

Criminal Justice Coordinating Council



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CJCC Membership



The Honorable Adrian M. Fenty
Mayor of the District of Columbia



The Honorable Paul A. Quander, Jr.
Director, Court Services and Offender
Supervision Agency



The Honorable Vincent C. Gray
Chair, Council of the District of
Columbia



The Honorable Jeffrey A. Taylor
U.S. Attorney for the District of
Columbia



The Honorable Rufus G. King, III
Chief Judge, Superior Court of The
District of Columbia



The Honorable Phil Mendelson
Chair, Judiciary Committee Council of
the District of Columbia



Cathy Lanier
Chief, District of Columbia
Metropolitan Police



**The Honorable Edward F. Reilly,
Jr.** Chairman, United States Parole
Commission



The Honorable Harley G. Lappin
Director, United States Bureau of
Prisons

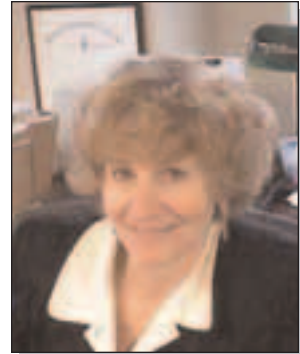
CJCC Membership



Dan Tagherlini
City Administrator, Executive Office
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Nancy M. Ware
Executive Director, District of
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Coordinating Council



Acknowledgements

Without the commitment and hard work of the committees the CJCC would not be able to accomplish any of its mission. Acknowledgements are extended to the following committee chairs as well as to the committee members who have worked so hard on the accomplishments described in this report.

Detention Capacity Options

- **Chair-Edward Reiskin**, Deputy Mayor for Public Safety and Justice

Pretrial Systems and Community Options Committee

- **Co-chair-Susan Shaffer**, Director, Pretrial Services Agency
- **Co-chair-The Honorable Harold Cushenberry**, Presiding Judge, Criminal Division, Superior Court of the District of Columbia

Community Courts Subcommittee

- **The Honorable Ann Keary**, Presiding Judge, **East of the River Community Court**, Superior Court of the District of Columbia
- **The Honorable Michael McCarthy**, Presiding Judge, **DC Misdemeanor and Traffic Court**, Superior Court of the District of Columbia

Grants Planning Committee

- **Chair-Edward Reiskin**, Deputy Mayor for Public Safety and Justice

Reentry Steering Committee

- **Co-chair-The Honorable Paul A. Quander Jr.**, Director, Court Services and Offender Supervision Agency
- **Co-chair-Brenda Donald Walker**, Deputy Mayor for Children, Youth, Families and Elders

Warrants Committee

- **Chair-Steve Conboy**, United States Marshals Service

Fugitive Safe Surrender Workgroup

- **Chair-Steve Conboy**, United States Marshals Service

Interagency Technical Advisory Committee

- **Co-chair-The Honorable Rufus G. King, III**, Chief Judge, Superior Court of the District of Columbia
- **Co-chair-The Honorable Brook Hedge**, Associate Judge, Superior Court of the District of Columbia

Juvenile Detention Alternatives Initiative

- **Co-chair-The Honorable Anita Josey Herring**, Presiding Judge Family Court, Superior Court of the District of Columbia
- **Co-chair-Brenda Donald Walker**, Deputy Mayor for Children, Youth, Families and Elders

Truancy Prevention Workgroup

- **Co-chair-The Honorable Anita Josey Herring**, Presiding Judge Family Court, Superior Court of the District of Columbia
- **Co-chair-The Honorable JoAnne Ginsberg**, District of Columbia Board of Education

Acknowledgements

Special thanks are also extended 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. Their collective efforts have helped to foster systemic change to improve the justice system for residents of the District of Columbia. In addition, the following individuals have made significant contributions to the 2006 Annual Report:

- **Michael Francis**
Community Court Coordinator
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- **Anne Grant**
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- **Delores Mason**
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- **Olinda Moyd**
Chief, Parole Division
DC Public Defender Service

Letter from the CJCC Co-Chairs



April 3, 2007

Dear CJCC Stakeholders:

This year's CJCC Annual Report marks the tenth anniversary of the National Capital Revitalization and Self-Government Improvement Act of 1997. Many changes have taken place in the District of Columbia over the course of these ten years. One major change was the establishment in 2002 of the District of Columbia Criminal Justice Coordinating Council as an independent city agency.

The success of the CJCC has been the direct result of the commitment of the member agencies to improving both public safety and the outcomes for individuals who come into contact with the criminal justice system, be they victims, offenders or defendants, adults or juveniles. Working collaboratively, the CJCC has invested immeasurable human resources to support the collective vision of a great city. As the co-chairs, we will continue to guide the work of the CJCC towards even grander innovations in public safety and criminal and juvenile justice services.

This year's report reflects the many successes of the CJCC in 2006. JUSTIS, the CJCC brainchild that integrates data from 70 systems and is now used by more than 20 federal and city agencies, received an Excellence.Gov award from the Industry Advisory Council for innovation in criminal justice information sharing. We have stabilized the DC Jail population over the course of the year through inter-agency collaboration and support of innovative programming, including the work of the East of the River Community Court and the DC Misdemeanor and Traffic Courts, both of which provide jail diversion options for low level nuisance crimes. In addition, we initiated efforts with the US Parole Commission to expedite processing for the rising parole violator population at the jail. That effort has resulted in quicker resolution of those cases and has further helped reduce the daily population. In February 2006, we opened the 102-bed Reentry and Sanctions Center to provide intensive assessment and reintegration programming for high-risk offenders and defendants, and we continue to work on improving options for returning ex-offenders. Finally, the range of options that have been put in place to better support detention alternatives for juveniles is beginning to show benefit.

CJCC PRIORITIES

*Juvenile Violence Reduction, Gun Violence, Reentry, Information Sharing,
Substance Abuse and Mental Health Services Integration Task Force, Detention Capacity*

Letter from the CJCC Co-Chairs



Despite our many achievements, the challenges are ongoing. We have appreciated the considerable energy devoted by the CJCC committees and subcommittees over the past year to implement tangible and lasting improvements to criminal and juvenile justice services in the District of Columbia. Our strategic plan outlines CJCC priorities for 2007 and beyond. We thank you for your creativity and commitment and look forward to working with you to realize an even greater vision in the coming year.

Sincerely,

A handwritten signature in black ink, appearing to read "Adrian M. Fenty".

Adrian M. Fenty, Mayor
CJCC Co-Chair

A handwritten signature in black ink, appearing to read "Paul A. Quander, Jr.".

Paul A. Quander, Jr., Director
Court Services and Offender Supervision
Agency and CJCC Co-Chair

CJCC PRIORITIES

*Juvenile Violence Reduction, Gun Violence, Reentry, Information Sharing,
Substance Abuse and Mental Health Services Integration Task Force, Detention Capacity*

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Executive Summary

Welcome to the fifth Annual Report of the Criminal Justice Coordinating Council (CJCC). Each calendar year the CJCC members participate in a strategic planning session that provides the justice and public safety partners (local and federal) an opportunity to reach consensus on priorities they will focus on over the course of the year. In Fiscal Year 2006 the CJCC members structured their work around the following areas: Juvenile Violence Reduction, Gun Violence Reduction, Reentry, Information Sharing, Substance Abuse and Mental Health Services Integration, and Detention Capacity and Options. In addition, there are two standing committees within the CJCC. They include the Grants Planning Committee which serves as the State Advisory Group for Department of Justice Grants and other public safety grants, and the Information Technology Advisory Group.

The CJCC office supports this work by: facilitating meetings that include the partner agencies; providing research and analysis to guide the work; bringing in technical advisors from other jurisdictions; arranging site visits so members have the benefit of other successful practices; and managing the Justice Integrated Information Sharing System (JUSTIS), a tool for agencies to share mission critical information on activity that threatens public safety. This past year has been full of innovation and progress, as well as continued challenges which are reflected in this report.

The city continues to experience a decline in overall crime. Over the past ten years the homicide rate in the District has decreased from 307 in 1996 to 169 in 2006. Since 2005, when 196 homicides were recorded, there has been a slight decrease (in 2006 the number decreased by 27). Although the city has experienced an overall decrease in crime, gun violence continues to have a major impact. From 2001 – 2005 firearms accounted for 79% of all homicides. Gun recoveries have increased from 1,982 in 2003 to 2,655 in 2006. During the September gun buyback held during the Crime Emergency and hosted by the Metropolitan Police Department, 1,700 guns were collected. More than 80 % of guns recovered in 2005 were pistols or revolvers. Firearms recovered in the District were traced overwhelmingly to two surrounding states, Maryland and Virginia, which accounted for 43% of the total successful traces.

The ultimate goal is to make DC free of all homicides. Achieving this goal involves a systematic multi-layered approach which includes prevention, socio-economic, educational, law enforcement and citizen support. The Crime Emergency was called in the summer of 2006 when it became apparent that the homicide rate was escalating. CJCC members offered agency resources to assist with this citywide intervention. No Murders DC, a group of advocates and concerned citizens, reached out to the CJCC to offer their help in the development of a collaborative approach to continue reducing the murder rate in the District. The CJCC also began work on a Public Awareness Campaign for distribution to TV stations and to display on billboards.

CJCC work continues to focus on outstanding warrants. As a part of this effort, planning continues for the District's Fugitive Safe Surrender Initiative, a four-day event which will include a coalition of faith-based, judicial, law enforcement, non-profit and media leaders. It will provide the opportunity for a peaceful, voluntary surrender of non-violent felony fugitives across the District of Columbia.

Preventing crime, particularly juvenile crime, includes approaches that draw on well documented research on the gateways to the criminal and juvenile justice system. Truancy reduction is recognized as an important approach that supports preventing crime. CJCC continued to facilitate the work of the Truancy Taskforce and provided analysis of police contact with truants during school hours to help target high risk communities and schools. Building on the success of the elementary level intervention, the Truancy Taskforce focused on the

Executive Summary

upper level grades. To begin work with seventh through ninth graders, the Taskforce implemented a Family Court Truancy Diversion Program at three middle schools. The goals of the Family Court Truancy Diversion Program are to increase attendance at high risk schools, improve academic performance, improve students' behavior and provide an early, comprehensive, and strength-based family-system approach to truancy.

The Juvenile Justice Delinquency Prevention Act of 2002 requires each state and the District of Columbia to adhere to certain protections for juveniles. The DC Compliance Monitoring function for this Act is under the CJCC. The District continues to focus on disproportionate minority contact between juveniles and the criminal/juvenile justice system, as well as, the deinstitutionalization of status offenders.

The CJCC facilitates and staffs the work of the Juvenile Detention Alternatives Initiative (JDAI). The JDAI partners are attempting to reduce the number of children unnecessarily or inappropriately detained in secure detention, to minimize the number of youth who fail to appear in court or re-offend pending adjudication, to redirect public funds toward successful reform strategies and to improve conditions of confinement. The CJCC office provides analysis of juvenile arrests, processing, and detention data through the cross agency data sharing committee to guide JDAI efforts.

Reentry of previously incarcerated persons to neighborhoods in the city as successful and productive citizens requires that Federal and DC agencies continue to work together. In 2006, the Reentry Steering Committee focused on offenders released under supervision. After agreeing on the use of a universal screening tool for substance abuse, the collaborative efforts of the Addiction Prevention and Recovery Administration (APRA) and the DC Department of Corrections (DOC) targeted those individuals released from the jail by developing a reentry unit to connect reentrants to medical and human services. The Court Services and Offender Supervision Agency (CSOSA) and the Federal Bureau of Prisons (BOP) continue to work closely on pre-release planning in the prison system. To address child support arrears for ex-offenders, CJCC members are developing plans and a funding strategy for a Fathering Court.

Recognizing that various circumstances throughout the criminal justice continuum contribute to jail overcrowding, the CJCC members continued to prioritize Detention Capacity Options. Special crime initiatives, seasonal crime rates and case processing all have an impact on the inmate population in the jail. These circumstances are not under the control of the jail but the resulting rise in the population must still be handled by Corrections personnel. The Community Courts continue to provide front-end diversion from jail for low-level misdemeanor crimes. Expanded Pretrial Options are being considered including third party custody, a day reporting center, and expanded Global Positioning Systems (GPS) monitoring. Parole video-conferencing and expedited hearings were piloted to help process parole violators more efficiently.

The Substance Abuse Treatment and Mental Health Services Integration Taskforce convened a Substance Abuse and Mental Health Roundtable to improve the process for mentally ill and/or substance dependant defendants and offenders to receive appropriate treatment. Various activities were undertaken in 2006 to augment the work of the roundtable. The CJCC and Department of Mental Health (DMH) were funded by the Bureau of Justice Assistance (BJA) to implement the Justice and Mental Health Collaboration Program plan. The CJCC engaged The Georgetown University Hospital Department of Psychiatry to conduct an analysis of the criminal justice, substance abuse and mental health systems. The analysis identified gaps and offered recommendations for services provided to defendants and offenders with mental illnesses or co-occurring substance abuse disorders.

Executive Summary

To assist with resourcing the public safety priorities of the city, the Grants Planning Committee reached out to local philanthropy partners and identified areas under the Justice Assistance Grant for funding opportunities. The committee required the sub-grantees who received Department of Justice (DOJ) funding to undergo process evaluations. Sub-grantees funded for a second year underwent outcome evaluations. Recommendations from these evaluations were used in new requests for proposals and to provide technical assistance and training to community based organizations to increase infrastructure and capacity in neighborhoods across the city.

Information sharing is a critical law enforcement and public safety tool. CJCC agencies have increased the data transferred to other agencies through the Justice Integrated Information System (JUSTIS). JUSTIS Phase IV has incorporated the FAST Indexing Application and the Sonic Enterprise Service Bus (ESB) enabling the CJCC agencies to exchange millions of data records in less than a two second wait time. The modified application is more robust and gives new confidence in JUSTIS to law enforcement and public safety users. The expansion of these capabilities has provided CJCC members with a state of the art tool and has resulted in other homeland security and federal law enforcement agencies to request access.

