

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
EXECUTIVE OFFICE OF THE MAYOR  
OFFICE OF VICTIM SERVICES AND JUSTICE GRANTS



February 14, 2020

The Honorable Charles Allen  
Chairperson  
Committee on the Judiciary and Public Safety  
Council of the District of Columbia  
1350 Pennsylvania Ave. NW  
Washington, DC 20004

Dear Chairperson Allen:

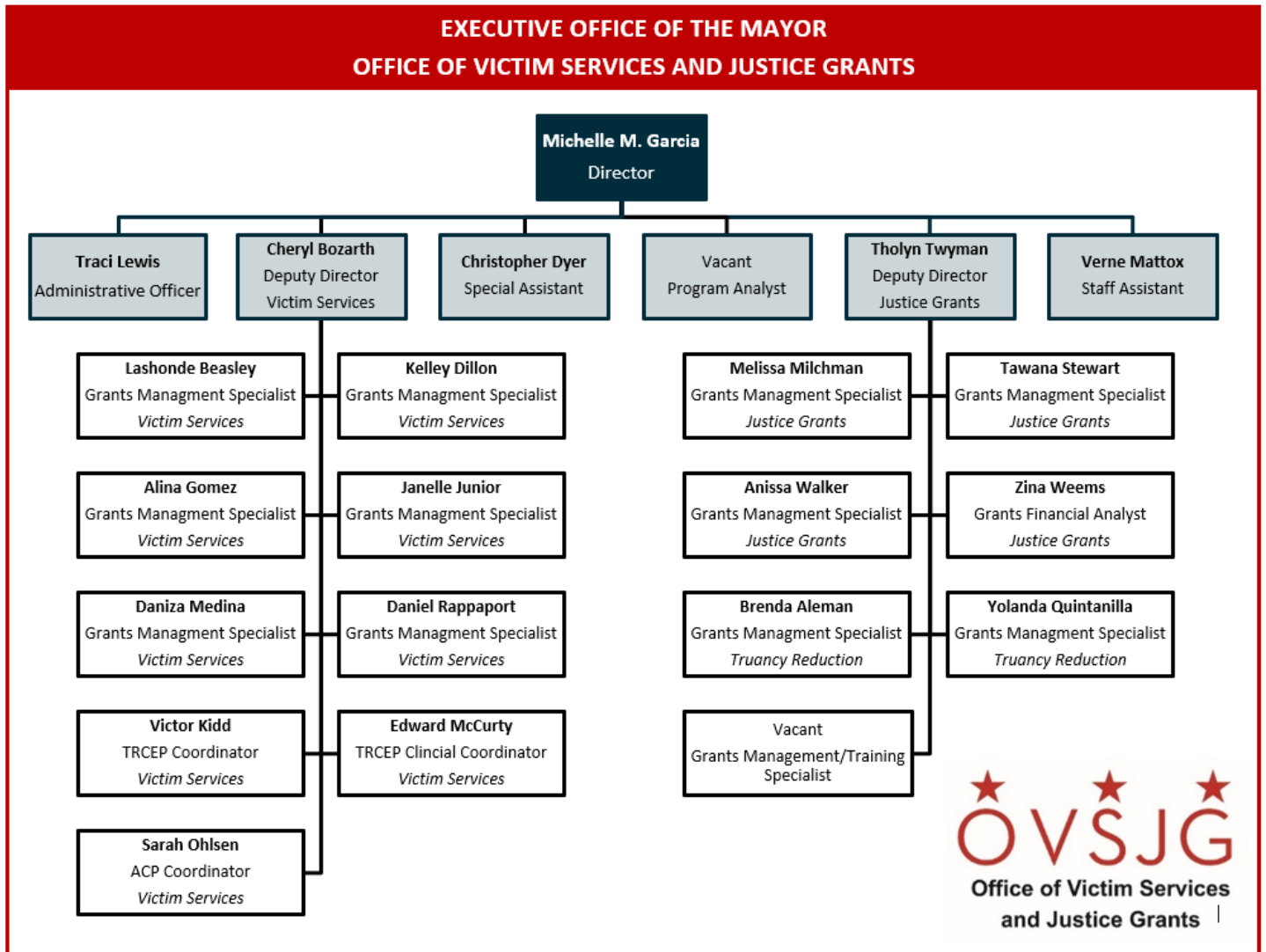
In response to the Committee's letter dated December 23, 2019 please find the Office of Victim Services and Justice Grants responses to your questions in relation to the agency's performance oversight hearing. Please do not hesitate to let me know if I can provide any additional information or documentation.

Sincerely,

Michelle M. Garcia  
Director

**General Questions**

1. Please provide a current organizational chart for the agency, including the number of vacant, frozen, and filled positions in each division or subdivision. Include the names and titles of all senior personnel, and note the date that the information was collected on the chart.



As of January 22, 2020

- a. Please provide an explanation of the roles and responsibilities of each division and subdivision.

The mission of the Office of Victim Services and Justice Grants (OVSJG) is to develop, fund, and coordinate programs that improve public safety; enhance the administration of justice; and create systems of care for crime victims, youth, and their families in the District.

OVSJG is comprised of two divisions: Victim Services and Justice Grants, which includes our truancy reduction program. The Victim Services division coordinates

efforts to ensure that victims of all crimes in the District have access to services to assist with their healing and navigate District systems of response and care, cultivates effective interventions in response to crime, and promotes programs designed to prevent victimization. Additional responsibilities include administering the Address Confidentiality Program, coordinating the Trauma Response/Community Engagement Program, coordinating the District's Hospital-based Violence Intervention Program, serving as the State Administering Agency for federal formula funds from the U.S. Department of Justice Office for Victims of Crime and Office on Violence Against Women; and providing advice and counsel to the Executive on best and emerging practices in victim services.

The Justice Grants division coordinates efforts to provide a continuum of care for incarcerated and returning citizens, enhance the administration of justice for adults and juveniles, prevent juvenile delinquency, and reduce truancy. Additional responsibilities include serving as the State Administering Agency for federal formula funds from the U.S. Department of Justice Bureau of Justice Assistance, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention; and providing advice and counsel to the Executive. The truancy reduction subdivision includes the Show Up, Stand Out truancy reduction program for elementary and middle schools, and the high school truancy reduction pilot project.

Additionally, OVSJG administers the Private Security Camera Incentive Program and the Unjust Conviction and Imprisonment Compensation Program.

**b. Please provide a narrative explanation of any changes to the organizational chart made during the previous year.**

Five new positions were added: the Deputy Director for Justice Grants, the Trauma Response/Community Engagement Program Coordinator, the Trauma Response/Community Engagement Program Clinical Coordinator, and two Grants Management Specialists.

**2. Please provide a current Schedule A for the agency which identifies each position by program and activity, with the employee's title/position, salary, fringe benefits, and length of time with the agency. Please note the date that the information was collected. The Schedule A should also indicate if the position is continuing/term/temporary/contract or if it is vacant or frozen. Please separate salary and fringe and indicate whether the position must be filled to comply with federal or local law.**

Funding Agency: F00									
1/24/2020									
Appropriation Year: 20									
Program	Activity	Title	Salary	Fringe	OVSJG Hire Date	Time in Agency	Reg/Temp/ Term	Federal/Local Law Mandated	
	1090	1000	Director	150,468.51	33,704.95	12/21/2015	4 Years	Reg	
	1090	1000	Administrative Officer	133,537.00	29,912.29	4/3/2003	16 Years	Reg	
	1090	1000	Staff Assistant	75,362.01	16,881.09	1/9/2017	2 Years	Reg	
VACANT	2010	2000	Program Analyst					Reg	
	2010	2000	Deputy Director for Justice Grants	107,843.60	24,156.97	6/24/2019	6 mos	Reg	
	2010	2000	Grants Management Specialist	104,569.00	23,423.46	1/6/2019	1 Year	Reg	Local Mandate
	2010	2000	Special Assistant	103,321.71	23,144.06	2/2/2015	4 Years	Reg	
	2010	2000	Grants Management Specialist	98,947.00	22,164.13	4/29/2019	8 mos	Reg	
	2010	2000	Grants Financial Analyst	93,325.00	20,904.80	11/26/2018	1 Year	Reg	
VACANT	2010	2000	Grants Management Specialist					Reg	
	4010	4000	Deputy Director for Victim Services	129,411.26	28,988.13	11/13/2018	1 Year	Reg	
	4010	4000	Grants Management Specialist	116,937.00	26,193.89	2/20/2007	12 Years	Reg	
	4010	4000	Grants Management Specialist	116,937.00	26,193.89	4/13/2009	10 years	Reg	
	4010	4000	Grants Management Specialist	98,947.00	22,164.13	7/13/2015	4 Years	Reg	
	4010	4000	TRCEP Clinical Care Coordinator	96,136.00	21,534.46	1/21/2020	0 mos	Reg	
	4010	4000	TRCEP Program Coordinator	96,136.00	21,534.46	1/21/2020	0 mos	Reg	
	4010	4000	Grants Management Specialist	93,325.00	20,904.80	10/17/2016	3 Years	Reg	
	4010	4000	Grants Management Specialist	90,514.00	20,275.14	9/4/2018	1 Year	Reg	
	4010	4000	Grants Management Specialist	90,514.00	20,275.14	11/2/2014	5 Years	Reg	
	4020	2000	ACP Program Coordinator	85,570.00	19,167.68	7/15/2019	6 mos	Reg	Local Mandate
	5010	5000	Grants Management Specialist	96,136.00	21,534.46	9/8/2015	4 Years	Reg	
	5010	5000	Grants Management Specialist	87,703.00	19,645.47	6/10/2019	6 Mos	Reg	

**3. Please list all employees detailed to or from your agency during FY19 and FY20, to date. For each employee identified, please provide the name of the agency the employee is detailed to or from, the reason for the detail, the date of the detail, and the employee’s projected date of return.**

Tholyn Twyman was detailed from the Department of Corrections to OVSJG from 6/24/2019 - 9/30/2019 until the position could be transferred to OVSJG. The employee will remain at OVSJG.

**4. Please provide the Committee with:**

- a. A list of all vehicles owned, leased, or otherwise used by the agency and to whom the vehicle is assigned, as well as a description of all vehicle collisions involving the agency’s vehicles in FY19 and FY20, to date; and**

OVSJG does not own or lease any vehicles.

- b. A list of travel expenses, arranged by employee for FY19 and FY20, to date, including the justification for travel.**

FY2019				
STAFF	TITLE	DATES OF TRAVEL	PURPOSE	TOTAL COST
Brenda Aleman	Grants Management Specialist	4/23/19 - 4/25/19	NGMA's Annual Grants Training	\$ 920.00

Brenda Aleman	Grants Management Specialist	6/19/19 - 6/21/19	Coalition for Juvenile Justice Annual Conference	\$ 495.00
Cheryl Bozarth	Deputy Director for Victim Services	12/19/18 - 12/22/18	Site Visit - Community Based Violence Intervention and Trauma Services	\$ 963.34
Cheryl Bozarth	Deputy Director for Victim Services	2/27-19 - 2/28/19	SASP Administrators Regional Meeting	\$ 823.96
Cheryl Bozarth	Deputy Director for Victim Services	6/18/19 - 6/19/19	The Emerging Science of Violence Prevention Conference	\$ 769.63
Cheryl Bozarth	Deputy Director for Victim Services	8/20/19 - 8/23/19	National Sexual Assault Conference	\$ 1,251.35
Daniel Rappaport	Grants Management Specialist	6/18/19 - 6/19/19	The Emerging Science of Violence Prevention Conference	\$ 934.68
Daniza Medina	Grants Management Specialist	12/14/18 - 12/15/18	National Association of VOCA Assistance Administrators Peer to Peer Meeting	\$ 982.72
Daniza Medina	Grants Management Specialist	5/13/19 - 5/16/19	VOCA Administrator Peer-to-Peer Meeting	\$ 1,551.76
Daniza Medina	Grants Management Specialist	8/12/19 - 8/15/19	National VOCA Conference	\$ 1,428.06
Kelley Dillon	Grants Management Specialist	8/20/19 - 8/23/19	National Sexual Assault Conference	\$ 1,351.08
Lashonde Beasley	Grants Management Specialist	11/29/18 - 11/30/18	Grants Management Training	\$ 565.00
Lashonde Beasley	Grants Management Specialist	4/23/19 - 4/27/19	NGMA's Annual Grants Training & NBoK Training	\$ 1,539.00
Mary Abraham	Grants Management Specialist	10/29/2018	Governor's Grants Training Conference	\$ 129.00
Melissa Milchman	Grants Management Specialist	6/19/19 - 6/21/19	Coalition for Juvenile Justice Annual Conference	\$ 495.00
Melissa Milchman	Grants Management Specialist	7/16/2019	Building the Ideal Juvenile Justice System	\$ 60.00
Melissa Milchman	Grants Management Specialist	9/24/19 - 9/26/19	OJJDP Title II Grantee National Training Conference	\$ 1,091.96
Michelle Garcia	Director	12/14/18 - 12/15/18	National Association of VOCA Assistance Administrators Peer to Peer Meeting	\$ 1,224.53
Michelle Garcia	Director	12/19/18 - 12/22/18	Site Visit - Community Based Violence Intervention and Trauma Services	\$ 770.71
Michelle Garcia	Director	4/2/19 - 4/3/19	No Health, No Justice: Dismantling Systemic Inequity in Criminal Justice & Health	\$ 617.10
Michelle Garcia	Director	5/20/19 - 5/22/19	2019 Institute for State Criminal Justice and Public Safety Executives	\$ 1,661.53
Michelle Garcia	Director	9/15/19 - 9/18/19	2019 Forum on Criminal Justice	\$ 481.62
Sarah Ohlsen	ACP Coordinator	9/23/19 - 9/25/19	National Address Confidentiality Program Conference	\$ 1,704.04
Tawana Stewart	Grants Management Specialist	6/26/19 - 6/27/19	NCJA Strategic Planning and Technical Assistance Training	\$ 231.70
Tawana Stewart	Grants Management Specialist	9/15/19 - 9/18/19	2019 Forum on Criminal Justice	\$ 435.00
Tholyn Twyman	Deputy Director for Victim Services	9/15/19 - 9/18/19	2019 Forum on Criminal Justice	\$ 435.00
Tyanna Williams	Grants Management Specialist	4/23/19 - 4/25/19	NGMA's Annual Grants Training	\$ 920.00
Zina Weems	Grant Financial Analyst	1/7/19 - 1/10/19	Uniform Administrative Requirements for Federal Grants	\$ 1,658.00
Zina Weems	Grant Financial Analyst	4/23/19 - 4/25/19	NGMA's Annual Grants Training	\$ 1,009.00
Zina Weems	Grant Financial Analyst	9/15/19 - 9/18/19	2019 Forum on Criminal Justice	\$ 435.00

<b>FY2020 (as of 1/31/20)</b>				
<b>STAFF</b>	<b>TITLE</b>	<b>DATES OF TRAVEL</b>	<b>PURPOSE</b>	<b>TOTAL COST</b>
Daniel Rappaport	Grants Management Specialist	10/9/19 - 10/10/19	VOCA & VAWA Administrators Peer-to-Peer Meeting	\$ 759.75
Daniza Medina	Grants Management Specialist	10/9/19 - 10/10/19	VOCA & VAWA Administrators Peer-to-Peer Meeting	\$ 861.67
Janelle Junior	Grants Management Specialist	12/2/19 - 12/4/19	Pathways for Victims Services Conference	\$ 725.27
Verne Mattox	Staff Assistant	11/22/2019	DBH Training Institute - Behavioral Health Disorders, Engagement, and Referral	\$ 15.00

5. **Please list all memoranda of understanding (“MOU”) entered into by the agency during FY19 and FY20, to date, as well as any MOU currently in force. For each, indicate the date on which the MOU was entered and the termination date.**

See Question 7 for a list of MOUs entered into with District agencies for funding awarded in FY19 and FY20, to date.

Additionally, in FY20 OVSJG has entered into MOUs with the following agencies:

Agency	Purpose	Effective Date	Termination Date
Office of the State Superintendent of Education	Data sharing	12/2/19	1/31/25
Office of the Chief Medical Examiner	Data sharing	1/29/20	Upon request
Department of General Services	ACP mail services	2/5/20	9/30/20

6. **Please list the ways, other than MOU, in which the agency collaborated with analogous agencies in other jurisdictions, with federal agencies, or with non-governmental organizations in FY19 and FY20, to date.**

OVSJG collaborates with numerous agencies and organizations. In FY19 and FY20, to date, OVSJG collaborated with the Department of Homeland Security on human trafficking awareness efforts and the Department of Justice Office for Victims of Crime on grant management. Additionally, OVSJG routinely collaborates with other District agencies on activities and efforts that intersect, including:

- The Office of Neighborhood Safety and Engagement (ONSE) on violence interruption, prevention, and response;
- The Department of Human Services on housing for domestic violence victims;
- The Department of Corrections and the Mayor’s Office on Returning Citizen Affairs on services for returning citizens; and
- The Department of Behavioral Health on responding to mass violence victimization incidents and enhancing trauma-informed responses across the District.

7. **For FY19 and FY20, to date, please list all intra-District transfers to or from the agency, and include a narrative description of the purpose of each transfer.**

FY 2019 Intra-District Summary - BUYER		
SELLING AGENCY	DESCRIPTION OF SERVICES PROVIDED	AMOUNT
Criminal Justice Coordinating Council	Title II DMC/Compliance Monitor	\$ 86,049
Department of Corrections	Trauma Focused Crime Victims Program	\$ 328,640
Department of Corrections	READY Center Community Liaison	\$ 62,500
Department of Corrections	Residential Substance Abuse Treatment	\$ 114,889
Department of Corrections	PREA Database Development	\$ 68,105
Department of Forensic Sciences	DFS Paul Coverdell-Firearms	\$ 161,898
Department of Forensic Sciences	Physical Evidence Recovery Kit Initiative	\$ 540,000

Department of Youth Rehabilitation Services	PREA	\$ 41,046
EOM Office of Latino Affairs	Community Outreach and Support Services for Immigrant Justice	\$ 400,000
Metropolitan Police Department	STOP VIOLENCE AGAINST WOMEN PROGRAM	\$ 187,632
DC Office of the Attorney General	Core Contempt Prosecution and Protection Order Representation LGBTQ Survivors	\$ 469,564
DC Courts	Southeast Domestic Violence Intake Center	\$ 40,108
Office of the Chief Medical Examiner	OCME Paul Coverdell	\$ 153,663
Office of the Chief Medical Examiner	Victim Report and Non-Report Drug Facilitated Sexual Assault Testing: Service Provision and Improvement	\$ 252,790
Office of Neighborhood Safety and Engagement (ONSE)	CBCR Project	\$ 409,268
Office of Finance Resource Management	Agency Purchase Cards	\$ 50,000
Office of Finance Resource Management	RTS Cost	\$ 2,125
<b>TOTAL</b>		<b>\$ 3,368,277</b>

**FY 2019 Intra-District Summary - SELLER**

<b>BUYING AGENCY</b>	<b>DESCRIPTION OF SERVICES PROVIDED</b>	<b>AMOUNT</b>
Deputy Mayor for Public Safety and Justice	Parole Board Study	\$ 75,000
Department of Health	Provide HOPWA funds to co-convene the Demonstration Coordinating Council (DCC) and essential accompanying activities.	\$ 6,561
<b>TOTAL</b>		<b>\$ 81,561</b>

**FY 2020 Intra-District Summary – BUYER (as of 1/31/20)**

<b>SELLER AGENCY</b>	<b>DESCRIPTION OF SERVICES PROVIDED</b>	<b>AMOUNT</b>
Criminal Justice Coordinating Council	Title II Compliance Monitoring & RED Coordination	\$ 99,000
D.C. Office of the Attorney General	Protection Order Enforcement and Representation with Specialized Focus on LGBTQ Survivors	\$ 499,510
Department of Employment Services	Private Security Camera Voucher Program Installation	\$ 5,000
Department of Corrections	Ready Center CBO Liaison	\$ 130,000
Department of Corrections	Trauma Focused Crime Victims Program	\$ 245,152
Department of Corrections	Residential Substance Abuse Treatment	\$ 121,847
Department of Corrections	PREA Specialized Training & Symposium	\$ 49,467
Department of Forensic Science	Closing the Gap on Opioids with Digital Evidence	\$ 136,138
Department of Forensic Science	Physical Evidence Recovery Kit	\$ 553,912
Department of Youth Rehabilitation Services	LGBTQ Competency & Secondary Trauma Training (PREA)	\$ 31,100
Metropolitan Police Department	FY20_STOP-Offender Accountability	\$ 193,185
Office of Neighborhood Safety and Engagement (ONSE)	CBCR Project: Woodland Terrace & Buena Vista Terrace	\$ 898,543
Office of the Chief Medical Examiner	OCME Quality and Timeliness Improvement Initiative	\$ 136,138



Office of the Chief Medical Examiner	Victim Report and Non-Report Drug Facilitated Sexual Assault Testing	\$ 261,291
EOM Support Services	Support Services	\$ 10,000
<b>TOTAL</b>		<b>\$ 3,370,282</b>

**FY 2020 Intra-District Summary - SELLER**

BUYER AGENCY	DESCRIPTION OF SERVICES PROVIDED	MOU Amount
Department of Corrections	Deputy Director for Victim Services	\$ 144,167
Deputy Mayor for Public Safety and Justice	ERPO Awareness Campaign	\$ 85,000
<b>TOTAL</b>		<b>\$ 229,167</b>

8. For FY19 and FY20, to date, please identify any special purpose revenue funds maintained by, used by, or available for use by the agency. For each fund identified, provide:

- a. The revenue source name and code;
- b. The source of funding;
- c. A description of the program that generates the funds;
- d. The amount of funds generated by each source or program;
- e. Expenditures of funds, including the purpose of each expenditure;
- f. Whether expenditures from the fund are regulated by statute or policy; and
- g. The current fund balance.

<b>Revenue Source Name</b>	Crime Victims Assistance Fund	
<b>Revenue Fund Code</b>	0620	
<b>Funding Source</b>	Annual transfer from the DC Courts Crime Victim Compensation Fund	
<b>Program Description</b>	The Crime Victims Assistance Fund is used for outreach activities designed to: increase the number of crime victims who apply for direct compensation payments, including victims of sexual assault, domestic violence, or child abuse (abuse counseling, health and mental health services, child advocacy centers, emergency housing, emergency child care, transportation, hospital-based informational and referral services, and family support); and improve the intake, assessment, screening, and investigation of reports of child abuse and neglect, and domestic violence.	
<b>FY 2019 Revenue at 9/30/19</b>	\$ 4,062,612	
<b>FY 2019 Expenditures at 9/30/19</b>	\$ 2,051,334	
	<b>Expense</b>	<b>Purpose of Expenditure</b>
	\$ 174,689	Salaries for personnel
	\$ 32,445	Fringe
	\$ 1,844,200	Grants
<b>FY 2020 Revenue at 1/31/20</b>	\$ -	
<b>FY 2020 Expenditures at 1/31/20</b>	\$ 332,259	
	<b>Expense</b>	<b>Purpose of Expenditure</b>



	\$ 27,648	Salaries for personnel
	\$ 5,864	Fringe
	\$ 298,747	Grants
<b>Current Fund Balance</b>	\$ 6,816,571	

<b>Revenue Source Name</b>	Shelter and Transitional Housing for Victims of Domestic Violence Fund	
<b>Revenue Fund Code</b>	0621	
<b>Funding Source</b>	Initially funded by a transfer from the Crime Victims Assistance Fund; other funds may be deposited from sources identified by District law.	
<b>Program Description</b>	The Shelter Housing Fund is for grants to organizations that serve victims of domestic violence in emergency shelters and transitional housing, for costs incurred in providing counseling and case management to victims of domestic violence and their children, and monthly rent, utilities, and building maintenance for the residential facilities where victims of domestic violence and their families are housed.	
<b>FY 2019 Revenue at 9/30/19</b>	\$ -	
<b>FY 2019 Expenditures at 9/30/19</b>	\$ -	
<b>FY 2020 Revenue at 1/30/20</b>	\$ -	
<b>FY 2020 Expenditures at 1/30/20</b>	\$ -	
<b>Current Fund Balance</b>	\$ 24,523	

Expenditures from both funds are regulated by statute.

9. For FY19 and FY20, to date, please list all purchase card spending by the agency, the employee making each expenditure, and the general purpose of each expenditure.

<b>FY2019</b>				
<b>Post Date</b>	<b>Transaction Amount</b>	<b>Purchaser</b>	<b>Merchant Name</b>	<b>Merchant Type</b>
10/01/2018	99.05	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
10/01/2018	1,291.00	Traci Lewis	SENODA INC	Print and Duplicating Services - Camera Program
10/17/2018	25.99	Traci Lewis	AMZN MKTP US	Supplies
10/22/2018	595.00	Traci Lewis	GRANTWRITIN	Conference Registration
10/22/2018	800.00	Traci Lewis	INT*IN *ACSI TRANSLATI	Interpreter Services
10/25/2018	154.00	Traci Lewis	AMZN MKTP US	Supplies
10/26/2018	129.00	Traci Lewis	WPY*GOVERNORS GRANTS	Conference Registration
10/30/2018	85.20	Traci Lewis	USPS.COM CLICKNSHIP	Mailing for SUSO Program
10/31/2018	2.64	Traci Lewis	EXPEDIA 7388805627646	Travel for Conference
11/01/2018	164.80	Traci Lewis	AMERICAN AIRLINES	Travel for Conference
11/01/2018	164.80	Traci Lewis	UNITED AIRLINES	Travel for Conference
11/08/2018	112.20	Traci Lewis	USPS PO 1050140216	Mailing for SUSO Program
11/08/2018	112.20	Traci Lewis	USPS PO 1050140216	Mailing for SUSO Program
11/08/2018	121.55	Traci Lewis	USPS PO 1050140216	Mailing for SUSO Program

11/09/2018	11.99	Traci Lewis	AMZN MKTP US	Supplies
11/09/2018	249.30	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
11/13/2018	(14.20)	Traci Lewis	USPS.COM CLICKNSHIP	Credit
11/16/2018	26.99	Traci Lewis	VISTAPR*VISTAPRINT.COM	Business Cards
11/19/2018	81.16	Traci Lewis	AMZN MKTP US	Supplies
11/19/2018	351.59	Traci Lewis	KIMPTON ROWAN SPRNGS	Travel for Conference
11/29/2018	209.84	Traci Lewis	GOTPRINT.COM	Print and Duplicating Services - Camera Program
11/29/2018	407.01	Traci Lewis	GOTPRINT.COM	Print and Duplicating Services - Camera Program
12/07/2018	39.99	Traci Lewis	VISTAPR*VISTAPRINT.COM	Business Cards
12/10/2018	226.69	Traci Lewis	GOTPRINT.COM	Print and Duplicating Services - Camera Program
12/10/2018	151.86	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
12/10/2018	613.27	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
12/12/2018	1,658.00	Traci Lewis	MGTCO092181210131826	Conference Registration
01/25/2019	26.99	Traci Lewis	VISTAPR*VISTAPRINT.COM	Business Cards
02/01/2019	840.00	Traci Lewis	CLICKUP	Computer Software
02/01/2019	1,539.00	Traci Lewis	NGMA	Conference Registration
02/01/2019	360.00	Traci Lewis	SMK	SurveyMonkey
02/01/2019	293.60	Traci Lewis	DELTA	Travel for Conference
02/01/2019	335.00	Traci Lewis	PAYPAL	Conference Registration
02/04/2019	920.00	Traci Lewis	NGMA	Conference Registration
02/04/2019	920.00	Traci Lewis	NGMA	Conference Registration
02/04/2019	335.00	Traci Lewis	PAYPAL	Conference Registration
02/06/2019	650.57	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
02/08/2019	5,000.00	Traci Lewis	INT*IN *AXIS CLOUD SYN	Computer Software
02/11/2019	26.99	Traci Lewis	AMZN MKTP US	Supplies
02/14/2019	5,000.00	Traci Lewis	INT*IN *COALITION FOR	CJJ Membership Fee
02/22/2019	1,647.14	Traci Lewis	CAPITOL OFFICE SOLUTIO	Copier Maintenance
03/01/2019	365.36	Traci Lewis	HAMPTON INNS	Travel for Conference
03/07/2019	880.00	Traci Lewis	INT*IN *AXIS CLOUD SYN	Computer Software
03/08/2019	4,635.00	Traci Lewis	INTUIT *IN *ZOOMGRANTS	Computer Software
03/08/2019	1,009.00	Traci Lewis	NGMA	Conference Registration
03/19/2019	3,521.00	Traci Lewis	INT*IN *NATIONAL CRIMI	Conference Registration
03/21/2019	35.61	Traci Lewis	VISTAPR*VISTAPRINT.COM	Business Cards
03/22/2019	484.12	Traci Lewis	QUALITY LOGO PRODUCTS	Supplies
03/28/2019	19.99	Traci Lewis	AMZN MKTP US	Supplies
03/29/2019	125.98	Traci Lewis	AMZN MKTP US	Supplies
04/09/2019	1,101.80	Traci Lewis	USPS.COM STAMP FLMNT S	Postage Stamps for Camera Program Mailing
04/10/2019	678.99	Traci Lewis	AMERICAN AIRLINES	Travel for Conference
04/15/2019	2,000.00	Traci Lewis	INTUIT *IN *ZOOMGRANTS	Computer Software
04/18/2019	95.00	Traci Lewis	IDEALIST.ORG 2685270	Supplies
04/23/2019	1,732.22	Traci Lewis	CAPITOL OFFICE SOLUTIO	Copier Maintenance

04/29/2019	803.02	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
04/30/2019	67.10	Traci Lewis	AMZN MKTP US	Supplies
04/30/2019	2,060.00	Traci Lewis	INTUIT *IN *ZOOMGRANTS	Computer Software
05/03/2019	44.49	Traci Lewis	AMZN MKTP US	Supplies
05/06/2019	360.74	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
05/09/2019	375.00	Traci Lewis	INT*IN *VITAC CORPORAT	Closed Captioning
05/13/2019	411.03	Traci Lewis	GOTPRINT.COM	Print and Duplicating Services - Camera Program
05/13/2019	565.69	Traci Lewis	GOTPRINT.COM	Print and Duplicating Services - Camera Program
05/17/2019	485.00	Traci Lewis	PENNSYLVANIA COALITION	Conference Registration
05/17/2019	118.00	Traci Lewis	AMTRAK .CO13	Travel for Conference
05/20/2019	449.22	Traci Lewis	HOTEL VERMONT	Travel for Conference
05/23/2019	228.03	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
05/24/2019	425.61	Traci Lewis	AMERICAN AIRLINES	Travel for Conference
06/03/2019	20.98	Traci Lewis	VISTAPR*VISTAPRINT.COM	Business Cards
06/03/2019	505.00	Traci Lewis	PENNSYLVANIA COALITION	Conference Registration
06/20/2019	60.00	Traci Lewis	EB 2019 JANET RENO FO	Conference Registration
06/20/2019	300.00	Traci Lewis	INT*IN *VITAC CORPORAT	Closed Captioning
06/21/2019	587.62	Traci Lewis	FAIRFIELD INN & SUITES	Travel for Conference
06/21/2019	1,000.00	Traci Lewis	PAYPAL	NAVAA Membership Dues
06/24/2019	118.00	Traci Lewis	AMTRAK .CO17	Travel for Conference
06/24/2019	30.69	Traci Lewis	AMZN MKTP US	Supplies
06/26/2019	435.00	Traci Lewis	NATIONAL CRIMINAL JUST	Conference Registration
06/27/2019	435.00	Traci Lewis	NATIONAL CRIMINAL JUST	Conference Registration
07/01/2019	14.82	Traci Lewis	VISTAPR*VISTAPRINT.COM	Business Cards
07/01/2019	14.82	Traci Lewis	VISTAPR*VISTAPRINT.COM	Business Cards
07/03/2019	2,000.00	Traci Lewis	GUIDESTPRO ANNUAL SUB	Grant Publications
07/08/2019	58.60	Traci Lewis	GOTPRINT.COM	Print and Duplicating Services - Camera Program
07/10/2019	217.20	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
07/10/2019	896.37	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
07/16/2019	62.10	Traci Lewis	SP * INFOGRAPIA.COM	Computer Software
07/16/2019	435.00	Traci Lewis	NATIONAL CRIMINAL JUST	Conference Registration
07/17/2019	208.26	Traci Lewis	NATIONAL ASSOCIATION O	NACAP Membership Dues
07/17/2019	3,237.00	Traci Lewis	DMI* DELL HLTHCR/REL	Computer Software and Peripherals
07/18/2019	2,985.92	Traci Lewis	CAPITOL OFFICE SOLUTIO	Copier Maintenance
07/22/2019	511.96	Traci Lewis	SOUTHWEST	Travel for Conference
07/23/2019	24.35	Traci Lewis	VISTAPR*VISTAPRINT.COM	Business Cards
07/26/2019	338.23	Traci Lewis	NATIONAL ASSOCIATION O	Conference Registration
07/26/2019	3,600.00	Traci Lewis	PAYPAL	Computer Software
07/29/2019	370.60	Traci Lewis	ALASKA A 02	Travel for Conference
08/06/2019	78.08	Traci Lewis	PRIME NOW*MA0JB9HA1	Supplies
08/09/2019	3,960.00	Traci Lewis	SOFTCHOICE CORPORATION	Computer Software

