Steve Womack
Chair
House Subcommittee on Financial Services
and General Government
Committee on Appropriations
2000 Rayburn House Office Building
Washington, DC 20515

Honorable Steny Hoyer
Ranking Member
House Subcommittee on Financial Services
and General Government
Committee on Appropriations
1036 Longworth House Office Building
Washington, DC 20515

Honorable Chris Van Hollen
Chair
Senate Subcommittee on Financial Services
and General Government
Committee on Appropriations
133 Dirksen Senate Office Building
Washington, DC 20510

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

Dear Committee and Subcommittee Chairmen and Ranking Members,

I am pleased to present the FY 2025 Budget Justification for the Court Services and Offender Supervision Agency for the District of Columbia (CSOSA). The FY 2025 President's Budget requests \$310,840,000 for the CSOSA appropriation. Of this amount, \$218,010,000 is requested for the Community Supervision Program (CSP) and \$92,830,000 is requested for the Pretrial Services Agency for the District of Columbia (PSA).

The FY 2025 request represents a \$25,824,000 increase above CSOSA's FY 2023 Enacted Budget. \$13,431,000 of this requested increase is for CSP and \$12,393,000 is for PSA. The FY 2025 request includes \$22,051,000 in one-time, multi-year resources to support critical physical space for CSOSA's Headquarters and Re-entry and Sanctions Center (RSC) relocations. FY 2025 relocation resources are requested as a contingency in anticipation of cost increases and/or the possible expiration of funds already provided for these moves due to space acquisition delays.

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

CSOSA has been actively addressing increases in violent and property crimes in the District of Columbia by expanding the scope of our supervision operations and working with our public safety partners to focus efforts on highest risk individuals. Despite recent increases in crime, the Nation's Capital has experienced significant improvements in crime and public safety since the enactment of the Revitalization Act. Resources requested for FY 2025 are integral to ensuring that CSOSA's high-priority public safety and offender and defendant support services are continued within the District of Columbia. When CSOSA successfully supervises our offender and defendant populations, the burden placed on the community and our public safety partners to support these citizens and hold them accountable is significantly diminished.

Community Supervision Program

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

In partnership with local and Federal criminal justice agencies, and the Mayor's office, CSP is a critical component of the District's public safety strategy. CSP performs on-site and in-person field supervision of adults released by the Superior Court of the District of Columbia on probation and those released by the U.S. Parole Commission on parole or supervised release, and monitors individuals subject to Deferred Sentencing Agreements or Civil Protection Orders. CSP's on-site and in-person supervision activities continued throughout the pandemic due to the critical nature of our public safety functions.

CSP works closely with the D.C. Metropolitan Police Department (MPD), the Superior Court of the District of Columbia (Courts), and the D.C. Department of Corrections, as well as the Federal Bureau of Prisons (BOP), the U.S. Parole Commission, the U.S. Attorney's Office, and the U.S.

Marshals Service to increase public safety for everyone who lives, visits, or works in the District of Columbia. CSP established electronic data exchanges with the D.C. MPD, D.C. Sentencing Commission, D.C. Criminal Justice Coordinating Council, Federal BOP, Federal Bureau of Investigation, U.S. Parole Commission, D.C. Pretrial Services Agency, as well as law enforcement partners in Maryland and Virginia to more quickly share information and ensure efficient supervision.

The assessed risk to public safety and critical support service needs of offenders under supervision continue to increase. CSP's challenge in effectively supervising and reducing recidivism amongst our supervised population is substantial and increasing. Many CSP supervisees present a high risk to public safety because they have significant needs and are prone to recidivate.

In FY 2023, CSP monitored or supervised over 6,500 adults on a daily basis and 10,406 different individuals over the course of the fiscal year. In FY 2023, 3,808 adults entered CSP supervision; at intake, 51 percent were unemployed, 26 percent had less than a high school diploma or GED, and over 10 percent were homeless, lived in homeless shelters or resided in other emergency housing. Based on the results of CSP's proprietary offender screening tool, approximately 51 percent of our total FY 2023 active population was assessed and supervised by CSP at the highest risk levels; reflecting a steady increase in the level of assessed risk since FY 2012 when approximately 37 percent of our active population was assessed and supervised at the highest risk levels. Highest-risk offenders require additional supervision and intervention support resources.