The CJCC Statistical Analysis Center (SAC) collects and analyzes data in support of District policy initiatives and provides statistical support to the CJCC committees. Outside evaluations are also commissioned to investigate relevant justice issues.

This Annual Report provides the details of these and other initiatives undertaken in support of the priorities identified in 2006. The CJCC members have worked hard to effectively improve the District's ability to provide a safe environment for its citizens and visitors. Each year presents new challenges and the CJCC is committed to continuing to work collectively to face and address these new challenges and to continue to seek solutions to chronic public safety issues.

Nancy M. Ware
Executive Director
District of Columbia Criminal Justice
Coordinating Council

THE DISTRICT OF COLUMBIA CRIMINAL JUSTICE COORDINATING COUNCIL

Mission Statement

As an independent agency, the Criminal Justice Coordinating Council for the District of Columbia (CJCC) 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

The District of Columbia Appropriations Act, 2000 (P.L. 106-113, 113 Stat.1501,1532 1999) mandated that the US Government Accountability Office (GAO) study and report on the DC criminal justice system. In March 2001, the GAO released the report, entitled *DC Criminal Justice System, Better Coordination Needed Among Participating Agencies*, which recommended the Criminal Justice Coordinating Council as a necessary venue for the District's criminal justice agencies to identify and address interagency public safety issues. In 2001, the DC Council implemented this recommendation by enacting DC Code §22-4232 which created the CJCC as an independent agency of the District of Columbia. The statute designated the Mayor as the chair of the CJCC and listed the agencies under the District Government that should participate. Congress passed legislation (PL 107-180) the following year authorizing a federal payment and authorizing the heads of federal agencies to participate as members.

Following the enactment of the National Capital Revitalization and Self-Government Act of 1997, the majority of the District's justice system functions were placed under the purview of the federal government including adult prosecution, the public defender service, pretrial services, probation and parole, courts and prisons, among others. In addition, there have been as many as 70 different information systems in use among the various criminal justice agencies. Because the District's criminal justice system

combines local, state and federal functions, funding streams, and reporting structures, the CJCC plays an important role in facilitating an independent collaborative forum for these stakeholders to address public safety challenges in the city.

The underlying principles of the CJCC include:

- Maintaining optimum public safety by targeting violent offenders;
- Incorporating an appreciation for the causal factors that contribute to the high incarceration rate in the city for purposes of planning;
- Providing a range of options from the least restrictive to the most restrictive for the city's criminal and juvenile justice system;
- Recognizing that those persons who are incarcerated should be provided maximum rehabilitation so that if they return to the city there is a greater likelihood that they will be prepared to mainstream as productive citizens; and
- Serving as a vehicle for agencies to constantly evaluate progress and continuously strive to improve the system.

Historical Overview

Each calendar year the CJCC conducts a strategic planning session that provides all of the justice and public safety agencies (local and federal) an opportunity to reach consensus on priorities the CJCC will address over the course of the year. The 2006 priorities were as follows: Juvenile Violence Reduction; Gun Violence Reduction; Reentry; Information Sharing; Substance Abuse and Mental Health Services Integration; and Detention Capacity and Options. There are two standing priorities for the CJCC. They are Grants Planning in the form of a State Advisory Group for Department of Justice Grants and other public safety grants; and Information Technology.

Table I. CJCC Priorities for Fiscal Year 2006

GUN VIOLENCE REDUCTION	JUVENILE VIOLENCE REDUCTION	REENTRY	DETENTION CAPACITY AND OPTIONS	INFORMATION SHARING	INTEGRATION OF MENTAL HEALTH AND SUBSTANCE ABUSE SERVICES IN CRIMINAL JUSTICE	GRANTS PLANNING
DC Crime Emergency	Truancy Reduction	Reentry Strategic Planning	Population Trends Study	JUSTIS Phase IV Upgrades	Substance Abuse Treatment and Mental Health Services Integration Taskforce	Sub-grantee Evaluation
No Murders DC	Juvenile Detention Alternatives	Pre-Release Planning	Pretrial Systems and Community Options <i>Community Courts</i>	Increased User Access and Training	Linkages to Mental Health Services and Substance Abuse Treatment	Capacity Development
Warrants <i>Fugitive Safe Surrender</i>	Juvenile Delinquency Prevention Act Compliance Monitoring	One Stop Service Reentry Center	Expanded Capacity	Customized Screens for Agency Users	Substance Abuse and Mental Health Electronic Interface	Technical Assistance and Training
Public Awareness Campaign		Substance Abuse Treatment	Processing Parole Violators <i>Advanced Consent Pilot</i> <i>Video Hearings</i>		Data Collection	
		Mental Health Services			Interagency Agreements	
		Family and Community Support			Mental Health Collaboration Grant	
		Recidivism Study			Gap Analysis	

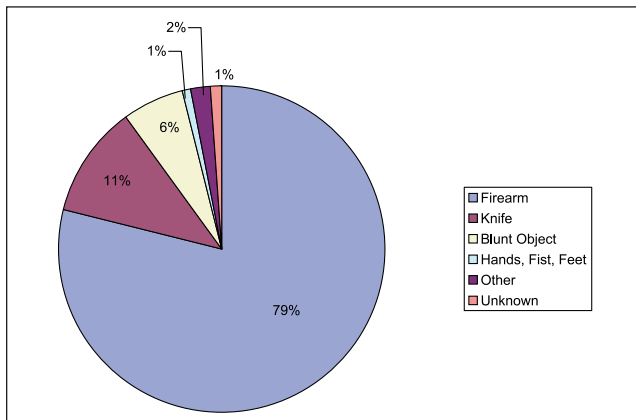
The following pages provide an update on the work that the CJCC has undertaken in each of these priority areas over the past year.

Gun Violence Reduction

Background

As the chart below reflects, from 2001 – 2005 firearms accounted for 79% of all homicides.

Figure 1. Types of Weapons used to Commit Crimes by Percentage



Source: DC MPD 2001-2005 Statistical Report

Between 2001 and 2005 juvenile arrests for weapons charges escalated from 118 to 161. Firearm recoveries rose from 1,833 in 2001 to 2,344 in 2005. More than 80 % of guns recovered in 2005 were pistols or revolvers. The Sixth District produced the greatest number of gun recoveries in 2005, followed by the Seventh District. Firearms recovered in the District were traced overwhelmingly to the two surrounding states, Maryland and Virginia, accounting for 43 percent of the total successful traces. To address gun violence the CJCC focused on the following major areas.

Crime Emergency

A sudden spike in violent crime occurred in early 2006. This was just months after the District experienced its lowest crime rate in 40 years. Increases in homicides and robberies in particular prompted the Police Chief to declare a summer Crime Emergency to enhance police visibility and combat neighborhood crime. The Crime Emergency was a multi-pronged effort that included the following: 1) increased visibility—all sworn members were put on a 6-day work week, adding hundreds of more officers on the street

at night; 2) legislative changes—the Executive Office of the Mayor and the United States Attorney’s Office (USAO) worked with the DC Council to enact new laws to help reverse recent spikes in crimes; and 3) collaboration—at the prompting of Chief Ramsey, two dozen agencies committed resources to address issues that impact crime. These agencies included CJCC members. CJCC law enforcement and public safety members from the federal and local government shared resources to assist with the Crime Emergency. In addition, the CJCC trained and provided access to JUSTIS to designated dispatchers in the Office of Unified Communications as well as in police cruisers. CJCC developed the MyMPD screen according to police specifications to provide officers with a customized view of JUSTIS data that would enhance criminal arrests and investigations by providing information and images on the spot from other criminal justice agencies.

As a result of the efforts during the summer, MPD reported that homicides dropped 46% and robberies 25% between July and August alone. At the close of the year, homicides had dropped from 196 in 2005 to 169 in 2006. Robberies, a good indicator of street violence, also dropped 5% between 2005 and 2006. When comparing pre and post crime emergency time periods, the number of curfew-age victims of violent crime and similar-age arrestees dropped more than 40%.

Based on preliminary DC Code Index crimes for calendar year 2006, as of January 4, 2007, crime fell another 2%. Crime dropped or remained the same in all categories except sexual assaults and thefts from vehicles. As a part of the strategies for 2007, the Metropolitan Police Department (MPD) will partner with the Assistant US Attorney (AUSA) to institute a most violent offender initiative, in which the AUSA petitions to detain violent felons pre-trial when arrested with a handgun or other firearm.

No Murders DC

The CJCC received a request by community members

Gun Violence Reduction

and organizations to support a citywide effort to address gun violence. In response to their request, the CJCC began discussions with No Murders DC, a body of community based agencies and advocacy groups interested in decreasing homicides in the city. The goal of the collaboration with No Murders DC was to provide best practices research and coordination assistance as well as to collaborate with No Murders DC member-organizations to promote violence prevention programs. CJCC agreed to provide support to No Murders DC for their work with the Homicide Elimination Strategy Task Force, recently legislated by the DC Council to reduce the number of murders in the District.

Warrants

The successful execution of warrants as a contributing factor to gun violence was also undertaken. This work centered around clarifying the business process across agencies and planning for a special initiative to encourage the safe surrender of fugitives. The Warrants Subcommittee focused attention on several priority areas. These included the establishment of a central repository for D.C. warrants, identifying warrants in other jurisdictions, purging warrants (if appropriate) from the National Criminal Information Center (NCIC), executing traffic and misdemeanor warrants and implementing a nonviolent initiative that encourages the safe surrender of fugitives.

Another strategy instituted with MPD and USMS included an initiative to serve arrest/bench warrants on the city's most violent predators.

The Warrants Subcommittee focused attention on: which warrants could/should be identified as passive/purged and prioritizing the remainder; updating the warrants business process; and issues associated with the responsible execution of outstanding arrest warrants for felonies, misdemeanors, bench warrants and escape warrants. Restructuring the responsibilities of MPD, DC Superior Court (DCSC) and the USMS will continue to be addressed in FY 2007. In addition, discussion continues regarding the

clearing (if appropriate) of unexecuted warrants by the USAO. This would assist in purging the system.

Fugitive Safe Surrender

Marshal Steve Conboy, USMS introduced Fugitive Safe Surrender (FSS) to the CJCC in 2006. Careful planning began for this special Department of Justice initiative which holds offenders accountable for their actions through peaceful surrender. By eliminating the use of force and weapons, this initiative contributes to the safety of the community as well as families and children who might otherwise be subjected to home raids and potential violence. FSS also contributes to the safety of law enforcement personnel. Based on the experiences in the Cleveland and Arizona FSS sites, this initiative is expected to build a sense of trust in the community because it engages faith-based leaders as instrumental partners in the outreach and operations.

Public Awareness Campaign

Engaging the citizens of the city in gun and violent crime reduction is a critical component of any strategy. To continue to educate juveniles and adults on the consequences and options available to them in lieu of criminal activity, a public education campaign called "Be Smart...Choose Freedom" was introduced to the District in 2006 by Director Devon Brown, DOC. This collaboration between the CJCC, the National Association for the Advancement of Colored People (NAACP), DOC, and the DC Department of Human Services (DHS) replicates a national crime prevention model that was successfully implemented in New Jersey and other cities across the country. The campaign is entitled "Be Smart...Choose Freedom" because it highlights the negative results that occur when an individual chooses the path of criminal activity. The campaign involves a series of Public Service Announcements as well as ads on the Metro Bus and Metrorail which direct District residents to the citywide hotline at DHS—211 Answers, Please! The hotline provides residents with information on various social and criminal justice related

Juvenile Violence Reduction

services available in the District for assistance. The full campaign will kick off in 2007.

Juvenile Violence

Background

In the District of Columbia, issues of serious and violent crime relating to juveniles are at the forefront of legislative, law enforcement and judicial efforts. Agencies across the city have focused on reaching youth before they commit or become victims of violent crime.

Comparing 2004 to 2005, both the number of juvenile arrests (almost 3,000) and the proportion of all arrests that were juveniles (6%) remained approximately the same. Although there was not a significant increase in arrest rates, which provided a positive sign, juvenile arrests for violent and weapons related crimes rose in 2005. Arrests for robbery increased by 37% and arrests for weapons related charges increased by 30%.

The majority of juvenile criminal activities were: against property, drug related, alcohol related, and/or other minor offenses (such as running away, disorderly conduct, violating curfew and loitering law violations).

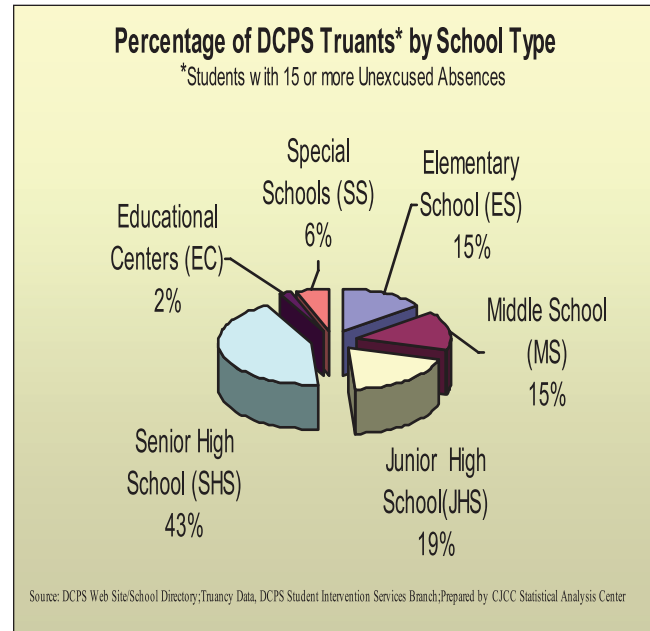
The CJCC focused the following efforts on providing resources to prevent and respond to juvenile delinquency and victimization.