08/15/2019	541.30	Traci Lewis	WESTIN (WESTIN HOTELS)	Travel for Conference
08/19/2019	1,710.10	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
08/20/2019	2,060.00	Traci Lewis	INTUIT *IN *ZOOMGRANTS	Computer Software
08/21/2019	240.33	Traci Lewis	VISTAPR*VISTAPRINT.CO	Business Cards
08/22/2019	592.13	Traci Lewis	WWW.VISTAPRINT.COM	Business Cards
08/23/2019	2,060.00	Traci Lewis	INTUIT *IN *ZOOMGRANTS	Computer Software
08/23/2019	1,325.00	Traci Lewis	DRI*ADOBE	Computer Software
08/26/2019	628.35	Traci Lewis	MARRIOTT PHILAD DTOWN	Travel for Conference
08/27/2019	(592.13)	Traci Lewis	WWW.VISTAPRINT.COM	Credit
08/30/2019	4,020.02	Traci Lewis	DMI* DELL HLTHCR/REL	Computer Software and Peripherals
09/02/2019	180.01	Traci Lewis	HILTON ADVPURCH8002367	Travel for Conference
09/02/2019	177.98	Traci Lewis	DMI* DELL HLTHCR/REL	Computer Software and Peripherals
09/03/2019	(13.60)	Traci Lewis	VISTAPR*VISTAPRINT.CO	Credit
09/04/2019	2,490.07	Traci Lewis	CAPITOL OFFICE SOLUTIO	Copier Maintenance
09/06/2019	290.00	Traci Lewis	PIKTOCHARTCO	Computer Software
09/06/2019	216.59	Traci Lewis	FASTSIGNS OF DC	Print and Duplicating Services - Camera Program
09/09/2019	(0.84)	Traci Lewis	VISTAPR*VISTAPRINT.COM	Credit
09/09/2019	(1.19)	Traci Lewis	VISTAPR*VISTAPRINT.COM	Credit
09/09/2019	(0.84)	Traci Lewis	VISTAPR*VISTAPRINT.COM	Credit
09/09/2019	(2.02)	Traci Lewis	VISTAPR*VISTAPRINT.COM	Credit
09/09/2019	(1.38)	Traci Lewis	VISTAPR*VISTAPRINT.COM	Credit
09/09/2019	197.96	Traci Lewis	SOUTHWEST	Travel for Conference
09/09/2019	(13.60)	Traci Lewis	VISTAPR*VISTAPRINT.CO	Credit
09/10/2019	4,703.22	Traci Lewis	HP *HP.COM STORE	Computer Software and Peripherals
09/12/2019	2,693.95	Traci Lewis	ID WHOLESALER	ACP Program Equipment
09/13/2019	600.00	Traci Lewis	EVENTSDC	SUSO Program
09/13/2019	1,596.52	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
09/13/2019	104.82	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
09/16/2019	179.95	Traci Lewis	CIVIC RESEARCH INSTITU	JJAG Publication Update
09/16/2019	25.00	Traci Lewis	JFNA CONFERENCE	Conference Registration
09/16/2019	2,013.45	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
09/18/2019	380.31	Traci Lewis	MARRIOTT INTERNATIONAL	Travel for Conference
09/18/2019	(75.00)	Traci Lewis	DRI*ADOBE	Credit
09/23/2019	(266.22)	Traci Lewis	HP *HP.COM STORE	Credit
09/24/2019	487.50	Traci Lewis	SQ *SQ *EDWARD MCCURTY	Conference Presenter
09/24/2019	853.13	Traci Lewis	PAYPAL	Conference Presenter - Daniel Lieberman
09/24/2019	650.00	Traci Lewis	PAYPAL	Conference Presenter - Leslie Weisman
09/25/2019	657.40	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
09/26/2019	464.08	Traci Lewis	COURTYARD BY MARRIOTT	Travel for Conference
09/26/2019	1,716.23	Traci Lewis	CAPITOL OFFICE SOLUTIO	Copier Maintenance
	<b>104,236.39</b>			

FY2020				
Post Date	Transaction Amount	Purchaser	Merchant Name	Merchant Type
10/11/2019	367.08	Traci Lewis	HYATT PLACE CHARLESTON	Conference Attendance
10/23/2019	247.52	Traci Lewis	GOTPRINT.COM	Print and Duplicating Services - Camera Program
10/29/2019	500.00	Traci Lewis	ID WHOLESALER	ACP Program Equipment
11/01/2019	257.01	Traci Lewis	GOTPRINT.COM	Print and Duplicating Services
11/04/2019	249.47	Traci Lewis	CCI*HOTEL RES	Conference Attendance
11/04/2019	199.99	Traci Lewis	EB THE 2019 LAW ENFOR	Conference Registration
11/15/2019	15.00	Traci Lewis	TRILOGY INTEGRATED RES	Training Fee
11/18/2019	189.98	Traci Lewis	DMI* DELL HLTHCR/REL	Computer Software and Peripherals
11/20/2019	40.98	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
11/20/2019	80.00	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
11/20/2019	531.35	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
11/21/2019	34.97	Traci Lewis	AMZN MKTP US	Supplies
11/21/2019	4,636.00	Traci Lewis	DMI* DELL HLTHCR/REL	Computer Software and Peripherals
11/22/2019	1,101.80	Traci Lewis	USPS.COM POSTAL STORE	Postage Stamps for Camera Program
12/05/2019	376.29	Traci Lewis	HILTON GARDEN INN	Conference Attendance
12/13/2019	589.00	Traci Lewis	INT*IN *BRIAR PATCH SH	Shredding Svcs
12/17/2019	1,558.20	Traci Lewis	SLACK	Computer Software
12/20/2019	(88.20)	Traci Lewis	SLACK	Computer Software
12/23/2019	119.00	Traci Lewis	DMI* DELL HLTHCR/REL	Computer Software and Peripherals
12/26/2019	4,198.00	Traci Lewis	DMI* DELL HLTHCR/REL	Computer Software and Peripherals
12/31/2019	908.41	Traci Lewis	TOTAL OFFICE PRODUCTS	Supplies
01/03/2020	202.50	Traci Lewis	SP * MYINTENT.ORG	Supplies
01/09/2020	2,923.21	Traci Lewis	CAPITOL OFFICE SOLUTIO	Copier Maintenance Repair Operation
01/09/2020	141.24	Traci Lewis	AMZN MKTP US	Supplies
	19,378.80	<i>(approved as of 1/31/20)</i>		

**10. Please list all capital projects in the financial plan for the agency or under the agency's purview in FY19 and FY20, to date, and provide an update on each project, including the amount budgeted, actual dollars spent, and any remaining balances. In addition, please provide:**

- a. An update on all capital projects begun, in progress, or concluded in FY18, FY19, and FY20, to date, including the amount budgeted, actual dollars spent, and any remaining balances;
- b. An update on all capital projects planned for the four-year financial plan;
- c. A description of whether the capital projects begun, in progress, or concluded in FY18, FY19, and FY20, to date, had an impact on the operating budget of the agency. If so, please provide an accounting of such impact; and
- d. A description and the fund balance for each existing allotment in each capital project under the agency's purview.

OVSJG does not have any capital projects.

- 11. Please provide a list of all budget enhancement requests (including capital improvement needs) for FY19 and FY20, to date. For each, include a description of the need and the amount of funding requested.**

OVSJG works with the Mayor’s Budget Office and the Deputy Mayor for Public Safety and Justice to develop our annual budget. The FY19 and FY20 agency budgets submitted as part of the Mayor’s budget submissions reflect those efforts.

- 12. Please list, in chronological order, each reprogramming in FY19 and FY20, to date, that impacted the agency, including those that moved funds into the agency, out of the agency, or within the agency. Include known, anticipated reprogrammings, as well as the revised, final budget for your agency after the reprogrammings. For each reprogramming, list the date, amount, rationale, and reprogramming number.**

FY 2019 REPROGRAMMING LIST						
LOCAL					Starting Budget	34,016,978.73
FUND	DATE	SOAR DOC #	Program	Activity	DESCRIPTION	AMOUNT
0100	12/4/2018	BJFO0122	5000	5010	COMMUNITY-BASED VIOLENCE REDUC	2,808,623.01
0100	12/4/2018	BJFO0123	6000	6010	PRIVATE SECURITY CAMERA INCENT	45,081.70
0100	3/8/2019	BJFO0808	5000	5010	REDUCING THE AVAILABLE BALANCE	(2,808,623.01)
0100	3/11/2019	BJFO0919	5000	5010	REVERSING BJFO0808	2,808,623.01
0100	7/8/2019	BJFX0FO0	6000	6010	SECURITY CAMERA INCENTIVE	100,000.00
0100	8/12/2019	BJSUPP19	4000	4020	FY 2019 SUPPLEMENTAL BUDGET	(20,000.00)
0100	9/30/2019	BJFBDQ12	2000	2010	TO SUPPORT FB AND DQ PS COSTS	(147,000.00)
0100	9/30/2019	BJFBDQ12	4000	4010	TO SUPPORT FB AND DQ PS COSTS	(59,000.00)
0100	9/30/2019	BJFBDQ12	4000	4020	TO SUPPORT FB AND DQ PS COSTS	(80,000.00)
0100	9/30/2019	BJFOFY19	5000	5010	FY19 LOCAL NL RESERVATION	(2,747,389.20)
0100	9/30/2019	BJFOFY19	6000	6010	FY19 LOCAL NL RESERVATION	(1,602.16)
					<b>Final Budget</b>	<b>33,915,692.08</b>

FY 2019 REPROGRAMMING LIST						
FEDERAL GRANTS					Starting Budget	11,861,580.85
FUND	DATE	SOAR DOC #	Program	Activity	DESCRIPTION	AMOUNT
0200	12/3/2018	BHFO0250	2000	2010	DECREASE TO CARRYOVER AMOUNT	(4,291.97)
0200	12/4/2018	BHFO0425	4000	4010	INCREASE TO CARRYOVER BALANCE	129,180.00
0200	12/14/2018	BHFO0615	2000	2010	BUDGET INCREASE REQ.	197,917.46
0200	12/14/2018	BHFO0616	4000	4010	BUDGET INCREASE REQ.	605,391.28
0200	12/14/2018	BHFO0617	2000	2010	BUDGET INCREASE REQ.	1,891.00
0200	12/14/2018	BHFO0618	4000	4010	BUDGET INCREASE REQ.	2,802,086.00
0200	12/14/2018	BHFO0619	2000	2010	BUDGET INCREASE REQ.	56,908.69

0200	1/9/2019	BHFO0901	2000	2010	MODIFY BUDGET TO AWARD AMT	1,891.00
0200	2/21/2019	BHFO0484	2000	2010	BUDGET ESTABLISHMENT	176,597.00
0200	2/28/2019	BHFO0220	4000	4010	BUDGET DECREASE	(50,733.57)
0200	2/28/2019	BHFO0221	2000	2010	BUDGET INCREASE	2.00
0200	2/28/2019	BHFO0222	4000	4010	BUDGET DECREASE	(50,149.16)
0200	2/28/2019	BHFO0223	4000	4010	BUDGET DECREASE	(8,525.00)
0200	2/28/2019	BHFO0224	4000	4010	BUDGET INCREASE	23,653.00
0200	2/28/2019	BHFO0225	2000	2010	BUDGET INCREASE	211,960.00
0200	2/28/2019	PAFO0340	4000	4010	REP REQ FROM CVA16 4010F 11 14	0.00
0200	2/28/2019	PAFO0341	4000	4010	REP REQ TO CVA17 4010F 0506	0.00
0200	2/28/2019	PAFO0342	2000	2010	REP REQ FROM BMA17 2010F 0111	0.00
0200	3/6/2019	BHFO0306	4000	4010	BUDGET DECREASE REQ.	(239,430.99)
0200	3/6/2019	BHFO0307	2000	2010	BUDGET INCREASE REQ.	3,156.01
0200	3/6/2019	BHFO0308	2000	2010	BUDGET INCREASE REQ.	13,501.03
0200	3/19/2019	BHFO0319	2000	2010	BUDGET INCREASE	59,976.00
0200	4/3/2019	BHFO0403	4000	4010	BUDGET DECREASE REQUEST	(190,409.71)
0200	4/8/2019	PAFO0491	2000	2010	REPROGRAM FROM 0506	0.00
0200	5/14/2019	BHFO0514	4000	4010	BUDGET DECREASE REQUEST	(3,466.43)
0200	5/17/2019	BHFO0517	2000	2010	BUDGET INCREASE REQUEST	2,193.00
0200	5/31/2019	BHFO0531	4000	4010	BUDGET INCREASE REQUEST	24,905.21
0200	6/7/2019	BHFO0607	2000	2010	BUDGET DECREASE REQUEST	(154,967.12)
0200	7/11/2019	PAFO0711	4000	4010	REP REQ FROM VOW18 4010F 0506	0.00
0200	7/15/2019	BHFO0715	4000	4010	BUDGET INCREASE REQUEST	4,214.98
0200	8/5/2019	PAFO0519	2000	2010	REPROGRAM FROM 0111 AND 0147	0.00
0200	8/9/2019	PAFO0809	4000	4010	REP REQ FROM VLNCF 4010F 0402	0.00
0200	8/14/2019	BHFO0814	2000	2010	BUDGET DECREASE REQUEST	(1,444,081.00)
0200	9/19/2019	BHFO0900	2000	2010	ACTION CORRECTS APPROVED MOD	(1,891.00)
0200	9/30/2019	BHCVA500	4000	4010	FY19 GRANT CVA17F/17 CLOSE-OUT	(303,430.00)
0200	9/30/2019	BHCVA501	4000	4010	FY19 GRANT CVA18F/18 CLOSE-OUT	(1,059,142.10)
0200	9/30/2019	BHCVA502	2000	2010	FY19 CLOSEOUT GRANT JJD17F/17	(73,390.67)
0200	9/30/2019	BHJJD503	2000	2010	FY19 CLOSE-OUT GRANT JJD18F/18	(232,066.76)
0200	9/30/2019	BHPAU505	2000	2010	FY19 CLOSEOUT GRANT PAU18F/18	(88,442.75)
0200	9/30/2019	BHPSN506	2000	2010	FY19 CLOSEOUT GRANT PSN18F/18	(176,597.00)
0200	9/30/2019	BHRST507	2000	2010	FY19 CLOSEOUT GRANT RST18F/18	(33,631.29)
0200	9/30/2019	BHSAS508	4000	4010	FY19 CLOSEOUT GRANT SAS18F/18	(30,687.90)
0200	9/30/2019	BHSB2510	4000	4010	CLOSE OUT VOW18F	(319,156.80)
0200	9/30/2019	BHSB2511	4000	4010	CLOSE OUT MSF15F	(489,409.22)
0200	9/30/2019	BHSB2512	2000	2010	FY 19 CLOSE OUT BMA17F-17	(1,202,667.69)
					<b>Final Budget</b>	<b>10,020,436.38</b>



FY 2019 REPROGRAMMING LIST						
<b>SPECIAL REVENUE</b>					<b>Starting Budget</b>	<b>2,230,543.79</b>
FUND	DATE	SOAR DOC #	Program	Activity	DESCRIPTION	AMOUNT
0600	12/20/2018	BJFO0063	4000	4010	SPR INCREASE	581,063.00
0600	9/30/2019	BJFO2219	4000	4010	DECREASE 2019 SPR	(24,523.00)
					<b>Final Budget</b>	<b>2,787,083.79</b>

FY 2019 REPROGRAMMING LIST						
<b>INTRA-DISTRICT</b>					<b>Starting Budget</b>	<b>6,560.89</b>
FUND	DATE	SOAR DOC #	Program	Activity	DESCRIPTION	AMOUNT
0700	12/4/2018	BHFQ0410	2000	2010	ID BETWEEN FQ0 & F00 PAROLE BO	75,000.00
0700	8/8/2019	BHKBDJUS	4000	4010	FY19 BUDGET EST. FOR DOC	26,781.34
0700	9/30/2019	BH403001	4000	4010	FY ID CLOSEOUT REQEUST DOH	(6,560.89)
0700	9/30/2019	BHFO0401	2000	2010	FY ID CLOSEOUT REQUEST F00	(0.01)
0700	9/30/2019	BHFO0402	2000	2010	FY19 ID CLOSEOUT REQUEST	(26,781.34)
					<b>Final Budget</b>	<b>74,999.99</b>

FY 2020 REPROGRAMMING LIST (as of 1/31/20)						
<b>LOCAL</b>					<b>Starting Budget</b>	<b>38,051,766.00</b>
FUND	DATE	SOAR DOC #	Program	Activity	DESCRIPTION	AMOUNT
0100	10/1/2019	BJFO0122	5000	5010	FY20 LOCAL NL CARRYOVER	2,747,389.20
0100	12/4/2019	BJFO0123	6000	6010	FY20 LOCAL NL CARRYOVER	1,602.16
					<b>Final Budget</b>	<b>40,800,757.36</b>

FY 2020 REPROGRAMMING LIST						
<b>FEDERAL GRANTS</b>					<b>Starting Budget</b>	<b>13,300,325.70</b>
FUND	DATE	SOAR DOC #	Program	Activity	DESCRIPTION	AMOUNT
0200	10/9/2019	BHKB0200	4000	4010	FY20 SAS19 BUDGET MOD.1	40,744.00
0200	10/18/2019	BHSB0201	4000	4010	BUDGET MOD. #1-VOW19F-19	85,488.00
0200	10/18/2019	BHSB0202	2000	2010	BUDGET MOD. #1-PAU19F-19	68,305.00
0200	10/18/2019	BHSB0203	4000	4010	BUDGET MOD. #1-CVA19F-19	(773,154.00)
0200	12/4/2019	BHSB2002	4000	4010	FY20 GRANT MOD. CVA18F/18	459,142.10
0200	12/4/2019	BHSB2003	2000	2010	FY20 BUDGET MOD. JJD19F/19	(1,000.00)
0200	12/4/2019	BHSB2005	4000	4010	FY20 BUDGET MOD. VOW18F/18	288,784.53
0200	12/4/2019	BHSB2006	2000	2010	FY20 GRANT MOD. PAU18F/18	20,452.75
0200	12/4/2019	BHSB2007	2000	2010	FY20 BUDGET MOD. JJD18F/18	162,066.76
0200	12/4/2019	BHSB2008	4000	4010	FY20 BUDGET MOD. CVA17F/17	150,387.19
0200	12/4/2019	BHSB2009	2000	2010	FY20 BUDGET MOD. BMA19F/19	(54,991.00)
0200	12/4/2019	BHSB2010	4000	4010	FY20 BUDGET MOD. SAS18F/18	23,187.90
0200	12/6/2019	BHSB2011	2000	2010	FY20 BUDGET MOD. BMA18F/18	(13,030.16)
0200	12/10/2019	BHSB2012	2000	2010	FY2 BUDGET MOD. BCJ15F/15	448,542.18
0200	12/10/2019	BHSB2013	2000	2010	FY20 BUDGET MOD. PSN18F/18	116,597.00
0200	12/10/2019	BHSB2014	4000	4010	FY20 BUDGET MOD. SASPOF/18	(6,948.10)

0200	12/10/2019	BHSB2015	2000	2010	FY20 BUDGET MOD. BMA17F/17	502,667.69
0200	12/10/2019	BHSB2016	2000	2010	FY20 BUDGET MOD. RST19F/19	(11,348.49)
0200	12/10/2019	BHSB2017	4000	4010	FY20 BUDGET MOD. MSF15F/15	110,914.96
0200	12/10/2019	BHSB2018	2000	2010	FY20 BUDGET MOD. PRE19F/19	(4,338.00)
<b>Final Budget</b>						<b>14,912,796.01</b>

**13. Please list each grant or sub-grant received by your agency in FY19 and FY20, to date. List the date, amount, source, purpose of the grant or sub-grant received, and amount expended.**

GRANT	SOURCE	START DATE	END DATE	AWARD AMOUNT	AMOUNT EXPENDED as of 12/31/19
FY2015 Byrne Criminal Justice Innovation (BCJI) Program	DOJ Bureau of Justice Assistance	10/1/2016	9/30/2019	\$ 1,000,000	\$ 101,458
The goal of BCJI is to reduce crime and improve community safety; target neighborhoods with hot spots of violent and serious crime; and employ data-driven, cross-sector strategies to reduce crime and violence.					
Byrne Justice Assistance Grant (JAG)	DOJ Bureau of Justice Assistance	10/1/2016	9/30/2020	\$ 1,444,081	\$ 295,073
		10/1/2017	9/30/2021	\$ 1,444,126	\$ -
		10/1/2018	9/30/2022	\$ 1,370,685	\$ -
PREA Reallocation (Byrne)		10/1/2019	9/30/2020	\$ 80,567	\$ -
Byrne funds support all components of the criminal justice system from multijurisdictional drug and gang task forces to crime prevention and domestic violence programs, courts, corrections, treatment, and justice information sharing initiatives. JAG funded projects may address crime through the provision of services directly to individuals and/or communities and by improving the effectiveness and efficiency of criminal justice systems, processes, and procedures. Ten percent of the funds support DC's compliance efforts with the Prison Rape Elimination Act (PREA).					
VOCA Victim Assistance Formula	DOJ Office for Victims of Crime	10/1/2016	9/30/2020	\$ 4,291,005	\$ 3,993,185
		10/1/2017	9/30/2021	\$ 7,453,336	\$ 6,523,976
		10/1/2018	9/30/2022	\$ 5,226,846	\$ 248,961
The Crime Victim Assistance Fund was established by the Victims of Crime Act of 1984 (VOCA) and serves as a major funding source for victim services throughout the country. Victim assistance includes, but is not limited to: crisis intervention, counseling, emergency shelter, criminal justice advocacy, and emergency transportation.					
Title II Formula Grant	DOJ Office of Juvenile Justice and Delinquency Prevention	10/1/2016	9/30/2019	\$ 381,118	\$ 337,134
		10/1/2017	9/30/2020	\$ 381,222	\$ 241,365
		10/1/2018	9/30/2022	\$ 382,891	\$ 150,824
		10/1/2019	9/30/2023	\$ 381,000	\$ -
OJJDP PREA Allocation to States		10/1/2019	9/30/2020	\$ 19,187	\$ -

This program supports state and local efforts in planning, establishing, operating, coordinating, and evaluating projects directly or through grants and contracts with public and private agencies for the development of more effective education, training, research, prevention, diversion, treatment, and rehabilitation programs in the area of juvenile delinquency and programs to improve the juvenile justice system.					
Supporting Male Survivors of Violence	DOJ Office for Victims of Crime	10/1/2015	9/30/2020	\$ 1,659,924	\$ 1,177,894
The purpose of this grant is to provide funding for communities to develop a response system and continuum of services for male victims of violence.					
Paul Coverdell Forensic Science Improvement Grants Program	DOJ National Institute of Justice	1/1/2019	12/31/2019	\$ 271,960	\$ 183,517
		1/1/2020	12/31/2020	\$ 272,275	\$ -
The Coverdell program awards grants to states and units of local government to help improve the quality and timeliness of forensic science and medical examiner services.					
Project Safe Neighborhood	DOJ Bureau of Justice Assistance	10/1/2018	9/30/2021	\$ 176,597	\$ 1,200
		10/1/2009	9/30/2022	\$ 107,056	\$ -
Project Safe Neighborhoods (PSN) is a nationwide commitment to reduce gun and gang crime in America by networking existing local programs that target gun and gun crime and providing these programs with additional tools necessary to be successful.					
Residential Substance Abuse Treatment for State Prisoners (RSAT) Program	DOJ Bureau of Justice Assistance	10/1/2016	9/30/2020	\$ 48,340	\$ 48,340
		10/1/2017	9/30/2021	\$ 104,976	\$ 70,178
		10/1/2019	9/30/2023	\$ 105,031	\$ -
RSAT supports state, local, and tribal efforts to break the cycle of drugs and violence by reducing the demand for, use, and trafficking of illegal drugs. RSAT funds may be used to implement three types of programs: residential, jail-based, and aftercare.					
Sexual Assault Services Formula Grant Program (SASP)	DOJ Office on Violence Against Women	8/1/2018	7/31/2020	\$ 348,275	\$ 318,061
		8/1/2019	7/31/2029	\$ 373,244	\$ 93,049
The purpose of SASP is to provide intervention, advocacy, accompaniment, support services, and related assistance for adult, youth, and child victims of sexual assault; family and household members of victims; and those collaterally affected by the sexual assault.					
STOP Violence Against Women Grant Program	DOJ Office on Violence Against Women	7/1/2018	6/30/2020	\$ 852,853	\$ 540,233
		7/1/2019	6/30/2021	\$ 854,988	\$ 37,176

The STOP Program promotes a coordinated, multidisciplinary approach to enhancing advocacy and improving the criminal justice system's response to violent crimes against women. It encourages the development and improvement of effective law enforcement and prosecution strategies to address violent crimes against women and the development and improvement of advocacy and services in cases involving violent crimes against women.

**a. How many FTEs are dependent on grant funding? What are the terms of this funding? If it is set to expire, what plans, if any, are in place to continue funding the FTEs?**

In FY20, 2.2 FTEs are dependent on grant funding. Of these, 2.0 FTEs are funded by federal formula grants, which, historically, have been received annually. The remaining 0.2 FTEs are funded by a discretionary grant which will expire on 9/30/20. At that time, funding for the 0.2 FTE will be assumed by other federal funding or local funding.

**14. Please list each grant or sub-grant granted by your agency in FY19 and FY20, to date. List the date, amount, source, and purpose of the grant or sub-grant granted.**

FY19 Victim Services				
Grantee	Description	Award	Source	Award Period
Allmendinger, LLC	Performance Management Initiatives Project	\$ 33,630	Local	10/01/18-09/30/19
Amara Legal Center, Inc.	Legal Services and Advocacy Program for Survivors of Human Trafficking	\$ 150,000	Local	10/01/18-09/30/19
Asian Pacific American Legal Resource Center	Crime Victim Assistance Partnership	\$ 50,000	Local	10/01/18-09/30/19
Asian/Pacific Islander Domestic Violence Resource Project	Empowering A/PI communities through a trauma informed lens	\$ 105,000	Local	10/01/18-09/30/19
Ayuda	Holistic DC Crime Victims Program	\$ 200,000	VOCA	10/01/18-09/30/19
Ayuda	Domestic Violence, Sexual Assault and Stalking Program	\$ 550,000	VAWA Local	10/01/18-09/30/19
Ayuda	Victim Services Interpreter Bank	\$ 317,470	VOCA Local	10/01/18-09/30/19
Break the Cycle	Legal Medical Partnership	\$ 150,000	Local	10/01/18-09/30/19
Break the Cycle	Youth Legal Services	\$ 100,000	Local	10/01/18-09/30/19
Calvary Women's Services, Inc.	Reach Up Transitional Housing Program	\$ 292,000	Local	01/01/19-09/30/19
Casa Ruby, Inc.	Victim Services	\$ 75,000	Local	10/01/18-09/30/19

<b>FY19 Victim Services</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Central American Resource Center	CARECEN Immigrant Crime Victim Services Project	\$ 112,000	Local	10/01/18-09/30/19
Change Agents	Credible Messenger Project	\$ 20,000	Local	11/01/18-9/30/19
Children's National Medical Center	Response to Child and Adolescent Victimization	\$ 500,000	VAF	10/01/18-09/30/19
Community Family Life Services	Women's Reentry Transitional Housing and Victims Services Initiative	\$ 482,000	VOCA	10/01/18-09/30/19
Community Family Life Services	Women's Reentry/Domestic Violence Housing Initiative	\$ 220,429	Local	01/01/19-09/30/19
Courtney Fisher	Project CHANGE Coordination	\$ 21,587	SMSV	10/01/18-09/30/19
Courtney's House, Inc.	Improving Access to Culturally Competent Services for Trafficked Youth	\$ 150,000	Local	10/01/18-09/30/19
DC Department of Corrections	Trauma Focused Crime Victims Program	\$ 200,000	Local	10/01/18-09/30/19
DC Forensic Nurse Examiners	DC Medical Forensic Care Project	\$ 774,999	VAWA Local	10/01/18-09/30/19
DC Office of the Attorney General	Protection Order Enforcement and Representation with Specialized Focus on LGBTQ Survivors	\$ 469,564	VAWA Local	10/01/18-09/30/19
DC Rape Crisis Center	There is No Straight Path to Healing	\$ 775,000	SASP	10/01/18-09/30/19
DC Volunteer Lawyers Project	Domestic Violence Legal Services+	\$ 475,000	VOCA	10/01/18-09/30/19
Deaf Abused Women's Network	Survivor Support Services and Outreach Education	\$ 275,000	Local	10/01/18-09/30/19
Department of Forensic Sciences	Physical Evidence Recovery Kit Initiative	\$ 540,000	Local	10/01/18-09/30/19
District Alliance for Safe Housing (DASH), Inc.	Cornerstone Safe Housing Program and Housing Resource Center Program	\$ 2,006,180	Local	10/01/18-09/30/19
District of Columbia Coalition Against Domestic Violence	Enhancing the Response to Survivors of Domestic Violence in DC	\$ 650,000	Local	10/01/18-09/30/19
District of Columbia Coalition Against Domestic Violence	Responding to the Needs of African Immigrants and Refugees Initiative (RNAII)	\$ 130,304	Local	10/01/18-09/30/19

<b>FY19 Victim Services</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Dynamic Strategies: Innovations for Social Change, LLC	SAVRAA Independent Expert Consultant	\$ 64,675	Local	09/13/19-09/30/19
EMDR Support Network	Enhancing Trauma Informed Responses	\$ 39,114	Local	09/01/19-09/30/19
FAIR Fund Inc.	Comprehensive Survivor-Focused Services for Young Victims of Sexual Assault, Domestic Violence, and Human Trafficking	\$ 330,000	VOCA	10/01/18-09/30/19
Far Southeast Family Strengthening Collaborative	Momma's Safe Haven Services	\$ 72,128	Local	07/01/19-09/30/19
Far Southeast Family Strengthening Collaborative	GWUH-FSFSC Anti-Violence Program	\$ 205,000	VAF Local	10/01/18-09/30/19
Far Southeast Family Strengthening Collaborative	Trauma Recovery	\$ 300,000	Local	10/01/18-09/30/19
Give an Hour Nonprofit Corporation	Enhancing the District's Response to Trauma	\$ 350,000	Local	10/01/18-09/30/19
Global Emergency Response	Application Hosting	\$ 31,000	Local	10/01/18-09/30/19
Government of the District of Columbia/D.C. Courts	Southeast Domestic Violence Intake Center	\$ 40,108	VAWA	10/01/18-09/30/19
Greater Washington Jewish Coalition Against Domestic Abuse	Comprehensive Services, Training, and Prevention for Underserved Populations	\$ 79,000	Local	10/01/18-09/30/19
HER Resiliency Center	HER Roadmap to Success	\$ 150,000	Local	10/01/18-09/30/19
House of Ruth	Service Enriched Housing and Counseling	\$ 1,200,000	Local	10/01/18-09/30/19
House of Ruth	A New Start Transitional Housing Program	\$ 338,410	Local	01/01/19-09/30/19
Howard University	Trauma Recovery Initiative: Utilizing Multiple Paths to Healing (TRIUMPH)	\$ 245,000	VAF	10/01/18-09/30/19
ICF Macro, Inc	VLNDC	\$ 62,690	VLN Local	10/01/18-09/30/19
Kevin O'Brien	Enhancing Trauma Informed Responses	\$ 12,000	Local	11/01/18-09/30/19
Krisit Rocap	Project Change	\$ 24,436	Local	02/15/19-09/30/19
La Clinica del Pueblo	Latino Community Engagement Project	\$ 50,000	Local	10/01/18-09/30/19
Legal Aid Society of the District of Columbia	Domestic Violence Victims Representation Project	\$ 496,605	VOCA	10/01/18-09/30/19