CSP performs close supervision of our offender population to address criminogenic and support service needs, provide timely interventions, and ensure compliance with conditions of release with the goal of successful completion of supervision and reentry into the community. However, in cases of certain types of arrests and/or instances where CSP supervision sanctions do not restore compliance, CSP immediately informs the releasing authority which can result in revocation to incarceration or the imposition of additional special supervision conditions on the offender.

CSP research established that, compared to the total supervised population, offenders revoked from supervision in FY 2023 are more likely to have unstable housing, lack employment, have lower educational attainment, and be assessed by CSP at the highest risk levels. Data shows that addressing the criminogenic and support services needs of high-risk individuals is essential to reducing recidivism. Therefore, CSP continues to adjust our programs and reallocate resources toward providing timely and specialized supervision and support to these highest-risk and highest-need persons.

The District of Columbia experienced significant increases of certain serious and violent crimes in CY 2023 versus CY 2022: 35 percent increase in homicides and a 67 percent increase in robberies. Despite the CY 2023 increase in crime, the overall number of incidents of serious violence in the District of Columbia is still lower than it was a decade ago. In CY 2012, the average number of serious violent incidents per day in the District was 18; by CY 2018, the average had declined to 11. The District averaged 10 or 11 serious violent incidents daily in each year from CY 2018 through CY 2022, though reaching 15 daily incidents in CY 2023, based on data published by the D.C. MPD. Importantly, the percentage of CSP offenders arrested for serious violent incidents while under supervision remains fairly low. Of the unique offenders

supervised by CSP during CY 2023, 7.8 percent were arrested for serious violence and less than 0.15 percent were arrested for homicide.

Despite the low number of CSP offenders arrested for serious violent offenses in the District, the increase in crime in the city is of great concern to the Agency. To that end, CSP improved our offender risk and needs assessments and interventions and created high-intensity supervision teams, compliance units, and day reporting operations to immediately address non-compliant activities and share data on high-risk individuals. CSP partners with the D.C. MPD to perform night and weekend supervision activities in high-crime areas and collaborates with the U.S. Marshals Service to address offenders with outstanding arrest warrants. CSP used GPS monitoring as a special condition of supervision when directed by a releasing authority and as an administrative sanction in response to non-compliant behavior. In September 2023, nearly 400 offenders per day were subject to GPS monitoring. However, in December 2023, the District of Columbia Court of Appeals ruled that CSP does not have discretion or authority to impose GPS monitoring as a sanction for non-compliance with the conditions of release. Rather, GPS monitoring is a special condition of supervision that only the releasing authority can impose. (*Davis v. United States*, No. 17-1376 (D.C. December 21, 2023)). The ruling represents a significant departure from the Court’s and CSP’s past practices, where the Court and CSP believed GPS could be imposed by CSOSA as part of a graduated sanctions program under its implementing regulation. CSP is revising our GPS program policies and procedures consistent with the Court of Appeal’s decision.

CSOSA’s RSC at Karrick Hall is one of our most important high-risk intervention programs. The RSC provides intensive assessment and reintegration programming for CSP offenders and PSA defendants in a 24/7 residential setting. RSC participants have significant behavioral health, substance use disorder, and/or cognitive behavior issues that require immediate residential services to address challenges to successful reentry into the community.

CSP experienced a decline in FY 2023 in one of our two established long-term public safety performance outcomes: decreasing recidivism among the supervised offender population. In FY 2023, 8.8 percent of CSP’s total supervised population had their supervision term revoked and were incarcerated by the appropriate releasing authority. This corresponds to an FY 2023 increase in the percentage of offenders for whom CSP informed the releasing authority of non-compliance. In contrast, CSP experienced improvement in our second long-term public safety outcome as 66 percent of FY 2023 cases closed successfully. This is driven primarily by a large increase in the number and success rate of FY 2023 probation case closures.