Truancy Reduction

Truancy is a collective problem impacting students, parents, school officials and the public at large. Preventing truancy requires the support of families, schools, businesses and communities. According to the Center for Disease Control, the average school dropout costs society more than \$800,000 during the course of a lifetime. Cost-benefit studies indicate truancy prevention awareness is inexpensive relative

to the cost of students who drop out of school and/or enter the juvenile justice system.

Figure 2. Percentage of DCPS Truants by School Type



The CJCC focused its efforts on the precipitating factors that can lead to juvenile offenses. Chronic truancy has long been recognized as one of the significant precursors contributing to juvenile delinquency.

In the spring and fall of 2006, the MPD picked up 1,648 truant youth. Of those, 152 had been picked up two or more times. The majority of these students resided in Ward 4 (375 youth) and Ward 7 (350). Although the majority of truant youth were high school students, there were quite a few elementary (213) and middle school (374) youth who were stopped for truancy as well. According to MPD truancy data, the group most likely to be picked up was 15 and 16 year-old students (393 and 422 respectively).

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**Table 2. District of Columbia Public Schools
End of Year Truancy Rates - DCPS School-wide
2005/2006 School Year**

Generated: 06/30/2006

Truants (System wide)	DCPS School-wide Membership	Truancy Rate
8,794	53,070 *	16.6%

**District of Columbia Public Schools
End of Year Truancy Rates - DCPS Elementary**

(NOTE: Only includes schools listed on DCPS Elementary level)
2005/2006 School Year

Truants (Elementary System wide)	DCPS Elementary Membership	Truancy Rate
3,752	31,229 *	12.0%

**District of Columbia Public Schools
End of Year Truancy Rates - DCPS Secondary**

(NOTE: Only includes schools listed on DCPS Secondary level)
2005/2006 School Year

Truants (Sec System wide)	DCPS Secondary Membership	Truancy Rate
5,042	21,841 *	23.1%

**SCHOOLWIDE, ELEMENTARY, & SECONDARY MEMBERSHIP
ONLY COUNT A STUDENT ONCE EVEN IF THEY
ATTENDED MULTIPLE SCHOOLS WITHIN DCPS
DCPS**

Source: DCPS 6/30/06

Source: DCPS 6/30/06

D.C. School Board of Education member JoAnne Ginsberg and the Presiding Judge of the Family Division, Judge Josey-Herring chaired the Truancy Taskforce in 2006. The CJCC facilitated and provided staff support to the Truancy Taskforce. The overarching goal of the Taskforce is to create a multi-agency infrastructure that provides a continuum of services that significantly reduces truancy in the District of Columbia, and to develop a plan to combat the truancy issue at every level within the District schools.

Beginning on the elementary school level, the Taskforce executed a citywide protocol that included parent education and outreach, a media campaign, policy changes within several agencies, a board of

education resolution, and stronger policy enforcement by the schools, police department, prosecutors and judiciary. The middle school approach in FY 2006 incorporated much of the same protocol; however, the Taskforce also implemented the Byer Model, an evidence based practice, in three middle schools. These three schools were chosen for this targeted intervention to assist with addressing high truancy rates. To implement the school based Family Court Truancy Diversion Program, the DC Superior Court's Family Court identified three judges to oversee the school based courts. The Presiding Judge of the Family Court, Judge Josey-Herring supervised this intervention and assigned the judges who worked with her in the program. The program required close collaboration with the school principal, school attendance officer, parents, school mental health teams and a community collaborative. This team identified students with chronic histories of truancy, engaged their parents and provided mental health support and home based intervention as needed. The Judges met with parents and students weekly in the schools to implement a curriculum designed to help the students improve their self esteem, academics, attitude, and school attendance. Early results have been extremely impressive.

Planning for the high schools, which may be the most challenging, must also include some of these same components as well as specially crafted intervention that meets the needs of secondary students and families and engages community support.

The CJCC continued to work with the MPD and DC Public Schools to analyze the nexus between truancy rates throughout the city and juvenile crime in targeted hot spots.

As truancy reduction work continues the following challenges will need to be addressed. Generating and maintaining parent/guardian and family involvement requires a unique intervention with built in incentives. Maintaining these supports/services, including the incentives and consequences for good, improved, and poor attendance requires flexible funding and a

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fiscal and policy commitment by the agencies that provide these supports. In addition, collaboration among schools, courts, law enforcement agencies, social service providers, businesses, faith-based institutions and youth serving agencies is critical to the ongoing success of this Taskforce.

As a part of creating tangible goals to measure program and student performance, the CJCC must analyze records and track improvements in student attendance and truancy rates. This helps establish a community standard in which school attendance is valued and expected.

To provide a comprehensive approach to truancy prevention requires all efforts to be organized and measured under one umbrella. Therefore, the Taskforce continues to attempt to connect with other efforts taking place.

Juvenile Detention Alternatives Initiative

The Annie E. Casey Foundation provided funding to the CJCC to facilitate the Juvenile Detention Alternatives Initiative in the District of Columbia. Central to this initiative is the premise that “all youth involved in the juvenile justice system should have opportunities to develop into healthy and productive adults as a result of policies, practices, and programs that maximize their chances for personal transformation, protect their legal rights, reduce their likelihood of unnecessary or inappropriate incarceration, and minimize the risks they pose to their communities.” To pursue this vision, the District launched JDAI in 2006. Following the principles of JDAI, the goals for DC include:

- **Reducing inappropriate or unnecessary confinement** in the District’s facility for committed youth (Oakhill).
- **Removing the negative impact of secure detention.** According to recent research, juvenile detention can have long-lasting consequences for court-involved youth which include a likelihood that detainees are more likely than their counter-

parts to be formally charged, adjudicated and committed to an institution. Detention also disrupts already tenuous connections in school, services and families which can result in a long term negative impact on educational and employment levels.

- **Helping the juvenile justice system more accurately identify which youth need to be securely detained to minimize risks to the community.** At the same time the system must be held accountable for public safety results.
- **Reversing the high cost of detention and redirecting funds to more productive use.** Detention is a growing expense that could be better used to fund a continuum of effective alternatives for youth in the District.
- **Maximizing this opportunity to improve the juvenile justice system as a whole.** Finally, the kind of changes the system would make to safely reduce reliance on detention could influence how other parts of the system operate. For example, JDAI has brought several agencies to the table to use interagency data to guide policy and program decisions.

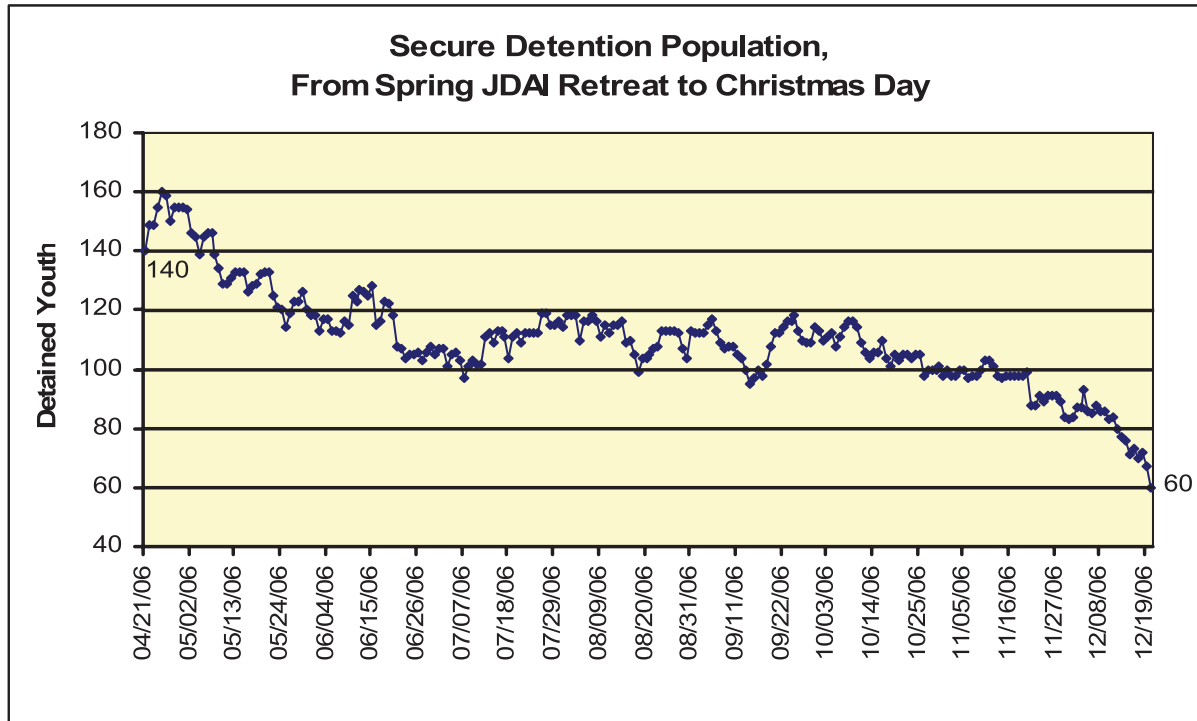
JDAI employs eight interrelated strategies to accomplish these goals:

- **Collaboration** – The DC JDAI has formalized a multi-agency governance structure under the leadership of Judge Josey-Herring, Presiding Judge of the DC Superior Court Family Court.
- **Use of accurate data** – As the designated Statistical Analysis Center (SAC) for the city, the CJCC is the repository for the JDAI data. Participating agencies agreed to provide data to the CJCC to generate reports used by the Steering Committee to evaluate progress.
- **Objective admissions criteria and instruments** are being developed to standardize policy and process among the partner agencies.
- **New and/or enhanced non-secure alternatives to detention** are being implemented to increase the options available for arrested youth.
- **Case processing reforms** must be introduced to expedite the flow of cases through the system. These changes reduce lengths of stay in custody, expand the availability of non-secure program slots, and ensure that interventions with youth are timely and appropriate.

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- **Special detention cases** - Persons in Need of Supervision (PINS) are youth who are in custody as a result of probation violations, warrants, as well as those awaiting placement. Policies are being re-examined and new practices implemented to minimize their presence in secure facilities.
- **Reducing racial disparities** requires specific strategies (in addition to those listed above) aimed at eliminating bias and ensuring a level playing field for youth of color.

Figure3. Secure Detention Population



Source: DYRS Research & Evaluation Unit, 12/21/2006

There are several projects that began in 2006 and will continue in 2007 to improve this initiative:

- JDAI seeks to establish mechanisms for parent/youth and community involvement through development of an "exit interview" for youth and focus groups with parents and youth.
- JDAI will continue to work to streamline the psychological and psychiatric evaluation protocols.
- New Requests for Procurement (RFPs) were issued for services performed by outside vendors that entail well-defined standards for programming, quality of care, as well as licensing of staff and facilities.
- Training will continue for a number of stakeholders including the judiciary, prosecutors, defense, and DC agency staff on a variety of issues identified by the JDAI Workgroup.

JDAI will maintain communication and collaboration among agencies in order to improve efficiency, and in some areas reduce duplication of service provision.

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Compliance Monitoring

The District of Columbia's Compliance Monitor is responsible for insuring that the District's policy governing juvenile delinquents and status offenders is in compliance with the Juvenile Justice and Delinquency Prevention Act of 2002 (JJDP Act). The JJDP Act, through the 2002 reauthorization, establishes four core protections with which states must comply to receive grants under the Act.

"Each participating state must develop and implement a strategy for achieving and maintaining compliance with the following four core protections as part of its annual Formula Grants State Plan:

- Deinstitutionalization of status offenders (DSO).
- Separation of juveniles from adults in institutions (separation).
- Removal of juveniles from adult jails and lockups (jail removal).
- Reduction of Disproportionate Minority Contact (DMC), where it exists."

Separation of Juveniles from Adult Offenders

Pursuant to Section 223(a) (12) of the JJDP Act, the District of Columbia must ensure that juveniles alleged or found to be delinquent and status offenders shall not have contact with adult inmates who are incarcerated because they have been convicted of a crime or are awaiting trial on criminal charges. Therefore, the District of Columbia has established legislative and operational policy safeguards that prohibit the placement of a juvenile in any secure adult facility unless they are transferred for criminal prosecution in the interest of public welfare and the protection of the public security. DC Code §16- 2313(d) states in pertinent part that "no child under eighteen years of age may be detained in a jail or other facility for the detention of adults..."

The District of Columbia is currently in compliance with Section 223(a)(12).

Removal of Juveniles from Adult Jails and Lockups

In accordance with Section 223(a)(13) of the JJDP Act, the District of Columbia must ensure that no juvenile shall be detained or confined in any adult jail or lockup. Legislation consistent with the provisions and requirements of the JJDP Act regarding jail removal has been enacted in the District of Columbia. DC Code §16- 2313(d). This code restricts youth under the age of eighteen from being detained in a jail or lockup used for the detention of adults. Furthermore, under the standard operating procedures of the MPD, MPD is restricted from placing persons under the age of eighteen in cellblocks or any place where adult prisoners are confined.

As a result, the District of Columbia is in compliance with Section 223(a)(13).

Deinstitutionalization of Status Offenders

An objective is bringing the District's policies and practices pertaining to the detention of status offenders in compliance with the JJDP Act, monitoring this issue to ensure that no future violations occur, and identifying and implementing programs and services to better serve the District's status offender population.

In an effort to accomplish the above, an extensive report was initiated detailing the methods by which other jurisdictions address issues pertaining to their respective status offender population. Ideally the information in this report, along with scheduled site visits, will empower juvenile officials with useful knowledge to assist with the development and implementation of programs and services specific to the needs of the District's status offender population.