<b>FY19 Victim Services</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Mary's Center for Maternal and Child Care, Inc.	Domestic Violence Advocacy Program	\$ 100,000	Local	10/01/18-09/30/19
MedStar Washington Hospital Center	DC SANE Program	\$ 500,000	VAF	10/01/18-09/30/19
MedStar Washington Hospital Center	Community Violence Intervention Program	\$ 322,676	SMSV	10/01/18-09/30/19
Men Can Stop Rape	ASK DC/UASK DC	\$ 81,050	Local	10/01/18-09/30/19
Men Can Stop Rape	DC Coalition to End Sexual Violence	\$ 245,000	Local	10/01/18-09/30/19
Men Can Stop Rape	MOST and WISE	\$ 400,000	Local	10/01/18-09/30/19
Metropolitan Police Department	STOP Violence Against Women	\$ 161,820	VAWA	10/01/18-09/30/19
My Sister's Place	Comprehensive Opportunities for Recovery & Empowerment	\$ 645,695	Local	10/01/18-09/30/19
My Sister's Place	RISE - Reaching Independence through Survivor Empowerment	\$ 244,518	Local	01/01/19-09/30/19
National Center for Victims of Crime	DC Victim Hotline	\$ 720,000	VLN Local	10/01/18-09/30/19
National Council for Behavioral Health	Enhancing Trauma Informed Responses	\$ 5,711	Local	05/01/19-09/30/19
Network for Victim Recovery of DC	DCALS	\$ 1,275,000	VOCA Local	10/01/18-09/30/19
Network for Victim Recovery of DC	DCTROV	\$ 147,819	VOCA	10/01/18-09/30/19
Network for Victim Recovery of DC	VLNDC	\$ 163,187	VLN	10/01/18-09/30/19
Office of the Chief Medical Examiner	Victim Report and Non-Report Drug Facilitated Sexual Assault Testing	\$ 247,790	Local	10/01/18-09/30/19
Orchid	VLNDC Portal	\$ 23,000	VLN	10/01/18-09/30/19
Paving the Way MSI-Behavioral Health Clinic	"Empower Me"	\$ 80,113	Local	10/01/18-09/30/19
Rebecca Dreke Consulting, LLC	Domestic Violence Fatality Review Board	\$ 107,100	Local	10/01/18-09/30/19
Safe Shores - The DC Children's Advocacy Center	Family Advocacy and Forensic Services Program	\$ 671,756	VOCA	10/01/18-09/30/19
Survivors and Advocates for Empowerment, Inc.	Domestic Violence Crisis Intervention Services	\$ 1,400,000	Local	10/01/18-09/30/19



<b>FY19 Victim Services</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Tahirih Justice Center	Comprehensive Services for Immigrant Survivors of Domestic and Sexual Violence, and Other Crimes	\$ 256,000	Local	10/01/18-09/30/19
The DC Center for the LGBT Community	DC Anti-Violence Project (DC AVP)	\$ 154,450	Local	10/01/18-09/30/19
The Magi Group	Grantee Capacity Building	\$ 3,087	Local	04/09/19-05/30/19
The Research Foundation for the State University of New York	Project CHANGE	\$ 51,084	SMSV	10/01/18-09/30/19
The Women's Center	RESTORE: Coordinated Counseling Services for Sexual Assault, Domestic Violence, and Stalking Victims	\$ 252,000	VOCA Local	10/01/18-09/30/19
Thrive DC	Resources and Care for Homeless Victims of Crime	\$ 77,494	Local	10/01/18-09/30/19
Tzedek DC, Inc.	Economic Exploitation and Fraud Prevention Project	\$ 101,760	VOCA	10/01/18-09/30/19
University Legal Services	DC Jail & Prison Advocacy Project	\$ 125,000	VOCA	10/01/18-09/30/19
University of Maryland Prince George's Hospital Center	Capital Region Violence Intervention Program	\$ 150,000	SMSV	10/01/18-09/30/19
Wendt Center for Loss and Healing	HOPES Program for Crime-Related Trauma and Loss	\$ 1,702,657	VOCA	10/01/18-09/30/19
Wendt Center for Loss and Healing	Project CHANGE	\$ 103,538	SMSV	10/01/18-09/30/19
Wendt Center for Loss and Healing	Wendt Center Training Institute	\$ 194,000	Local	10/01/18-09/30/19
Whitman-Walker Health	Trauma-Informed Youth Mental Health Program	\$ 300,000	Local	10/01/18-09/30/19

<b>FY19 Justice Grants</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Access Inc. / Access Youth	Restorative Justice	\$ 100,000	Local	10/1/18 - 9/30/19
Choice Research	Reentry Data Collection and Analysis	\$ 64,790	Byrne	10/1/18 - 9/30/19
Collaborative Solutions for Communities	Reentry Services	\$ 125,000	Local	10/1/18 - 9/30/19
Collaborative Solutions for Communities	Juvenile Delinquency Prevention	\$ 50,000	Title II	10/1/18 - 9/30/19

<b>FY19 Justice Grants</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Communities In Schools of the Nation's Capital	CIS Integrated Student Supports for DCPS students	\$ 100,000	Local	10/1/18 - 9/30/19
Community Connections, Inc.	Re-entry: Doing it Right!	\$ 125,000	Local	10/1/18 - 9/30/19
Community Family Life Services	Women's Reentry Housing Initiative	\$ 125,000	Local	10/1/18 - 9/30/19
Community Family Life Services	Women's Reentry Initiative	\$ 125,000	Byrne	10/1/18 - 9/30/19
Council for Court Excellence	DC Correctional Facility Stakeholder Engagement	\$ 150,000	Local	10/1/18 - 9/30/19
Council for Court Excellence	RAN Support Services, Training, and Education	\$ 85,893	Local	10/1/18 - 9/30/19
Criminal Justice Coordinating Council	CJCC FY19 CM/DMC	\$ 86,049	Title II	10/1/18 - 9/30/19
Department of Corrections	PREA Byrne Software	\$ 68,105	Byrne	10/1/18 - 9/30/19
Department of Corrections	Residential Substance Abuse Treatment (RSAT)	\$ 114,889	RSAT	10/1/18 - 9/30/19
Department of Corrections	READY Center	\$ 62,500	Byrne	10/1/18 - 9/30/19
Department of Forensic Sciences	Coverdell Forensic Sciences Improvement	\$ 135,980	Coverdell	10/1/18 - 9/30/19
Department of Youth Rehabilitation Services	Prison Rape Elimination Act Compliance and Training	\$ 41,046	Title II Byrne	10/1/18 - 9/30/19
Free Minds Book Club & Writing Workshop	Incarcerated Youth Book Club	\$ 100,000	Local	10/1/18 - 9/30/19
Free Minds Book Club & Writing Workshop	Reentry Book Club and Job Readiness Program	\$ 125,000	Local	10/1/18 - 9/30/19
Free Minds Book Club & Writing Workshop	YRA Grant	\$ 21,670	Local	10/1/18 - 9/30/19
House of Ruth	Women's Re-entry Program	\$ 126,376	Local	10/1/18 - 9/30/19
Institute for African Man Development	IAMD Re Entry Services	\$ 125,000	Local	10/1/18 - 9/30/19
Jubilee Housing	Re-entry Housing Initiative	\$ 129,320	Local	10/1/18 - 9/30/19
Justice Policy Institute	DC Parole Board Study	\$ 75,000	Local	10/1/18 - 9/30/19
Lorton Art Program	DOC Art Classes	\$ 149,989	Local	10/1/18 - 9/30/19
Multicultural Career Intern Program	Delinquency Prevention at CHEC	\$ 100,000	Title II	10/1/18 - 9/30/19
Office of Neighborhood Safety and Engagement	CBCR Project	\$ 409,268	BCJI	10/1/18 - 9/30/19
Office of the Chief Medical Examiner	Training for Forensic Staff	\$ 135,980	Coverdell	10/1/18 - 9/30/19
Open City Advocates	Juvenile Reentry Support Project	\$ 100,000	Local	10/1/18 - 9/30/19
Social Solutions	DC Reentry Coalition ETO Database	\$ 73,494	Local	10/1/18 - 9/30/19

<b>FY19 Justice Grants</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
The National Reentry Network for Returning Citizens	Peer 2 Peer Mentoring	\$ 53,520	Local	10/1/18 - 9/30/19
Thrive DC	Women in New Directions	\$ 105,287	Local	10/1/18 - 9/30/19
University Legal Services	DC Jail & Prison Advocacy Project	\$ 125,000	Local	10/1/18 - 9/30/19
Urban Ed, Inc.	IT Youth Empowerment Project	\$ 85,713	Local	10/1/18 - 9/30/19
Voices for a Second Chance	First Responder and Trauma Informed Reentry Services for Justice Involved Individuals	\$ 130,000	Local	10/1/18 - 9/30/19

<b>FY19 Truancy Reduction</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Access Inc. / Access Youth	High School Truancy Reduction Pilot Program	\$ 250,000	Local	10/1/18 - 9/30/19
Boys Town	Show Up, Stand Out	\$ 497,194	Local	10/1/18 - 9/30/19
Catholic Charities of the Archdiocese of Washington	Show Up, Stand Out	\$ 610,000	Local	10/1/18 - 9/30/19
Choice Research	Truancy ETO Consultant	\$ 100,000	Local	10/1/18 - 9/30/19
Collaborative Solutions for Communities	Show Up, Stand Out	\$ 610,000	Local	10/1/18 - 9/30/19
East River Family Strengthening Collaborative, Inc.	Show Up, Stand Out	\$ 622,161	Local	10/1/18 - 9/30/19
Edgewood/Brookland Family Support Collaborative	Show Up, Stand Out	\$ 610,000	Local	10/1/18 - 9/30/19
Far Southeast Family Strengthening Collaborative	Show Up, Stand Out	\$ 661,622	Local	10/1/18 - 9/30/19
Finn Partners	Program Support	\$ 130,000	Local	10/1/19 - 9/30/20
Georgia Avenue Family Support Collaborative	Show Up, Stand Out	\$ 705,410	Local	10/1/18 - 9/30/19
Hillcrest Children and Family Center	High School Truancy Reduction Pilot Program	\$ 100,010	Local	10/1/18 - 9/30/19
ICF Macro	Evaluation	\$ 149,989	Local	10/1/18 - 9/30/19
Latin American Youth Center	High School Truancy Reduction Pilot Program	\$ 149,989	Local	10/1/18 - 9/30/19

<b>FY19 Access to Justice</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
District of Columbia Bar Foundation	Access to Justice	\$ 10,057,256	Local	10/01/18-09/30/19

<b>FY20 Victim Services (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Allmendinger LLC	Performance Management Initiatives Project	\$30,300	Local	10/01/19-9/30/20
Amara Legal Center, Inc.	Legal Services and Advocacy Program for Victims of Commercial Sex	\$150,000	Local	10/01/19-9/30/20
Asian Pacific American Legal Resource Center	Crime Victim Assistance Partnership	\$50,000	VAF	10/01/19-9/30/20
Asian/Pacific Islander Domestic Violence Resource Project	Raising A/PI Voices Through Trauma Informed Care	\$105,000	Local	10/01/19-9/30/20
Ayuda	Ayuda's Holistic DC Crime Victims Program	\$225,000	VOCA	10/01/19-9/30/20
Ayuda	Domestic Violence, Sexual Assault, and Stalking Program	\$550,000	VAWA Local	10/01/19-9/30/20
Ayuda	Victim Services Interpreter Bank	\$300,000	Local	10/01/19-9/30/20
Break the Cycle	Youth Legal Services and Legal/Medical Partnership	\$300,000	Local	10/01/19-9/30/20
Calvary Women's Services, Inc.	Reach Up Transitional Housing Program	\$368,935	Local	10/01/19-9/30/20
CARECEN-Central American Resource Center	CARECEN Immigrant Crime Survivors' Service Project	\$112,000	Local	10/01/19-9/30/20
Casa Ruby Inc	Casa Ruby Victims Services	\$75,000	Local	10/01/19-9/30/20
Children's National Medical Center	Response to Child and Adolescent Victimization	\$500,000	VAF	10/01/19-9/30/20
Community Family Life Services	Financial Literacy Housing Program	\$224,430	Local	10/01/19-9/30/20
Community Family Life Services	Reentry & Domestic Violence Housing	\$530,368	Local	10/01/19-9/30/20
Cortney Fisher	Project CHANGE Coordination	\$20,861	Local	10/01/19-9/30/20
D.C. Office of the Attorney General	Continuation of Protection Order Enforcement and Representation with Specialized Focus on LGBTQ Survivors	\$472,003	VAWA	10/01/19-9/30/20
DC Courts	Southeast Domestic Violence Intake Center: Victim Services	\$25,805	VAWA	10/01/19-9/30/20
DC Department of Corrections	Trauma Focused Crime Victims Program	\$45,152	Local	10/01/19-9/30/20
DC Forensic Nurse Examiners	DC Medical Forensic Care Project	\$781,126	Local	10/01/19-9/30/20

<b>FY20 Victim Services (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
DC Rape Crisis Center	It's All Hands on Deck	\$654,997	SASP	10/01/19-9/30/20
DC Volunteer Lawyers Project	Child Advocacy: Court-Appointed Attorneys for Child Victims	\$102,414	VOCA	10/01/19-9/30/20
DC Volunteer Lawyers Project	Domestic Violence Legal Services+	\$484,500	VOCA	10/01/19-9/30/20
Deaf Abused Women's Network	Deaf Survivor Support Services and Outreach/Prevention Education	\$312,236	Local	10/01/19-9/30/20
Department of Forensic Sciences	Physical Evidence Recovery Kit Initiative FY20	\$553,192	Local	10/01/19-9/30/20
District Alliance for Safe Housing (DASH), Inc.	DASH Safe Housing Programs	\$1,910,880	Local	10/01/19-9/30/20
District Alliance for Safe Housing (DASH), Inc.	Empowerment Project	\$146,700	Local	10/01/19-9/30/20
District of Columbia Coalition Against Domestic Violence	Enhancing the Response to Survivors of Domestic Violence in Washington, DC	\$603,805	Local	10/01/19-9/30/20
District of Columbia Coalition Against Domestic Violence	Responding to the Needs of African Immigrants Initiative (RNAII)	\$182,690	Local	10/01/19-9/30/20
Dynamic Strategies	SAVRAA Independent Expert Consultant	\$70,000	Local	10/01/19-9/30/20
Empowerment Justice Center	FY20 Crime Victims EJC	\$70,000	Local	10/01/19-9/30/20
Ethiopian Community Center, Inc.	African Community Outreach and Education	\$90,218	Local	10/01/19-9/30/20
Exodus Treatment Center, Inc.	Exodus Center For Community Engagement	\$200,000	Local	10/01/19-9/30/20
FAIR Fund Inc.	Stop and SERVE (Stop trafficking through Outreach and Prevention and Support Empowering and Restoring Victims Everyday)	\$63,000	VOCA	10/01/19-9/30/20
Far Southeast Family Strengthening Collaborative	FY2020 GWUH-FSFSC Anti-Violence Program	\$275,000	VAF	10/01/19-9/30/20
Far Southeast Family Strengthening Collaborative	FY2020 Trauma Recovery Center	\$300,000	Local	10/01/19-9/30/20
Give an Hour Nonprofit Corporation	Enhancing the District's Response to Trauma	\$328,821	Local	10/01/19-9/30/20
Global Emergency Resources	PERK Tracking	\$31,000	Local	10/01/19-9/30/20

<b>FY20 Victim Services (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Greater Washington Jewish Coalition Against Domestic Abuse	Comprehensive Services, Training, and Prevention for Underserved Populations	\$79,000	Local	10/01/19-9/30/20
HER Resiliency Center	HER Roadmap to Success 2020	\$150,000	Local	10/01/19-9/30/20
House of Ruth	House of Ruth Service Enriched Housing and Counseling	\$1,200,000	Local	10/01/19-9/30/20
House of Ruth	House of Ruth's A New Start Transitional Housing Program	\$469,345	DVHF Local	10/01/19-9/30/20
Howard University	Project CHANGE - HUH - TRIUMPH Program	\$245,000	VAF	10/01/19-9/30/20
La Clinica del Pueblo	Latino Community Engagement: Supporting Survivors and Educating Communities	\$55,000	Local	10/01/19-9/30/20
Legal Aid Society of the District of Columbia	Domestic Violence Victims Representation Project	\$497,000	VOCA	10/01/19-9/30/20
Mary's Center for Maternal and Child Care, Inc.	Mary's Center Domestic Violence Survivor Services	\$100,000	Local	10/01/19-9/30/20
MedStar Health Research Institute, Inc.	MedStar Washington Hospital Center-Community Violence Intervention Program	\$322,675	SMSV	10/01/19-9/30/20
MedStar Washington Hospital Center	FY20 OVSJG - SANE	\$500,000	VAF	10/01/19-9/30/20
Men Can Stop Rape	ASKDC/UASKDC	\$55,000	Local	10/01/19-9/30/20
Men Can Stop Rape	DCCESV	\$200,000	Local	10/01/19-9/30/20
Men Can Stop Rape	MOST/WISE Club	\$317,076	Local	10/01/19-9/30/20
Metro DC Community Center Inc,	DC Anti-Violence Project (DC AVP)	\$184,000	Local	10/01/19-9/30/20
Metropolitan Police Department	FY20_STOP-Offender Accountability	\$193,185	VAWA	10/01/19-9/30/20
My Sister's Place	Shelter and Supportive Services	\$645,695	Local	10/01/19-9/30/20
My Sister's Place	Transitional Housing - RISE	\$484,652	Local	10/01/19-9/30/20
National Center for Victims of Crime	DC Victim Hotline FY20	\$714,844	VAF	10/01/19-9/30/20
Network for Victim Recovery of DC	DCALS	\$1,275,000	VOCA	10/01/19-9/30/20
Network for Victim Recovery of DC	DCTROV	\$143,589	VOCA	10/01/19-9/30/20

<b>FY20 Victim Services (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Network for Victim Recovery of DC	VLNDC	\$187,187	Local	10/01/19-9/30/20
Office of the Chief Medical Examiner	Victim Report and Non-Report Drug Facilitated Sexual Assault Testing: Provision and Improvement	\$61,297	Local	10/01/19-9/30/20
Paving the Way MSI-Behavioral Health Clinic	"Empower Me"	\$80,113	Local	10/01/19-9/30/20
Rebecca Dreke Consulting, LLC	Domestic Violence Fatality Review Board	\$107,100	Local	10/01/19-9/30/20
Rebecca Dreke Consulting, LLC	Enhancing the District's Response to Trauma - Focus Group Design & Facilitation	\$17,325	Local	10/01/19-9/30/20
Rocap Design	Material Design and Production	\$24,935	Local	1/30/20-9/30/20
Safe Shores - The DC Children's Advocacy Center	Safe Shores Family Advocacy and Forensic Services	\$701,637	VOCA	10/01/19-9/30/20
Survivors and Advocates for Empowerment, Inc.	Domestic Violence Crisis Intervention Services	\$1,550,000	VAF Local	10/01/19-9/30/20
Tahirih Justice Center	Comprehensive Services for Immigrant Survivors of Domestic and Sexual Violence, and Other Crimes	\$256,000	Local	10/01/19-9/30/20
The Community Partnership	Domestic Violence Strategic Planning	\$200,000	Local	1/01/20-9/30/20
The Research Foundation for the State University of New York	Project CHANGE	\$59,739	SMSV	10/01/19-9/30/20
The Safe Sisters Circle	East of the River Women's Legal Services and Healing Project	\$100,000	Local	10/01/19-9/30/20
The Women's Center	RESTORE: Coordinated Counseling Services for Sexual Assault, Domestic Violence, and Stalking Victims	\$252,000	VOCA	10/01/19-9/30/20
Thrive DC	Resources and Care for Homeless Victims of Crime	\$71,189	Local	10/01/19-9/30/20
Tzedek DC, Inc.	Economic Exploitation and Fraud Prevention Project	\$107,998	VOCA	10/01/19-9/30/20
University Legal Services	DC Jail & Prison Advocacy Project	\$190,000	VAF	10/01/19-9/30/20



<b>FY20 Victim Services (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
University of Maryland Prince George's Hospital Center	University of Maryland Prince George's Hospital Center, Capital Region Violence Intervention Program (CAP-VIP)	\$75,000	VAF	10/01/19-9/30/20
Wendt Center for Loss and Healing	HOPEs Program for Crime-Related Trauma and Loss	\$1,669,284	VOCA	10/01/19-9/30/20
Wendt Center for Loss and Healing	Wendt Center Training Institute	\$188,669	Local	10/01/19-9/30/20
Whitman-Walker Clinic, Inc. DBA Whitman-Walker Health	Trauma-Informed Youth Mental Health Program	\$300,000	Local	10/01/19-9/30/20

<b>FY20 - Justice Grants (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Access Inc. / Access Youth	Restorative Justice in Schools Program - Ballou HS	\$ 125,000	Title II	10/1/19 - 9/30/20
Catholic Charities of the Archdiocese of Washington	Welcome Home Reentry Program	\$ 125,000	Local	10/1/19 - 9/30/20
Choice Research	Reentry Data Collection and Analysis	\$ 54,120	Byrne	10/1/19 - 9/30/20
Collaborative Solutions for Communities	Success in Reentry Program (SIR Program)	\$ 125,000	Local	10/1/19 - 9/30/20
Community Connections, Inc.	Re-Entry Doing It Right!	\$ 125,000	Local	10/1/19 - 9/30/20
Community Family Life Services	Reentry Housing	\$ 125,000	Byrne	10/1/19 - 9/30/20
Community Family Life Services	Women's Reentry Case Management	\$ 125,000	Byrne	10/1/19 - 9/30/20
Community Family Life Services	Women's Reentry Speakers Bureau	\$ 44,971	Byrne	10/1/19 - 9/30/20
Community Mediation DC	Expanding Re-entry Mediation at CDF and CTF	\$ 45,731	Local	10/1/19 - 9/30/20
Council for Court Excellence	RAN Support Services, Training, and Education	\$ 84,725	Local	10/1/19 - 9/30/20
Council for Court Excellence	Jails and Justice Task Force	\$ 150,000	Local	10/1/19 - 9/30/20
Courtney's House, Inc.	Improving Access to Culturally Competent Services for Trafficked Youth in HOPE Court	\$ 100,000	Local	10/1/19 - 9/30/20
Criminal Justice Coordinating Council	CJCC FY20 Compliance Monitoring/Disproportionate Minority Contact	\$ 99,000	Title II	10/1/19 - 9/30/20
DC Department of Corrections	Residential Substance Abuse Treatment (RSAT) Program	\$ 121,847	RSAT	10/1/19 - 9/30/20

<b>FY20 - Justice Grants (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
DC Department of Corrections	READY Center CBO Liaison	\$ 125,000	Byrne	10/1/19 - 9/30/20
DC Department of Corrections	DOC Specialized Training & Symposium (PREA)	\$ 49,467	Byrne	10/1/19 - 9/30/20
DC Department of Forensic Sciences	Closing the Gap on Opioids with Digital Evidence	\$ 136,138	Coverdell	1/1/20 - 12/31/20
DC Department of Youth Rehabilitation Services	LGBTQ Competency & Secondary Trauma Training (PREA)	\$ 31,100	Byrne	10/1/19 - 9/30/20
DC Office of the Chief Medical Examiner	OCME Quality and Timeliness Improvement Initiative	\$ 136,138	Coverdell	1/1/20 - 12/31/20
DC Office of Neighborhood Safety and Engagement	Byrne CBCR Grant FY 20	\$ 898,543	Byrne	10/1/19 - 9/30/20
DC Witness	Homicide Tracking and Reporting	\$ 100,000	Local	10/1/19 - 9/30/20
FAIR Fund, Inc.	The HOPE, Empowerment, and Education Project	\$ 100,000	Local	10/1/19 - 9/30/20
Free Minds Book Club & Writing Workshop	Free Minds FY 20 YRA Education and Motivation	\$ 100,000	Local	10/1/19 - 9/30/20
Free Minds Book Club & Writing Workshop	Incarcerated Youth Book Club	\$ 100,000	Local	10/1/19 - 9/30/20
Free Minds Book Club & Writing Workshop	Reentry Book Club and Job Readiness Program	\$ 125,000	Local	10/1/19 - 9/30/20
Gallaudet University	IRAA Peer Mentorship	\$ 200,000	Local	10/1/19 - 9/30/20
Georgetown Criminal Justice Clinic	IRAA Support Funding for FY2020	\$ 100,000	Local	10/1/19 - 9/30/20
House of Ruth	House of Ruth's Women's - Re-entry Program	\$ 125,000	Byrne	10/1/19 - 9/30/20
Jubilee Housing	Re-Entry Housing Initiative	\$ 125,000	Byrne	10/1/19 - 9/30/20
Justice Policy Institute	IRAA Implementation Support	\$ 150,000	Local	10/1/19 - 9/30/20
Lorton Art Program	DOC Visual Arts Classes	\$ 58,000	Local	10/1/19 - 9/30/20
Multicultural Career Intern Program	MCIP at CHEC Delinquency Prevention Program	\$ 125,000	Title II	10/1/19 - 9/30/20
The National Reentry Network for Returning Citizens	Peer2Peer Mentoring 2020	\$ 100,000	Local	10/1/19 - 9/30/20
The National Reentry Network for Returning Citizens	Ready4Work - Project Safe Neighborhoods	\$ 130,682	PSN	1/1/20 - 9/3/20
Open City Advocates	Reentry Support Project	\$ 125,000	Local	10/1/19 - 9/30/20
Social Solutions	DC Reentry Coalition ETO Database	\$ 84,754	Byrne	10/1/19 - 9/30/20
Thrive DC	Women in New Directions (WIND) Reentry Program	\$ 96,760	Local	10/1/19 - 9/30/20
University Legal Services	DC Jail & Prison Advocacy Project	\$ 125,000	Byrne	10/1/19 - 9/30/20

<b>FY20 - Justice Grants (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Voices for a Second Chance	First Responder Inmate & Reentry Supportive Services	\$ 125,000	Local	10/1/19 - 9/30/20

<b>FY20 - Truancy Reduction (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
Access Inc. / Access Youth	High School Truancy Reduction Pilot Program	\$325,000	Local	10/1/19 - 9/30/20
Boys Town	Show Up, Stand Out	\$554,980	Local	10/1/19 - 9/30/20
Catholic Charities of the Archdiocese of Washington, Inc.	Show Up, Stand Out	\$615,000	Local	10/1/19 - 9/30/20
Choice Research	Truancy ETO Support	\$46,200	Local	10/1/19 - 9/30/20
Collaborative Solutions for Communities	Show Up, Stand Out	\$615,000	Local	10/1/19 - 9/30/20
Communities In Schools of the Nation's Capital	Integrated supports for DCPS students	\$125,000	Local	10/1/19 - 9/30/20
East River Family Strengthening Collaborative, Inc.	Show Up, Stand Out	\$615,000	Local	10/1/19 - 9/30/20
Edgewood/Brookland Family Support Collaborative	Show Up, Stand Out	\$615,000	Local	10/1/19 - 9/30/20
Far Southeast Family Strengthening Collaborative	Show Up, Stand Out	\$661,622	Local	10/1/19 - 9/30/20
Finn Partners	Show Up, Stand Out	\$75,000	Local	10/1/19 - 9/30/20
Georgia Avenue Family Support Collaborative	Show Up, Stand Out	\$767,219	Local	10/1/19 - 9/30/20
Hillcrest Children and Family Center	High School Truancy Reduction Pilot Program	\$100,010	Local	10/1/19 - 9/30/20
ICF Macro	Evaluation	\$150,000	Local	10/1/19 - 9/30/20
Latin American Youth Center	High School Truancy Reduction Pilot Program	\$168,365	Local	10/1/19 - 9/30/20

<b>FY20 – Access to Justice (as of 1/31/20)</b>				
<b>Grantee</b>	<b>Description</b>	<b>Award</b>	<b>Source</b>	<b>Award Period</b>
District of Columbia Bar Foundation	Access to Justice Initiative	\$11,057,000	Local	10/01/19-9/30/20

- 15. Please list each contract, procurement, and lease, entered into or extended and option years exercised by your agency during FY19 and FY20, to date. For each contract, procurement, or lease, please provide the following information, where applicable:**

- a. **The name of the party;**
- b. **The nature of the contract, procurement, or lease, including the end product or service;**
- c. **The dollar amount of the contract, procurement, or lease, including amount budgeted and amount actually spent;**
- d. **The term of the contract, procurement, or lease;**
- e. **Whether it was competitively bid;**
- f. **The name of the agency's contract monitor(s) and the results of any monitoring activity; and**
- g. **The funding source.**

OVSJG did not enter into any contracts, procurements, or leases in FY19 or in FY20, to date.

16. **Please list all pending lawsuits that name the agency as a party. Identify which cases on the list are lawsuits that potentially expose the District to significant financial liability or will result in a change in agency practices, and describe the current status of the litigation. Please provide the extent of each claim, regardless of its likelihood of success. For those identified, please include an explanation about the issues involved in each case.**

There are no pending lawsuits that name OVSJG as a party.

17. **Please list all settlements entered into by the agency or by the District on behalf of the agency in FY19 or FY20, to date, and provide the parties' names, the date the settlement was entered into, the amount of the settlement, and if related to litigation, the case name, docket number, and a brief description of the case. If unrelated to litigation, please describe the underlying issue or reason for the settlement (e.g. administrative complaint, excessive use of force, etc.).**

See response to Question 18.

18. **Please list the administrative complaints or grievances that the agency received in FY19 and FY20, to date, broken down by source. Please describe the process utilized to respond to any complaints and grievances received and any changes to agency policies or procedures that have resulted from complaints or grievances received. For any complaints or grievances that were resolved in FY19 or FY20, to date, describe the resolution.**

OVSJG received one grievance/administrative complaint in FY19 and none in FY20, to date. In FY19, a term employee who was not converted to career service and was separated at the end of the term filed a grievance with DCHR and complaints with the Office of Human Rights (OHR) and the EEOC. DCHR dismissed the grievance after a separation agreement was reached and cases are pending with OHR and the EEOC.

19. **Please describe the agency's procedures for investigating allegations of sexual harassment, sexual misconduct, or discrimination committed by or against agency employees. List and describe any allegations relating to the agency or its employees in FY19 and FY20, to date, and whether and how those allegations were resolved (e.g.**

**a specific disciplinary action, such as re-training, employee transfer, suspension, or termination).**

OVSJG adheres to the procedures detailed in Mayor's Order 2017-313, Sexual Harassment Policy, Guidance and Procedures issued December 18, 2017. The agency had no allegations of sexual misconduct, sexual harassment, or discrimination on the basis of sex to date in FY19 or in FY20, to date.

- a. Please also identify whether the agency became aware of any similar matters in FY19 or FY20, to date, through means other than an allegation, and if so, how the matter was resolved (e.g. sexual harassment was reported to the agency, but not by the victim).**

OVSJG did not become aware of any similar matter in FY19 or FY20, to date, through any means.

- 20. Please provide the Committee with a list of the total workers' compensation payments paid by the agency or on the agency's behalf in FY19 and FY20, to date, including the number of employees who received workers' compensation payments, in what amounts, and for what reasons.**

OVSJG did not pay any workers' compensation payments in FY19 nor in FY20, to date.

- 21. Please list and describe any ongoing investigations, audits, or reports on the agency or any employee of the agency, or any investigations, studies, audits, or reports on the agency or any employee of the agency that were completed during FY19 and FY20, to date.**

In FY19, the Office of the DC Auditor (ODCA) issued the audit report of the Domestic Violence Fatality Review Board titled, "Panel Meets Most Requirements for Domestic Violence Fatality Review."

- 22. Please describe any spending pressures the agency experienced in FY19 and any anticipated spending pressures for the remainder of FY20. Include a description of the pressure and the estimated amount. If the spending pressure was in FY19, describe how it was resolved, and if the spending pressure is in FY20, describe any proposed solutions.**

OVSJG did not experience any spending pressures in FY19, nor anticipates any for the remainder of FY20.

- 23. Please provide a copy of the agency's FY19 performance plan. Please explain which performance plan objectives were completed in FY19, and whether they were completed on time and within budget. If they were not, please provide an explanation.**

Please see Attachment 1. All of OVSJG's objectives were met on time and within budget, except for:

- *Percent of victims of attempted homicide who accept hospital based violence intervention project services.* Several of the HVIP grantees experienced internal

challenges, including staff turnover. Staff shortages resulted in programs not consistently able to make first contact and offer services to patients bedside, as is best practice. At times, services were offered to patients by phone after discharge, which reduces the likelihood of acceptance.

**24. Please provide a copy of your agency's FY20 performance plan as submitted to the Office of the City Administrator.**

Please see Attachment 2.