CSP Long-Term Offender Supervision Outcome Performance Measures

| | Percent of Total Supervised Population Revoked to Incarceration | Percentage of Case Closures that were Successful |
|---------|--|---|
| FY 2017 | 9.8 | 63.2 |
| FY 2018 | 9.6 | 64.3 |
| FY 2019 | 9.3 | 65.7 |

| | | |
|---------|-----|------|
| FY 2020 | 7.5 | 71.2 |
| FY 2021 | 5.0 | 75.4 |
| FY 2022 | 8.4 | 64.3 |
| FY 2023 | 8.8 | 66.0 |

Resources contained in the *FY 2025 President’s Budget* are necessary to ensure that CSP can continue the overall trend of improvements in public safety outcomes in the District of Columbia.

Pretrial Services Agency

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

PSA’s organizational structure supports the Agency in operating programs that provide an array of services to DC Superior Court, US District Court for the District of Columbia, and the defendants under PSA’s supervision. PSA’s current caseloads include individuals with charges ranging from misdemeanor property offenses to homicide. During FY 2023, PSA served 24,417 arrestees and defendants. The Agency supervised 13,770 defendants on pretrial release, which corresponds to an average of 7,337 defendants on any given day. Most defendants (91 percent) are awaiting trial in DC Superior Court, with a smaller number (9 percent) awaiting trial in US District Court. PSA provided services to an additional 10,647 arrestees and defendants, which included completing criminal history checks for persons who were released on citation or personal recognizance or whose charges were dismissed prior to the first appearance in court. Additionally, PSA conducted drug testing for 7,200 non-defendants, bringing the Agency’s total responsibility to just under 31,700 individuals throughout the year.

During FY 2023, defendants remained under supervision for an average of 108 days, which is a continuation of the marked increase coinciding with the onset of the COVID-19 pandemic. Prior to the pandemic, defendants remained under supervision for an average of 94 days. This average rose to a high of 214 days during FY 2021. In response to these increases, PSA reallocated staff and adjusted operations to minimize the likelihood of defendant rearrest and maximize court appearances during FY 2023, this trend has continued to trend downward, but has still not reached pre-pandemic levels.

Despite the residual effects of COVID-19, the Agency met or exceeded performance targets for all its strategic goals in FY 2023. These results were achieved through innovative supervision and management practices. At the same time, the Agency deployed a risk-based-services model

in April 2023, which will allow PSA to customize release conditions and supervision based on each defendant’s assessed risk levels for *failure to appear* and *rearrest*. This evolution demonstrates the Agency’s commitment to continuous improvement and will assure PSA remains a leader among pretrial services agencies.

| Performance Indicator | | FY 2019 | FY 2020 | FY 2021 | FY 2022 | FY 2023 | FY 2024–2026 |
|-------------------------|---|---------|---------|---------|---------|---------|--------------|
| Performance Description | | Actual | Actual | Actual | Actual | Actual | Target |
| Strategic Goal 1 | Judicial Concurrence with PSA Recommendations | 78% | 79% | 84% | 76% | 69% ● ^ | 70% |
| Strategic Goal 2 | Continued Pretrial Release | 87% | 85% | 89% | 89% | 86% ● | 85% |
| Strategic Goal 3 | Arrest Free Rate | 87% | 88% | 90% | 93% | 92% ● | 88% |
| | (Violent Crimes) | 99% | 99% | 98% | 99% | 99% ● | 97% |
| Strategic Goal 4 | Court Appearance Rate | 88% | 91% | 92% | 89% | 87% ● | 87% |

^ The one percentage point difference from the target was statistically insignificant

Table 1. Overall Performance by Strategic Goal

PSA’s *FY 2025 President’s Budget* request reinforces the Agency’s commitment to be a performance-based, results-driven organization and highlights its dedication to ensuring public safety and promoting pretrial justice through high-quality risk assessment, supervision and treatment services.

FY 2025 Request Summary

The *FY 2025 President’s Budget* submission for CSOSA reflects our continuing commitment to improving performance and increasing the effectiveness of front-line service delivery.

Resources requested for FY 2025 are integral to ensuring that CSOSA’s high priority public safety and offender and defendant support services continue within the District of Columbia. As you make decisions on the CSOSA budget, I hope you will also consider our critical public safety mission, our accomplishments to date, and our commitment to performance-based management.

I look forward to working with you on this request.

Sincerely,



Director

Enclosure