In weighing this issue certain challenges have become apparent. With regard to the policies and practices, a major challenge is finding common

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ground between the autonomy of judges to detain status offenders that are difficult to place because of their unique home environments (e.g., broken homes, incorrigibility), and the Valid Court Order guidelines that govern the detainment of status offenders. With regard to programs and services, the greatest challenges include budgetary concerns, capacity development and site locations for new programming. Another challenge is utilizing existing informal treatment programs and services in a manner that will maximize the benefit for status offenders without causing stress to the overall juvenile court operations.

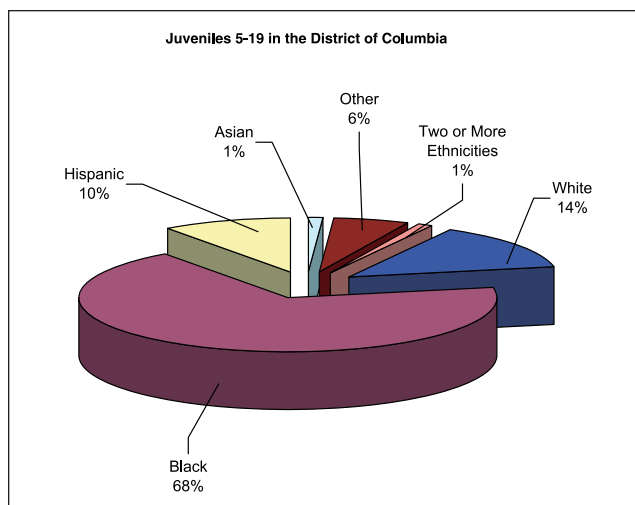
A report was prepared that: 1) highlighted the “best practices” from other jurisdictions for servicing status offenders; 2) offered solutions as to how the District court officials can maintain compliance with the Juvenile Justice and Delinquency Prevention Act (JJDP Act); and 3) offered statistical information on the District as compared to other jurisdictions.

Disproportionate Minority Contact (DMC)

The JJDP Act of 2002 requires each of the fifty States to determine if the number of minority juveniles who are arrested and go through the juvenile justice system (court) in that municipality is proportionate based on the groups’ presence in the population. These states must also consider using data and research to monitor the outcomes experienced by minority ethnic and racial groups at the various stages of the juvenile justice process. Minority populations as defined by the JJDP Act are American Indians, Alaskan Natives, Asians, Blacks, Hispanics /Latinos, Native Hawaiians, and Pacific Islanders.

Figure 4. The racial breakdown of youth in the District of Columbia

Source: MPD Juvenile Arrest Data



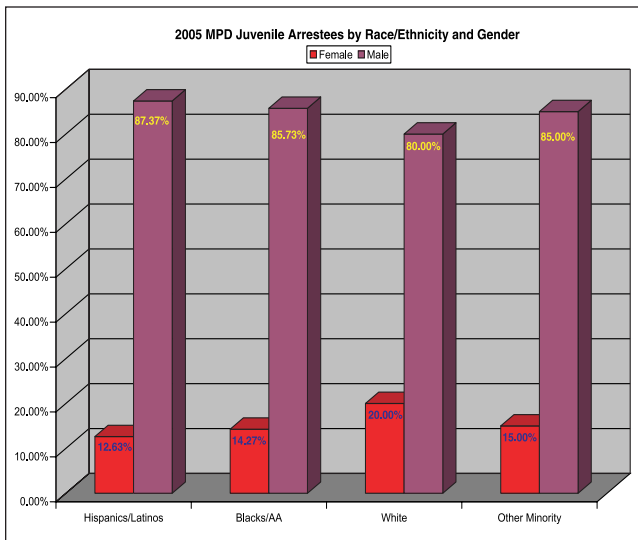
An analysis of District juvenile arrest data and Superior Court processing data has illustrated from 2004-2005 there appears to be a pattern suggesting Blacks and Latinos are arrested and referred to court at a rate significantly ($p > .05$) and disproportionately (relative rate = 4.58:1) higher than are Whites within the same age cohort.

It is important to point out here, that although the data shows statistically significant disproportionate arrest rates, no information is available that proves a bias exists among law enforcement and judicial agencies towards Blacks and Latinos. The data does, however, suggest these patterns are deserving of greater scrutiny and may provide an opportunity through the development of alternatives, to reduce the number of juveniles arrested and entered into the juvenile justice process.

The 2005 DMC population was estimated to be 47,000 plus youth between the ages of 10 and 17 living within the eight wards that define the city’s geographic boundaries.

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Figure 5. 2005 MPD Juvenile Arrestees

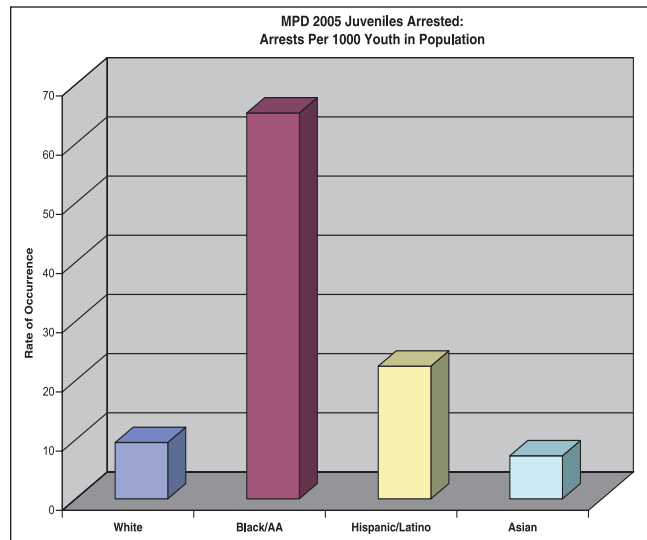


Source: MPD Juvenile Arrest Data

The number of juveniles arrested among the DMC population in the year 2005 totaled 2,550. This represents a 7.1% decrease in arrests in comparison to 2004 (2,746) and 18.4% decrease in comparison to 2003 (3,126). The 2005 juvenile arrest total was 13% below the ten year (1995 and 2004) average of 2950. Forty-two percent of the juveniles arrested in 2005 had no prior arrests.

In 2005, Whites were arrested at a rate of 9.52 per 1000. The rate for African Americans/ Blacks was 65.19 per 1000 and the rate for Hispanics/Latinos was 22.4 per 1000. Among all other racial/ethnic groups, the number of arrests per 1000 was less than that for Whites. Computing the Relative Rate Index (RRI), recommended by OJJDP, African Americans/Blacks had an RRI of 6.85 while Hispanics/Latinos had an RRI of 2.36. The RRI for both of these groups was statistically significant. This indicates that in 2005, **Disproportionate Minority Contact** for arrests existed in the District of Columbia for African Americans/Blacks and Hispanics/Latinos.

Figure 6. MPD Juvenile Arrested



Source: Juvenile Crime in the District, CJCC

Although the Asian juvenile population exceeds 1% of the total juvenile population, there were an insufficient number of cases to conduct a RRI analysis. No other racial/ethnic group met the 1% rule (must be 1% of total youth population).

In accordance with the decrease in the total number of juveniles arrested, decreases were experienced by each of the individual racial/ethnic groups comparing 2005 to 2003 and 2004. Importantly, the number of females arrested in the DMC population decreased in 2005 after increasing in 2003 and 2004. Seventy-eight percent of juveniles arrested over the last ten years (1995-2004) were males. In 2005, that percentage increased to 86%. Female arrests were down more than 10% against the 10 year average.

Among juveniles having multiple arrests in 2005, their second arrest occurred within six months of their first arrests. Nearly 15% of the juveniles in the DMC population were arrested more than one time. The number of multiple arrests ranged between two through 14. The number of juveniles with prior arrests decreased since 1997. There has been an upward trend in this number in the years between 2003 and 2005.

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Among juveniles arrested with priors in 2005, the male/female ratio was 6 (males):1 (female). Among those with four or more arrests, the ratio of male to female increased to 15:1. This suggests that females are more likely than males to desist after their first arrest and rarely become chronic offenders. Analysis of data for 2003 and 2004 holds approximately the same trends.

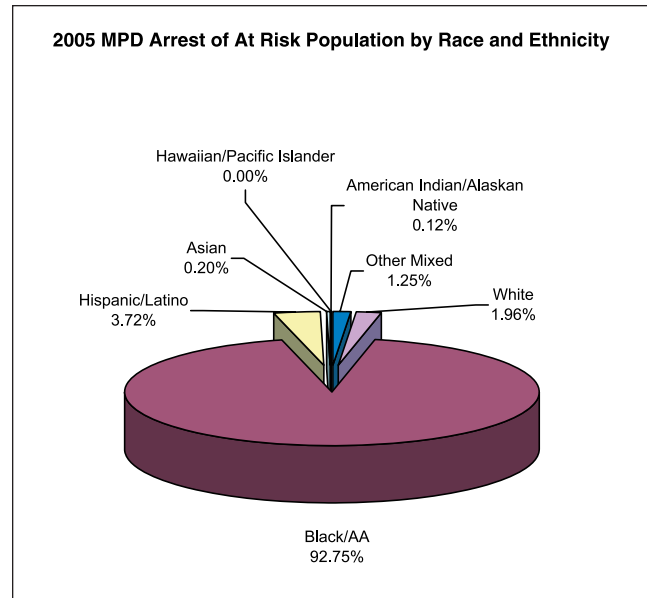
Over 92% of all cases referred to juvenile court were African Americans/Blacks, and 3.8% were Hispanic/Latinos. The RRI for juvenile court referral is 2.02 for the first group, and 1.97 for the later. The RRI for each of these groups are statistically significant which indicates that DMC exists in the District as is associated with referrals to juvenile court for 2005.

Because of the small number of Whites (12) referred to juvenile court in 2005, there are an insufficient number of cases remaining at each of the subsequent levels for further analysis of DMC.

Among all cases referred to court the five largest categories were: Other Misdemeanors (16.7%); Unauthorized Use of a Vehicle (UUV-13.5%); Narcotic Drug Laws (11.3%); Other Assaults (10.8%) and Other Felonies (10.6%). A review of specific criminal charges filed with the courts shows that African Americans/Blacks were most frequently referred for property crime. Hispanic/Latinos were most frequently referred for minor crime and Whites most frequently referred to court for minor crimes. Among the more than 200 referrals for alcohol/drug offenses in 2005, only one was identified as a White juvenile.

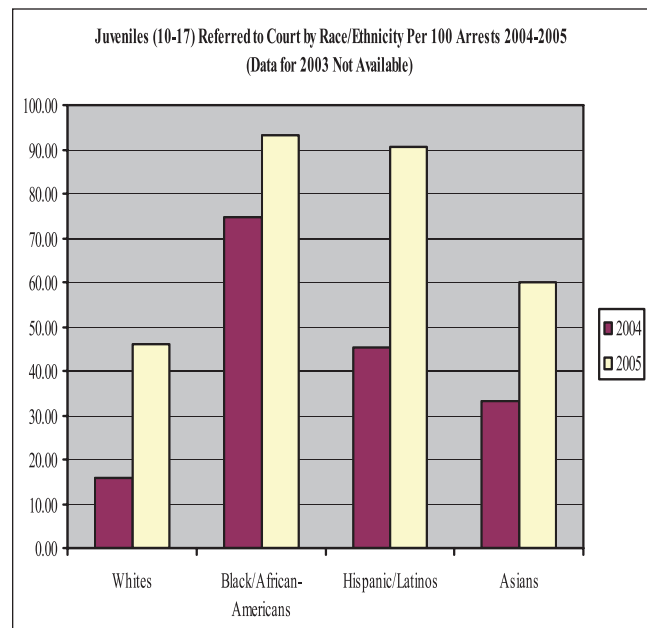
As part of the DMC process, a goal has been to collect better data on the number of juveniles "securely detained". Until recently, this has been one of the more difficult data elements on which to collect information. For purposes of DMC, data was collected for 2004 and 2005.

Figure 7. 2005 MPD Arrest of At Risk Population by Race and Ethnicity



Source: MPD Juvenile Arrest Data

Figure 8. Juveniles Referred to Court

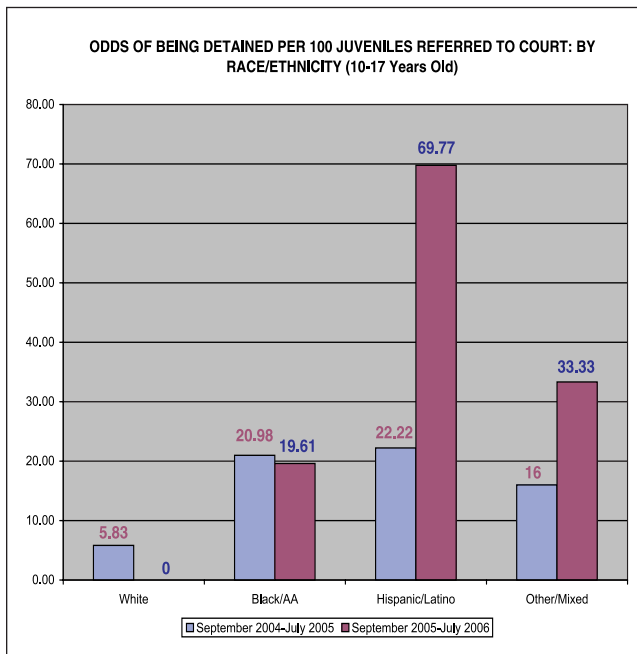


Source: MPD Juvenile Arrest Data

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Findings from this analysis show the odds of being placed in secure detention in 2005 for African Americans/Blacks were 19.61 out of 100 referrals, and for Hispanic/Latinos 69.77 out of 100 referrals. Among White juveniles, none were Securely Detained after Referral to Juvenile Court in 2005.

Figure 9. Odds of Being Detained per 100 Juveniles Referred to Court



Source: Court Social Services

In 2004, the rates of occurrence for secure detention per 100 referrals to Juvenile Court was 5.83 for Whites, 20.98 for African Americans/Blacks, 22.22 for Hispanic/Latinos.