**25. Please describe any regulations promulgated by the agency in FY19 or FY20, to date, and the status of each.**

OVSJG promulgated regulations for the Address Confidentiality Program. The Notice of Proposed Rulemaking was published on August 30, 2019 and The Notice of Final Rulemaking was published January 10, 2020.

**26. Please provide the number of FOIA requests for FY19 and FY20, to date, that were submitted to your agency. Include the number granted, partially granted, denied, and pending. In addition, please provide the average response time, the estimated number of FTEs required to process requests, the estimated number of hours spent responding to these requests, and the cost of compliance.**

Number of requests in FY19: 4

Number of requests in FY20, to date (1/31/20): 1

Granted: 5

Denied: 0

Pending: 0

Average response time: 5 hours

Estimated FTEs required: 0.01

Estimated number of hours spent responding to these requests: 24

Cost of compliance: \$1,349.27

**27. Please provide a list of all studies, research papers, reports, and analyses that the agency prepared or contracted for during FY19 and FY20, to date. Please state the status and purpose of each. Please submit a hard copy to the Committee if the study, research paper, report, or analysis is complete.**

OVSJG contracted for or participated in the development of numerous reports and analyses during FY19 and FY20, to date:

- Domestic Violence Fatality Review Board
  - 2019 Report on Domestic Violence Fatalities in 2015 (completed)
  - Domestic Violence Homicide 5-Year Trends: 2014-2018 (completed)
  - 2020 Report on Domestic Violence Fatalities in 2016 (in progress)
- Options for a District of Columbia District-wide Trauma Assessment (completed)
- ETO Support Project: District of Columbia Reentry Coalition (DCRC) Fiscal Year 2017 and 2018 Summary Report (completed)

- Jails & Justice: A Framework for Change, Phase I Findings and Recommendations of the District Task Force on Jails & Justice (complete)
- Restoring Local Control of Parole to the District of Columbia (complete)
- Analysis of the Incarceration Reduction Amendment Act of 2016 (in progress)
- Show Up, Stand Out and High School Truancy Reduction Pilot Program Evaluation Annual Report Fiscal Year 2019 (in progress)
- Private Security Camera Program FY19 Annual Report (complete)

Please see Attachment 3 for completed reports.

- 28. Please list in descending order the top 25 overtime earners in your agency in FY19 and FY20, to date, if applicable. For each, state the employee's name, position number, position title, program, activity, salary, fringe, and the aggregate amount of overtime pay earned. Please describe the process the agency uses to determine which employees are granted overtime.**

OVSJG did not have any overtime earners in FY19, nor to date in FY20.

- 29. For FY19 and FY20, to date, please provide a list of employee bonuses or special pay granted that identifies the employee receiving the bonus or special pay, the amount received, and the reason for the bonus or special pay.**

No OVSJG employees received bonuses or special pay in FY19, nor to date in FY20.

- 30. For FY19 and FY20, to date, please list each employee separated from the agency with separation pay. State the amount and number of weeks of pay. Also, for each, state the reason for the separation.**

OVSJG finds that personnel records and related information are exempt from public disclosure because such disclosure may unnecessarily invade employee privacy interests. Notwithstanding those concerns, as referenced in Question 18, one employee was separated from the agency and received four weeks of separation pay equaling approximately \$8,019 gross. The employee was a term employee who was not converted to career service.

- 31. Please provide the name of each employee who was or is on administrative leave in FY19 and FY20, to date. In addition, for each employee identified, please provide: (1) their position; (2) a brief description of the reason they were placed on leave; (3) the dates they were/are on administrative leave; (4) whether the leave was/is paid or unpaid; and (5) their current status.**

OVSJG finds that personnel records and related information are exempt from public disclosure because such disclosure may unnecessarily invade employee privacy interests. Notwithstanding those concerns, one employee was placed on paid administrative leave 12/14/2018 through 07/05/2019 pending the resolution of a grievance filed with DCHR. The employee's status is separated. See Question 18.



**32. Please provide each collective bargaining agreement that is currently in effect for agency employees. Please include the bargaining unit and the duration of each agreement. Please note if the agency is currently in bargaining and its anticipated completion.**

OVSJG has no collective bargaining agreements.

**33. If there are any boards, commissions, or task forces associated with your agency, please provide a chart listing the names, number of years served, agency affiliation, and attendance of each member. Include any vacancies. Please also attach agendas and minutes of each board, commission, or task force meeting in FY19 or FY20, to date, if minutes were prepared. Please inform the Committee if the board, commission, or task force did not convene during any month.**

**JUVENILE JUSTICE ADVISORY GROUP (JJAG)**

First Name	Last Name	Agency Affiliation	Appointment Date	Years Served	12/4/2018	2/5/2019	3/5/2019	4/2/2019	5/7/2019	6/4/2019	7/2/2019	9/1/2019	10/1/2019	11/5/2019	12/3/2019	1/7/2020	2/4/2020
Terri	Odom	Court Social Services	3/4/2003	16	Absent	Absent	Absent	Present	Absent	Absent	Absent	Absent	Absent	Absent	Present	Absent	Present
David	Rosenthal	Office of the Attorney General	10/27/2017	2	Present	Absent	Present	Present	Absent	Present	Present	Present	Absent	Present	Present	Present	Present
Dominique	Burton	Community Member	5/16/2017	2	Present	Absent	Present	Present	Absent	Present	Present	Present	Absent	Present	Absent	Absent	Absent
Penelope	Spain	Community Member- Youth Service provider	6/14/2014	5	Present	Present	Present	Absent	Present	Present	Present	Present	Present	Present	Present	Present	Present
Shyra	Gregory - Dowling	DC Public Schools	6/20/2014	5	Present	Present	Present	Present	Present	Absent	Absent	Present	Present	Present	Present	Absent	Present
Jenise	Patterson	Community Member	5/16/2017	2	Absent	Absent	Absent	Present	Present	Absent	Present	Present	Present	Absent	Present	Absent	Present
Bruce	Wright	Department of Youth Rehabilitation Services	9/28/2017	2	Present	Present	Present	Absent	Present	Present	Absent	Present	Present	Present	Present	Present	Present
Laura	Furr	Community Member - Youth/Adult Partnership Consultant and Chair of JJAG	5/16/2017	2	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present
Miracle	Johns	Youth Member	6/23/2017	2	Absent	Absent	Absent	Present	Present	Absent	Present	Present	Present	Absent	Present	Absent	
Mara	Weinstein	Community Member	5/16/2017	2	Present	Present	Present	NA - resigned									
Brittany	Mobley	Public Defender Services (formerly Nancy Glass)	11/21/2019	<1	NG Present	NG Present	NG Present	NG Present	Present	Present	Present	Present	Absent	Present	Present	Present	Present
Lisette	Burton	NA - Community Member - Youth Service provider	9/28/2017	2	Absent	Absent	Present	Present	Absent	Absent	Present	Absent	Present	Absent	Present	Present	Present
Patrina	Anderson	Department of Behavioral Health (formerly James Ballard)	3/18/2019	<1	JB Present	Present	Present	Absent	Present	Present	Present	Present	Present	Present	Present	Absent	Present
Audrey	Eisemann	Community Member - Public Policy Advocate	3/22/2019	<1	Present	Present	Present	Present	Absent	Present	Present	Present	Present	Present	Absent	Absent	Present
LaShelle	Richmond	Community Member- Youth Service provider	3/22/2019	<1	NA	Present	Present	Present	Present	Present	Present	Present	Present	Absent	Present	Absent	Present
Peter	Krauthamer	DC Chief Family Court Judge	3/18/2019	<1	NA	Present	Present	Present	Present	Present	Absent	Present	Present	Present	Present	Present	Present
Ramey	Kyle	MPD Youth Division	3/18/2019	<1	NA	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present
Sheila	Clark	Department of Human Services - ACE Diversion Manager	4/29/2019	<1	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present	Present
Jonah	Goodman	ANC Member	10/6/2019	<1	NA	NA	NA	NA	NA	NA	NA	NA	NA	Present	Present	Absent	Present

The JJAG did not meet in January and August 2019. There are currently four Youth Member vacancies. Individuals to fill these seats have been identified and they are moving through the appointment process. See Attachment 4 for the agenda and minutes of the JJAG meetings.

## DOMESTIC VIOLENCE FATALITY REVIEW BOARD (DVFRB)

Name	Board Seat	Years Served	Attendance								
			11/28/2018	1/16/2019	3/20/2019	5/15/2019	7/17/2019	9/18/2019	11/20/2019	1/15/2020	
<b>Governmental Entities (10)</b>											
Lt. Angela Cousins	Metropolitan Police Department	2016 - present	Agency Rep Present	Present	Agency Rep Present	Present	Agency Rep Present	Present	No meeting	Present	
Dr. Sasha Breland	Office of the Chief Medical Examiner	2016 - present	Present	Present	Present	Present	Present	Present	No meeting	Absent	
Janese Bechtol	Office of the Attorney General	2005 - present	Present	Present	Present	Present	Absent	Absent	No meeting	Present	
Maria Amato/Sarah Brooks**	Department of Corrections	2015 - present	Present	Present	Absent	Present	Absent	N/A	No meeting	Present	
Sherrod Thomas	Fire and Emergency Medical Services Department	2019 - present	Present	Present	Present	Present	Present	Present	No meeting	Present	
Shermain Bowden	Department of Behavioral Health	2017 - present	Absent	Present	Present	Present	Absent	Absent	No meeting	Present	
Kafui Doe	DC Health	2019 - present	Present	Present	Present	Present	Present	Present	No meeting	Present	
Sarita Spinks	Child and Family Services Agency	2018 - present	Present	Absent	Present	Present	Present	Present	No meeting	Present	
Cheryl Bozarth^	Office of Victim Services and Justice Grants	2019 - present	Present	N/A	N/A	N/A	N/A	N/A	Present	No meeting	
Jennifer Porter*	Mayor's Office of Women's Policy Initiatives	2019 - present	Absent	Absent	VACANT	VACANT	VACANT	VACANT	Present	No meeting	
<b>Entities with Domestic Violence Expertise (7)</b>											
Nelly Montenegro	Superior Court of the District of Columbia	2017 - present	Present	Present	Present	Present	Present	Present	No meeting	Present	
Marcia Rinker	Office of the United States Attorney District of Columbia	2005 - present	Present	Present	Absent	Present	Present	Present	No meeting	Present	
Dr. Lenore Jarvis	District of Columbia Hospitals	2019 - present	VACANT	VACANT	VACANT	VACANT	VACANT	VACANT	No meeting	Present	
Rachel Camp	University legal clinics	2019 - present	VACANT	VACANT	VACANT	VACANT	VACANT	Present	No meeting	Present	
Crystal Jacobs	Domestic violence housing organizations	2019 - present	VACANT	VACANT	VACANT	VACANT	VACANT	Present	No meeting	Present	
Dawn Dalton^	Federally recognized state coalition for domestic violence	2019 - present	N/A	N/A	N/A	N/A	N/A	Present	No meeting	Present	
Jennifer Wesberry	Domestic violence advocacy organizations	2014 - present	Present	Present	present	Present	Present	Present	No meeting	Present	
<b>Community Representatives (8)</b>											
Ashley Joyner Chavez	Community Representative	2018 - present	N/A	Present	Present	Present	Absent	Present	No meeting	Present	
Sharlene Kranz	Community Representative	2014 - 2018	Absent	Absent	Present	Present	N/A	N/A	N/A	N/A	
Varina Winder	Community Representative	2014 - present	Present	Present	Present	Present	Absent	Present	No meeting	Present	
Laila Leigh	Community Representative	2016 - present	Present	Present	Present	Absent	Present	Present	No meeting	Present	
Ian Harris	Community Representative	2017 - present	Absent	Present	Present	Absent	Absent	Present	No meeting	Absent	
Laurie Kohn	Community Representative	2006 - 2019	Present	Absent	Absent	Absent	N/A	N/A	No meeting	Present	
Karen Barker Marcou	Community Representative	2019 - present	N/A	N/A	N/A	N/A	N/A	N/A	No meeting	Present	
Shannon Sigamoni	Community Representative	2019 - present	N/A	N/A	N/A	N/A	N/A	N/A	No meeting	Present	
Beverly Jackson	Community Representative	2019 - present	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Present	
Erin Larkin	Community Representative	2014 - 2018	Present	N/A	N/A	N/A	N/A	N/A	N/A	N/A	

^Cheryl Bozarth and Dawn Dalton began serving on the board in September 2019, as OVSJG and DCCADV were added to the list of agencies per statute change.

\*Jennifer Porter's term began September 2019. The previous MOWPI representative was Shanna Armstrong.

\*\*Sarah Brooks's term began January 2020

The DVFRB meets bimonthly. The materials of the DVFRB, including meeting agenda and minutes, are confidential per statute.

- 34. Please list all reports or reporting currently required of the agency in the District of Columbia Code or Municipal Regulations. Provide a description of whether the agency is in compliance with these requirements, and if not, why not (e.g. the purpose behind the requirement is moot, etc.).**

The Domestic Violence Fatality Review Board (DVFRB) is required to prepare an annual report of findings, recommendations, and steps taken to implement recommendations to be submitted to the public, the Mayor, and the Council on July 1 of each year. The 2019 Report on District of Columbia Domestic Violence Fatality Review Board Domestic Violence Fatalities in 2015 was submitted to Council on July 1, 2019.

OVSJG is required to submit an annual report on the Private Security Camera Incentive Program to the Council by January 15 of each year and a monthly update on our website. The FY19 Annual Report was submitted to Council on December 16, 2019 and the monthly update on the OVSJG website is current through December 31, 2019.

**35. Please provide a list of any additional training or continuing education opportunities made available to agency employees. For each additional training or continuing education program, please provide the subject of the training, the names of the trainers, and the number of agency employees that were trained.**

See response to Question 4b for paid training and continuing education opportunities made available to staff. Additionally, staff participated in training courses offered by DCHR, including:

- Business Etiquette;
- Ethics for DC Employees-Online;
- Unpacking Bias;
- Communicating Non-Defensively;
- Tableau Server;
- Intro to DC Gov't Contracting;
- Microsoft Excel 2010-Level 2;
- Advanced Project Management;
- Project Management Essentials;

and all staff completed training on sexual harassment prevention and cybersecurity awareness.

**36. Please describe any initiatives that the agency implemented in FY19 or FY20, to date, to improve the internal operations of the agency or the interaction of the agency with outside parties. Please describe the results, or expected results, of each initiative.**

OVSJG's primary function is as a grant-making entity, and each year the agency assesses if there are opportunities to enhance the grant making and management processes.

OVSJG is committed to ensuring that funding reaches organizations in communities that are meeting the needs of the populations the agency touches and building capacity among organizations to secure and effectively manage government funding.

In FY19 and FY20, to date, OVSJG developed and provided several resources to applicants for funding to attempt to strengthen applications submitted, streamline the grantmaking process, and decrease the burden on grant managers, including:

- Recording a webinar on "Building a Budget for OVSJG Grant Applications" that provides a budget framework and a detailed walkthrough of the grant application budget template;
- Providing training and in-depth technical assistance to potential funding applicants on applying for OVSJG funding; and
- Updating the Grant Management Policies and Procedures Manual to provide detailed information on the reimbursement/invoicing process and the Language Access Reporting process.

In FY19, OVSJG was able to create the position of Deputy Director for Justice Grants, creating organizational symmetry across programs and allowing for more efficient internal operations.

**37. What are the agency's top five priorities? Please explain how the agency expects to address these priorities in FY20. How did the agency address its top priorities listed for this question last year?**

Last year, OVSJG's top priorities, one through five, were enhancing the District's response to trauma. FY19 activities towards enhancing the District's response to trauma included:

- Training 19 clinicians on Eye Movement Desensitization and Reprocessing (EMDR)
- Recruiting approximately 300 hours of pro-bono mental health services for the trauma-specific mental health bank;
- Providing a two-day Trauma Training Institute for professionals working with victims of crime, justice-involved individuals, and youth; and
- Providing a one-day training on compassion fatigue.

The platform for connecting grantees and clients to trauma-specific therapy through the pro-bono mental health bank has been developed and is in beta-testing. Work on assessing the District's trauma-informed responses continues with one-on-one interviews being conducted with identified subject matter experts to flesh out survey results collected in FY19. An assessment of options for conducting a District-wide trauma assessment was completed.

In FY20, enhancing the District's response to trauma remains a priority along with several new or expanded initiatives, including:

*1) Developing and establishing three sites for place-based community engagement and trauma services with locations in Wards 7 and 8.*

OVSJG will partner with community-based organizations to establish the three sites in neighborhoods currently served by the Office of Neighborhood Safety and Engagement. We are working in collaboration with other District place-based efforts including Families First, Connected Schools, and Financial Empowerment Centers to ensure services are coordinated.

*2) Implementing SAVRAA 2019.*

On November 29, 2019, Mayor Bowser signed the Sexual Assault Victims' Rights Amendment Act of 2019. OVSJG has begun working on implementing provisions of SAVRAA 2019 with an immediate focus on developing standards and providing training for sexual assault counselors, advocates, and youth advocates to expand the advocacy pool.

*3) Coordinating reentry services.*

OVSJG continues to support the work of the Reentry Action Network, including providing funding to the Council for Court Excellence to coordinate efforts among community-based reentry providers. Additionally, we are working with the READY

Center and MORCA to enhance coordination and ensure there is “no wrong door” for returning citizens seeking services in the District.

4) *Providing access to trauma-specific mental health services.*

As noted above, we are beta-testing the platform for the trauma-specific mental health bank and anticipate official launch in the second quarter of FY20.

5) *Providing trauma training.*

OVSJG is planning several trauma specific trainings for FY20 including foundational training, somatic experiencing, and another EMDR training.

**38. Please list each new program implemented by the agency during FY19 and FY20, to date. For each initiative, please provide:**

- a. A description of the initiative;**
- b. The funding required to implement the initiative; and**
- c. Any documented results of the initiative.**

Initiative	Description	Budget	Documented Results
Address Confidentiality Program	Allows a victim of a covered offense or a covered employee to maintain the confidentiality of her or his actual address by providing a substitute address.	FY19 \$138,038 FY20 \$138,038	In progress
Place-based Community Engagement and Trauma Services	Community engagement and trauma-specific services in high crime/violence DC neighborhoods to enhance individual and community capacity to respond effectively to past and contemporary traumatic events, address problems that arise from those events, and plan for the future.	FY19 N/A FY20 \$1,401,948	In progress

**39. How does the agency measure programmatic success? Please discuss any changes to outcomes measurement in FY19 and FY20, to date.**

OVSJG uses numerous metrics to measure programmatic success. Quarterly, staff review the progress on all agency performance plan elements (i.e., KPIs, workload measures, etc.) to evaluate if progress is in line to meet the target, and drill down on any activities where there appears to be the possibility that the target won’t be met, in order to assess for challenges and corrections needed.

In terms of grantees, OVSJG measures success in several ways. Funding applicants are required to submit measurable goals and objectives as part of their application. Those awarded funding are required to report on their progress toward meeting those goals and objectives on a quarterly basis. Second, each division has additional measures on which the grantees must report throughout the fiscal year, and those grantees that receive federal sub-grants have an additional set of performance measures they are required to report. In

addition to the quantitative data grantees must report, grantees are strongly encouraged to submit qualitative data to more fully tell the story of their outcomes.

### Victim Services

Victim services grantees report on measures developed under the Performance Management Initiative (PMI), which standardized data measures across grantees to better assess services provided and identify strengths, gaps, and opportunities for enhancements. The PMIs (designed in partnership with grantees) measure outcomes based on the type of service provided, e.g., legal services, mental health services, case management and advocacy, training, etc. PMI data is submitted and reviewed quarterly. OVSJG reviewed the PMI's in FY19 and made the following modifications to improve data integrity.

- Revised the Victim Services RFA service categories to align with PMI service categories.
- Redefined the training data collected to differentiate between training provided to professionals and training provided to the public.
- Added a "Check Data" feature to the reporting template to display errors in the reports prior to final submission.
- Removed the "Copy" button to prevent the possibility of creating duplicate reports for the same timeframe and/or provider.
- Increased the capacity of the PMI training and technical assistance provider to provide one on one support for grantees.
- Updated the PMI tutorial video to include new features as well as common errors.

### Justice Grants

Grantees receiving funding to provide reentry services report performance measures via the Efforts to Outcomes (ETO) system. In addition to reporting information on clients and services provided, grantees report referrals between organizations, needs met, and a self-sufficiency measure for clients to assess the outcome of services provided.

### Truancy Reduction

The SUSO Program also uses the ETO system to collect performance data from grantees. We routinely review the data collection and reporting process and make adjustments to measures to streamline the data collection process, as needed. The High School Truancy Reduction Pilot Program grantees administer surveys to the students in their programs to assess pre- and post-program knowledge, attitudes, and behavior related to attendance and truancy, and our evaluator is collecting attendance data on students to measure effect on absences.

**40. What are the top metrics and KPIs regularly used by the agency to evaluate its operations? Please be specific about which data points are monitored by the agency.**

As noted in the response to question 39, OVSJG uses numerous metrics to evaluate both its operations and the operations of the programs it funds through grant awards. As detailed in the agency's Performance Plan (Attachment 2), many of the agency's KPIs are focused on activities of and services provided by grantees.

Metrics specific to agency operations, include:

Provide leadership in developing the capacity of and improving the performance of grantees.

- Percent of sub-grantees that are in full compliance with federal and local requirements;
- Percent of budgeted federal grant funds lapsed at end of fiscal year;
- Percent of budgeted local grant funds lapsed at end of fiscal year; and
- Percent of training participants who reported learning.

**41. Please identify whether, and if so, in what way, the agency engaged The Lab @ DC in FY19 or FY20, to date.**

In 2017, OVSJG engaged with The Lab @ DC to assess if direct mail increases service uptake and school attendance with the Show Up, Stand Out Program. In 2019, The Lab updated the pre-analysis plan to include additional research questions. The initial pre-analysis focused on the intervention's effect on family engagement with CBOs. If OSSE approves a request for attendance data, The Lab will assess the impact of the intervention on attendance rates.

**42. Please list the task forces and organizations of which the agency is a member.**

- National Association of Victim Assistance Administrators (NAVAA)
- Association of VAWA Administrators (AVA)
- National Criminal Justice Association (NCJA)
- Coalition on Juvenile Justice (CJJ)
- Juvenile Justice Advisory Group (JJAG)
- DC Sexual Assault Response Team (SART)
- Domestic Violence Fatality Review Board
- Violence Fatality Review Committee
- Everyday Counts! Task Force
- Advisory Committee on Street Harassment
- Violence Prevention and Response Team (VPART)
- Criminal Justice Coordinating Council (CJCC) committees

While not members, OVSJG also attends the Victim Assistance Network (VAN) and Reentry Action Network (RAN) meetings.

**43. Please explain the impact on your agency of any legislation passed at the federal level during FY19 and FY20, to date, which significantly affected agency operations.**

In FY19 and FY20, to date, no legislation has been passed at the federal level that significantly affected agency operations.



**44. Please describe any steps the agency took in FY19 and FY20, to date, to improve the transparency of agency operations, including any website upgrades or major revisions.**

The agency uses multiple platforms to share information and provide insight to agency operations including our website, social media, participation at the VAN and RAN meetings, presenting at community forums such as ANC meetings, and individual meetings.

Since FY16, OVSJG has been posting grantee information on its website. In FY19, the agency expanded the information published on award recipients from grantee name and award amount to add the program/project title and an abstract. We were able to do this by revising our funding application to require applicants to provide a brief abstract. In FY20, we have added the funding source (i.e., local or federal) to the information published on grant recipients.

**45. Please identify all electronic databases maintained by your agency, including the following:**

- a. A detailed description of the information tracked within each system;**
- b. The age of the system and any discussion of substantial upgrades that have been made or are planned to the system; and**
- c. Whether the public can be granted access to all or part of each system.**

ZoomGrants™

Since FY15, OVSJG has used a cloud-based grants management system to administer the grant application and monitoring processes. Applicants for funding complete an application via ZoomGrants, including uploading any necessary documents. Peer reviewers and staff reviewers post their scores in the database and grant managers use ZoomGrants to track progress of projects and account for grant funds. Technical upgrades are maintained by the vendor. ZoomGrants is also used for applications to the Private Security Camera Rebate Program. The general public does not have access to the majority of the system; however, anyone is able to submit a funding application via ZoomGrants in response to a Request for Applications (RFA).

Efforts To Outcomes (ETO)®

Since FY15, OVSJG has used ETO as a case and performance management system for the truancy reduction program, Show Up, Stand Out (SUSO). SUSO grantees input individual program participant and performance data. In FY16, the agency began using ETO to collect performance data from the reentry service providers. Technical upgrades are maintained by the vendor. The general public does not have access to the system.

SpreadsheetWeb

A cloud-based spreadsheet application, SpreadsheetWeb is used by the Victim Services program to collect PMI and project data from grantees. Technical upgrades are maintained by the vendor. The general public does not have access to the system.

- 46. Please provide a detailed description of any new technology acquired in FY19 and FY20, to date, including the cost, where it is used, and what it does. Please explain if there have there been any issues with implementation.**

OVSJG did not acquire any new technology in FY19 nor FY20, to date.

#### Agency Operations

- 47. Please discuss the agency’s work on, funding for, and outcomes for Show Up, Stand Out (“SUSO”) in FY19 and FY20, to date.**

In FY19, for SY18-19, OVSJG awarded nearly \$4.3 million to seven community-based organizations to provide SUSO programming:

- 90 programs at 58 DC Public Schools and 17 Charter Schools in Wards 1, 2, 4, 5, 6, 7, and 8
- 62 elementary school programs and 28 middle school programs
- 3,103 students referred

The primary outcome measure is re-referral in the following school year. Of students referred in Year 6 (SY17-18), 85.9% percent were not re-referred to the program in Year 7 (SY18-19) for attendance issues.

In FY20, to date, for SY19-20, OVSJG has awarded nearly \$4.5 million to seven community-based organizations to provide SUSO programming as follows:

- 88 programs at 58 DC Public Schools and 17 Charter Schools in Ward 1, 2, 4, 5, 6, 7, and 8.
- 60 elementary school programs and 28 middle school programs.
- 1,151 students referred as of December 31, 2019.

The primary outcome measure has been re-referral in the following school year. Additional outcomes will include monitoring SUSO program fidelity and engagement rates.

- 48. Please describe any other initiatives the agency has supported aimed at reducing truancy among District youth.**

In FY20, OVSJG is funding the third year of a three-year high school truancy reduction pilot program. Three community-based organizations received grants beginning in FY17: Access Youth, Latin American Youth Center (LAYC), and Hillcrest Children and Family Center. The CBOs provide high school truancy reduction programming in six District Schools: Anacostia High School, Ballou High School, Eastern High School, Roosevelt High School, Phelps ACE High School, and Maya Angelou Public Charter High School. Upon completion of SY19-20, the agency will evaluate the results and outcomes of the pilot and determine whether to continue funding high school programming in future years.

Additionally, OVSJG participates in the District’s Everyday Counts! Taskforce working collaboratively with other District agencies and community partners to reduce truancy.

**49. Please provide a detailed description of the programs, recommendations, and initiatives of the Juvenile Justice Advisory Group (“JJAG”) during FY19 and FY20, to date.**

**a. What is the JJAG’s membership?**

During FY 19, the JJAG was comprised: 12 community members; six District of Columbia agency members (OAG, DBH, DYRS, DHS, MPD, and DCPS); and three Federal agency members (DCSC, CSSD, and PDS). JJAG is also facilitated and staffed by a Juvenile Justice Specialist (OVSJG) and a Compliance Monitor/DMC Coordinator (CJCC). See Question 33 for JJAG membership detail.

**b. How many youth members participate in JJAG?**

There are five youth members actively participating in JJAG, however, four are awaiting official appointment. The four have completed the application process and we are working with MOTA to complete their processing and appointment to the JJAG.

**c. JJAG advises several executive agencies on juvenile justice matters. Please share the feedback from those agencies and improvements in juvenile justice outcomes as a result of JJAG’s efforts during FY19 and FY20, to date.**

In FY19, the JJAG began exploring opportunities for the District to more effectively respond to status offenses, i.e., offenses that are committable only by children. Children charged with these offenses are locally known as “Persons In Need of Supervision” (PINS), or status offenders. The District and many states around the nation are moving away from punitive responses and toward a respectful and healing response, reflecting the current understanding of adolescent brain development, trauma, cultural humility, and what works to change the behavior of youth. The JJAG dedicated its efforts in 2019 and 2020, to date, to understanding local current law and practice, identifying best practices, gathering youth and family input, and exploring possible alternative responses through the lenses of respect, cultural humility, and restorative practices. With the implementation of the Comprehensive Youth Justice Amendment Act (CYJAA), a key change removed secure detention as an option for youth accused of PINS offenses. JJAG members expressed a resulting concern about the safety and provision of services to youth who habitually run away from home and non-secure facilities. This led to the JJAG undertaking a full review of best practices for responding to status offenses with community-based supports and services. The results of the review and resulting recommendations will be submitted to the Mayor later this year.

**50. Please discuss the agency’s participation and coordination with the Criminal Justice Coordinating Council’s Grants Planning Committee. Specifically describe the District-wide approach to improve grant-related processes and procedures that impact public safety agencies.**

The CJCC Grants Planning Committee has not convened since FY18. However, OVSJG continues to work collaboratively with public safety agencies to identify and pursue grant funding opportunities.

**51. Please provide an update on the activities of the D.C. Victim Hotline.**

The DC Victim Hotline continues to provide 24/7 support to crime victims in the District of Columbia seeking resources and referrals through phone, text, and online chat. In FY19, the DC Victim Hotline provided crisis intervention, information, and referrals for 3,259 primary and secondary victims. Hotline staff participated in 18 community events throughout the District interacting and engaging with community partners and residents and distributing outreach materials at each event. Events included the National Night Out in the 6th District, a Beat the Streets event, and the DC Dream Center's Second Anniversary Block Party. The Hotline also attended an event hosted by Howard University, reaching students at the beginning of the 2019-2020 school year.

**52. Please provide a list of projects, programs, and initiatives funded by OVSJG in FY19 and FY20, to date, along with the grantee, a brief description, and the applicable dates, funding sources, and amounts funded.**

Please see the response to Question 14.

**a. How many victims did these projects/programs serve (if known or estimated)?**

In FY19, these projects served 30,461 victims. As of the first quarter of FY20, these projects have served 7,280 victims.

**b. Is this information up to date on the agency's website?**

Yes. See the response to question 44.

**53. Please explain in detail the process by which grantees are notified that they will or will not receive funding from the agency, including the timeline. Please include in your response any changes to this process in FY19 and FY20, to date.**

The annual OVSJG grant making process follows a similar timeline each year:

- March/April – Notice of Fund Availability (NOFA) and Request for Funding Applications (RFA) published;
- April/May – Application submission deadline;
- June-July – Application review panels and internal review;
- August – funding decisions finalized; and
- August/September – Notification to awardees and non-awardees.

Letters of intent to fund or declination letters are uploaded into ZoomGrants for each applicant. This process remains the same as in previous years.

**a. If a grantee receives reduced funding for the next fiscal year, how much notice are they given?**

Per the timeline above, grantees are provided with one to two months of notice, depending on when the letters are distributed. Note that all OVSJG awards are one-year awards and grantees are not guaranteed funding in subsequent years.

**b. If a grantee receives reduced funding for the next fiscal year, what is the process by which they can dispute the reduction in funds?**

An applicant has 10 calendar days from the date the notification letter is sent to request in writing a detailed explanation of OVSJG's decision, including a summary of the peer reviews of the grant application in question.

**c. If a grantee is placed on a probationary status, please describe what steps the agency takes to support the grantee in reaching compliance.**

All grantees are assigned a risk assessment classification to assist in determining the level of grantee monitoring to be performed and the frequency thereof. Depending on the risk level assessed, OVSJG may require award recipients or applicants selected for funding to comply with one or more special conditions in order to receive funding. In the event that an award recipient is designated as a high-risk grantee, the grant manager and OVSJG director or her/his designee will meet with the recipient's programmatic point of contact, fiscal point of contact, and executive director to discuss the findings and develop a Corrective Action Plan with concrete deliverables and a timeline. OVSJG staff provides identified technical assistance to assist a grantee in meeting the Corrective Action Plan.

**54. How does OVSJG work with current grantees to assess their ongoing needs throughout the year following initial grant awards? Please include in your response any changes to this process in FY19 and FY20, to date.**

Each year at grantee orientation, the agency engages in discussions and surveys grantees on their training and technical assistance need. OVSJG grant managers maintain a close working relationship with all grantees during the course of the grants. All grantees are encouraged to meet with their grant manager periodically to review their needs and to receive technical assistance where it is warranted. Grant managers routinely meet and discuss grantee needs and if a recurring need arises, staff will coordinate training or technical assistance sessions available to all grantees. When a grantee receives a site-visit from OVSJG, the grant manager will identify any issues, areas in need of improvement, and opportunities for additional training or technical assistance. Additionally, the OVSJG deputy directors attend the VAN and RAN meetings and provide additional opportunity for grantees to discuss ongoing needs during the year.

While the process remains the same as in previous years, one new activity that occurred in response to assessed grantee needs was the implementation of a peer-to-peer training specifically for VOCA sub-grantees. This enhanced technical assistance session for 14 sub-grantees provided an opportunity to share best practices for managing awards, ask specific program questions, and receive guidance from OVSJG staff.

**55. Does the agency conduct training sessions for grantees to explain the categories of grant performance and how to improve performance if a grantee is categorized as “high risk”? Please include in your response any changes to this process in FY19 and FY20, to date.**

During the annual grantee orientation, grantees are provided training on risk assessment, including factors used to assess risk. If a grantee is designated as high-risk, the grant manager and OVSJG director or her/his designee will meet with the recipient's programmatic point of contact, fiscal point of contact, and executive director to discuss the findings and develop a Corrective Action Plan with concrete deliverables and a timeline. OVSJG staff will provide identified technical assistance to assist a grantee in meeting the Corrective Action Plan. The process remains the same as in previous years.

**56. Many OVSJG grantees have noted challenges with the Performance Measures Initiative (“PMI”). In response, OVSJG conducted technical assistance and other training to reduce the burden on service providers. What feedback have you received from grantees on this programming?**

Since the PMIs were first developed in partnership with grantees, OVSJG has continuously reviewed the process to identify opportunities to make the data collection process more efficient and decrease the burden on grantees. OVSJG has a dedicated consultant to work with grantees on their specific data and outcome reports who has developed written and video resource materials and provides one-on-one assistance. Based on feedback from grantees, changes made to the PMIs include:

- Revising the Victim Services RFA service categories to align with PMI service categories;
- Redefining the training data collected to differentiate between training provided to professionals and training provided to the public;
- Adding a "Check Data" feature to the reporting template to display errors in the reports prior to final submission;
- Removing the "Copy" button to prevent the possibility of creating duplicate reports for the same timeframe and/or provider;
- Increasing the capacity of the PMI training and technical assistance provider to provide one on one support for grantees; and
- Updating the PMI tutorial video to include new features as well as common errors.

Agencies have expressed appreciation for help in resolving reporting issues provided by the PMI consultant. Smaller organizations have expressed challenges in completing reporting requirements by the quarterly deadlines and grant managers and the PMI consultant continue to work with these organizations to build their capacity.

**a. How does OVSJG utilize PMI data in your role as a funder?**

The Performance Management Initiative (PMI), which standardized data measures across grantees, allows OVSJG to better assess services provided and identify strengths, gaps, and opportunities for enhancements.

**b. Please describe how PMI data is being used to inform funding decisions.**



PMI data is being used to determine overall need for services and to assess whether an existing grantee's application statements of proposed need and service delivery are reasonable and consistent with previously reported data.

**57. How does the agency measure grantee success? Please discuss any changes to this process in FY19 and FY20, to date.**

See response to question 39.

**58. Has the agency revoked any grants in FY19 or FY20, to date? If so, please provide the name of the grantee(s) and the reason(s) for revocation.**

OVSJG has not revoked any grants in FY19 or FY20, to date. In FY19, one grantee failed to submit any progress reports or complete reimbursement requests despite numerous requests by phone, email, and certified mail, resulting in the funding being deobligated.

**59. Please explain in detail the agency's auditing process for grantees. Please list all audits conducted in FY19 and FY20, to date. Include the grantee that was audited, the reason for the audit, and the results of the audit.**

OVSJG does not conduct audits of grantees, unless there is an extenuating circumstance. However, OVSJG routinely conducts desk reviews and site visits of its grantees. There were no audits conducted in FY19 or FY20, to date.

**60. How are funding priorities set by the agency between various victim services constituencies/sub-populations (e.g. domestic violence, sexual assault, other crime victims)?**

Funding priorities are informed by statutory requirements (e.g., VOCA requires a percent of funds be awarded specifically to address domestic violence, sexual assault, child abuse, and underserved victims), the Mayor's identified priorities, and collaboration with victim service providers via the Victim Assistance Network to identify victim needs and gaps in services.

**61. How has the agency worked to meet the needs of victims specifically from historically-underserved and/or marginalized communities (e.g. immigrants, low-English-proficiency, LGBTQ, etc.) in FY19 and FY20, to date? What efforts or initiatives are planned to engage these communities?**

OVSJG is committed to meeting the needs of victims from historically-underserved and marginalized communities. In FY19 and FY20, to date, OVSJG funded victim services for: men of color who have experienced life-threatening intentional trauma; victims of elder abuse; victims who are Deaf, hard of hearing, and Deaf-Blind; immigrant victims; incarcerated and returning citizens who are victims; and LGBTQ victims. Funding was also granted to ensure access to NEP/LEP victims of crime through the Victim Services Interpreter Bank. See question 78 for further discussion of funding for culturally specific services.



Additionally, the three place-based community engagement and trauma services sites will be established in Wards 7 and 8 in neighborhoods that have high rates of violence and are also under-resourced and underserved.

**62. Please describe the Crime Victims Assistance Fund (“CVAF”), and for FY19 and FY20, to date, provide an itemization by category of how funds were awarded from the CVAF. Please also include the fund balance.**

CVAF funds support services for victims of crime, including assistance in applying for Crime Victim Compensation. In FY19, \$2,128,634 was awarded from the Crime Victims Assistance Fund (CVAF), including \$1,016,490 for domestic violence services, \$598,816 for sexual assault/abuse related services, \$513,328 for hospital-based violence intervention services. In FY20, to date, \$3,845,239 has been awarded. The fund balance for the Crime Victims Assistance Fund at the end of FY19 was \$7,148,830.

**a. What is the amount of the last transfer from the Courts into the CVAF? On what date was that transfer made?**

The last transfer from the Court into the CVAF was \$4,062,612.30 on February 25, 2019.

**63. What was the balance of the Shelter Fund at the end of FY19?**

The balance of the Shelter Fund at the end of FY19 was \$24,523.

**64. What was spent from the Shelter Fund in FY19 and FY20, to date? What spending is planned for the remainder of FY20?**

No funds were spent from the Shelter Fund in FY19. In FY20, the balance has been awarded to support domestic violence transitional housing.

**65. What is the amount of Victims of Crime Act (“VOCA”) funding received by the District to be administered by OVSJG in FY20? What is anticipated for FY21?**

The current VOCA formula awards are:

FY17 VOCA Victim Assistance	10/1/2016 - 9/30/2020	\$4,291,005
FY18 VOCA Victim Assistance	10/1/2017 - 9/30/2021	\$7,453,336
FY19 VOCA Victim Assistance	10/1/2018 - 9/30/2022	\$5,226,846

OVSJG anticipates a decrease in the FY20 VOCA award based upon a decrease in federal Victims of Crime Act funding to \$2.1 billion, down from \$2.7 billion in FY19.

**a. What plans does OVSJG have to use these funds to assist crime victims?**

In FY20, VOCA funds have been awarded to provide advocacy, case management, mental health, and legal services for victims of domestic violence, child abuse, and elder abuse.

**66. Please provide an update on the work of the Sexual Assault Response Team (“SART”).**

**a. Who are the current representatives from each agency?**

<b>Agency</b>	<b>Representative</b>
DC Forensic Nurse Examiners	Erin Pollit
DC Rape Crisis Center	Indira Henard
Department of Forensic Sciences	Kristy Hopkinson
MPD Sexual Assault Unit	Commander Leslie Parsons
MPD Victims Service Branch	Tyria Fields
Network for Victim Recovery of DC	Lindsey Silverberg
Office of the Chief Medical Examiner	Samantha Tolliver
OVSJG	Cheryl Bozarth
U.S. Attorney’s Office for DC	Sharon Marcus Kurn
U.S. Attorney’s Office Victims Witness Branch	Sarah McClellan
U.S. Park Police	Detective Monique Pettett
University Representative	Akoso McFadgion
Wendt Center for Loss and Healing	Michelle Palmer

Kelley Dillon from OVSJG serves as the SART Coordinator.

**b. When did the SART meeting in FY19 and FY20, to date?**

The SART met on the following dates in FY19 and FY20 to date:

10/18/18	4/18/19	10/17/19
11/15/18	5/16/19	11/21/19
12/20/18	6/20/19	12/19/19
1/17/19	7/18/19	1/16/20
2/21/19	8/15/19	
3/21/19	9/19/19	

**c. Has the SART developed a protocol to ensure that feedback from its Case Review Subcommittee is integrated into SART member agencies’ policies and procedures?**

The current protocol is for the SART Case Review Subcommittee to provide a report out at the full SART meetings and inform the entire team of barriers/issues that are being addressed. Each issue that comes up is recorded and revisited at each case review meeting for the specific agencies to report back on changes they've made as a result.

**d. Who are the current representatives for the SART Case Review Subcommittee?**

- SART Coordinator, Kelley Dillon

- Kristy Hopkinson
- Samantha Tolliver
- Sharon Marcus Kurn
- Sarah McClellan
- Indira Henard
- Erin Pollitt
- Lindsey Silverberg
- Leslie Parsons

**e. Has the SART Case Review Subcommittee identified any trends in sexual assault complaints it has reviewed?**

The SART Case Review Subcommittee has identified several trends among cases review:

- In campus sexual assault cases involving alcohol consumption, victims rarely report to law enforcement. If assault happened on campus, victims are more likely to contact campus PD. If the assault happened off campus, they are more likely to contact MPD. Acetone (i.e., alcohol) was found in toxicology results in a handful of cases.
- There has been an increase in victims 65 years and older requesting services. We are looking to provide outreach to nursing homes as the reports from this age group are disproportionately from nursing homes and from patients with dementia.
- In cases of intimate partner sexual assault, victims who are also experiencing intimate partner violence, follow up has been more difficult than in other cases. Because the focus has been on the sexual assault, safety concerns may not have been adequately addressed. Further, the siloed nature of domestic violence and sexual assault services may result in those victims accessing follow-up services by domestic violence providers, limiting follow-up with sexual assault providers.
- Issues have been arising related to consent for services and legal proxies for victims with developmental disabilities and older victims with dementia.
- With male victims, we have observed two primary categories of reporting: 1) victims with pronounced severe and persistent mental illness; and 2) victims who report and/or seek an exam immediately after being assaulted. However, it should be noted that the number of reports by male victims is very low.

**67. The Council passed the Sexual Assault Victim’s Rights Amendment Act of 2019 (D.C. Law 23-174) (“SAVRAA 2.0”) on November 5, 2019. Please provide an update on the implementation of the legislation before and after it takes effect.**

Though SAVRAA 2019 has not yet taken effect, OVSJG is already working on implementing the provisions of the Act. Initial efforts are focused on developing training

standards and providing training for sexual assault counselors, advocates, and youth advocates to expand the pool of advocates available.

**a. What role will the SAVRAA independent expert consultant play in implementation?**

The SAVRAA independent expert consultant, Elisabeth Olds, will play a key role in SAVRAA implementation. Ms. Olds has already drafted implementation memos detailing activities and deliverables and OVSJG staff are working in partnership with her to develop and implement elements of SAVRAA 2019.

**68. SAVRAA 2.0 requires that sexual assault counselors, sexual assault victim advocates, and sexual assault youth victim advocates undergo training approved by OVSJG. How will OVSJG determine which trainings will qualify an individual to serve as a sexual assault counselor, sexual assault victim advocate, and sexual assault youth victim advocate?**

OVSJG is in the process of developing standards for the training that will be required for an individual to serve as a sexual assault counselor, sexual assault victim advocate, and sexual assault youth victim advocate. The agency is receiving technical assistance from the Resource Sharing Project (RSP), a national movement of sexual violence-related services and resources working to end sexual violence and support survivors at the local, state, and national level in the United States, funded by the U.S. Department of Justice Office on Violence Against Women. RSP has provided numerous resources, including counselor/advocate training standards, curricula, and materials from other states and a newly developed standards of advocacy training manual. Once the District standards are developed, agencies seeking to provide training will submit proposed training curricula to be assessed for compliance with the standards.

**a. Does OVSJG plan to retroactively approve trainings attended by individuals currently serving as a sexual assault victim advocate as defined under current law?**

Yes. For individuals currently serving as advocates, they or their agencies will submit documentation of their training to be assessed for conformity with the training standards. If an individual's training is found to be missing any required element, they will need only complete that specific training element, rather than complete the entire 40 – 80 hours of training.

**69. Please describe the activities of the Domestic Violence Fatality Review Board in FY19 and FY20, to date.**

The DVFRB convened six in-person meetings in FY19 and one in FY20, to date, to review cases of intimate partner homicides. The Board held conference calls as necessary to review proposed recommendations to District agencies and organizations to enhance responses to domestic violence cases and prevent future homicides. Additional Board activities included:

- Submitting the 2019 annual report to the Mayor and Council;

- Publishing the 2019 Report on 5 Years of Trend Data Regarding Domestic Violence Homicides for 2014-2018; and
- Electing a new chairperson.

The Board chair and board coordinator attended the National Summit on Domestic Violence Fatality Review Committees in Flagstaff, AZ in June 2019.

**a. What staff support does the agency provide for the Board?**

OVSJG contracts with a consultant to coordinate the work of the DVFRB. In addition to compiling case summary data, researching records, and writing case summaries, the Coordinator tracks all domestic violence homicides and monitors trends in domestic violence cases. The Coordinator also monitors Board membership and works with MOTA to fill open and vacant seats on the Board.

**70. Please describe the work of the High-Risk Domestic Violence Initiative Team.**

The work of the High-Risk Domestic Violence Initiative (HRDVI) Team is to provide a risk-based collaborative intervention in domestic violence cases. The Case Review Committee of the HRDVI reviews current serious intimate partner violence cases identified by the Lethality Assessment Project (LAP).

**a. Who are the members?**

The current members of the HRDVI Team are DC SAFE, OVSJG, DBH, CFSA, MPD, CSOSA, DCSC, PSA, OAG, NVRDC, DCFNE, DCHA, DHS, and DCPS.

**1. How are members chosen?**

Members are either members of the Lethality Assessment Project (LAP), those named in the original City Administrator’s Order establishing the High-Risk Domestic Violence Initiative, or are sponsored by a current member and reviewed for scope, role, and relevance.

**2. How long do they serve on the Team?**

Currently, there are no term limits.

**3. Are there any community members?**

Currently, there are no community members, however, the Memorandum of Agreement provides for up to three additional community members as voted upon by the Team.

**b. Will the Team evaluate the response of the community and government to domestic violence survivors in specific cases?**

Yes, the Team will review three cases beginning in February.

**1. If so, what type of cases will it review?**

The Team will review intimate partner violence cases that are either closed, or the cases that have come to the attention of multiple participating agencies/organizations.

**2. How will it choose which cases to review?**

As per the 2019 case review protocol, Team members propose cases for review. Final selection is made by the Team as a whole.

**3. How will it ensure the confidentiality of victims' personally-identifying information during the review?**

A release of information is signed by each survivor whose case is being reviewed that includes information about who will have access to the information and what the implications of that information sharing might be. Team members sign a certification of confidentiality before each meeting that includes confidential survivor or offender information. Recommendations made as a result of the review do not contain any personally identifying information.

**c. How will it communicate its recommendations to the Council and domestic violence stakeholders?**

The Team is currently developing and compiling recommendations and intends to issue a report before the end of 2020.

**d. How often does it meet, and how often has it met to date?**

The Team meets bi-monthly and met 6 times in 2019 and two times in FY20, to date.

**71. Please provide an update on the Hospital-Based Violence Intervention Program/Crisis Continuum Project.**

Hospital-based violence intervention services continue to be provided by hospital staff at Medstar Washington Hospital Center (MWHC), Howard University Hospital (HUH), and UMD Prince George's Hospital Center. The program at George Washington University Hospital, where services are provided in partnership with Far Southeast Family Strengthening Collaborative (FSFSC), expanded their staffing by an additional FTE in FY20 to respond to violently injured individuals at the hospital. FSFSC has also started staffing intervention specialists and case managers at United Medical Center in FY19. During FY19, new HVIP staff from HUH and MWHC completed Violence Prevention Professional Certification facilitated by The Health Alliance for Violence Intervention (formerly the National Network of Hospital-based Violence Intervention Programs).

HVIP staff from each hospital continues to meet monthly to enhance program coordination and conduct case conferencing. ONSSE and OAG's Cure the Streets have at least one staff member attend each monthly meeting to expand coordination among our violence prevention efforts. Children's National Hospital also expressed interest in our program and has attended one monthly meeting, thus far. Regarding evaluation, MWHC

received IRB approval to evaluate the effectiveness of the project in FY19 and has since enrolled 62 participants. HUH also received IRB approval late FY19 and has enrolled 30 participants.

**a. How much funding was allocated for the Program in FY19 and FY20, to date?**

FY19: \$1,015,347

FY20: \$1,062,414

**b. How many victims were served on a monthly basis, including the services provided?**

Data is collected quarterly for this program.

Quarter	Number of Victims Engaged	Number of Victims Served
FY19 Q1	107	75
FY19 Q2	182	129
FY19 Q3	332	215
FY19 Q4	189	116
FY20 Q1	193	111

Victims receive an array of services based on the individual needs of the victim. Services included crisis intervention services, case management, and referrals and linkages to other supportive services, including mental health services, employment and training, and pro-social activities and support.

**c. Are there any plans for expansion of the Program in FY21?**

There are no current plans for expansion of the program, however, OVSJG and Children's Hospital have met to explore developing an HVIP at Children's. Hospital staff have attended HVIP advisory meetings to learn more about the program and network with the existing providers.

**72. Does the agency plan to expand the Private Security Camera Incentive Program in the remainder of FY20 or FY21, to date?**

There are no current plans to further expand the Private Security Camera Incentive Program.

**a. How has the agency communicated the availability of vouchers in addition to rebates?**

The agency has communicated the availability of vouchers in a variety of ways, including pushing information out via social media, presenting at ANC and other community meetings, and having information available on the agency website. Meetings and events at which OVSJG staff promoted the availability of vouchers and rebates included:

FY19

ANC1B meeting

2D Citizen's Advisory Committee meeting



7th District Citizens Advisory Committee meeting  
 ANC 1A meeting  
 ANC 2A meeting  
 ANC 7D meeting  
 ANC Commissioner Fair  
 Cleveland Park Citizens Association meeting  
 DC Housing Expo  
 DC365 Civic Association meeting  
 First Time Homeowners Expo  
 North Michigan Park Civic Association meeting  
 Park View Civic Association meeting  
 Senior Wellness Barbeque  
 UPO Block Beautification Day  
 Ward 4 Business Owner Summit  
 Ward 5 and Ward 6 Community Resource Fair

FY20, to date  
 Glover Park Citizens Association meeting  
 Sterling Fall Festival

Additionally, Mayor Bowser has promoted the Program at numerous public events and the MOCRs routinely distribute information on the Program in the communities they serve.

**b. How many vouchers and rebates have been awarded, for how many cameras, and in which PSAs?**

As of December 31, 2019, 17,358 cameras were funded in the following PSAs:

PSA	Rebates/ Vouchers Issued	PSA	Rebates/ Vouchers Issued	PSA	Rebates/ Vouchers Issued	PSA	Rebates/ Vouchers Issued
101	1	208	55	405	202	603	104
102	2	209	0	406	131	604	146
103	24	301	70	407	383	605	95
104	361	302	206	408	103	606	62
105	63	303	65	409	178	607	58
106	161	304	68	501	292	608	88
107	309	305	88	502	305	701	111
108	427	306	72	503	306	702	39
201	115	307	54	504	221	703	45
202	177	308	122	505	62	704	80
203	54	401	131	506	188	705	49
204	87	402	151	507	270	706	19
205	139	403	238	601	64	707	40
206	114	404	252	602	91	708	44
207	18						

**73. How does the agency ensure that the victims’ services mission, programs, and funding of the agency does not eclipse that of the justice grants side? Relatedly, how does the**

**agency's mission include serving individuals who have committed crimes, and particularly victims who are or have committed crimes (or vice versa)?**

While Victim Services and Justice Grants are organizationally distinct programs, addressing the intersections of victimization and perpetration, and breaking down the victim/perpetrator false dichotomy, has been a focus of the agency for several years. This includes building relationships among the victim services and reentry providers via the VAN and RAN meetings. Additionally, since FY18, the victim services funding process has emphasized that victim services dollars can support the provision of services to justice-involved individuals who have victimization histories or are victimized while incarcerated. In FY18, this resulted in one award that was partnership between a community reentry provider and several victim service providers to provide wrap-around services and transitional housing to formerly incarcerated women who have experienced domestic/sexual violence. In FY19, two additional grants were awarded to historical reentry providers to focus on addressing the victimization needs of the individuals they serve.

OVSJG also provides funding to DOC and DYRS to support their work in response to the Prison Rape Elimination Act (PREA) to ensure that individuals who experience sexual victimization while incarcerated have access to appropriate responses and services. And in FY19 and FY20, OVSJG funded DOC's Trauma-Focused Crime Victims Program to address the underlying and untreated trauma needs of crime victims who are also justice-involved individuals detained within the DOC.

**74. How does the agency support returning citizens and the reentry process?**

As a grant-making agency, OVSJG's primary support of returning citizens and the reentry process is through grant funding to District agencies and community-based organizations that work directly with incarcerated individuals and returning citizens. OVSJG also works to increase collaboration among reentry providers and enhance the capacity to provide services through support of the Reentry Action Network (RAN).

In FY19, OVSJG continued working with DOC and other partners to coordinate services for returning citizens at the READY Center. In order to facilitate connection between community-based reentry providers and staff and clients of the READY Center, OVSJG awarded funding to DOC for a Community Liaison position. This partnership and support continue in FY20.

For FY20, OVSJG was appropriated funding for services related to the Incarceration Reduction Amendment Act (IRAA). OVSJG released a targeted RFA for IRAA services, including reentry services for those receiving reduced sentencing. Three providers were awarded grants and they have begun coordinating.

Lastly, OVSJG continues to emphasize the intersections of the populations it touches, specifically attempting to dismantle the victim/offender false dichotomy. For several years, OVSJG has been encouraging reentry providers to identify the victimization histories and needs of the returning citizens they serve. Beginning in FY17, and

continuing through FY20, the agency has been able to award victim services funding to address the victimization needs of returning citizens.

**75. Please provide an update on the agency's evaluation of the District's Victim-Specific Housing Programs.**

The Justice Research and Statistics Association (JRSA) completed an evaluation of the District of Columbia Victim-Specific Housing Programs; a copy of the report was provided with OVSJG's 2018 Performance Oversight Pre-Hearing Questions.

**76. In the FY20 budget, the Committee allocated an additional \$200,000 in one-time local funds for a grant to develop a domestic violence housing strategic plan. Please identify which entity was awarded this grant and the status of the domestic violence housing strategic plan.**

The award was made to The Community Partnership for the Prevention of Homelessness (TCP) as lead agency of a multi-agency project in partnership with Calvary Women's Services, Community Family Life Services, DC Coalition Against Domestic Violence (DCCADV), DC Survivors and Advocates for Empowerment (SAFE), District Alliance for Safe Housing (DASH), House of Ruth, and My Sister's Place. The Raben Group, a consulting firm with deep and wide experience in strategic planning, homelessness, and domestic violence, will provide guidance and support in the development of the strategic plan. To date, the award has been executed and recruitment for the project steering committee has begun. The steering committee plans to meet for the first time in February.

**77. For emergency shelter expenses, in what amount per unit does OVSJG provide funding? Please provide responses to the same question for transitional housing expenses and permanent supportive housing expenses.**

OVSJG does not calculate a per-unit cost for housing services. OVSJG has awarded funding to DC SAFE and My Sister's Place for emergency housing and to Calvary Women's Services, Community Family Life Services, DASH, House of Ruth, and My Sister's Place for transitional housing. In addition to housing expenses, the funding covers support services such as intensive case management, mental health services, and other needed supportive services critical to achieving stable housing.

**78. In the FY19 budget, the Council allocated an additional \$500,000 for culturally specific domestic violence services. Please share how those funds have been invested in culturally specific organizations.**

Awards were made to grantees providing culturally specific services, including the Greater Washington Jewish Coalition Against Domestic Violence, Tahirih Justice Center, Courtney's House, the Asian/Pacific Islander Domestic Violence Resource Project, the Central American Resource Center (CARECEN), and DAWN, as well as to the DC Coalition Against Domestic Violence for services specifically for the African immigrant community.

**a. How does the agency support capacity-building for administrative operations for such organizations?**

OVSJG provides technical assistance and training to all grantees that need support in capacity-building for administrative operations. Specifically, OVSJG develops collaborative relationships with new grantees and with grantees that need support in administrative capacity-building. Grant managers provide in-person and over-the-phone technical assistance and assist grantees with work plan and budget development as needed. In FY19, OVSJG added additional training on reimbursement and invoicing to the annual post-decision orientation to further assist these grantees.

**79. Please provide an update on the activities of the Victim Assistance Network in FY19 and FY20, to date.**

In FY19, the Victim Assistance Network (VAN) met six times and VAN committees accomplished the following:

- The Mental Health Committee held a series of three resiliency trainings for the VAN;
- The Standards and Accountability Committee created a new membership application for non-OVSJG grantees that was approved by the VAN;
- The Diversity and Access committee developed language to amend the VAN charter to clarify its commitment to diversity within the VAN that was approved by the VAN; and
- The Youth Committee is in the process of mapping resources in the District for youth that age out of foster care.

The elected VAN Leadership Council held regular conference calls to set meeting agendas, led VAN meetings, coordinated voting for committees, and held small group discussions with VAN members on how the VAN can be most beneficial to its members.

In FY20 the VAN has met twice, to date. Activities and accomplishments include:

- A new Leadership Council was elected for FY20;
- The Outreach Committee is seeking feedback from VAN member organizations on trainings that could be beneficial;
- The Diversity and Access Committee is finalizing a proposed training on racial justice/anti-oppression for the VAN membership; and
- The Youth Committee is continuing its efforts from FY19 of mapping for resources in the District for youth who age out of care.

**80. Please provide an update on the activities of the Reentry Action Network in FY19 and FY20, to date.**

In FY19, the Reentry Action Network (RAN) approved four new organizations for membership: Legal Aid DC, Criminon New Life DC, So Others May Eat, and DC Project Connect. RAN members also delivered a public statement to the Federal Bureau of Prisons in support of CORE DC becoming the new halfway house provider for the District. RAN also held two communications trainings for members and will hold another one in 2020. On behalf of the RAN, the Council for Court Excellence (CCE) was

awarded by the Substance Abuse and Mental Health Services Administration (SAMHSA) a two-day train the trainer program on Trauma-Informed Care for Justice-Involved People. RAN members who participated in the training are now certified trainers on “How Being Trauma-Informed Improves Criminal Justice System Responses.”

In FY20, on behalf of RAN, CCE applied for SAMHSA’S GAINS Center’s Criminal Justice Communities of Practice, Improving Recovery Support Services for People with Substance Use Disorders Returning from Jail or Prison grant. The application is currently pending determination. RAN is currently preparing a survey on the rates of homelessness among RAN member organization’s returning citizen clients.

**81. Please provide an update on the development of the place-based trauma and community outreach services funded in the FY20 budget.**

The OVSJG staff who will coordinate the development and implementation of the place-based community engagement and trauma service sites started in January. We are working in collaboration with other District place-based efforts including Families First, Connected Schools, and Financial Empowerment Centers to ensure services are coordinated. Key activities over the next few months will include identifying the three neighborhood sites, releasing the RFA to identify the community-based organization partner(s), and selecting the grantee(s).

**a. Has OVSJG determined where the three physical offices will be located?**

No. The sites will be among the neighborhoods in which the Office of Neighborhood Engagement and Safety is already providing services.

**82. Last year, OVSJG awarded grants to new housing providers who are not primary purpose domestic violence service providers. How does OVSJG ensure these providers adhere to confidentiality requirements?**

Consistent with (34 U.S.C. § 12291(b)(2)) OVSJG monitors all covered agencies providing victim services via scheduled site visits. OVSJG site visits include verification of program and administrative policies and procedures, inspection of redacted files, and interviews with agency leadership and program staff.

**83. Please provide an update on the status of the Language Access Interpreter Bank.**

In FY19, the Victim Services Interpreter Bank provided 1,335 interpretation and translation services to 962 victims and victim serving organizations.

**a. What feedback have you received from the community about the Bank?**

Feedback from grantees continues to be positive with multiple grantees commenting on the ease of securing interpretation services via the Bank.

**b. Does the Bank meet the requirements of the Language Access Act of 2004 (D.C. Law 15-414)? If not, what additional resources are needed to be fully compliant with the law?**

Yes, the Bank meets the requirements of Language Access Act of 2004 (D.C. Law 15-414) and is monitored during routine grant monitoring to ensure ongoing compliance. Additionally, all grantees are required to report quarterly on NEP/LEP encounters per the Language Access Act.

**84. What steps has OVSJG taken to ensure that victim service organizations that communicate primarily in languages other than English are able to connect, collaborate, and work with English speaking organizations to fully serve the needs of victims?**

OVSJG ensures connection and collaboration across organizations by providing interpreters at the all OVSJG meetings and trainings including the VAN meetings, encouraging organizations to include interpretation costs in their program budgets, and providing additional resources when needed for organizational interpretation services via the Victim Services Interpreter Bank.

**Agency** Office of Victim Services and Justice Grants

**Agency Code** FO0

**Fiscal Year** 2019

**Mission** The mission of OVJSG is to develop, fund, and coordinate programs that improve public safety; enhance the administration of justice; and create systems of care for crime victims, youth, and their families in the District.

**Summary of Services** OVJSG coordinates and funds community-based and District agency services for victims of crime and justice involved individuals. Additionally, OVJSG manages efforts that aim to reduce truancy in the District's public and charter schools, and supports juvenile delinquency prevention, juvenile justice diversion, mentoring, and gang intervention efforts. OVJSG is the State-Administering Agency (SAA) responsible for the direction of systemic criminal justice planning, coordination, management, research, training, and technical assistance. OVJSG also provides policy making expertise, advice, and counsel to the Executive on the role of victims and offenders in the criminal justice system, and evidence-based practices to respond to, intervene in, and prevent violence.

2019 Accomplishments

Accomplishment	Impact on Agency	Impact on Residents
Enhancing the District's response to trauma	OVJSG engaged in several activities to increase the District's response to trauma. This included providing funding to grantees specifically to increase their knowledge and skills related to trauma and trauma-informed responses; hosting a two-day trauma training institute for professionals working with victims of crime, justice-involved individuals, and youth at risk for truancy and juvenile delinquency; hosting a 6-day training on EMDR; and developing the platform for the implementation of the pro-bono trauma specific mental health bank.	Trained professionals and clinicians are better equipped to identify and effectively respond to the trauma needs of residents.
Development, in partnership with DCHR, of the District's policy on Supporting Victims and Survivors of Domestic Violence, Sexual Assault, and Stalking	Furtheres OVJSG's work to reduce incidents of domestic violence, sexual assault, and stalking in the District and ensure that victims/survivors have access to resources. Anticipate implementation of the policy could increase demand for services among grantees, particularly the DC Victim Hotline which is included as a specific resource in the policy.	Ensures that there is a standard response and resources available for residents employed by District agencies who are victims/survivors.
Introduction of the Sexual Assault Victims' Rights Amendment Act (SAVRAA) of 2019	As introduced, SAVRAA 2019 will require OVJSG to provide training, develop resources, and partner with community-based organizations to expand advocacy services for sexual assault victims/survivors.	SAVRAA will enhance the rights and resources available to victims/survivors of sexual assault in the District and promote a comprehensive, victim-centered response.

2019 Key Performance Indicators

Measure	Frequency	FY 2017 Actual	FY 2018 Actual	FY 2019 Target	FY 2019 Q1	FY 2019 Q2	FY 2019 Q3	FY 2019 Q4	FY 2019 Actual	KPI Status	Explanation
<b>1 - Ensure that all victims of crime have access to coordinated, professional, trauma-informed, and victim-centered services. (4 Measures)</b>											
Percent of victims who received information, support or a referral from the DC Victim Hotline to address their needs.	Quarterly	100%	100%	95%	100%	100%	100%	100%	100%	Met	
Percent of victims of attempted homicide who accept hospital based violence intervention project services	Quarterly	48%	76.8%	70%	70.1%	70.9%	68.9%	61.4%	67.7%	Nearly Met	Several of the HVIP grantees experienced internal challenges, including staff turnover. Staff shortages resulted in programs not consistently able to make first contact and offer services to patients bedside, as is best practice. At times, services were offered to patients by phone after discharge, which reduces the likelihood of acceptance.