Among other ethnic racial groups, none represented 1% of the juvenile population. It is important to point out that these rates are a function of the number of arrests and the number of referrals. Thus, as the number of arrests are reduced for any group, so is the number of referrals and the possibility of detention.

The District of Columbia is faced with various challenges that must be overcome before a significant reduction in DMC is achieved. All of the factors contributing to DMC have not been identified. Identifying factors that contribute to DMC (i.e., how does race and class privilege affect whether youth who exhibit certain behaviors penetrate the delinquency system) by engaging in a quality assessment and research requires not only high levels of data collection and analysis but also an in-depth conceptual understanding of complex DMC issues.

Incomplete and inconsistent data systems constitute another important barrier to DMC assessment and monitoring in the District of Columbia. Efforts are underway to develop a plan to help address some of these challenges.

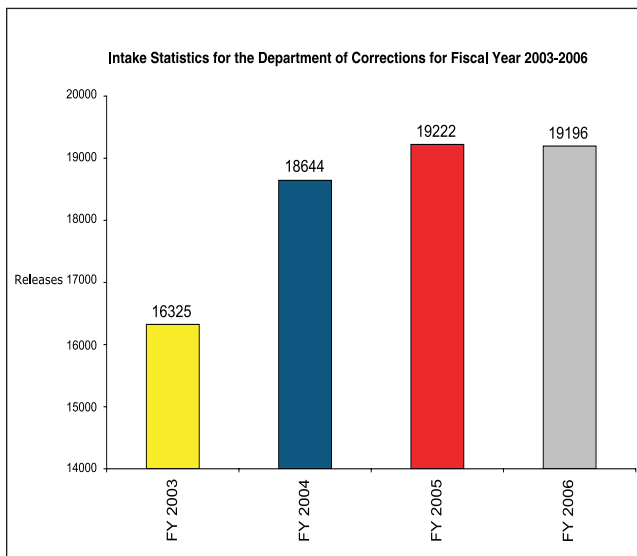
ReEntry

Background

Offender reentry is the process by which an individual re-establishes life patterns after release from prison. The term "reentry" summarizes many related events: reconnecting with family and friends; establishing employment and residence; addressing substance abuse; and finding ways to make a positive contribution to the community. In addition to improving individual and family life, successful reentry enhances public safety and reduces crime.

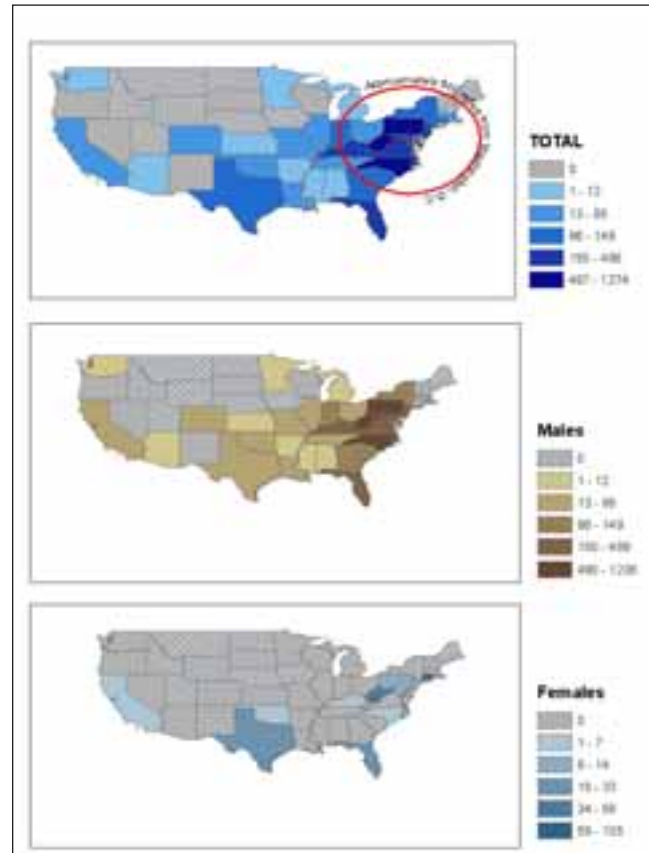
Chaired by Director Paul A. Quander Jr., CSOSA and Deputy Mayor Brenda Donald Walker, the CJCC Reentry Steering Committee coordinated efforts among agencies engaged in activities related to offender reentry in Washington, D.C. Each year, approximately 2,200 offenders are released from the Federal Bureau of Prisons and return to the District of Columbia. Regardless of whether they have post-release supervision obligations, these men and women face obstacles and barriers in establishing drug- and crime-free lives. The CJCC Reentry Steering Committee seeks to foster effective collaborations that provide returning offenders' access to services.

Figure 10. Release Statistics for the Department of Corrections for Fiscal Year 2003-2006



Source: DC Department of Corrections Facts and Figures January 2007

Figure 11. The Distribution of District of Columbia Inmates Housed in a BOP Facility by State and Gender



During the course of the past year, the Reentry Steering Committee engaged in a number of important reentry issues. A summary of these activities is described below.

Reentry Steering Committee Strategic Planning

- As a result of a day long strategic planning session held at the University of the District of Columbia (UDC) in June 2006, a proposed action plan that incorporated training/education; housing; treatment; and employment was completed. This plan was used to guide the work of the Steering Committee.
- The committee gathered data on DC's re-entrant (released six months - one year) population returning from prison or the Department of Corrections.

ReEntry

Pre-Release Planning

CSOSA continued to host Video-Conference Community Resource Days for offenders at the Rivers Correctional Institute in Winton, North Carolina, the BOP facility with the largest number of DC offenders (approximately 1,000 of more than 6,000 DC inmates). The video-conferences enabled DC-based housing, healthcare, employment and education providers to present information to soon-to-be released offenders.

The One Stop Service Reentry Center – Multi-Service Center for Reentrants in Washington, DC

The One Stop Service Reentry Center continued to operate and provide physical health and mental health screening and linkages as well as employment training and placement. In FY 2006, 363 medical referrals were made and 612 mental health assessments were conducted. It's co-location with the Department of Employment Services – Transitional Employment Program (TEP) has many advantages for returning offenders.

The co-location of case managers from CSOSA, DOH, and DMH in a one-stop-shop with employment training and placement on H Street, N.E. provided a much needed and easily accessible resource for previously incarcerated individuals returning from jail or prison to the city. The success of the employment training component is reflected in the following chart:

Table 3. Reentry One Stop Service Center Transitional Employment Program Statistics for Criminal Justice Coordinating Council

Total TEP Participants Enrolled:	1091
Total Male:	868 (79.6%)
Total Female:	223 (20.4%)
Subsidized Job Placements:	- 727 (76.8% of those eligible)
Unsubsidized Job Placements:	- 343 (36.3% of those eligible)
Retention (in unsubsidized employment):	
- 30-days:	93.6%
- 90-days:	79.9%
- 180-days:	71.2%
Program Completion (it generally takes 12-18 months to successfully complete):	103
Re-incarcerated:	49 (4.5%)

The Committee hopes to stabilize a location with a commitment on the part of local and federal agencies to continue to provide staff support from DMH, Department of Health (DOH), Department of Motor Vehicles (DMV), and Department of Employment Services (DOES) to this effort in 2007 and 2008.

Substance Abuse Treatment

In February 2006, CSOSA opened a 102-bed Reentry and Sanctions Center (RSC) at Karrick Hall, on the grounds of the former D.C. General Hospital. The RSC provides a 28-day assessment and treatment readiness program for high-risk offenders and defendants. This program is based on CSOSA's Assessment and Orientation Center program which has demonstrated success in reducing re-arrest among program graduates. Most individuals who complete the RSC program are discharged to inpatient treatment.

APRA, CSOSA, and the Pretrial Services Agency (PSA) are negotiating a Memorandum of Understanding (MOU) that coordinates the services these agencies provide. Completion of the universal screening MOU and protocol across APRA, CSOSA and PSA will keep offenders and defendants from having to go through duplicative screening processes for treatment. Specifically, the proposed MOU commits each party:

1. To use the same substance abuse screening tool. CSOSA will consider adopting the Global Assessment of Individual Need (GAIN) to assess clients. Previously, APRA used the GAIN. CSOSA uses a modified Addiction Severity Index (ASI).
2. To share data collected from the GAIN electronically in order to expedite the referral process.

Mental Health Services

DMH is also working on a universal referral form that can be used by PSA and CSOSA. In addition, efforts are underway to assign a DMH staff to work with CSOSA staff in the Re-entry and Sanctions Center.

ReEntry

DMH staff is currently in the DOC to connect inmates in need of services to one of the six core service agencies (CSAs) for mental health treatment upon their release. The jail diversion program, DC Linkage Plus offers continuity of care to DMH clients.

Family and Community Support

To assist parents who were previously incarcerated which resulted in child support payment arrears, planning began for a Fathering Court within the Superior Court of the District of Columbia, Family Court. Planning and coordination began in late 2006. A Grant application was submitted to the Bureau of Justice Administration to provide start-up funds with a special focus on fathers released from prison.

CSOSA's Recidivism Study

CSOSA's Office of Research and Evaluation (ORE) recently completed a study of supervision outcomes for offenders who were released from prison to terms of parole or supervised release during FY 2003. This study tracked outcomes over a 24-month period. CSOSA intends to release third year results in the Spring of 2007.

The overall approach was very similar to that used and reported by the Bureau of Justice Statistics (BJS), with two exceptions. First, while BJS tracks recidivism over three years, the quality and availability of data necessitated a two-year period for CSOSA's initial study. Second, BJS tracks recidivism within a cohort of offenders discharged from prisons in 15 states, but CSOSA tracked only offenders either adjudicated in D.C. Superior Court or transferred to Washington, D.C. via an Interstate Compact agreement.

Of those in the study, 64.5% of offenders in the cohort were arrested within the study period, 53% were arrested while under CSOSA supervision while the remainder of arrests occurred after the supervision period had ended. Arrests in various crime categories are summarized below:

Note: Offenders may have been arrested more than once.

- 37 % of the cohort were arrested for a public order offense.
- 35% of the cohort were arrested for a drug-related offense.
- 19 % of the cohort were arrested for a violent offense.
- 18 % of the cohort were arrested for a property offense.
- 7 percent of the cohort were arrested for another category of offense.

Offenders were twice as likely to be arrested for a public order or drug-related offense as for a violent or property offense.

Convictions. 35 % of offenders in the cohort were convicted of a new offense during the study period. Not all convictions led to revocation of release. Conviction for a minor offense, such as a traffic offense, may result in additional release conditions being imposed but not revocation of release.

Revocation. Parole or supervised release was revoked for 43% of offenders in the cohort during the study period. Revocation may occur with or without conviction for a new offense, and is most often related to drug use. While reasons for revocation were not available for the study cohort, analysis of FY 2005 parole revocations indicated that 65 % were related to drug use.

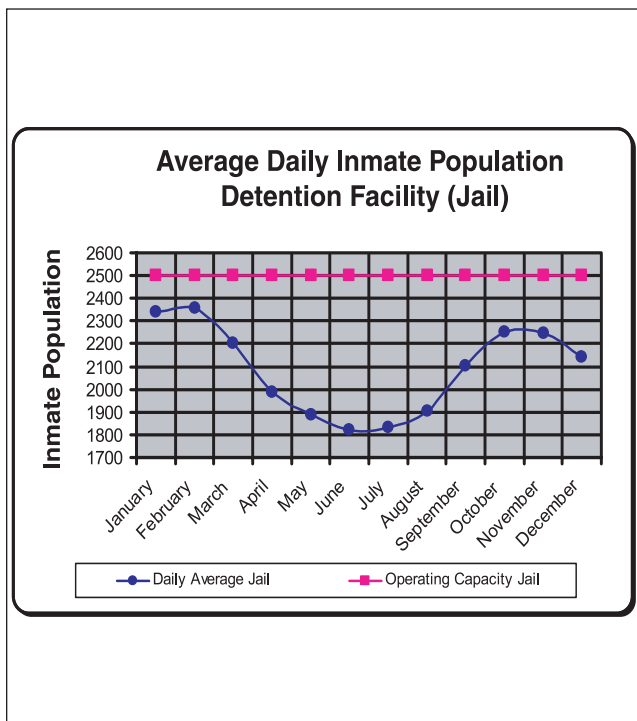
Detention Capacity and Options

Background

Overcrowding in the DC jail has been a longstanding concern in the city. When the jail population exceeds the jail's capacity it can lead to poor conditions for inmates and staff including: health hazards, staffing ratio and supervision challenges, safety hazards, and a strain on programs and services.

Various circumstances throughout the criminal justice continuum contribute to jail overcrowding. Special crime initiatives, seasonal crime rates and case processing all have an impact on the inmate population in the jail. For example, as a result of the crime emergency DOC's jail population increased substantially. These circumstances are not under the control of the jail, but, the resulting rise in the population must still be handled by the corrections personnel

Figure 12. Average Daily Inmate Population in the Jail



Source: DOC's Daily Population Report Analysis
January 2005 – December 2006

The Detention Capacity and Options committee has been reviewing the demographics and subgroups within the jail for a better understanding of programmatic needs and possible alternatives. The larger groups within the jail that warrant closer attention include: pretrial defendants, parole violators, and prisoners designated to go to the Federal Bureau of Prisons (BOP). Research was conducted to identify various best practices for pretrial alternatives to detention that could allow for an easing of jail crowding.

The CJCC recognized the importance of prevention and diversion as alternatives at the front-end of the criminal justice system. The two DCSC Community Courts provide a process at the front-end of the system that offers low level misdemeanants alternatives to jail. Both the **DC Misdemeanor and Traffic Community Court** and the **East of the River Community Court** work closely with stakeholders across agencies and organizations to strengthen the operational functioning of each court.