Measure	Frequency	FY 2017 Actual	FY 2018 Actual	FY 2019 Target	FY 2019 Q1	FY 2019 Q2	FY 2019 Q3	FY 2019 Q4	FY 2019 Actual	KPI Status	Explanation
Percent of victims who received language interpretation services	Quarterly	99.3%	97.4%	90%	99%	97.1%	97.5%	100%	98.2%	Met	
Percent of sexual assault victims who received on-call advocacy services	Quarterly	99.1%	100%	95%	98.3%	95.7%	96.2%	96.7%	96.8%	Met	
<b>2 - Create opportunities and access for primary prevention and intervention programming towards the goal of reducing truancy, delinquency, and violence. (2 Measures)</b>											
Percent of students in agency sponsored truancy reduction programs who are not rereferred	Annually	New in 2018	91.8%	70%	Annual Measure	Annual Measure	Annual Measure	Annual Measure	85.4%	Met	
Percent of violence prevention program participants who demonstrate a change in knowledge, skills, or behaviors as a result of their participation	Quarterly	69%	Not Available	87%	No data available	No data available	No data available	No data available	No data available		
<b>3 - Create and sustain a coordinated community response that improves the administration of and access to justice and enhances outcomes for low-income citizens, returning citizens and members of marginalized communities within the District of Columbia. (1 Measure)</b>											
Percent of participants screened for eligibility for entry into the re-entry service programs	Annually	100%	100%	80%	Annual Measure	Annual Measure	Annual Measure	Annual Measure	No applicable incidents		
<b>4 - Provide leadership in developing the capacity of and improving the performance of grantees. (4 Measures)</b>											
Percent of sub-grantees that are in full compliance of federal and local requirements	Annually	100%	100%	95%	Annual Measure	Annual Measure	Annual Measure	Annual Measure	100%	Met	
Percent of budgeted federal grant funds lapsed at end of fiscal year	Annually	1.9%	1.18%	5%	Annual Measure	Annual Measure	Annual Measure	Annual Measure	0.75%	Met	
Percent of budgeted local grant funds lapsed at end of fiscal year	Annually	1.4%	0.3%	5%	Annual Measure	Annual Measure	Annual Measure	Annual Measure	3%	Met	
Percent of training participants who reported learning	Annually	98.9%	90.2%	90%	Annual Measure	Annual Measure	Annual Measure	Annual Measure	96.5%	Met	
<b>5 - Create and maintain a highly efficient, transparent and responsive District government. (8 Measures)</b>											

Measure	Frequency	FY 2017 Actual	FY 2018 Actual	FY 2019 Target	FY 2019 Q1	FY 2019 Q2	FY 2019 Q3	FY 2019 Q4	FY 2019 Actual	KPI Status	Explanation
HR MANAGEMENT - Percent of eligible employees completing and finalizing a performance plan in PeopleSoft (Updated by OCA)	Annually	New in 2019	New in 2019	Not Available	Annual Measure	Annual Measure	Annual Measure	Annual Measure	86.7%	No Target Set	
HR MANAGEMENT - Percent of eligible employee performance evaluations completed and finalized in PeopleSoft (Updated by OCA)	Annually	New in 2019	New in 2019	Not Available	Annual Measure	Annual Measure	Annual Measure	Annual Measure	Waiting on Data	No Target Set	
FINANCIAL MANAGEMENT - Quick Payment Act Compliance - Percent of QPA eligible invoices paid within 30 days (Updated by OCA)	Annually	New in 2019	New in 2019	Not Available	Annual Measure	Annual Measure	Annual Measure	Annual Measure	100%	No Target Set	
FINANCIAL MANAGEMENT - Percent of local budget de-obligated to the general fund at the end of year (Updated by OCA)	Annually	New in 2019	New in 2019	Not Available	Annual Measure	Annual Measure	Annual Measure	Annual Measure	Waiting on Data	No Target Set	
CONTRACTS AND PROCUREMENT - Percent of Small Business Enterprise (SBE) annual goal spent (Updated by OCA)	Annually	New in 2019	New in 2019	100%	Annual Measure	Annual Measure	Annual Measure	Annual Measure	Waiting on Data		
IT POLICY AND FOIA COMPLIANCE - Percent of "open" data sets identified by the annual Enterprise Dataset Inventory published on the Open Data Portal - (Updated by OCA)	Annually	New in 2019	New in 2019	Not Available	Annual Measure	Annual Measure	Annual Measure	Annual Measure	0%	No Target Set	
IT POLICY AND FOIA COMPLIANCE - Percent of FOIA Requests Processed in more than 25 business days - statute requirements allow 15 business days and a 10 day extension - (Updated by OCA)	Annually	New in 2019	New in 2019	Not Available	Annual Measure	Annual Measure	Annual Measure	Annual Measure	Waiting on Data	No Target Set	

Measure	Frequency	FY 2017 Actual	FY 2018 Actual	FY 2019 Target	FY 2019 Q1	FY 2019 Q2	FY 2019 Q3	FY 2019 Q4	FY 2019 Actual	KPI Status	Explanation
HR MANAGEMENT - Average number of days to fill vacancy from post to offer acceptance (Updated by OCA)	Annually	New in 2019	New in 2019	New in 2019	Annual Measure	Annual Measure	Annual Measure	Annual Measure	Waiting on Data	No Target Set	

\*Mayoral agencies include agencies under the Health and Human Services, Education, Public Safety and Justice, Operations and Infrastructure, Economic Development, and Internal Services clusters. It excludes all independent agencies and select EOM agencies.  
 \*The HR management, Financial Management, IT Policy and FOIA Compliance, and Contracts and Procurement measures were collected for all mayoral agencies in FY 2019. OCA calculates these measures based on summary-level data from various agencies, and cannot verify the accuracy of any calculations.  
 \*The 2019 DC Enterprise Data Inventory (EDI) contains datasets published on DC's Open Data Portal, which is current as of March 9, 2019, and any datasets published to the portal after the above date were not included in the measure's calculation.  
 \*Due to data lags, FY 2019 data for the following core business measures will be published in March 2020: Contracts and Procurement - Percent of Small Business Enterprise (SBE) annual goal spent; Financial Management - Percent of local budget de-obligated to the general fund at the end of year; Human Resource Management - Average number of days to fill vacancy from post to offer acceptance; Human Resource Management - Percent of eligible employee performance evaluations completed and finalized in PeopleSoft; and IT Policy and Freedom of Information Act (FOIA) Compliance - Percent of FOIA Requests Processed in more than 25 business days - statute requirements allow 15 business days and a 10 day extension.

### 2019 Workload Measures

Measure	FY 2017 Actual	FY 2018 Actual	FY 2019 Q1	FY 2019 Q2	FY 2019 Q3	FY 2019 Q4	FY 2019 Actual
<b>1 - Build a coordinated community response for all victims of crime that improves outcomes for survivors. (5 Measures)</b>							
Number of victims receiving mental health services	1679	2300	272	421	447	471	1611
Number of victims served by the DC crime victim services hotline	1092	3533	751	786	873	849	3259
Number of victims provided housing services	815	1334	271	299	286	307	1163
Number of victims receiving medical forensic care	1149	938	89	80	130	128	427
Number of victims receiving legal services through coordinated continuums	1236	1016	351	417	328	303	1399
<b>1 - Deliver a comprehensive response to underserved and marginalized victims in the District. (1 Measure)</b>							
Number of victims who received interpretation services	1841	1055	307	366	465	306	1444
<b>2 - Reduce truancy in the District (3 Measures)</b>							
Number of schools participating in truancy reduction programs	70	70	81	0	0	0	81
Number of community-based providers that work with schools to reduce truancy	7	10	Annual Measure	Annual Measure	Annual Measure	Annual Measure	10
Number of students participating in agency sponsored truancy reduction programs	New in 2019	New in 2019	81	168	63	44	356
<b>3 - Build and expand the network of community-based providers that serve returning citizens. (2 Measures)</b>							
Number of providers offering funded mental health and substance abuse programs for returning citizens	2	3	Annual Measure	Annual Measure	Annual Measure	Annual Measure	3
Total number of participants in funded re-entry programs	843	552	455	289	417	538	1699
<b>4 - Provide training and technical assistance to grantees to help enhance their capacity and improve outcomes. (2 Measures)</b>							
Number of participants in training programs	163	371	0	0	95	239	334
Number of trainings and technical assistance sessions provided for grantees	22	26	6	7	12	7	32

### 2019 Operations

Operations Header	Operations Title	Operations Description	Type of Operations
<b>1 - Ensure that all victims of crime have access to coordinated, professional, trauma-informed, and victim-centered services. (4 Activities)</b>			

Operations Header	Operations Title	Operations Description	Type of Operations
VICTIMS SERVICES GRANTS	Provide a comprehensive response to sexual assault victims in the District.	OVSJG continues to improve outcomes for victims of sexual assault by organizing and funding a continuum of care that increases the coordination and delivery of sexual assault services in the District.	Daily Service
VICTIMS SERVICES GRANTS	Provide a comprehensive response to intimate partner violence victims in the District.	OVSJG will improve outcomes for victims of intimate partner violence by organizing and funding a continuum of care that increases the coordination and delivery of intimate partner violence services in the District.	Daily Service
VICTIMS SERVICES GRANTS	Deliver a comprehensive response to underserved and marginalized victims in the District.	OVSJG provides funding for a variety of groups and programs that work with historically marginalized communities	Daily Service
VICTIMS SERVICES GRANTS	Build a coordinated community response for all victims of crime that improves outcomes for survivors.	OVSJG is responsible for building and sustaining direct core victim services in the District that especially focus on victims of crime by funding a variety of community based providers.	Daily Service
<b>2 - Create opportunities and access for primary prevention and intervention programming towards the goal of reducing truancy, delinquency, and violence. (3 Activities)</b>			
INTERVENTION GRANT	Reduce truancy in the District	OVSJG will accomplish the goal of reducing truancy rates among young people throughout the District, by developing programs and collaborations among community-based organizations and schools that reduce truancy by working with families to provide resources to help students attend school regularly and improving the capacity of schools to address truancy.	Daily Service
INTERVENTION GRANT	Provide evidence-based violence prevention in-school programming throughout the District.	OVSJG funds programs that help prevent sexual and intimate partner violence through programs that provide participants a structured and supportive space to build individualized definitions of masculinity and healthy femininity.	Daily Service
INTERVENTION GRANT	Develop and coordinate juvenile delinquency prevention programs in the District	OVSJG will work to reduce juvenile delinquency by funding programs and initiatives that create alternatives to incarceration, offer skills, and improve the quality of life for juveniles in the District.	Daily Service
<b>3 - Create and sustain a coordinated community response that improves the administration of and access to justice and enhances outcomes for low-income citizens, returning citizens and members of marginalized communities within the District of Columbia. (2 Activities)</b>			
JUSTICE IMPROVEMENT GRANT	Build and expand the network of community-based providers that serve returning citizens.	OVSJG provides funding, technical support and resources for providers who work with returning citizens. OVSJG funded services include housing, job training and substance abuse and mental health services (co-occurring disorder) for returning citizens.	Daily Service
JUSTICE IMPROVEMENT GRANT	Provide legal services to low-income and underserved District residents.	OVSJG provides funding to the Access to Justice Initiative which provides financial assistance to organizations and individuals who provide direct civil legal services to low-income and under-served District residents.	Daily Service
<b>4 - Provide leadership in developing the capacity of and improving the performance of grantees. (5 Activities)</b>			
PERFORMANCE MANAGEMENT	Ensure compliance of core requirements for all federal grants.	As part of federal grant management, OVSJG is tasked with ensuring compliance with enabling legislation for federal funding sources.	Daily Service
GRANT MANAGEMENT	Ensure federal and local grants funds are allocated and spent.	OVSJG is responsible for allocating and spending a variety of local and federal grants. To ensure success, it is important to monitor the financial performance of all grantees to ensure all resources are being efficiently and completely spent.	Daily Service
PERFORMANCE MANAGEMENT	Provide training and technical assistance to grantees to help enhance their capacity and improve outcomes.	OVSJG offers technical assistance and capacity building support for grantees. Additionally, the agency organizes workshops and conferences that include best-practice based continuing education for the professional development of grantees.	Daily Service
PERFORMANCE MANAGEMENT	Enhance the capacity of grantees to collect, analyze and report performance data.	OVSJG works to improve the collection of performance data from its grantees that leads to the identification of efficiencies and improves outcomes. OVSJG will continue to evaluate and expand its grant performance management initiative.	Daily Service
GRANT MANAGEMENT	Develop strategic plans as required by federal grant sources.	OVSJG develops strategic plans for the implementation of federal grants and works with sub-grantees to ensure their service delivery plans meet requirements.	Daily Service

2019 Strategic Initiatives

Strategic Initiative Title	Strategic Initiative Description	Completion to Date	Status Update	Explanation for Incomplete Initiative

Strategic Initiative Title	Strategic Initiative Description	Completion to Date	Status Update	Explanation for Incomplete Initiative
<b>Build a coordinated community response for all victims of crime that improves outcomes for survivors. (1 Strategic Initiative)</b>				
Trauma-Informed Responses	Enhance trauma-informed responses in the District by increasing access to trauma-specific mental health services through the development of a pro-bono mental health bank and training clinicians in trauma-specific modalities; mapping existing trauma-informed activities in the District; and exploring the feasibility of conducting a District-wide trauma assessment.	Complete	Trained 19 licensed clinicians to provide EMDR trauma treatment. Completed Two-Day Trauma Training Institute. Completed survey to assess trauma-informed services in the District. Completed District wide Trauma Assessment Feasibility Study.	
<b>Build and expand the network of community-based providers that serve returning citizens. (1 Strategic Initiative)</b>				
Trauma-Informed Responses	Enhance trauma-informed responses in the District by increasing access to trauma-specific mental health services through the development of a pro-bono mental health bank and training clinicians in trauma-specific modalities; mapping existing trauma-informed activities in the District; and exploring the feasibility of conducting a District-wide trauma assessment.	Complete	Trained 19 licensed clinicians to provide EMDR trauma treatment. Completed Two-Day Trauma Training Institute. Completed survey to assess trauma-informed services in the District. Completed District wide Trauma Assessment Feasibility Study.	
<b>Provide a comprehensive response to intimate partner violence victims in the District. (1 Strategic Initiative)</b>				
Address Confidentiality Program	Implement an address confidentiality program to provide eligible victims of domestic violence, sexual assault, stalking, human trafficking, and employees of agencies providing services to these victims or reproductive health organization employees a legal substitute address to use in place of their physical address whenever an address is required by public agencies.	Complete	Drafted and completed the 30-day review process for the Rules and Regulations for D.C. Law 22-118; consulted with long standing State ACP programs and the National Association of Confidential Address Programs to enhance participant safety and security; developed key forms and processes for launching the program.	
<b>Provide a comprehensive response to sexual assault victims in the District. (2 Strategic initiatives)</b>				
Expand sexual assault victim advocacy services	Expand sexual assault victim advocacy services to ensure that all victims of sexual assault have access to on call advocacy, including those victims who report outside of the DC SANE process; training more people to become community based sexual assault victim advocates; and expanding the right to an advocate beyond the hospital and law enforcement interview to interviews with law enforcement outside of the hospital setting and in interviews with prosecution.	0-24%	SAVRAA was reintroduced by the Mayor. Expansion of services is dependent on the law passing.	Legislation tied to this initiative hasn't been approved.
Address Confidentiality Program	Implement an address confidentiality program to provide eligible victims of domestic violence, sexual assault, stalking, human trafficking, and employees of agencies providing services to these victims or reproductive health organization employees a legal substitute address to use in place of their physical address whenever an address is required by public agencies.	Complete	Drafted and completed the 30-day review process for the Rules and Regulations for D.C. Law 22-118; consulted with long standing State ACP programs and the National Association of Confidential Address Programs to enhance participant safety and security; developed key forms and processes for launching the program.	
<b>Reduce truancy in the District (2 Strategic initiatives)</b>				
High School Truancy Reduction Pilot	Continue to coordinate the second of a three-year the high school truancy reduction pilot program.	Complete	Data analysis of surveys conducted with students showed that average scores improved between the baseline and post surveys on 9 out of 14 measures. Also, student outcomes in attendance between engaged and non-engaged students reported significantly higher in-seat attendance and lower unexcused absences.	
Trauma-Informed Responses	Enhance trauma-informed responses in the District by increasing access to trauma-specific mental health services through the development of a pro-bono mental health bank and training clinicians in trauma-specific modalities; mapping existing trauma-informed activities in the District; and exploring the feasibility of conducting a District-wide trauma assessment.	Complete	Trained 19 licensed clinicians to provide EMDR trauma treatment. Completed Two-Day Trauma Training Institute. Completed survey to assess trauma-informed services in the District. Completed District wide Trauma Assessment Feasibility Study.	

Agency Office of Victim Services and Justice Grants

Agency Code F00

Fiscal Year 2020

**Mission** The mission of OVSJG is to develop, fund, and coordinate programs that improve public safety; enhance the administration of justice; and create systems of care for crime victims, youth, and their families in the District.

## Strategic Objectives

Objective Number	Strategic Objective
1	Ensure that all victims of crime have access to coordinated, professional, trauma-informed, and victim-centered services.
2	Create opportunities and access for primary prevention and intervention programming towards the goal of reducing truancy, delinquency, and violence.
3	Create and sustain a coordinated community response that improves the administration of and access to justice and enhances outcomes for justice involved individuals.
4	Provide leadership in developing the capacity of and improving the performance of grantees.
5	Create and maintain a highly efficient, transparent, and responsive District government.

## Key Performance Indicators

Measure	Directionality	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Target
<b>1 - Ensure that all victims of crime have access to coordinated, professional, trauma-informed, and victim-centered services. (4 Measures)</b>					
Percent of victims who received language interpretation services	Up is Better	99.3%	97.4%	98.2%	90%
Percent of victims who received information, support or a referral from the DC Victim Hotline to address their needs.	Up is Better	100%	100%	100%	95%
Percent of sexual assault victims who received on-call advocacy services	Up is Better	99.1%	100%	96.8%	95%
Percent of victims of attempted homicide who accept hospital based violence intervention project services	Up is Better	48%	76.8%	67.7%	70%
<b>2 - Create opportunities and access for primary prevention and intervention programming towards the goal of reducing truancy, delinquency, and violence. (1 Measure)</b>					
Percent of students in agency sponsored truancy reduction programs who are not rereferred	Up is Better	New in 2018	91.8%	85.4%	70%
<b>3 - Create and sustain a coordinated community response that improves the administration of and access to justice and enhances outcomes for justice involved individuals. (1 Measure)</b>					
Percentage of participants in reentry programs who report and increase in self-sufficiency	Up is Better	New in 2020	New in 2020	New in 2020	New in 2020
<b>4 - Provide leadership in developing the capacity of and improving the performance of grantees. (4 Measures)</b>					
Percent of sub-grantees that are in full compliance of federal and local requirements	Up is Better	100%	100%	100%	95%
Percent of budgeted federal grant funds lapsed at end of fiscal year	Down is Better	1.9%	1.18%	0.75%	5%
Percent of budgeted local grant funds lapsed at end of fiscal year	Down is Better	1.4%	0.3%	3%	5%

Measure	Directionality	Q24 - Attachment 2			
		FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Target
Percent of training participants who reported learning	Up is Better	98.9%	90.2%	96.5%	90%

## Core Business Measures

Measure	Directionality	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual
<b>5 - Create and maintain a highly efficient, transparent, and responsive District government. (10 Measures)</b>				
Contracts and Procurement - Percent of Small Business Enterprise (SBE) annual goal spent	Up is Better	New in 2019	New in 2019	Waiting on Data
Financial Management - Percent of local budget de-obligated to the general fund at the end of year	Down is Better	New in 2019	New in 2019	Waiting on Data
Financial Management - Quick Payment Act (QPA) Compliance - Percent of QPA eligible invoices paid within 30 days	Up is Better	New in 2019	New in 2019	100%
Human Resource Management - Average number of days to fill vacancy from post to offer acceptance	Down is Better	New in 2019	New in 2019	Waiting on Data
Human Resource Management - Percent of eligible employee performance evaluations completed and finalized in PeopleSoft	Up is Better	New in 2019	New in 2019	Waiting on Data
Human Resource Management - Percent of eligible employees completing and finalizing a performance plan in PeopleSoft	Up is Better	New in 2019	New in 2019	86.7%
IT Policy and Freedom of Information Act (FOIA) Compliance - Percent of "open" data sets identified by the annual Enterprise Dataset Inventory published on the Open Data Portal	Up is Better	New in 2019	New in 2019	0%
IT Policy and Freedom of Information Act (FOIA) Compliance - Percent of FOIA Requests Processed in more than 25 business days - statute requirements allow 15 business days and a 10 day extension	Down is Better	New in 2019	New in 2019	Waiting on Data
Human Resource Management - Percent of new hires that are DC residents (excludes temporary workers and contractors) (Updated by OCA)	Up is Better	New in 2020	New in 2020	New in 2020
Human Resource Management - Percent of employees that are DC residents (excludes temporary workers and contractors) (Updated by OCA)	Up is Better	New in 2020	New in 2020	New in 2020

\*Mayoral agencies include agencies under the Health and Human Services, Education, Public Safety and Justice, Operations and Infrastructure, Economic Development, and Internal Services clusters. It excludes all independent agencies and select EOM agencies. The HR management, Financial Management, IT Policy and FOIA Compliance, and Contracts and Procurement measures were collected for all mayoral agencies in FY 2019. OCA calculates these measure based on summary-level data from various agencies, and cannot verify the accuracy of any calculations that were made to the source data prior to its receipt by OCA. The 2019 DC Enterprise Data Inventory (EDI), which contains data on "open" data sets published on DC's Open Data Portal, is current as of March 9, 2019. Due to data lags, FY 2019 data for the following core business measures will be published in March 2020: Contracts and Procurement - Percent of Small Business Enterprise (SBE) annual goal spent; Financial Management - Percent of local budget de-obligated to the general fund at the end of year; Human Resource Management - Average number of days to fill vacancy from post to offer acceptance; Human Resource Management - Percent of eligible employee performance evaluations completed and finalized in PeopleSoft; and IT Policy and Freedom of Information Act (FOIA) Compliance - Percent of FOIA Requests Processed in more than 25 business days - statute requirements allow 15 business days and a 10 day extension.

## Operations

Operations Header	Operations Title	Operations Description	Type of Operations
<b>1 - Ensure that all victims of crime have access to coordinated, professional, trauma-informed, and victim-centered services. (4 Activities)</b>			



Operations Header	Operations Title	Operations Description	Type of Operations
VICTIMS SERVICES GRANTS	Provide a comprehensive response to sexual assault victims in the District.	OVSJG continues to improve outcomes for victims of sexual assault by organizing and funding a continuum of care that increases the coordination and delivery of sexual assault services in the District.	Daily Service
VICTIMS SERVICES GRANTS	Provide a comprehensive response to intimate partner violence victims in the District.	OVSJG will improve outcomes for victims of intimate partner violence by organizing and funding a continuum of care that increases the coordination and delivery of intimate partner violence services in the District.	Daily Service
VICTIMS SERVICES GRANTS	Deliver a comprehensive response to underserved and marginalized victims in the District.	OVSJG provides funding for a variety of groups and programs that work with historically marginalized communities.	Daily Service
VICTIMS SERVICES GRANTS	Build a coordinated community response for all victims of crime that improves outcomes for survivors.	OVSJG is responsible for building and sustaining direct core victim services in the District that especially focus on victims of crime by funding a variety of community based providers.	Daily Service
<b>2 - Create opportunities and access for primary prevention and intervention programming towards the goal of reducing truancy, delinquency, and violence. (3 Activities)</b>			
INTERVENTION GRANT	Reduce truancy in the District	OVSJG will accomplish the goal of reducing truancy rates among young people throughout the District, by developing programs and collaborations among community-based organizations and schools that reduce truancy by working with families to provide resources to help students attend school regularly and improving the capacity of schools to address truancy.	Daily Service
INTERVENTION GRANT	Provide evidence-based violence prevention in-school programming throughout the District.	OVSJG funds programs that help prevent sexual and intimate partner violence through programs that provide participants a structured and supportive space to build individualized definitions of masculinity and healthy femininity.	Daily Service
INTERVENTION GRANT	Develop and coordinate juvenile delinquency prevention programs in the District	OVSJG will work to reduce juvenile delinquency by funding programs and initiatives that create alternatives to incarceration, offer skills, and improve the quality of life for juveniles in the District.	Daily Service
<b>3 - Create and sustain a coordinated community response that improves the administration of and access to justice and enhances outcomes for justice involved individuals. (2 Activities)</b>			
JUSTICE IMPROVEMENT GRANT	Build and expand the network of community-based providers that serve returning citizens.	OVSJG provides funding, technical support and resources for providers who work with returning citizens. OVSJG funded services include housing, job training and substance abuse and mental health services (co-occurring disorder) for returning citizens.	Daily Service
JUSTICE IMPROVEMENT GRANT	Provide legal services to low-income and underserved District residents.	OVSJG provides funding to the Access to Justice Initiative which provides financial assistance to organizations and individuals who provide direct civil legal services to low-income and under-served District residents.	Daily Service
<b>4 - Provide leadership in developing the capacity of and improving the performance of grantees. (4 Activities)</b>			
PERFORMANCE MANAGEMENT	Ensure compliance of core requirements for all federal grants.	As part of federal grant management, OVSJG is tasked with ensuring compliance with enabling legislation for federal funding sources.	Daily Service

Operations Header	Operations Title	Operations Description	Type of Operations
GRANT MANAGEMENT	Ensure federal and local grants funds are allocated and spent.	OVSJG is responsible for allocating and spending a variety of local and federal grants. To ensure success, it is important to monitor the financial performance of all grantees to ensure all resources are being efficiently and completely spent.	Daily Service
PERFORMANCE MANAGEMENT	Provide training and technical assistance to grantees to help enhance their capacity and improve outcomes.	OVSJG offers technical assistance and capacity building support for grantees. Additionally, the agency organizes workshops and conferences that include best-practice based continuing education for the professional development of grantees.	Daily Service
PERFORMANCE MANAGEMENT	Enhance the capacity of grantees to collect, analyze and report performance data.	OVSJG works to improve the collection of performance data from its grantees that leads to the identification of efficiencies and improves outcomes. OVSJG will continue to evaluate and expand its grant performance management initiative.	Daily Service

## Workload Measures

Measure	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual
<b>1 - Build a coordinated community response for all victims of crime that improves outcomes for survivors. (5 Measures)</b>			
Number of victims receiving mental health services	1679	2300	1611
Number of victims served by the DC crime victim services hotline	1092	3533	3259
Number of victims provided housing services	815	1334	1163
Number of victims receiving medical forensic care	1149	938	427
Number of victims receiving legal services through coordinated continuums	1236	1016	1399
<b>1 - Deliver a comprehensive response to underserved and marginalized victims in the District. (1 Measure)</b>			
Number of victims who received interpretation services	1841	1055	1444
<b>2 - Reduce truancy in the District (3 Measures)</b>			
Number of schools participating in truancy reduction programs	70	70	81
Number of community-based providers that work with schools to reduce truancy	7	10	10
Number of students participating in agency sponsored truancy reduction programs	New in 2019	New in 2019	356
<b>3 - Build and expand the network of community-based providers that serve returning citizens. (2 Measures)</b>			
Number of providers offering funded mental health and substance abuse programs for returning citizens	2	3	3
Total number of participants in funded re-entry programs	843	552	1699
<b>4 - Provide training and technical assistance to grantees to help enhance their capacity and improve outcomes. (2 Measures)</b>			
Number of participants in training programs	163	371	334
Number of technical assistance sessions provided for grantees	22	26	32

## Strategic Initiatives

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Strategic Initiative Title	Strategic Initiative Description	Proposed Completion Date
<b>Build a coordinated community response for all victims of crime that improves outcomes for survivors. (2 Strategic initiatives)</b>		
Trauma-Informed Responses	Enhance the ability of professionals to recognize and respond to trauma among victims of crime, justice involved individuals, and youth who are at risk for truancy or juvenile delinquency in the District by recruiting and training of mental health providers to provide pro-bono trauma-specific mental health services.	09-30-2019
Place-Based Trauma Response and Community Engagement Program	Develop and establish three sites for Place-based Community Engagement and Trauma services with locations in Wards 7&8.	09-30-2019
<b>Provide a comprehensive response to intimate partner violence victims in the District. (1 Strategic Initiative)</b>		
Address Confidentiality Program	Implement the Address Confidentiality Program. The ACP provides eligible victims of domestic violence, sexual assault, stalking, and human trafficking; employees of organizations that primarily serve eligible victims; and employees of reproductive health organizations with a substitute address to protect their residential address.	09-30-2019
<b>Provide a comprehensive response to sexual assault victims in the District. (2 Strategic initiatives)</b>		
Expand sexual assault victim advocacy services.	Expand sexual assault victim advocacy services to ensure that all victims of sexual assault have access to on call advocacy, including those victims who report outside of the DC SANE process.	09-30-2019
Address Confidentiality Program	Implement the Address Confidentiality Program. The ACP provides eligible victims of domestic violence, sexual assault, stalking, and human trafficking; employees of organizations that primarily serve eligible victims; and employees of reproductive health organizations with a substitute address to protect their residential address.	09-30-2019
<b>Reduce truancy in the District (2 Strategic initiatives)</b>		
High School Truancy Reduction Pilot	FY20 will mark the third and final year of the high school truancy reduction pilot program, which is intended to decrease unexcused absences among students in grades 9-12 in participating schools. Initial results of the pilot are positive.	09-30-2019
Trauma-Informed Responses	Enhance the ability of professionals to recognize and respond to trauma among victims of crime, justice involved individuals, and youth who are at risk for truancy or juvenile delinquency in the District by recruiting and training of mental health providers to provide pro-bono trauma-specific mental health services.	09-30-2019

District of Columbia  
Domestic Violence Fatality Review Board

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2019 Report on  
**Domestic Violence  
Fatalities** in 2015





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## Introduction

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The DC Domestic Violence Fatality Review Board (DVFRB or the Board) is honored to present this **2019 Report on Domestic Violence Fatalities in 2015**. This report summarizes data, key findings, and recommendations regarding domestic violence homicides that occurred in the District in 2015 and were reviewed by the Board between 2016–2018. The Board is proud to be part of the city’s collective efforts to address domestic violence and improve the safety and lives of all District residents.

Domestic violence and the homicides that result from this form of violence are serious public health problems. Over **10 million** women and men in the United States experience physical violence by a current or former partner each year; approximately **1 in 4 women** and nearly **1 in 7 men** experience severe physical violence by a partner at some point in their lifetime.<sup>1</sup> An estimated **39 percent** of women in DC have been physically or sexually assaulted by an **intimate partner**.<sup>2</sup> Most alarmingly, a recent study showed rates of intimate partner homicide are **increasing**.<sup>3</sup>

While domestic violence affects people of every race, class, sexual orientation, gender identity, and age, a recognition of the disproportionate impacts it has on specific communities is critical to improving and strengthening our responses. **Black women** suffer disproportionately from domestic violence and homicide victimization. Second only to Native women, black women face higher rates of domestic violence than do women of all other races.<sup>4</sup> Black women are two-and-a-half times more likely to be killed by an intimate partner than white women.<sup>5</sup> Domestic violence also disproportionately affects members of the **LGBTQ+** and **non-English-speaking** communities, who often experience less access to system safety nets, such as shelters, or who may be reticent to turn to public services, such as law enforcement or the courts.

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- 1 Truman, J.L., & Morgan, R.E. (2014). *Nonfatal Domestic Violence, 2003-2012* (Rep.). Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics. doi:<https://www.bjs.gov/content/pub/pdf/ndvO312.pdf>
  - 2 Smith, S.G., Chen, J., Basile, K.C., Gilbert, L.K., Merrick, M.T., Patel, N., Walling, M., & Jain, A. (2017). *The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012 State Report*. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. <https://doi.org/10.3886/ICPSR34305.v1>
  - 3 Fridel, E.E., & Fox, J.A. (2019). Gender Differences in Patterns and Trends in U.S. Homicide, 1976–2017. *Violence and Gender*, 6(1), 27-36. doi:[10.1089/vio.2019.0005](https://doi.org/10.1089/vio.2019.0005)
  - 4 Smith, S.G., Chen, J., Basile, K.C., Gilbert, L.K., Merrick, M.T., Patel, N., Walling, M., & Jain, A. (2017). *The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012 State Report*. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. <https://doi.org/10.3886/ICPSR34305.v1>
  - 5 DuMonthier, A., Childers, C., PhD, & Milli, J., PhD. (2017, June). The Status of Black Women in the United States. Retrieved from <https://iwpr.org/publications/status-black-women-united-states-report>



While the reasons for these inequities are complex and related to historic, structural injustices, the Board remains committed to addressing them. It has incorporated these important factors into its case reviews and is proud to be part of this diverse city's efforts to overcome disparities. It is essential that the DVFRB builds and expands upon the efforts of the many community, local government, and federal partnerships working to end domestic violence and homicide. The Board recognizes the responsibility it has and strives for excellence as a critical component of the District's multifaceted response to domestic violence.

Therefore, the DVFRB is proud to share **highlights of the steps taken** to further improve its functioning. These include:

- The election of a new co-chair whose energy, commitment, and passion for the work is an inspiration for the whole Board;
- Welcoming new members whose expertise in national domestic violence technical assistance, law, and public health education has greatly enriched the Board's work and case review;
- In-person and web trainings on fatality-review best practices provided by the National Domestic Violence Fatality Review Initiative's (NDVFRI) technical assistance providers;
- The development of a Board protocol and process for interviewing surviving family and friends;
- Recruitment efforts to ensure the Board continues to have members with diverse areas of expertise and perspectives;
- Outreach and collaboration with member agencies and other District organizations to enhance our work;
- Ongoing analyses and improvement of our case review processes.

Going forward, the Board will work to further enhance its review process to more closely align with national best practices. The DVFRB anticipates devoting more time on fewer cases to better understand the contributing factors to a victim's death—**yielding the most effective and specific recommendations to prevent future homicides.**

## Executive Summary

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The purpose of the Domestic Violence Fatality Review Board (DVFRB or the Board) is to **prevent domestic violence fatalities by improving the response of individuals, the community, and government agencies to domestic violence.**<sup>6</sup> The Board is a formally established mechanism for tracking domestic violence-related fatalities, assessing the circumstances surrounding the deaths and associated risk indicators, and making recommendations to improve the systemic response to victims of domestic violence.

Findings and recommendations in this report are based on an analysis of **police, court, and medical records** received by the DVFRB for deaths that occurred in calendar year 2015. This report highlights the summary data of all the District's 2015 domestic homicides but also includes a deeper synopsis of the data, trends, and recommendations from the six intimate-partner homicide (IPH) cases identified and reviewed by the Board in this reporting period.

In the District, **communities of color are significantly and disproportionately affected by domestic violence homicide.** In 2015:

- 100% of domestic violence homicide victims (including non-intimate partner victims) were people of color;
- 82% of perpetrators of domestic violence homicides were men;
- Ward 5 had the highest number of domestic violence homicides.

The case reviews of the 2015 intimate partner homicides (IPH) revealed that **only a small number of victims had contact with domestic violence advocates** or victim services. In 83 percent of cases, the homicide perpetrators had a known criminal history that included prior domestic violence incidents, as well as histories of substance abuse and mental health concerns. In one case, the offender killed himself after killing the victim. In another case, the investigation found that the homicide perpetrator was a woman who had been abused by the decedent, and the courts declined to prosecute her. The majority of IPH victims were under 40 years of age.

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<sup>6</sup> D.C. Code §16-1052

The DVFRB uses a multidisciplinary, systemic approach to case review and assesses past events from numerous angles, exploring possible missed opportunities for prevention and intervention. Through an examination of these cases with a lens of preventive accountability, the Board has developed **nine recommendations** designed to strengthen a coordinated community response for victims of intimate partner violence **that can prevent future deaths.**

These recommendations highlight the critical need for all agencies responding to domestic violence to coordinate their efforts and pay special attention to the specific, unique, and diverse needs of marginalized populations, including those from LGBTQ+, non-English-speaking, and elder communities. Furthermore, greater domestic violence screening efforts are needed through public agencies such as the courts. The District should also enhance general awareness and availability of services for domestic violence survivors, while increasing efforts to recognize and address the connections between domestic and other forms of violence, such as strangulation and animal abuse. Finally, the District should explore evidence-based options for offender treatment and to address offender recidivism to help prevent future homicides.

## About the DVFRB

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### PURPOSE

The Domestic Violence Fatality Review Board (DVFRB) is a statutorily created multi-agency, multidisciplinary commission, tasked with examining domestic violence-related fatalities in the District. The purpose of the Board is to prevent domestic violence fatalities by improving the response of individuals, the community, and government agencies to domestic violence.

The DVFRB endeavors to:

- Identify and characterize the **scope and nature** of domestic violence fatalities in the District of Columbia;
- Describe and record any **trends, data, or patterns** that are observed surrounding domestic violence fatalities;
- Examine **past events** and circumstances surrounding domestic violence fatalities by **reviewing records** and other pertinent documents of public and private agencies responsible for investigating deaths or treating victims;
- Develop and revise, as necessary, **operating rules and procedures** for review of domestic violence fatalities, including identification of cases to be reviewed, coordination among the agencies and professionals involved, and improvement of the identification, data collection, and record-keeping of the causes of domestic violence fatalities;
- Recommend **systemic improvements** to promote improved and integrated public and private systems serving victims of domestic violence;
- Recommend components for **prevention and education** programs;
- Recommend **training** to improve the identification and investigation of domestic violence fatalities.

### COMPOSITION

The DVFRB is a city-wide collaborative effort that was originally established by the Uniformed Interstate Enforcement of Domestic Violence Protection Orders Act of 2002, [DC Law 14-296](#). The Board comprises a cadre of experts from the areas of law enforcement, victim advocacy, social

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services, healthcare, child welfare, corrections, the judicial system, and invested community members with relevant areas of subject matter expertise. A major strength of the DVFRB is the purposeful inclusion of a diverse set of system and agency representatives, as well as community stakeholders.

DVFRB legislation provides for **twenty-three (23)** appointed members including:

- **Nine (9)** governmental entities appointed by the Mayor:
  1. Metropolitan Police Department
  2. Office of the Chief Medical Examiner
  3. Office of the Attorney General
  4. Department of Corrections
  5. Fire and Emergency Medical Services Department
  6. Department of Behavioral Health
  7. Department of Health
  8. Child and Family Services Agency
  9. Mayor's Commission on Violence Against Women.
  
- **Six (6)** federal, judicial, and private agencies or entities with domestic violence expertise either appointed by the Mayor or at the Mayor's request:
  1. Superior Court of the District of Columbia
  2. Office of the United States Attorney for the District of Columbia
  3. District of Columbia hospitals
  4. University legal clinics
  5. Domestic violence shelters
  6. Domestic violence advocacy organizations.
  
- **Eight (8)** community representatives (non-DC government employees) appointed by the Mayor, with the advice and consent of the Council.

#### ACKNOWLEDGEMENTS

The DVFRB would like to extend a special thanks to the following former members and partners for their many years of service. The Board is incredibly grateful for their efforts and dedication to improving the District's response to domestic violence. Those include:

- Community Representative Erin Larkin (chair)
- Fire and EMS Representative Deputy Fire Chief Rafael Sa'adah (retired; co-chair)
- Community Representative Heather Powers
- Community Representative Dianne Hampton
- District Hospitals Representative Erin Pollitt
- Federal partner Valerie Collins

For a list of DVFRB members at the time of this publication, please see [Appendix A](#).

## CASE SELECTION AND REVIEW PROCESS

The work of the DVFRB is achieved through a multidisciplinary analysis of the victims' experiences, perpetrator behaviors, and the general circumstances surrounding the fatalities. Through the case review process, the Board identifies lethality factors and trends related to the decedents, perpetrators, and systems responsible for supporting, assisting, and protecting victims from family or intimate partner violence. The cooperative efforts of the review process provide an opportunity to enhance and increase services and improve the District's response to address the needs of residents.

The DVFRB meets in-person every other month and maintains contact via email and phone calls throughout the year. Domestic violence homicide cases are selected for review based on agreed-upon criteria established by Board protocols, and cases are only reviewed after closure of the criminal case.

The DVFRB focuses its in-depth reviews and recommendation process only on intimate partner homicides (which in 2015 accounted for a little more than half of the District's homicides that qualify as domestic violence-related). The DVFRB prioritizes the review of IPH cases because its main goal is to prevent future domestic violence deaths by identifying previous gaps in services and issuing recommendations for improvement. Unlike other domestic violence homicides, intimate partner homicides are largely predictable and preventable. A well-developed body of scientific research surrounding intimate partner fatality risk factors and prevention strategies guides the Board's review of these cases.

While the Board monitors and provides an annual statistical report of those homicides committed by family members, relatives, roommates, and "common partners" (defined by statute as people whose only connection to each other is a current or former intimate partner in common), the recommendations suggested here stem from the IPH cases.

It is the Board's view that any homicide is too many. Each life cut short is of equal value. The DVFRB hopes its recommendations from the review of IPH cases will be a catalyst for systems change that will one day prevent all domestic violence homicides.

All DVFRB meetings are confidential, not subject to open meeting rules, and participants are required to sign confidentiality statements. The Board obtains records from a variety of public

and private agencies and programs that had contact with or provided services to the victim or the perpetrator. The Board coordinator prepares an initial summary of case material and provides the relevant records through a confidential file-sharing system. During review meetings, Board members discuss the facts and circumstances leading up to the homicide and identify potential gaps in service delivery and systemic breakdowns. The Board then considers recommendations and system improvements to prevent future homicides. The fatality review process is not investigative, and Board decisions are made collectively.

A retrospective analysis of fully adjudicated fatalities allows the Board to objectively and without blame observe gaps in the service system. The Board seeks to honor victims by learning from their experience and using that knowledge to shape recommendations related to policy, practice, training, and public awareness. With its “no blame” philosophy, the DVFRB hopes to inspire improved agency and system collaboration and a sense of urgency to work together to create a safer community for victims of domestic violence.

#### DOMESTIC VIOLENCE FATALITIES DEFINED

According to the DC law that created the DVFRB, D.C. Code § 16-1051, a “domestic violence fatality” includes a homicide under any of the following circumstances:

- The alleged perpetrator and victim resided together at any time;
- The alleged perpetrator and victim have a child in common;
- The alleged perpetrator and victim were married, divorced, separated, or had a romantic relationship, not necessarily including a sexual relationship;
- The alleged perpetrator is or was married to, divorced, or separated from, or in a romantic relationship, not necessarily including a sexual relationship, with a person who is or was married to, divorced, or separated from, or in a romantic relationship, not necessarily including a sexual relationship, with the victim;
- The alleged perpetrator had been stalking the victim;
- The victim filed a petition for a protective order against the alleged perpetrator at any time;
- The victim resided in the same household, was present at the workplace of, was in proximity of, or was related by blood or affinity to a person who experienced or was threatened with domestic violence by the alleged perpetrator; or
- The victim or the perpetrator was or is a child, parent, sibling, grandparent, aunt, uncle, or cousin of a person in a relationship that is described within this subsection.



## 2015 Cases Reviewed by the DVFRB

According to available Metropolitan Police Department records, six adults were killed in intimate partner homicides (IPH) and five adults were killed in non-intimate partner domestic violence-related homicides in 2015. Of the 162 total homicides recorded that year, domestic violence homicides accounted for 7 percent.

The DVFRB reviewed a total of six cases that occurred in 2015. In all of these cases, the victim was killed by a current or former intimate partner. The Board reviewed 100 percent of the 2015 intimate partner homicide cases eligible for review.

### LETHALITY RISK FACTORS

The work of the DVFRB includes examining cases for recognized indicators of lethality. There are several nationally recognized indicators of the potential for lethal violence in an intimate partner relationship.<sup>7,8,9</sup> The perpetrators in the six IPH cases reviewed by the Board exhibited many of these risk factors, including: prior criminal history of domestic violence, acute mental health and depression disorders, jealousy, stalking, threats, and strangulation. The more risk indicators present in a case, the greater the risk of escalating violence and death. The table below shows the lethality risk factors and the percentage of reviewed cases in which the factor was present. Note there may have been more actual risk factors present in each case; the information presented here is what the Board could verify through its collective review of available records.

#### CASE REVIEW TIMELINE

The DVFRB deems a case eligible for review when the case is closed, meaning the perpetrator has been criminally convicted of the homicide, and most or all of the criminal appeals have expired (which may take years), or the perpetrator is deceased. When a reasonable amount of time has passed since a domestic violence homicide (usually three years), the Board may also review those cases that are classified as unsolved by law enforcement or when an alleged perpetrator was never criminally charged for the death. Therefore, this report focuses only on cases from 2015.

- 7 Koziol-McLain, J., Webster, D., McFarlane, J., Block, C.R., Ulrich, Y., Glass, N., & Campbell, J.C. (2006). Risk Factors for Femicide-Suicide in Abusive Relationships: Results from a Multisite Case Control Study. *Violence and Victims*, 21(1), 3-21. doi:10.1891/vivi.21.1.3
- 8 Roehl, J., O'Sullivan, C., Webster, D., & Campbell, J. (2005). Intimate Partner Violence Risk Assessment Validation Study: The RAVE Study Practitioner Summary and Recommendations: Validation of Tools for Assessing Risk from Violent Intimate Partners. *PsycEXTRA Dataset*. doi:10.1037/e515672006-001
- 9 Sabri, B., Stockman, J.K., Campbell, J.C., O'Brien, S., Campbell, D., Callwood, G.B., Hart-Hyndman, G. (2014). Factors Associated with Increased Risk for Lethal Violence in Intimate Partner Relationships among Ethnically Diverse Black Women. *Violence and Victims*, 29(5), 719-741. doi:10.1891/0886-6708.vv-d13-00018

## IPH Lethality Risk Factors

Abuser has <b>access</b> to victim	100%
Abuser has a history of acute <b>mental health</b> problems (including depression)	100%
Abuser has a history of <b>physical assault</b>	83%
<b>Police</b> have received prior calls about abuser	67%
Abuser <b>threatens homicide</b> or suicide	67%
Abuser expresses extreme <b>jealousy</b> and possessiveness	67%
Abuser controls victim's <b>daily activities/</b> contact with others	67%
Abuser is <b>unemployed</b>	67%
Abuser consumes <b>drugs/alcohol</b>	67%
Abuser demonstrates lack of respect for the <b>law</b>	50%
Abuser destroys <b>property</b>	50%
Abuser <b>obsesses</b> over partner or threatens/intimidates family	50%
Abuser feels sense of <b>ownership</b> over victim	50%
Abuser has a history of <b>sexual violence</b>	50%
Abuser has <b>strangled</b> victim during previous assaults	50%
Abuser has access to <b>firearms</b>	33%
Abuser is <b>publicly violent</b> toward victim	33%
Abuser/victim are <b>separated/estranged</b>	33%
Abuser has a history of <b>stalking</b>	33%
Victim has <b>children</b> who are not the abuser's	33%
Abuser <b>witnessed</b> intimate partner violence as a child	17%
Abuser has abused <b>pets</b>	17%
Abuser/victim had a <b>short courtship</b>	1%



reviewed by the Board, all but one perpetrator had a criminal history that included domestic violence perpetration. The majority of perpetrators issued threats of homicide and violence against their victims. Acute mental health issues, including depression, were also a factor in all of the cases reviewed.

Two perpetrators of the 2015 IPH cases were women. Although accurate statistics are difficult to ascertain, it is widely known that women are far less likely than men to kill their intimate partners. Most women who kill their partners cite self-defense as a motive.<sup>10</sup> In one case from this time period, the court supported the defendant's self-defense claim and declined to prosecute the case.

One of the most significant lethality risk factors is previous violence. In the 2015 incidents of intimate partner homicide

<sup>10</sup> Swan, S.C., Gambone, L.J., Caldwell, J.E., Sullivan, T.P., & Snow, D.L. (2008). A Review of Research on Women's Use of Violence with Male Intimate Partners. *Violence and Victims*, 23(3), 301-314. doi:10.1891/0886-6708.23.3.301

## Key Findings

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The following pages include three categories of findings regarding the domestic violence homicides from 2015. The first category details findings from all 2015 domestic violence (DV) homicides, the second details findings specifically from intimate partner homicides (IPH), and the third details findings from non-intimate partner, domestic violence homicides.

**For all domestic violence homicides:** In 2015, according to available Metropolitan Police Department records, 11 adults and one child were killed in domestic violence fatalities in the District of Columbia.<sup>11</sup> Below is a summary of what we know about those domestic violence homicides overall:

- **Victims:** Four women and seven men were killed; 10 victims were Black, and one was Hispanic.<sup>12</sup>
- **Age:** The average age of victims was 41; the youngest victim was 24 years old at the time of their homicide and the oldest was 64.
- **Wards:** Ward 5 had the highest number of domestic violence homicides (four); Wards 6, 7, and 8 had two each, and Ward 2 had one domestic violence homicide.
- **Perpetrators:** Nine men and two women committed the 11 domestic violence homicides; 10 of the perpetrators were Black and one was Hispanic.
- **Perpetrators** were most likely to be current or former intimate partners (six), extended family (three), immediate family (one), or were otherwise related (one).
- **Manner of homicide:** Five victims were killed by gunshot, five were killed by stabbing, and one victim was killed by strangulation by hand.

**For all intimate partner homicides (IPH):** In 2015, six people were killed by a current or former intimate partner.

- **Victims:** Three women and three men were killed. Five victims were Black, and one was Hispanic.
- **Age:** The average age of victims was 41; the two youngest victims were 28 years

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<sup>11</sup> The DVFRB includes all domestic violence-related fatalities regardless of age in its statistics but only takes the lead on reviewing domestic violence fatalities of victims 19 years or older. The Child Fatality Review Committee leads reviews of victims under the age of 19. For more information about child fatalities in 2015, please see <https://ocme.dc.gov/page/ocme-annual-reports>.

<sup>12</sup> The DVFRB uses the designation "Hispanic" in accordance with the Metropolitan Police Department data collection categories.

old at the time of their homicide, and the oldest was 64.

- **Wards:** Two incidents of IPH occurred in Ward 8; Wards 2, 5, 6, and 7 each had one incident of IPH.
- **Perpetrators:**
  - Four men and two women committed the six incidents of IPH. Five of the perpetrators were Black, and one was Hispanic.
  - One female IPH perpetrator was a victim of intimate partner violence perpetrated by the decedent and was not charged on grounds of self-defense.
- One perpetrator of IPH killed himself after killing his victim.
- Perpetrators were most likely to be current, unmarried intimate partners (four), followed by current spouses (one) or former spouses (one).
- Five of the perpetrators had a criminal history that included domestic violence assaults; only one had no prior criminal history.
- **Manner of homicide:** Three victims were killed by stabbing, two were killed by gunshot, and one was killed by strangulation by hand.

**For all non-intimate partner, domestic violence homicides:** Below is summary data regarding the five non-intimate partner DV homicides that occurred in 2015.

- **Victims:** One woman and four men were killed. All five victims were Black.
- **Age:** The average age of victims was 42; the youngest victim was 24 years old at the time of their homicide and the oldest was 63.
- **Wards:** Three incidents of non-IPH DV homicides occurred in Ward 5; one incident each occurred in Wards 6 and 7.
- **Perpetrators:**
  - Five men committed the five incidents of non-IPH DV homicide. All five of the perpetrators were Black.
  - Two of the perpetrators were cousins to the victim, one was a brother, one was a stepfather, and one resided in the same household as the victim.<sup>13</sup>
- **Manner of homicide:** Three victims were killed by gunshot and two were killed by stabbing.

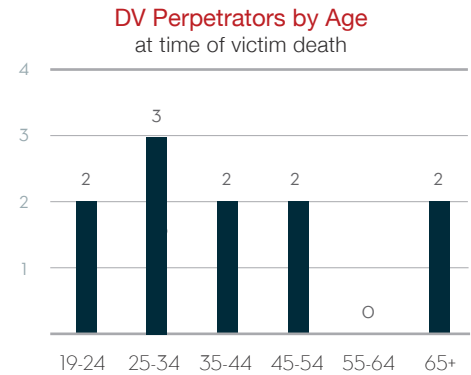
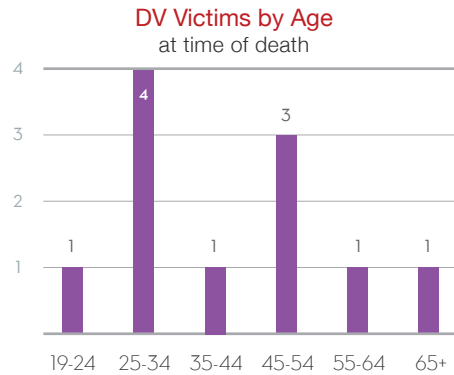
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<sup>13</sup> By DC statute (D.C. Code 16-1051), an injured third party is also considered a victim of domestic violence if he or she “resided in the same household, was present at the workplace of, was in proximity of, or was related by blood or affinity to a person who experienced or was threatened with domestic violence by the alleged perpetrator.”

The District of Columbia had **11 TOTAL CASES** of domestic violence homicide and 1 perpetrator suicide in 2015

Victims and perpetrators of domestic violence homicide ranged broadly in age from their 20s through 70s.

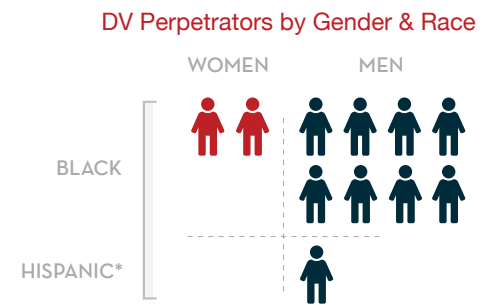
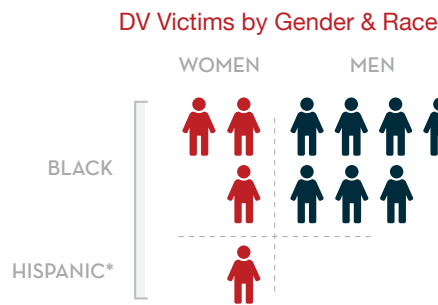
The average age was **41** for victims and **40** for perpetrators.



Both men and women were victims of domestic violence homicide. Men made up the majority of perpetrators.

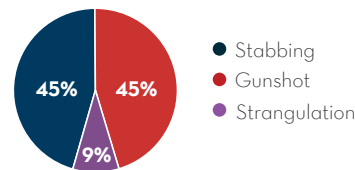
Most victims and perpetrators were Black.

\*Term based on MPD data collection category.

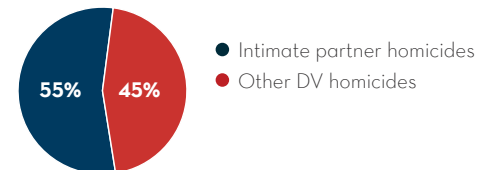


Domestic violence homicide victims were largely stabbed or shot.

Manner of DV Homicide

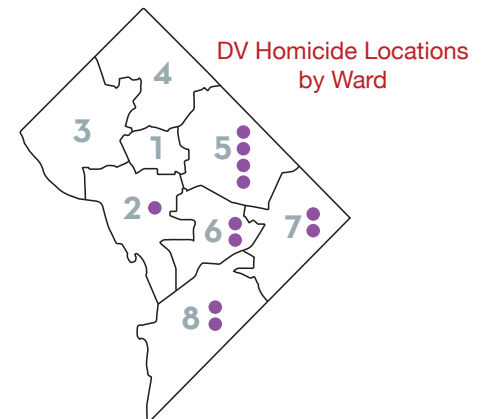
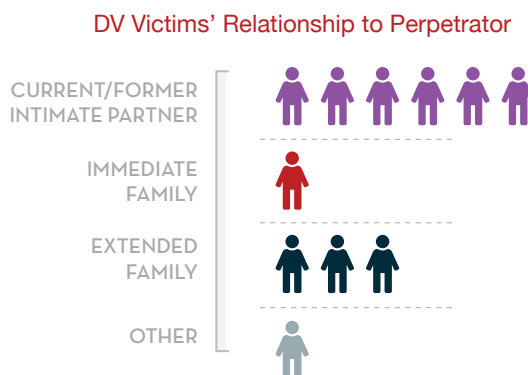


Type of DV Homicide



Domestic violence homicides were perpetrated roughly evenly between intimate partners and other family members.

Homicides occurred in Wards 2, 5, 6, 7, & 8.

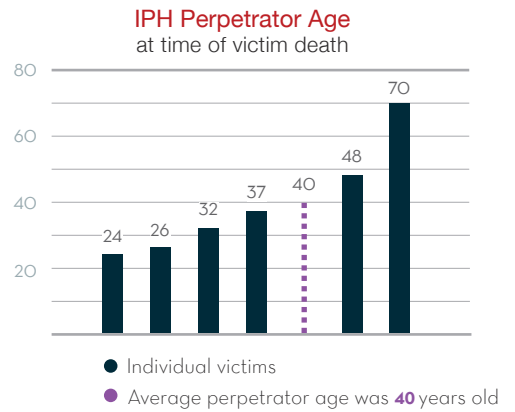
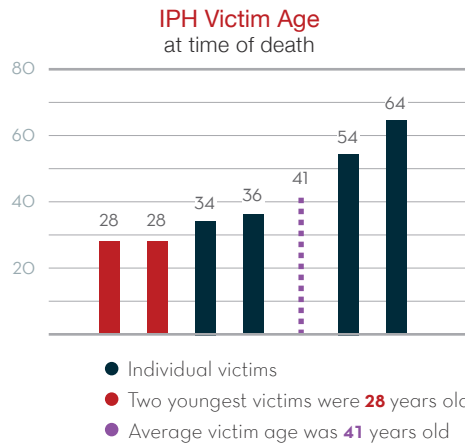


# INTIMATE PARTNER HOMICIDE FINDINGS

The District of Columbia had **6 CASES** of intimate partner homicide (IPH) and 1 perpetrator suicide in 2015

Victims and perpetrators of IPH ranged broadly in age from their 20s through 70s.

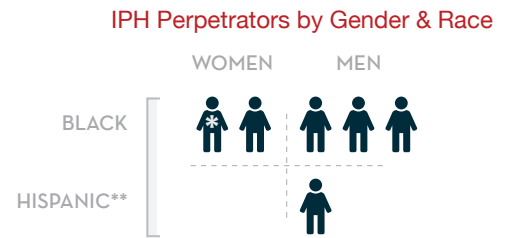
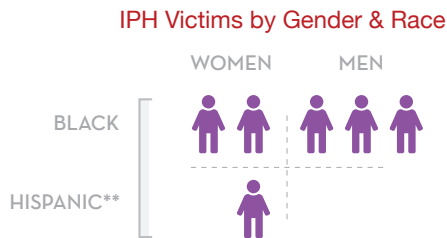
The median age for both was **35**.



IPH victims were as likely to be men as women and were majority Black.

\*Prosecutors declined to bring charges against one woman on grounds of self-defense.

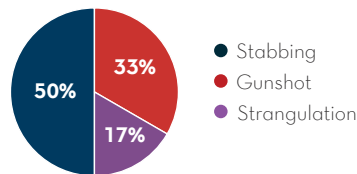
\*\*Term based on MPD data collection category.



Victims of IPH were stabbed, shot, or strangled.

IPH perpetrators with a known criminal history had a record of domestic violence.

### Manner of Homicide

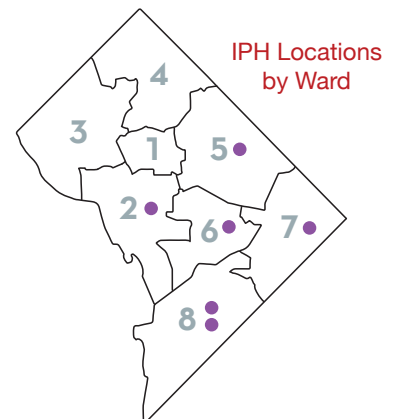
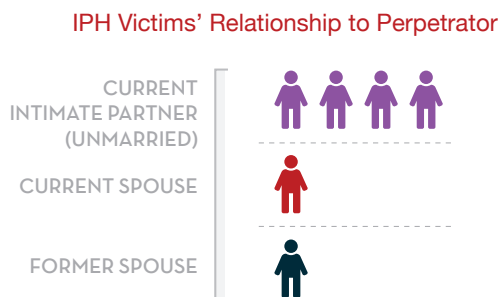


### Criminal History of Perpetrator in IPH cases reviewed



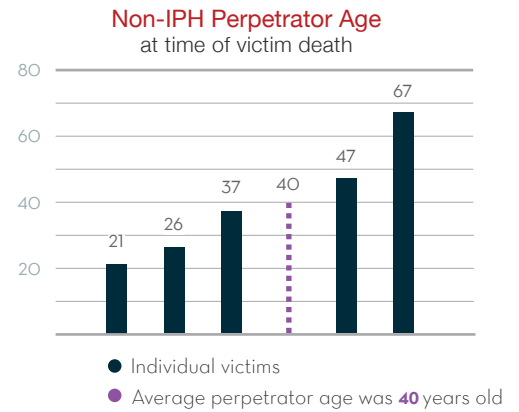
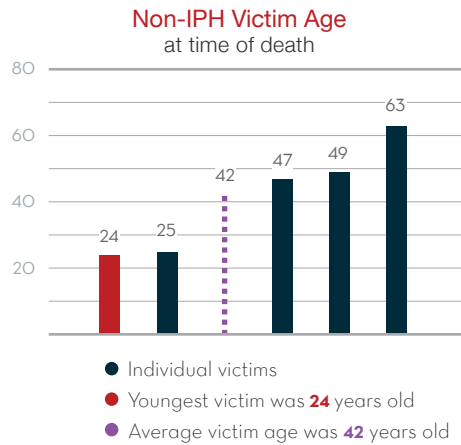
2/3 of IPH victims were never married to or in a legal domestic partnership with the perpetrator.

IPH deaths occurred in Wards 2, 5, 6, 7, & 8.



The District of Columbia had **5 CASES** of domestic violence homicide not involving intimate partners in 2015

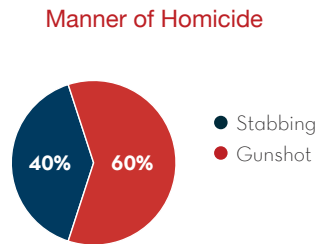
Non-IPH domestic violence homicide victims and perpetrators ranged in age from their 20s through 60s, similar to the intimate partner homicide (IPH) cases.



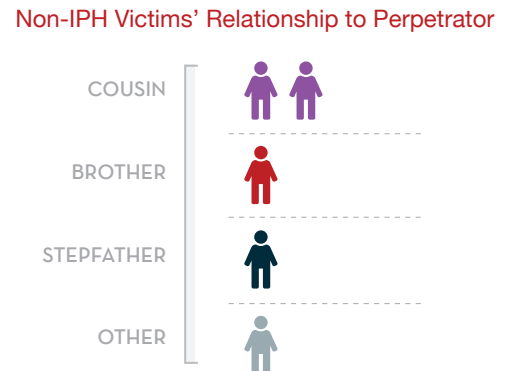
The majority of non-IPH domestic violence homicide victims and perpetrators were Black men.



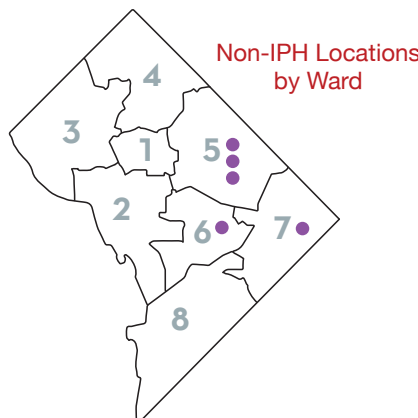
Non-IPH domestic violence homicide victims were killed by a male relative through gunshot or stabbing.



“Other” denotes an unwelcome roommate.



Non-IPH domestic violence homicides occurred in Wards 5, 6, & 7.





## Recommendations

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The ultimate purpose for reviewing domestic violence fatalities is to reduce the incidence of such homicides. The following nine recommendations stem from the Board's review of the 2015 intimate partner homicide cases. These recommendations, directed to District agencies and organizations, are suggestions for improvement, not indication of blame or fault.