Current Trends in the DC Jail Population

CJCC commissioned a study at the request of the Detention Capacity Chair to provide an updated analysis of the current DC Jail Population. The report, which was completed by the JFA Institute, noted that the total number of DC residents now incarcerated in either the DOC or BOP facilities has increased by over 1,800 prisoners since 1995. During the same time, the *serious* crime rate has declined by nearly 50%. The total incarceration rate is now approximately 2,100 per 100,000 residents. The DC Jail attributes these increases to increases in the pretrial and parole violation populations. In addition, according to the report, the average length of stay (3.3 months) is excessive as compared to most other jurisdictions. The primary delays in the length of stay are attributed to pretrial defendants, parole violators and sentenced felons who are awaiting

Detention Capacity and Options

transfer to the BOP. As expected, persons charged with murder have the longest period of incarceration (over 21 months). This category is followed by sex, robbery, and burglary crimes (7-9 months). Parole violators are spending an average of six months of incarceration before being released or transferred to the BOP.

By way of comparison, the average length of stay for Houston, Phoenix, Los Angeles, Chicago and Baltimore are in the range of 25-60 days. If the DOC could achieve these lengths of stay, according to the report, the DOC population would decline by 50-60%, eliminating the need for more jail beds. The Detention Capacity Committee will follow up to determine other efforts to support the recommendations of the report.

Pretrial Systems and Community Options

This committee was chaired by Judge Harold Cushenberry, DCSC and Director Susan Shaffer, PSA. In 2006, the committee prioritized a focus on identifying and recommending the types of pretrial options and alternatives best suited to serve the city, and best suited for specific populations (e.g. dangerous offenders, low-level offenders). Data collection and analysis was conducted in support of cost effective correctional option programs that could be designed to either divert offenders from jail or to reduce the length of stay of offenders already incarcerated. Data collection also assisted in identifying and developing 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). Efforts were underway to review the diversion programs being used to determine effectiveness and strengthen protocols.

Community Courts

DC Misdemeanor and Traffic Community Court and East of the River Community Court

Community courts aim to strengthen neighborhoods, enhance public safety, improve defendants' lives by addressing the underlying problems that may lead them to commit crimes and increase the public's trust and confidence in the criminal justice system. In order to achieve these goals, community courts employ a problem solving approach with a strong emphasis on building partnerships among government agencies, social service providers, community groups and other community stakeholders.

The Superior Court's DC Misdemeanor and Traffic Community Court (DCMTCC) and the East of the River Community Court (ERCC) represent the combined efforts of the criminal justice system, local/federal government, and public/private agencies.

The goals of the DCMTCC are to:

- Improve public safety and the quality of life in Washington, DC through recidivism reduction and the performance of community service by defendants.
- Improve defendants' lives and accountability by linking defendants with social services to change antisocial and/or personally debilitating behavior.
- Increase public awareness of the DCMTCC and increase public trust and confidence in the court system.

The goals of the ERCC are to:

- Enhance the quality of life in neighborhoods East of the River through restitution and restorative justice.
- Improve accountability by linking defendants to community service and social services as needed.
- Forge and strengthen partnerships to solve neighborhood problems.
- Continue to enhance the operations and management of the East of the River Community Court.

Detention Capacity and Options

In Fiscal Year 2006, the ERCC completed its *Program Manual of Policies and Procedures*. In addition, the CJCC commissioned the Council for Court Excellence (CCE) to complete a needs assessment on the DCMTCC. Based on this study, CCE made the following recommendations to assist in the improvement of the DCMTCC.

- Add staff with social service skills dedicated to the DCMTCC through PSA or by hiring directly.
- Expand the number of social service assessments.
- Develop a comprehensive long term plan.
- The Office of the Attorney General (OAG) or DCMTCC Working Group should develop and implement protocols to track defendants and outcomes for each diversion program it administers.
- MPD and PSA should evaluate the benefits and costs of assigning Police Department Identification (PDID) numbers to all criminal defendants to track recidivism.
- Legislative amendments to eliminate or provide alternative sanctions to a mandatory fine for crimes of destitution.
- Re-examine trial scheduling for DCMTCC to better meet the courtroom caseload.

Expanded Jail Capacity

The DC Council approved \$2.4 million which was dedicated for detention capacity efforts in the fiscal year 2006 budget. This enabled the DOC to increase capacity through contracted bed space. Unfortunately this funding was not renewed in the 2007 budget.

Processing Parole/Mandatory/Supervised Release Violators

Because approximately one third of the jail population are parole violators, several initiatives were undertaken in 2006 which included the US Parole Commission (USPC). The number of parole violators in DC increased from 450 (August) to 622 (September). The increase was attributed in large part to the crime emergency.

Expedited Hearings

There are two processes that the USPC undertook in 2006 to decrease the amount of time an offender must remain in jail awaiting their final revocation hearing. The traditional expedited hearing process involves an offer which is made to the offender after the probable cause hearing and before the final revocation hearing which if accepted will eliminate the revocation hearing. This process takes an average of 60 days.

Advanced Consent Pilot

The Advanced Consent process was instituted in 2006 to move cases for inmates awaiting hearings out of the jail in a much quicker manner. An offer is made to the offender at the probable cause hearing for an Expedited Revocation Decision as opposed to an in person hearing. This process provides two options. 1. The Revocation Offense Severity is tentatively determined as a Category One or Two. The Salient Factor Score, the Guideline Range, credit toward the guideline range and added release conditions are determined by the Commission at a later time. This provides the parole violator the option to accept the Expedited Decision to revoke parole/mandatory release, or supervised release; forfeit all time spent on parole or mandatory release; and accept a parole date/term of imprisonment that will require not greater than the bottom of the guideline range, or at least 2 but not more than 5 months, as well as any special conditions. 2. The violator may also accept the offer to continue to expiration/maximum term. If either option is accepted the final hearing would be eliminated. This process impacts the jail census because it is designed to shorten the amount of time for decisions to be completed and completes the process soon after the probable cause, thereby decreasing the amount of jail time. The Parole Commission has agreed to continue this pilot and the Committee will continue to monitor the amount of time and number of parole violators in jail.

Detention Capacity and Options

Table 4. Processing Parole Revocations

The Commission's Information Systems Section provided the following data regarding the revocation processes from January 1, 2006 - December 31, 2006:

- I. Number of final decisions**
 - A. Total number of Notices of Action issued for persons arrested within the Metropolitan D.C. was 1,589.
 - B. The number of Notices of Action issued pursuant to the advanced consent process was 725 (45.6%)
 - C. The number of Notices of Action issued pursuant to other processes was 864 (54.4%)

- II. Processing Time for decisions**
 - A. Advanced Consent Cases took 32 days – median from the final date of the warrant's execution until the date that the final Notice of Action was issued.
 - B. Other processes took 64 days median from the date of the warrant's execution to the final revocation hearing.

Source: Case Operations Administrator, US Parole Commission

Video Hearings

The Commission also discussed probable cause hearings via video at the jail. This would also shorten the amount of time for parole violators to remain in jail during the revocation process. Space has been made available in the jail for video hearings. The USPC voted to implement this as a permanent procedure for the USPC. Adequate space and confidentiality are continuous challenges to this process.

Information Sharing

Background

The CJCC is committed to providing tools that enable the District's many justice agencies to function as a system. As early as 1997, the CJCC identified information technology integration as one of its top priorities. In 1998, a CJCC Working Group began "to develop policies, plans and a governance structure for the coordination, cooperative development, and administration of the city's justice information technology; to encourage consensus on information systems development issues; to insure complete communications compatibility; and to identify funding strategies..."

Recognizing the need for "...comprehensive management information through integrated information technology systems..." the Interagency Agreement established an Information Technology Advisory

Committee (ITAC) to serve as the governance body for system development.

(See <http://www.CJCC.dc.gov> – select "Information Technology Advisory Committee.")

The Interagency Agreement also established a set of guiding principles:

- Recognize the primacy of each justice agency mission.
- Facilitate collaborative solutions to justice information challenges.
- Commit to the quality and integrity of justice data.
- Implement effective data and system security.
- Respect the confidentiality of information and individual privacy.
- Establish system-wide standards, supported by common identifiers and positive identification.

Information Sharing

The mission of the ITAC is to advise and make recommendations to the CJCC on matters pertaining to the funding, development, operation, maintenance, and monitoring of a Justice Information System which will help improve public safety and related criminal and juvenile justice services for the District of Columbia residents, visitors, victims and offenders. The CJCC's Information Technology Liaison Officer (ITLO) serves as the facilitator, and manager of system development. The ITAC is chaired by DCSC Chief Judge King and DCSC Judge Hedge.

CJCC is tasked with being the conduit by which the District of Columbia's criminal justice agencies share data not only among themselves but also with any certified and approved criminal justice agency in the nation. The JUSTIS software application is providing a means of achieving this goal.

The objective is to supply secure, accurate, and timely data to the CJCC membership and participating criminal justice agencies. These objectives are being realized through the cooperation of the membership agencies. The membership has placed accurate data within the JUSTIS application so that, with the proper security credentials, other members can access vital decision making information. In 2006, the JUSTIS application was upgraded with the latest software technology to ensure less than a two second response time for any data inquiry.

CJCC is updating the service level agreement (SLA) among user agencies to reflect new standards and security. Included in the SLA will be an updated MOU between all member agencies that are sharing data.

A Data Quality Analysis (DQA) module is now in JUSTIS which helps to identify and correct any data whose accuracy is questionable. Member agencies are sent an e-mail notifying them that data entered into JUSTIS needs reviewing and verifying. The member agency can then correct or certify the data element and have an updated audit trail of the events leading to the correction or certification.

The Superior Court of the District of Columbia's juvenile data is now fully integrated into JUSTIS Phase IV. The screens and indexing algorithms are using the FAST indexing application which provides the same response time as the DCSC adult data portion of JUSTIS.

As mentioned earlier in this report, in 2006 JUSTIS access and training was provided to DC dispatchers for their work with MPD, EMS, and the Fire Department. In addition, a customized screen was developed for MPD (My-MPD) for use by detectives and in squad cars.

Plans are underway to further enhance JUSTIS in the following ways:

MY-JUSTIS SCREEN – A data screen that each agency can design to fit their needs. This concept will take into consideration the necessary security and viewing restrictions required so that any data an agency is not authorized to view will not be shown.

DCSC DOCUMENT IMAGE FEED will provide JUSTIS members several documents such as orders, pleas, motions, reports, etc. that can be viewed through the JUSTIS interface.

HARDWARE REPLACEMENT to upgrade JUSTIS with new servers and network storage appliances. CJCC will configure these new servers and technology for a more robust and redundant JUSTIS.

NATIONAL INSTITUTE OF STANDARDS AND TECHNOLOGY (NIST) SECURITY REVIEW – CJCC will undergo a NIST guideline security review to further upgrade the security processes.

Integration of Mental Health and Substance Abuse Services in Criminal Justice

Background

The need to provide services that work to prevent entry into the criminal justice system and jail diversion services to persons with serious mental illness or co-occurring mental health and substance abuse disorders (co-occurring disorders) has been recognized by Congress, state legislatures, mental health, substance abuse and criminal justice agencies across the nation. The number of persons with a serious mental illness or a co-occurring disorder arrested each year for misdemeanor and other “nuisance” and “quality of life” crimes has increased dramatically over the last 35 years. These increases have been caused by a number of factors including the closing and consolidating of psychiatric hospitals and community mental health centers, a lack of resources and more stringent laws. As community-based mental health services have dwindled or become more restrictive, police departments and corrections agencies have become the de facto service providers for this population.

Not only are the seriously mentally ill “over represented throughout the criminal justice system..., they are also incarcerated for longer periods of time and have higher rates of recidivism” (Kanapaux, 2002, p.2), in spite of the fact they tend to be non-violent, low-level offenders. Given these characteristics, they would be better served by the mental health or substance abuse agencies rather than the criminal justice system. Diverting individuals into accessible mental health treatment would enhance individual functioning and improve quality of life as well as reduce recidivism and allow redirection of time and other resources toward more serious offenders.

In 2004, the D.C. Office of Planning estimated there were almost 30,000 individuals with a mental health disorder in the District of Columbia, suggesting that one in 16 residents is living with a mental illness. For this reason, this is a major priority for the city. Moreover, nearly 64,000 residents (11% of the total population) have a serious drug or alcohol problem (D.C. Department of Health, 2001). Only two states

had higher rates of substance abuse (SAMHSA 2002). Conservative estimates of co-occurring disorders indicate that 26,000-41,000 residents (between 5% and 7%) of the District struggle with co-occurring mental health and substance abuse disorders (SAMHSA 2002).

In September 2005, the CJCC completed a study of data collected between August 9, 2005, and September 29, 2005 by the National Opinion Research Center. The study consisted of three weeks of recent arrestee interviews at each police district station during a four-hour daily shift. All arrestees present at each district station between 8:00 p.m. and 12:00 a.m. were provided an opportunity to participate. From a total population of 2,869 arrestees during the study period, 859 (30%) were approached about participating and 90 percent agreed to be screened. Of the arrestees who agreed to be screened, 30 percent responded positively to mental health and substance abuse questions, suggesting that 30 percent of arrestees exhibit some indication of a co-occurring disorder and should be approached for further assessment.

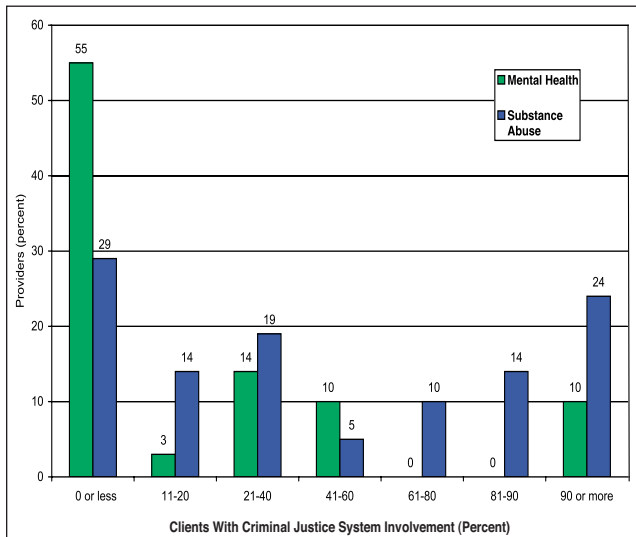
In 2005, the DCSC interviewed 578 defendants arrested on D.C. misdemeanor charges to determine their social service needs. Approximately 72% of those interviewed needed substance abuse services, 24.2% were in need of mental health services, and 11.2% were in need of both mental health and substance abuse services. According to the most recent data collected quarterly by the programs in DMH, a total 1,508 current consumers have or have had contact with the criminal justice system.

While official statistics are not available from the D.C. DOC, officials estimate approximately 33% of the jail population receives psychotropic medications and approximately 55%-60% receives other mental health services. Therefore, a significant part of the DOC budget is invested in services provided for those with mental illness. A large number of the jail population is homeless and mentally ill and would be in

Integration of Mental Health and Substance Abuse Services in Criminal Justice

need of mental health, substance abuse and other community services.

Figure 13. Percentage of Persons in the Criminal Justice System with Mental Health or Substance Abuse Issues by Provider (DMH)



Source: Addressing Co-occurring Mental Health and Substance Abuse Disorders in the Criminal Justice System, Urban Institute Report commissioned by the CJCC

Clearly the need to coordinate and improve service delivery to people with mental illness and co-occurring disorders in the criminal justice system requires a citywide effort across all agencies. The problems for this population occur all along the continuum of services. The resolution requires cooperation and collaboration to better utilize existing resources including developing cost effective strategies to divert people with mental illness and co-occurring disorders to appropriate community resources.

Substance Abuse Treatment and Mental Health Services Integration Taskforce (SATMHSI)

As a result of the aforementioned findings, the CJCC included mental health and co-occurring disorders among the six priorities it would undertake in fiscal

year 2006. To systematically address this issue, the CJCC's SATMHSI Taskforce was established and chaired by Deputy Mayor Brenda Donald Walker (Children, Youth, Families and Elders) and Director Susan Shaffer (Pretrial Services Agency). With the creation of the SATMHSI Taskforce, the CJCC began to develop and/or strengthen several initiatives necessary for defendants, offenders, and ex-offenders in the District who have a severe mental illness or co-occurring disorder.

During the spring of 2006, the SATMHSI Taskforce initiated interviews with several agencies and organizations that interact with justice-involved persons with mental illness and/or co-occurring disorders. As an outcome of these interviews, the Taskforce identified several gaps in the criminal justice system where individuals in this population may be overlooked and created a preliminary analysis of the gaps. This culminated in a Substance Abuse and Mental Health Roundtable that took place during the summer of 2006. The Roundtable involved the directors of the criminal justice, mental health and substance abuse agencies in the District. The principals of these agencies engaged in an in-depth discussion of the current issues facing this population and developed initiatives for improving these services. The agencies involved in the Roundtable included:

- The Criminal Justice Coordinating Council
- Court Services & Offender Supervision Agency
- DC Pretrial Services Agency
- Superior Court of the District of Columbia
- DC Department of Mental Health
- DC Department of Corrections
- DC Metropolitan Police Department
- U.S. Attorney's Office
- DC Office of the Attorney General
- DC Addiction Prevention and Recovery Administration
- DC Public Defender Service
- Deputy Mayor for Children, Youth, Families, and Elders

Integration of Mental Health and Substance Abuse Services in Criminal Justice

The SATMHSI Roundtable helped to identify several major areas that would be addressed to improve services for this population. They included: 1) enhancing the linkage to mental health services and substance abuse treatment; 2) electronically connecting mental health, substance abuse and criminal justice systems; 3) enhancing data collection for this population; and 4) defining or redefining the agreements among agencies that work with this population. To accomplish these objectives, four critical interception points between criminal justice and mental illness/substance abuse were identified in the criminal justice system: 1) arrest/pre-booking; 2) community supervision/treatment; 3) jail; and 4) post-release/aftercare.

Figure 14. Substance Abuse and Mental Health Roundtable



Linkages to Mental Health Services and Substance Abuse Treatment

In addition, there were several committees the CJCC members were working with regarding services for District residents with mental illness or co-occurring disorders. The Taskforce identified these efforts so their work could be combined and integrated into a systemic approach. The following reflects the work that was undertaken in collaboration with the existing committees.

The Mental Health/Police Collaboration group began examining the procedures for mental health, medical, and criminal justice interaction with a person displaying symptoms of mental illness or a co-occurring

disorder during the pre-arrest time period. The group involves the DMH, MPD, APRA, CSOSA, OAG, Office of Police Complaints (OPC), Comprehensive Psychiatric Emergency Program (CPEP), PSA, and CJCC. To improve the initial/pre-arrest contact and develop or build upon a model to replace unnecessary arrests with appropriate diversion to mental health services and/or substance abuse treatment requires MPD and DMH to focus on a protocol for intercepting persons in this population at the point of police contact. MPD and DMH's Homeless Outreach Team (HOT) have created a pilot project for a co-response to MPD calls for service involving the mentally ill homeless population. This model will be reviewed to assess the possibility of expanding and replicating it.

Substance Abuse and Mental Health Electronic Interface

The criminal justice, substance abuse, and mental health agencies in the District have been at a disadvantage with regards to data sharing. There are a variety of systems used to process and store data in each agency, which makes data sharing difficult. This group was developed as a subcommittee of the SATMHSI Taskforce to recommend a process for the permissible sharing of data among the DMH, APRA, DOC, PSA, CSOSA, and CJCC. To overcome the difficulties that have long been associated with data sharing among these agencies, a workgroup was formed to explore the feasibility of developing an electronic interface that would provide an application designed for the sharing of information. The group continues to work on determining the content of the interface and the legal limitations that must be considered. Sharing data across agencies for this population of clients is constrained by agency policies and statutory protections. These barriers must be carefully investigated to dispel superficial obstructions and enhance effective interagency case management and communication while still protecting client confidentiality.

Integration of Mental Health and Substance Abuse Services in Criminal Justice

Data Collection Workgroup

Initial data collection has centered on the high volume of cases that are presented in the DCMTCC that need to be screened to determine whether a full substance abuse and mental health assessment is necessary. Unfortunately, the staff/client ratio between the court's interviewers and the daily number of defendants who need to be screened is insufficient. Consequently, there are a limited number of defendants that get screened regularly. The DCSC has been collaborating with OAG, and DMH in an effort to improve data collection and analysis in the DCMTCC. The DCMTCC has met to discuss the data that should be collected, and is currently restructuring a committee to address the collection, analysis, and reporting of data in this court. The focus of this data effort has been collecting and reporting the number of cases that come before the court and the need for substance abuse and mental health assessments of defendants. Another concern of this committee will be identifying a process for seeking funding opportunities to support their efforts.

The Pretrial Systems and Community Options Committee has also been compiling data on the clients who are seen in the ERCC to determine referral outcomes. Some of this data collection may result in providing information on the number of clients referred to treatment for mental illness or co-occurring disorders. Data collection protocol is being further refined to improve the integrity for analysis and to help determine follow up treatment.

Agency Agreements

Continuity of care upon release by the courts and the criminal justice system requires effective case management, follow-up treatment and a commitment by the service providing agencies to craft treatment options that meet the unique needs of these individuals. Agency policies and practices are being reviewed to identify access points that can be

enhanced. The Jail Diversion and Linkages Workgroup focuses on the linkage to services for offenders and ex-offenders with a mental illness or co-occurring disorders. The workgroup is currently monitoring the linkage to the mental health and medical services of Unity Healthcare for inmates in the DC Jail. This workgroup is monitoring the agreement between DOC and DMH in which DMH has identified five of its Core Service Agencies (CSAs) and two Assertive Community Treatment (ACT) teams to provide liaisons within the jail. These CSAs and ACT teams are committed to accepting offenders and ex-offenders into the service programs, which is a major accomplishment for the District's mental health and criminal justice systems. These liaisons will ensure linkage to their CSA or ACT teams so that every inmate with a serious and persistent mental illness or co-occurring disorder is linked to services upon release.

In addition, the DMH is readdressing a MOU in which it partners with PSA and the CSOSA to provide training for the mental health Core Service Agencies. PSA and CSOSA have developed a training curriculum for the DMH CSAs to provide them with a better understanding of how these systems operate. This training is an effort to improve services for DMH consumers and reinforce the mental health efforts within each agency. DMH has organized an effort for the criminal justice agencies to provide this training to certain CSAs and more training will follow.

CSOSA, PSA and APRA have drafted an MOU which will state their agreement to utilize the same substance abuse screening tool – most likely the Global Assessment of Individual Needs—Quick (GAIN-Q). The use of one screening tool across agencies has been undertaken to reduce redundancy in screening defendants, offenders, and ex-offenders for substance abuse problems. Currently both APRA and CSOSA are using versions of the GAIN assessment tool, and PSA is considering using the GAIN-Q.

Integration of Mental Health and Substance Abuse Services in Criminal Justice

Justice and Mental Health Collaboration Grant (BJA Grant 2006)

The CJCC formed a partnership with the Department of Mental Health Services to apply for the Department of Justice, **Justice and Mental Health Collaboration Program Grant** from the Bureau of Justice Assistance, Office of Justice Programs. The agencies received a grant award to develop a strategic plan for the mentally ill and dually diagnosed in the criminal justice system. This planning process fits well with the goals of the Taskforce and provides funds for technical assistance to help with the strategic planning and implementation process. The primary goal of this effort is to create a strategy and implementation plan for criminal justice, mental health and substance abuse agencies in the District, to improve services to this population, to enhance requests for funding opportunities; and to provide a unified and streamlined approach to effectively serve this population. There must be clear and reliable commitments across agencies regarding the responsibilities and services that will be undertaken. Because of the limited funding available to DMH and APRA, meeting the needs of the criminal justice system must be realistically assessed and incorporated into structures with limited resources. Therefore, federal and local agencies must assess their funding streams and agree on targeting segments of the population with the treatment dollars available in each agency.

The Gap Analysis

A report was commissioned by the CJCC with Georgetown University to provide a gap analysis and recommendations using stakeholder input and other related documents. This report entitled, **"The Interface of Mental Illness and the Criminal Justice System in the District of Columbia: Analysis and Recommendations"**, provided a valuable backdrop for the work of the Taskforce and the strategic planning process. The report provided recommendations that addressed integrated approaches for addictive disorders and other mental illnesses throughout the interception points within the criminal justice system. These recommendations will be integrated into the strategic plan.

Grants Planning

Background

The Grants Planning Committee (GPC) serves as the State Advisory Group for Department of Justice and other public safety grants.

This Committee seeks to:

- Direct grant resources to District public safety priorities.
- Identify resource and programmatic gaps.
- Evaluate existing programs/ grantees for impact on the District's public safety priorities.
- Foster the sustainability and reliability, and adaptability of programs that exemplify best practices and evidenced based approaches.

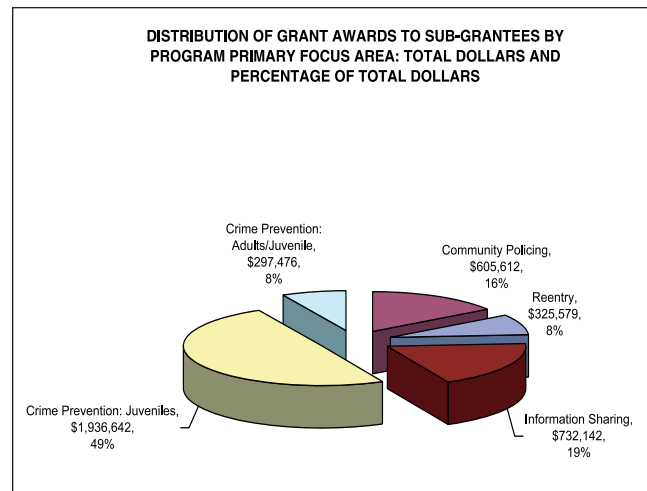
2006 Office of Justice Grants Administration Sub-grantee Evaluation

The Office of Justice Grants Administration (JGA) is a unit of the District of Columbia government located within the Executive Office of the Mayor. JGA is responsible for administering many of the federal grants received by the District from the Office of Justice Programs (OJP) and Department of Justice (DOJ). Included among the programs administered by JGA are the Edward Byrne Memorial Grant (Byrne) the Local Law Enforcement Block Grant (LLEBG) and the Justice Assistance Grant (JAG).

Evaluating funded programs and the process for funding these programs is part of JGA's mission in support of the District's efforts to reduce crime and improve the quality and security of citizen's lives. The evaluation process promotes the administration's policy of assisting programs that are highly effective and innovative by measuring performance and identifying successes.

Twenty-four Public Safety projects were funded by Justice Grants Administration in 2005-2006. The total value of these funded projects was approximately \$3,879,950.

Figure 15. Distribution of Grant Awards to Sub-grantees



Source: Evaluation Report 2005-2006 Office of Justice Grants Administration, CJCC

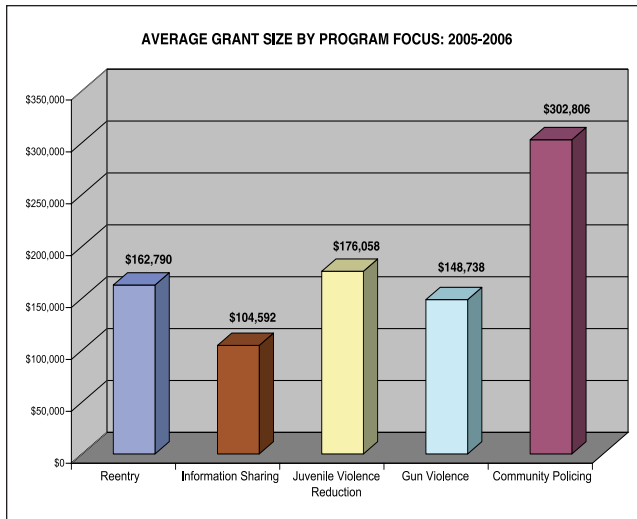
A look at the distribution of grant awards by priority area and percentage of dollars shows that the greatest emphasis was placed on programs targeting Crime Prevention. Forty-nine percent (49%) of the grant dollars (\$1,936,642) were awarded to programs whose primary focus was Crime Prevention among Juveniles. Eight percent (8%) of the total dollars awarded went to programs whose primary focus was overall Crime Prevention. The combined total dollars awarded to Crime Prevention programs were (\$2,234,118), making up 57% of all dollars awarded.

Programs focused on Information Sharing received 19% of the awarded dollars for a total of \$732,142. Community Policing followed with \$605,612 or 16% of the total awards. Re-entry received a total of \$325,579 (8%) of grant dollars awarded.

Figure 15 above, shows the distribution of grant dollars (dollar value and percent of dollars) based on the sub-grantees primary programmatic focus.

Grants Planning

Figure 16. Average Grant Size by Program Area



Source: Evaluation Report 2005-2006 Office of Justice Grants Administration, CJCC

The average award by program focus ranged from \$104,000 for Information Sharing to nearly \$303,000 for Community Policing. Juvenile Violence Reduction was at the mid level with an average program award of \$176,058 across eleven grants.

Technical Assistance and Training

Sub-grantee Technical Assistance and Training consisted of the following opportunities for Sub-grantees:

- Project Development and Implementation Training offered by the Bureau of Justice Assistance;
- Community Based Organization (CBO) Grant Writing Triathlon provided by the Office of Partnerships and Grant Development (OPGD);
- OPGD's 8th Annual Public-Private Partnership Conference held at George Washington University's Cloyd Heck Marvin Center; and
- Evidenced Based Leadership Retreat hosted by the Safe Schools/ Healthy Students Initiative Steering Committee at the Georgetown University Center for Child and Human Development.

Sub-grantees were encouraged to take advantage of these events to strengthen the capacity in the DC community to support public safety priorities.

Capacity Development

To improve the capacity of the grantees, the following recommendations were made as a result of the Sub-grantee Evaluation:

- Require all sub-grantees to include evaluation plans in their application. A standardized set of measures should be developed for use across programs.
- Extend the evaluation period as a condition of the grant award to allow the investigation to continue after the scheduled program's completion date.
- Fund fewer programs in order to increase the value and duration of grant awards to those programs which are funded.
- Nurture new and promising programs so they can be strong providers in the future.
- Fund programs in a manner that either systematically provides a continuum of care or concentrates heavily on a particular problem or issue.
- Provide technical assistance and professional development to as many community based organizations as possible to increase capacity.
- Identify a common core set of variables that can be measured across all Sub-grantees.
- Develop a core data instrument for use in the evaluation of CJCC grants.
- Encourage projects to develop and implement an automated data tracking system.
- Elevate the importance of the evaluation in project activities.
- Create an environment that allows for more rigorous evaluation.
- Require projects that address high-risk youth to include some common core interventions across programs.
- Target one community with all the projects for a two-three year period.
- Focus on sustainability by creating bridges with non-governmental funders.

Statistical Analysis Center

Background

The CJCC houses the DC Statistical Analysis Center (SAC) which executes critical criminal justice related research, analysis and development. Activities are designed to enhance the District's system-wide planning and implementation capabilities with regards to criminal justice and public safety. The SAC was established under the CJCC in the spring of 2001 by Mayoral Executive Order to provide a division dedicated to the collection, analysis, and dissemination of information about the criminal justice system.

The SAC's goals are to improve the current system of performance measurement, data collection, processing and analysis in addition to detecting patterns or trends in criminal justice and public safety. The SAC also seeks to implement a theoretical methodology for measures/indicators selected for forecasting patterns in crime and other public safety indices in the District at the city-wide level as well as at the neighborhood level.

The following reports have been completed under the SAC:

[Current Trends in the District of Columbia Jail Population](#)

[An Analysis of Ten Years of Juvenile Arrests](#)

[Evaluations of the Justice Grants Administration's Grant Process and Grant Recipients 2004-2006](#)

[US Parole Commission Recidivism Study Phase I](#)

[Violent Crime Case Review Project](#)

[Addressing Co-occurring Mental Health and Substance Abuse Disorders in the Criminal Justice System: Guiding Principles and DC Practices](#)

[The State of Justice in DC](#)

[Superior Court of the District of Columbia East of the River Community Court Program Manual of Policies and Procedures](#)

[Needs Assessment of the DC Misdemeanor and Traffic Court of the Superior Court of the District of Columbia](#)

[CJCC Annual Reports 2001-2005](#)

[DC Superior Court Medical Alert Protocol Report](#)

[Testing a Universal Screener for Mental Health and Substance Abuse Indicators among Arrestees in the District of Columbia](#)

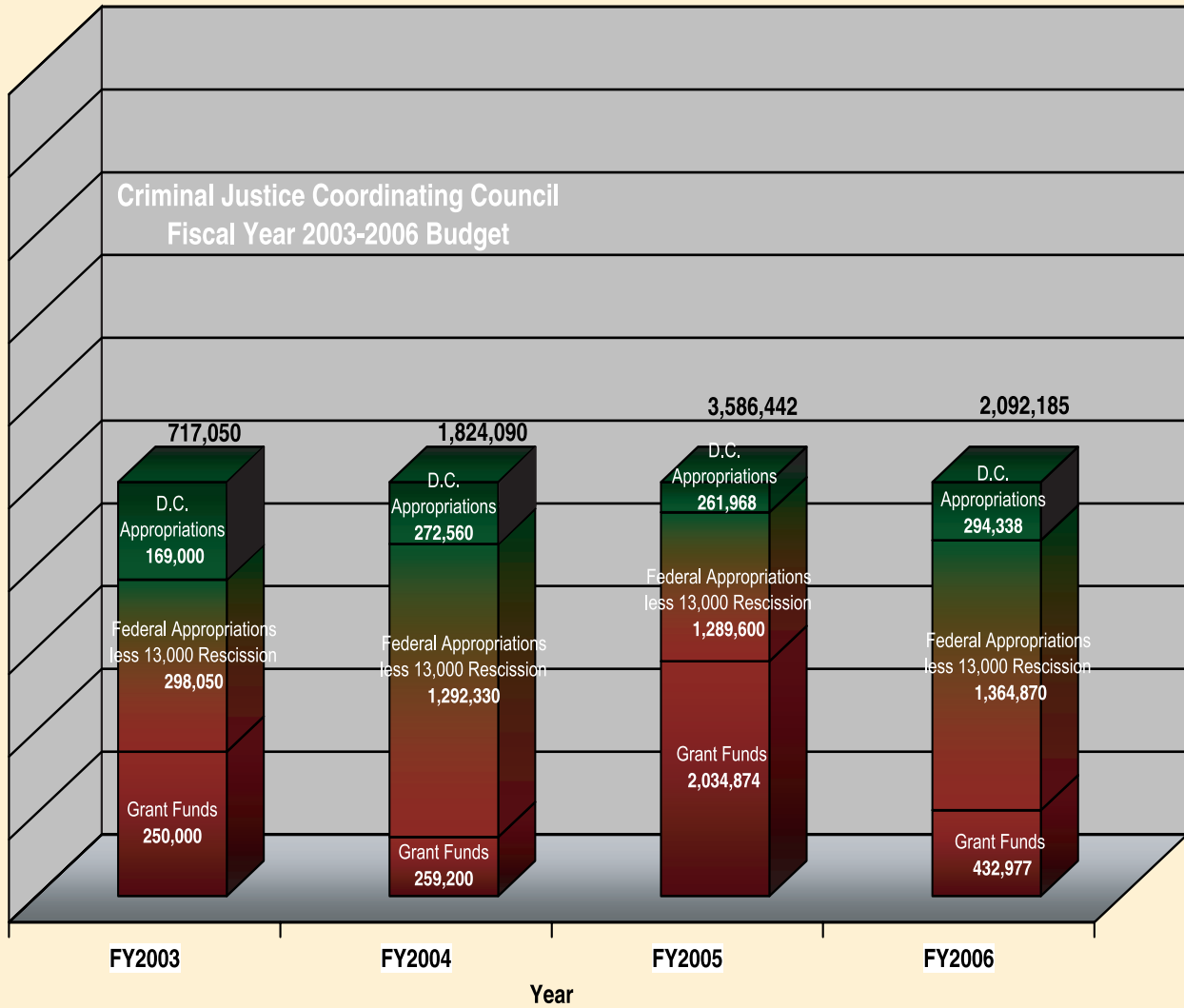
[The Interface of Mental Illness and the Criminal Justice System in the District of Columbia: Analysis and Recommendations](#)

Centralizing juvenile and criminal justice data analysis across agencies is an important function that will move the city towards better management of these populations and support effective program development. The CJCC as the designated SAC for the District of Columbia is committed to continue cross system research, evaluation and analysis.

Budget

CRIMINAL JUSTICE COORDINATING COUNCIL

FISCAL YEAR 2003 – 2006 BUDGET



Goals For FY 2007 - 2008

During the Annual Strategic Planning Session the CJCC members recommended the following priorities for 2007-2008:

- 1. Juvenile Crime Prevention**
- 2. Information Sharing**
- 3. ReEntry**
- 4. Gun Violence Reduction**
- 5. Substance Abuse/Mental Health Services**
- 6. Detention Capacity and Options**
- 7. Grants Planning**
- 8. Papering Reform**

Glossary

ACT	ASSERTIVE COMMUNITY TREATMENT	ITLO	INFORMATION TECHNOLOGY LIAISON OFFICER
APRA	ADDICTION PREVENTION AND RECOVERY ADMINISTRATION	ITSO	INFORMATION TECHNOLOGY SECURITY OFFICER
ASI	ADDICTION SEVERITY INDEX	JAG	JUSTICE ASSISTANCE GRANT
AUSA	ASSISTANT U.S. ATTORNEY	JDAI	JUVENILE DETENTION ALTERNATIVES INITIATIVE
BJA	BUREAU OF JUSTICE ASSISTANCE	JGA	JUSTICE GRANTS ADMINISTRATION
BJS	BUREAU OF JUSTICE STATISTICS	JJDP ACT	JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT
BOP	FEDERAL BUREAU OF PRISONS	JUSTIS	JUSTICE INTEGRATED INFORMATION SYSTEM
CBO	COMMUNITY BASED ORGANIZATION	MOU	MEMORANDUM OF UNDERSTANDING
CPEP	COMPREHENSIVE PSYCHIATRIC EMERGENCY PROGRAM	MPD	METROPOLITAN POLICE DEPARTMENT
CCE	COUNCIL FOR COURT EXCELLENCE	NAACP	NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE
CJCC	CRIMINAL JUSTICE COORDINATING COUNCIL	NCIC	NATIONAL CRIMINAL INFORMATION CENTER
CSA	CORE SERVICE AGENCIES	NIST	NATIONAL INSTITUTE OF STANDARDS AND TECHNOLOGY
CSOSA	COURT SERVICES AND OFFENDER SUPERVISION AGENCY	OAG	OFFICE OF THE ATTORNEY GENERAL
DCMTCC	DC MISDEMEANOR AND TRAFFIC COMMUNITY COURT	OJP	OFFICE OF JUSTICE PROGRAMS
DMC	DISPROPORTIONATE MINORITY CONTACT	OJJDP	OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION
DMH	DEPARTMENT OF MENTAL HEALTH	OPGD	OFFICE OF PARTNERSHIPS AND GRANT DEVELOPMENT
DMV	DEPARTMENT OF MOTOR VEHICLES	ORE	OFFICE OF RESEARCH AND EVALUATION
DOC	DC DEPARTMENT OF CORRECTIONS	PDID	POLICE DEPARTMENT IDENTIFICATION
DOES	DEPARTMENT OF EMPLOYMENT SERVICES	PDS	PUBLIC DEFENDER SERVICE
DOH	DEPARTMENT OF HEALTH	PINS	PERSONS IN NEED OF SUPERVISION
DOJ	DEPARTMENT OF JUSTICE	PSA	PRETRIAL SERVICES AGENCY
DQA	DATA QUALITY ANALYSIS	RFP	REQUEST FOR PROCUREMENT
DSO	DEINSTITUTIONALIZATION OF STATUS OFFENDERS	RRI	RELATIVE RATE INDEX
ERCC	EAST OF THE RIVER COMMUNITY COURT	RSH	REENTRY AND SANCTIONS CENTER
ESS	SONIC ENTERPRISE SERVICE BUS	SAC	STATISTICAL ANALYSIS CENTER
FSS	FUGITIVE SAFE SURRENDER	SATMHSI	SUBSTANCE ABUSE TREATMENT AND MENTAL HEALTH SERVICES INTEGRATION TASK FORCE
GAIN	GLOBAL ASSESSMENT OF INDIVIDUAL NEED	SLA	SERVICE LEVEL AGREEMENT
GAIN-Q	GLOBAL ASSESSMENT OF INDIVIDUAL NEED - QUICK	UDC	UNIVERSITY OF THE DISTRICT OF COLUMBIA
GAO	US GOVERNMENT ACCOUNTABILITY OFFICE	USAO	UNITED STATES ATTORNEY'S OFFICE
GPC	GRANTS PLANNING COMMITTEE	USMS	UNITED STATES MARSHALS SERVICE
GPS	GLOBAL POSITIONING SYSTEMS	USPC	UNITED STATES PAROLE COMMISSION
HOT	HOMELESS OUTREACH TEAM		
ITAC	INFORMATION TECHNOLOGY ADVISORY COMMITTEE		



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