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### RECOMMENDATION 1

#### Increased Availability of Non-Court-Mandated Batterer Intervention Programs

The District experiences a lack of alternative, non-court-mandated, domestic violence intervention and treatment programs and services, particularly those attuned to low-income and Limited-English-Proficient participants. Sometimes referred to as Batterer Intervention Programs (or BIPs), these counseling programs are designed for people arrested for domestic violence (or for those who would be arrested if their actions were public). The goal of BIPs is to prevent future violence. Though the research on the effectiveness is mixed, several studies have shown significant reductions of violence for some participants.<sup>14,15</sup> The DVFRB recommends that:

- The Office of Victim Services and Justice Grants (OVSJG) review current research on Batterer Intervention Programs (BIPs), determine appropriate standards, and provide funding for a pilot batterer's intervention program with evaluative measures to determine success and possibility for replication. (This alternative offender intervention and treatment program would not be related to the court-ordered CSOSA DVIP program.) Furthermore, the DVFRB recommends that implementation of any such program rely on evidence-based practices for working with offenders and promising practices for counseling such individuals.<sup>16</sup>

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14 Eckhardt, C.I., Murphy, C.M., Whitaker, D.J., Sprunger, J., Dykstra, R., & Woodard, K. (2013). The Effectiveness of Intervention Programs for Perpetrators and Victims of Intimate Partner Violence. *Partner Abuse*, 4(2), 1-26. doi:10.1891/1946-6560.4.2.e17

15 Miller, M., Drake, E., & Nafziger, M. (2013). What Works to Reduce Recidivism by Domestic Violence Offenders? (Document No. 13-01-1201). Olympia: Washington State Institute for Public Policy. <https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=264947>

16 Babcock, J., Armenti, N., Cannon, C., Lauve-Moon, K., Buttell, F., Ferreira, R., . . . Solano, I. (2016). Domestic Violence Perpetrator Programs: A Proposal for Evidence-Based Standards in the United States. *Partner Abuse*, 7(4), 355-460. <http://dx.doi.org/10.1891/1946-6560.7.4.355>

## RECOMMENDATIONS 2 & 3

### Improved Identification and Response to Cases Involving Strangulation

Strangulation (often referred to by victims as “choking”) is one of the most lethal forms of domestic violence but can be difficult to detect, charge, and prosecute. A victim’s injuries may not be readily or immediately visible (particularly on darker skin), and symptoms of brain damage can take days or weeks to develop. Strangulation is also a predictor of future lethality. The DVFRB recommends that:

- OVSJG collaborate with domestic violence service providers to enhance the knowledge and understanding of professionals working with domestic violence or sexual assault survivors who have experienced strangulation or attempted strangulation. Furthermore, the office should propose legislation to City Council and the Mayor’s Office that strangulation (and attempted strangulation) be specifically recognized as a distinct crime or advocate for enhanced penalties for assaults that involve strangulation.
- The Metropolitan Police Department (MPD) collaborate with OVSJG (as well as the U.S. Attorney’s Office for the District of Columbia, DC Forensic Nurse Examiners, the DC Coalition Against Domestic Violence, the Strangulation Institute, or other local domestic violence service providers) to develop and implement a model program to identify, document, investigate, and charge strangulation cases to reduce domestic violence fatalities.

## RECOMMENDATIONS 4 & 5

### Improved Responses for Lesbian, Gay, Bisexual, Transgender, and Queer Victims of Domestic Violence

Research shows that domestic violence within lesbian, gay, bisexual, transgender, and queer/questioning (LGBTQ+) relationships is as common as in heterosexual and cisgender relationships, if not more prevalent.<sup>17</sup> The abuse of power and control by one partner against another is common in all domestic violence situations. However, LGBTQ+ victims of intimate partner violence face additional barriers in accessing services and help for the abuse. Those barriers can include stigma, discrimination, the dangers of “outing” oneself when seeking help, the lack of LGBTQ+ specific services, potential homophobia or transphobia from service providers, and uncertainty about the availability or effectiveness of services for LGBTQ+ victims of domestic violence. Furthermore,

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<sup>17</sup> Brown, T., & Herman, J. (2015). *Intimate Partner Violence and Sexual Abuse among LGBT People* (Rep.). Los Angeles, CA: Williamson Institute UCLA School of Law. doi:<https://williamsinstitute.law.ucla.edu/wp-content/uploads/Intimate-Partner-Violence-and-Sexual-Abuse-among-LGBT-People.pdf>

LGBTQ+ individuals experiencing homelessness and domestic violence face specific challenges, including finding shelters that and case managers who have resources and understand their unique needs. The DVFRB recommends that:

- The DC Department of Human Services (DHS) collaborate with community organizations to develop policies for homeless shelters that reflect best practices in working with domestic violence survivors in LGBTQ+ relationships. DHS should ensure that all agencies and shelters serving people experiencing homelessness have such a policy, which should include ongoing professional development for staff on the prevalence of domestic violence within LGBTQ+ relationships, barriers to service, and best practices for working with survivors.
- MPD collaborate with OVSJG and community organizations to develop and implement cultural competency training on domestic violence in LGBTQ+ relationships, and provide ongoing professional development for law enforcement on how to best provide sensitive and effective services to LGBTQ+ survivors of intimate partner violence.

## RECOMMENDATION 6

### Improved Court Domestic Violence Screening Processes

Through a review of intimate partner homicide cases, the DVFRB determined that there may be individuals who are experiencing court domestic-relations matters who also have overlapping domestic-violence lethality risks. However, some of these individuals may not necessarily have active civil protection orders (CPOs) or related criminal stay-away orders to help protect the domestic violence victims in those cases. A screening process within the Domestic Relations Branch to identify those individuals and assist them with safety plans and resources throughout the litigation process is needed. The DVFRB recommends that:

- The Superior Court of the District of Columbia's Domestic Relations Branch develop and implement appropriate screening and safety protocols for domestic relations cases involving a history of domestic violence or intimate partner abuse as indicated by court records or either party. Included in this protocol and process should be information, referrals, and resources for potential domestic violence victims so they may better access safety.

## RECOMMENDATION 7

### Greater Understanding about the Connections between Animal Abuse and Domestic Violence

A 2017 study found that 89 percent of victims of domestic violence who had pets during an abusive relationship reported that their animals were threatened, harmed, or killed by their abusive partner.<sup>18</sup> Better awareness, coordination, and cross-training between animal welfare organizations and victim service organizations could provide for quicker interventions and more avenues for reporting. The DVFRB recommends that:

- The DC Health & the Humane Rescue Alliance collaborate together, along with possibly the District's veterinarian clinics, kennels, and boarding facilities, to provide awareness campaigns on the connections between animal abuse and domestic violence and include information on where and how to report suspected abuse. Research has increasingly demonstrated evidence that animal abuse often occurs in households where people are also enduring domestic and intimate partner violence.

## RECOMMENDATION 8

### Expansion of Services Addressing Elder Abuse

Elder abuse is a series of intentional actions that cause pain and create serious harms for a vulnerable senior.<sup>19</sup> One in 10 elders is at risk for abuse, mistreatment, neglect, or harm. Almost 90 percent of abuse against elder adults is committed by family members, who are often caregivers of those individuals.<sup>20</sup> A number of studies examining the risk factors associated with perpetration of abuse against elders show that having a caregiver is, in and of itself, a risk factor.<sup>21</sup> Researchers posit that the stress, strain, and isolation often associated with elder caregiving put many elders at risk of harm. Interventions that focus on caregiver well-being, as well as more awareness about elder harm, are needed. The DVFRB recommends that:

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18 Collins, E.A., Cody, A.M., McDonald, S.E., Nicotera, N., Ascione, F.R., & Williams, J.H. (2017). A Template Analysis of Intimate Partner Violence Survivors' Experiences of Animal Maltreatment: Implications for Safety Planning and Intervention. *Violence against Women*, 24(4), 452-476. doi:10.1177/1077801217697266

19 Elder Abuse. (n.d.). Retrieved from <https://ncea.acl.gov>

20 Acierno, R., Hernandez-Tejada, M., Muzzy, W., & Steve, K. "National Elder Mistreatment Study," Final report to the National Institute of Justice, grant number 2007-WG-BX-0009, March 2008, NCJ 226456.

21 Kohn, R., & Verhoek-Oftedahl, W. (2011). Caregiving and Elder Abuse. *Medicine and Health, Rhode Island*, 94(2), 47-49.

- DHS & DC Health expand linguistically accessible caregiver support programs, particularly focused on elderly caregivers to ensure access to resources and support. We recommend the agencies collaborate with home-healthcare providers and others to recognize when caregivers need support. The agencies should expand awareness programs and campaigns focused on elder abuse, including the development of tools for screening for abusive behavior. Moreover, District agencies providing services and information to individuals with dependent, disabled elders are encouraged to explore creative ways to provide resources, options, and access to domestic violence-related services for individuals with disabilities who are unable to leave their home due to their disability.

## RECOMMENDATION 9

### All District Agencies Enhance Domestic Violence Awareness-Raising Efforts

Although numerous victim-serving agencies and resources exist to assist victims of domestic violence, the DVFRB's review of IPH cases suggests that some District residents are still unaware of these resources or are unsure where to turn when experiencing abuse and violence from their intimate partner. Furthermore, some victims and their loved ones may not know the common signs of domestic violence, escalation factors, and where to go for help. Across the country, many private and public entities collaborate to raise awareness about domestic violence and provide local information for potential victims and their loved ones. More awareness education is critical. The DVFRB recommends that:

- All District agencies review their current messaging about domestic violence and identify ways in which their agencies can help promote the availability of services. Moreover, agencies should continually look for opportunities to enhance existing collaborations with businesses and community non-profits to more specifically raise awareness about domestic violence and provide information about the signs of domestic violence, escalation factors, and where victims can go for help.

Recommendations 1-8 have been distributed to relevant agencies and organizations for review and comment. Responses already received can be found in [Appendix B](#); additional responses to the recommendations will be published in next year's report.

The Domestic Violence Fatality Review Board is extremely grateful to participating agencies for their commitment to improving the District of Columbia's response to domestic violence. The DVFRB welcomes agency input and would be honored to assist in any awareness-raising efforts to help prevent domestic violence homicides and save future lives.

# Appendix A

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## DISTRICT OF COLUMBIA Domestic Violence Fatality Review Board Members

### Governmental Entities

Lt. Angela Cousins  
*Metropolitan Police Department*

Dr. Sasha Breland  
*Office of the Chief Medical Examiner*

Janese Bechtol  
*Office of the Attorney General*

Maria Amato  
*Department of Corrections*

Deputy Fire Chief Sherrod Thomas  
*Fire and Emergency Medical Services  
Department*

Shermain Bowden, LICSW  
*Department of Behavioral Health*

Dr. Kafui Doe  
*Department of Health*

Sarita Spinks  
*Child and Family Services Agency*

VACANT  
*Mayor's Commission on Violence Against Women*

### Community Representatives

Ashley Joyner Chavous  
Sharlene Kranz  
Varina Winder  
Laila Leigh  
Ian Harris

### Domestic Violence Entities

Nelly Montenegro (CHAIR)  
*Superior Court of the District of Columbia*

Marcia Rinker  
*Office of the United States Attorney District of  
Columbia*

VACANT  
*District of Columbia hospitals*

Laurie Kohn  
*University legal clinics*

VACANT  
*Domestic violence shelters*

Jennifer Wesberry  
*Domestic violence advocacy organizations*

### Invited Partners/Consultants (non-voting)

Elisabeth Olds  
*High-Risk Domestic Violence Initiative, DC-SAFE*

Rebecca Dreke  
*DVFRB Coordinator, OVSJG*



## Appendix B

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### DVFRB AGENCY RESPONSE FORMS

#### **Recommendation 1**

Increased Availability of Non-Court-Mandated Batterer Intervention Programs

- [Office of Victim Services and Justice Grants](#)

#### **Recommendations 2 & 3**

Improved Identification and Response to Cases involving Strangulation

- [Office of Victim Services and Justice Grants](#)
- [Metropolitan Police Department and Office of Victim Services and Justice Grants](#)

#### **Recommendations 4 & 5**

Improved Responses for LGBTQ+ Victims of Domestic Violence

- [Metropolitan Police Department and Office of Victim Services and Justice Grants](#)

#### **Recommendation 6**

Improved Court Domestic Violence Screening Processes

- [Superior Court of the District of Columbia](#)

#### **Recommendation 7**

Greater Understanding about the Connections between Animal Abuse and Domestic Violence

- [DC Health](#)

#### **Recommendation 8**

Expansion of Services Addressing Elder Abuse

- [DC Department of Human Services and DC Health](#)

**District of Columbia  
Domestic Violence Fatality Review Board**



**RECOMMENDATION RESPONSE FORM**

<b>Statement of Need</b>	The District experiences a lack of alternative, non-court mandated, domestic violence intervention and treatment programs and services, including for low-income and Limited-English-Proficient speakers. Sometimes referred to as Batterer Intervention Programs (or BIPs), these counseling programs are designed for people arrested for domestic violence (and/or for those would be arrested if their actions were public). The goals of BIPs are to prevent future violence from occurring. Though the research on the effectiveness is mixed, several studies have shown significant reductions of violence for some participants.
<b>Beneficiary Population</b>	Survivors of domestic and intimate partner violence.
<b>Recommendation</b>	The DVFRB recommends that OVSJG review current research on Batterer Intervention Programs (BIPs), determine appropriate standards, and provide funding for a pilot batterer's intervention program with evaluative measures to determine success and possibility for replication. (This alternative offender intervention and treatment programs would not be related to the court ordered CSOSA DVIP program.) Furthermore, the DVFRB recommends that implementation of any such program relies on evidence-based practices for working with offenders and promising-practices for counseling such individuals.
<b>Implication of Recommendation</b>	<input checked="" type="checkbox"/> Policy <input checked="" type="checkbox"/> Practice <input type="checkbox"/> Legal <input type="checkbox"/> Budget <input type="checkbox"/> Other:
<b>Agencies Involved</b>	<input checked="" type="checkbox"/> Single Agency: OVSJG <input type="checkbox"/> Multiple Agencies:
<b>1st Recommendation Date</b>	May 1, 2019

<p><b>Does Agency Accept Recommendation?</b></p>	<p> <input type="checkbox"/> Yes  <input type="checkbox"/> Yes, with modifications:  <input checked="" type="checkbox"/> No, with explanation and alternative recommendation:            The research on the efficacy of Batterer Intervention Programs (BIP) is contradictory, with many studies concluding that there is no evidence that BIPs work and others reflecting the benefit of programs to participants, victims, and their families. The research should be considered within the broader context of community informed responses to intimate partner violence, particularly the criminal justice system response. Research shows that the link to the criminal justice system is an important element of effective BIPs. Oversight of BIP participants through monitoring and community supervision along with “quick and certain” sanctions for non-compliance have been shown to enhance positive outcomes relative to recidivism and program completion.             Currently, there are two agencies in the District that offer BIPs: 1) the Court Services and Offender Supervision Agency (CSOSA), and 2) the Child and Family Services Agency (CFSA). CSOSA is a Federal Government agency that supervises men and women on probation, parole or supervised release in Washington, DC. CSOSA’s Domestic Violence Unit provides supervision and treatment services for male and female offenders who have committed domestic violence related offenses/convictions. The Unit consists of three dedicated supervision teams that provide case management services and two treatment teams that provide psycho-educational and direct treatment services for male and female batterers with special Court-ordered conditions.             CFSA, in partnership with My Sister’s Place (MSP), provides a BIP for fathers whose families have been identified by CFSA as being at risk. MSP staff work with fathers who are batterers to provide a safe community place to learn about healthy relationships, become accountable for their own violent and abusive behavior, and learn how to replace violence and abuse with positive and healthy behaviors using the Men Stopping Violence curriculum that integrates an ecological perspective by acknowledging systems of oppression and then empowering men to build communities that support men in achieving healthy relationships. The goal of the BIP group is to provide participants with greater self-awareness to help them identify themselves as abusers, and to develop appropriate strategies to properly address aggressive behaviors.         </p>
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	<p>Given that there are existing providers of BIPs, OVSJG proposes that the DVFRB direct this recommendation to those agencies to explore the possibility of expanding their services.</p> <p>Additionally, there is already a mechanism to provide additional BIPs outside of those organizations for non-court involved individuals. If a service provider is interested in providing BIPs, they can apply for grant funding through the established OVSJG funding process.</p>
<b><i>Describe Best Practices</i></b>	
<b><i>Describe specific actions planned towards implementation (include steps and timetable)</i></b>	
<b><i>Describe specific actions taken to date towards implementation</i></b>	
<b><i>Describe expected outcomes</i></b>	
<b><i>Describe measurable indicators/milestones related to implementation that can be reported on regular basis, including time period/date to achieve outcomes</i></b>	
<b><i>Date Response Due:</i></b>	May 30, 2019
<b><i>Date Response Submitted:</i></b>	May 30, 2019
<b><i>Agency representative name and contact information for follow-up questions</i></b>	Michelle Garcia Director <a href="mailto:michelle.garcia@dc.gov">michelle.garcia@dc.gov</a>

**District of Columbia  
Domestic Violence Fatality Review Board**



**RECOMMENDATION RESPONSE FORM**

<b>Statement of Need</b>	Strangulation (often referred to by victims as “choking”) is one of the most lethal forms of domestic violence, but can be difficult to detect, charge, and prosecute. A victim’s injuries may not be readily or immediately visible (particularly on darker skin), and symptoms of brain damage can take days or weeks to develop. Strangulation is a predictor of future lethality.
<b>Beneficiary Population</b>	Survivors of domestic and intimate partner violence.
<b>Recommendation</b>	The DVFRB recommends that OVSJG collaborate with domestic violence service providers to enhance the knowledge and understanding of professionals working with domestic violence and sexual assault survivors who have experienced strangulation or attempted strangulation. Furthermore, the office should propose legislation to City Council and the Mayor’s Office that strangulation (and attempted strangulation) be specifically recognized as a distinct crime and/or advocate for enhanced penalties for assaults that involve strangulation.
<b>Implication of Recommendation</b>	<input checked="" type="checkbox"/> Policy <input checked="" type="checkbox"/> Practice <input checked="" type="checkbox"/> Legal <input type="checkbox"/> Budget <input type="checkbox"/> Other:
<b>Agencies Involved</b>	<input checked="" type="checkbox"/> Single Agency: OVSJG <input type="checkbox"/> Multiple Agencies:
<b>1st Recommendation Date</b>	May 1, 2019

<p><b><i>Does Agency Accept Recommendation?</i></b></p>	<p><input type="checkbox"/> Yes</p> <p><input checked="" type="checkbox"/> Yes, with modifications:</p> <p>Specific to legislation, OVSJG provides policy making expertise, advice, and counsel to the Executive on the role of victims and offenders in the criminal justice system, and evidence-based practices to respond to, intervene in, and prevent violence. As an agency within the Executive Office of the Mayor, OVSJG may recommend legislation to the Mayor, who determines which legislation should be submitted to the Council for consideration, and which good policy ideas can be accomplished without needing separate legislative authorization.</p> <p>OVSJG notes that in 2015 a bill was introduced by Councilmember Bonds to designate strangulation as a distinct criminal offense and establish: 1) a penalty upon conviction of imprisonment for not less than one year and not more than ten years, and 2) enhanced penalties based on certain circumstances. No action was taken on the legislation prior to the end of the Council session.</p> <p>Specific to enhanced penalties, we suggest that OVSJG should not be the only target for this recommendation. Prosecutors make sentencing recommendations and judges impose sentences. That said, as we work with the U.S. Attorney’s Office we will certainly make prosecutors aware of the particularly ominous nature of strangulation assaults and advocate for appropriate responses.</p> <p><input type="checkbox"/> No, with explanation and alternative recommendation:</p>
<p><b><i>Describe Best Practices</i></b></p>	<p>According to the Training Institute on Strangulation Prevention, “strangulation is one of the most lethal forms of domestic violence...unconsciousness may occur within seconds and death within minutes.” It is also a predictor for subsequent homicide with one study showing that “the odds of becoming an attempted homicide increased by about seven-fold for women who had been strangled by their partner” (Journal of Emergency Medicine, 2008). Victims may have no visible injuries whatsoever, yet because of underlying brain damage due to the lack of oxygen during the strangulation assault, they may have serious internal injuries or die days, even weeks later. Training for multidisciplinary professionals on strangulation can enhance system responses and save lives.</p>
<p><b><i>Describe specific actions planned towards implementation</i></b></p>	<p>OVSJG will work with the Training Institute on Strangulation Prevention to enhance the knowledge and understanding of professionals working with domestic violence and sexual assault</p>

## REC 2

<b><i>(include steps and timetable)</i></b>	<p>survivors who have experienced strangulation or attempted strangulation.</p> <p>The Institute, launched with support from the United States Department of Justice, Office on Violence Against Women, provides consulting, training, resources, and support services to professionals working in the fields of domestic violence and sexual assault. The Institute offers online and in-person trainings and is recognized throughout the country as the premier source for information related to strangulation.</p> <p>OVSJG will disseminate and promote information on online training opportunities to professionals via multiple methods including the Victims Assistance Network (VAN) listserv, social media, our website, and direct emails to leadership at other District agencies, including MPD and DHS. This will commence immediately.</p> <p>Additionally, OVSJG will pursue hosting an in-person training for professionals in the District to occur in either FY19 or FY20, dependent on the availability of trainers from the Institute. The goal is to design a training for multidisciplinary professionals including service providers, law enforcement, prosecutors, court personnel, health care providers, and other stake holders.</p>
<b><i>Describe specific actions taken to date towards implementation</i></b>	OVSJG has already began disseminating information on online training opportunities and has contacted the Training Institute on Strangulation Prevention to explore providing in-person training on strangulation prevention for professionals working with victims/survivors.
<b><i>Describe expected outcomes</i></b>	Enhanced ability of professionals to identify the signs and symptoms of non-fatal strangulation cases; understand and recognize the anatomy and medical aspects of surviving and non-surviving victims; investigate and document cases for prosecution; prosecute cases, including using experts in court; and increase victim safety.
<b><i>Describe measurable indicators/milestones related to implementation that can be reported on regular basis, including time period/date to achieve outcomes</i></b>	<ul style="list-style-type: none"> <li>• Disseminate information on online training opportunities – ongoing</li> <li>• Host an in-person training on strangulation prevention – TBD</li> </ul>
<b><i>Date Response Due:</i></b>	May 30, 2019
<b><i>Date Response Submitted:</i></b>	May 30, 2019



<b><i>Agency representative name and contact information for follow-up questions</i></b>	Michelle Garcia Director <a href="mailto:michelle.garcia@dc.gov">michelle.garcia@dc.gov</a>
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**District of Columbia  
Domestic Violence Fatality Review Board**



**RECOMMENDATION RESPONSE FORM**

<b>Statement of Need</b>	Strangulation (often referred to by victims as “choking”) is one of the most lethal forms of domestic violence, but can be difficult to detect, charge, and prosecute. A victim’s injuries may not be readily or immediately visible (particularly on darker skin), and symptoms of brain damage can take days or weeks to develop. Strangulation is a predictor of future lethality.
<b>Beneficiary Population</b>	Survivors of domestic and intimate partner violence.
<b>Recommendation</b>	The DVFRB recommends the Metropolitan Police Department (MPD) collaborate with OVSJG (as well as the US Attorney’s Office for the District of Columbia, DC Forensic Nurse Examiners, the DC Coalition Against Domestic Violence, the Training Institute on Strangulation Prevention, and/or other local domestic violence service providers) to develop and implement a model program to identify, document, investigate, and charge strangulation cases to reduce domestic violence fatalities.
<b>Implication of Recommendation</b>	<input checked="" type="checkbox"/> Policy <input checked="" type="checkbox"/> Practice <input type="checkbox"/> Legal <input type="checkbox"/> Budget <input type="checkbox"/> Other:
<b>Agencies Involved</b>	<input type="checkbox"/> Single Agency: <input checked="" type="checkbox"/> Multiple Agencies: MPD and OVSJG
<b>1st Recommendation Date</b>	May 1, 2019

<p><b>Does Agency Accept Recommendation?</b></p>	<p><input checked="" type="checkbox"/> <b>Yes</b>  <input type="checkbox"/> Yes, with modifications:  <input type="checkbox"/> No, with explanation and alternative recommendation:</p>
<p><b>Describe Best Practices</b></p>	<p>The Metropolitan Police Department (MPD) views domestic violence offenses as a priority and investigates <u>all</u> cases with the purpose of protecting victims, preventing further acts of violence, and ensuring that perpetrators are held accountable for their crimes. Victim Services Branch (VSB) Victim Specialists (VS) will address the needs of victims in the aftermath of a crime. Services include the following and can be provided to secondary victims (partners, families and friends):</p> <ul style="list-style-type: none"> <li>• Provide victims’ rights information both orally and in writing when appropriate</li> <li>• Provide information about the criminal justice system and specific information about the investigative process- but not information about the investigation itself. Inquiries about investigations will be handled by the assigned detective or his/her supervisor.</li> <li>• Explain forensic medical exams and procedures</li> <li>• Provide resource information, which should include information about the Crime Victims Compensation Program, available counseling programs, housing and legal information, and other financial assistance that might be available</li> <li>• Help with safety plans, when needed</li> <li>• Offer crisis intervention</li> <li>• Offer case management services regarding victim needs</li> <li>• Accompany the survivor/victim at the police stations and/or headquarters for follow-up interviews with detectives or investigators when requested</li> <li>• Help victims obtain copies of the police report</li> </ul> <p>The Domestic Violence Unit (DVU) and VSB will conduct ongoing community outreach regarding strangulation education.</p> <p>District Detective Unit Domestic Violence Investigators and Domestic Violence Intake Center (DVIC) Detectives and Officers will ask strangulation specific questions while interviewing the complainant. The questions/responses will assist the detectives with identifying and establishing a repeated history of strangulation incidents and the specific intent of the suspect’s actions</p> <p>MPD Detectives and DVIC Officers document strangulation specific cases by ensuring photographs are taken of the victim’s injuries</p>

## REC 3

	MPD Detectives will conduct interviews with neighbors, family & friends of both the victim and the suspect to identify past events of domestic violence and specific patterns of strangulation.
<b><i>Describe specific actions planned towards implementation (include steps and timetable)</i></b>	<ul style="list-style-type: none"> <li>• VSB will coordinate with DC SAFE to conduct follow-ups on IPV cases involving strangulation to ensure the victims are supported through the prosecution process. (To be started immediately and done as needed for strangulation cases)</li> <li>• Coordinate with OVSJG, the US Attorney’s Office for the District of Columbia, DC Forensic Nurse Examiners, the DC Coalition Against Domestic Violence, the Training Institute on Strangulation Prevention, and/or other local domestic violence service providers to Identify training related to strangulation and domestic violence cases that would be beneficial to Domestic Violence Detectives. Training will be worked into the new investigator 2020 curriculum and provided to all new DV Detectives. (Beginning 2020)</li> <li>• The Metropolitan Training Academy will develop training for first responding officers on identifying and initial response to strangulation cases. Several decisions that have not yet been decided will determine the timetable. This training may be presented together with the LGBTQ+ training, or as stand-alone training. It may be delivered as online training, or as in-person training during the 2020 Professional Develop Training (PDT) cycle. The longest timeline would be including the training in the 2020 PDT, which will be developed in 2019, launched in the beginning of 2020, and concluded in December 2020.</li> <li>• The DVU and VSB will conduct in-person training for the MPD School Resource Officers on identifying and reporting strangulation incidents involving juveniles. (By December 2020)</li> <li>• MPD District Patrol Officers/Officials shall ensure that domestic violence offense reports involving Intimate Partner Violence are referred to DC SAFE. Strangulation cases shall be flagged as a LAP case. (Daily / As Needed)</li> <li>• VSB will follow-up with Non-IPV strangulation cases. (As Needed)</li> <li>• Youth and Family Services Division (YFSD) will coordinate with DC Child and Family Services Agency to conduct a review and follow-up on cases with allegations of strangulation against a juvenile. (As Needed)</li> <li>• YFSD will coordinate with CFSA to conduct safety planning for families with juveniles that are identified as having a high volume of calls for services where strangulation was reported. (Monthly)</li> <li>• MPD Patrol Officers and Officials will ensure the proper fields are entered into Cobalt to indicate a strangulation case for tracking purposes. (A reminder to be issued in June or July 2019)</li> </ul>
<b><i>Describe specific actions taken to date</i></b>	<ul style="list-style-type: none"> <li>• VSB is currently providing support to all victims of domestic violence including victims of strangulation.</li> </ul>

<b><i>towards implementation</i></b>	<ul style="list-style-type: none"> <li>• VSB is currently performing targeted outreach to residences with high volume calls for service as it pertains to domestic violence. VSB will also include strangulation cases in their efforts.</li> <li>• VSB continues to partner with SAFE as well as other community organizations as it pertains to domestic violence.</li> <li>• MPD has examined the data pertaining to strangulation cases. There has been one intra-family (roommates) homicide by strangulation since 2017.</li> </ul>
<b><i>Describe expected outcomes</i></b>	<ul style="list-style-type: none"> <li>• More informed public as it relates to strangulation and domestic violence.</li> <li>• On-going collaboration between MPD, OVSJG, the US Attorney's Office for the District of Columbia, DC Forensic Nurse Examiners, the DC Coalition Against Domestic Violence, the Training Institute on Strangulation Prevention, and/or other local domestic violence service providers.</li> <li>• MPD members will have a better understanding of and ability to identify and support victims of strangulation.</li> </ul>
<b><i>Describe measurable indicators/milestones related to implementation that can be reported on regular basis, including time period/date to achieve outcomes</i></b>	The measurable outcomes are the number of members trained. The timetable will be determined based on the training decisions outlined above.
<b><i>Date Response Due:</i></b>	May 30, 2019
<b><i>Date Response Submitted:</i></b>	May 30, 2019
<b><i>Agency representative name and contact information for follow-up questions</i></b>	<ul style="list-style-type: none"> <li>• Assistant Chief Robert Contee, Investigative Services Bureau, MPD, <a href="mailto:Robert.contee@dc.gov">Robert.contee@dc.gov</a></li> <li>• Michelle Garcia, Director, OVSJG <a href="mailto:michelle.garcia@dc.gov">michelle.garcia@dc.gov</a></li> </ul>

**District of Columbia  
Domestic Violence Fatality Review Board**



**RECOMMENDATION RESPONSE FORM**

<b>Statement of Need</b>	Research shows that domestic violence within lesbian, gay, bisexual, transgender, and queer/questioning (LGBTQ+) relationships is as common, if not more prevalent, as in heterosexual and cisgender relationships. The abuse of power and control by one partner against another is common in all domestic violence situations. However, LGBTQ+ victims of intimate partner violence face additional barriers in accessing services and help for the abuse. Those barriers can include the dangers of “outing” oneself when seeking help, the lack of LGBTQ+ specific services, potential homophobia and/or transphobia from service providers and uncertainty about the availability and/or effectiveness of services available for LGBTQ+ victims of domestic violence*.
<b>Beneficiary Population</b>	Washington DC’s LGBTQ+ population.
<b>Recommendation</b>	The DVFRB recommends DC Metropolitan Police Department (MPD) collaborate with the DC Office of Victim Services and Justice Grants (OVSJG) and community organizations to develop and implement cultural competency training on domestic violence in LGBTQ+ relationships, and provide ongoing professional development for law enforcement on how to best provide sensitive and effective services to LGBTQ+ survivors of intimate partner violence.
<b>Implication of Recommendation</b>	<input checked="" type="checkbox"/> Policy <input checked="" type="checkbox"/> Practice <input type="checkbox"/> Legal <input type="checkbox"/> Budget <input type="checkbox"/> Other:
<b>Agencies Involved</b>	<input type="checkbox"/> Single Agency: <input checked="" type="checkbox"/> Multiple Agencies: MPD and OVSJG
<b>1st Recommendation Date</b>	May 1, 2019

\* Brown, T., & Herman, J. (2015). Intimate partner violence and sexual abuse among LGBT people. *Los Angeles, CA: The Williams Institute.*

<b>Does Agency Accept Recommendation?</b>	<input checked="" type="checkbox"/> <b>Yes</b> <input type="checkbox"/> Yes, with modifications: <input type="checkbox"/> No, with explanation and alternative recommendation:
<b>Describe Best Practices</b>	<p>The Metropolitan Police Department (MPD) has long been a leader in supporting and developing relationships with the LGBTQ+ community. In a recent report from the National Center for Transgender Equality, MPD scored the highest among 25 US jurisdictions. The Department has already laid comprehensive groundwork in the area of LGBTQ+ cultural competency, including training on intimate partner violence in the LGBTQ+ community. In 2015, MPD held comprehensive training for all members on issues of importance to the LGBTQ community. MPD developed the training with partners in the community, including leaders and members from DC Trans Coalition, Casa Ruby, GLOV, HIPS, Rainbow Response, and SMYAL. The major topics of the course included: Cultural Competency; Handling Interactions with Transgender Individuals; Domestic Violence in LGBTQ+ Relationships; and Bias-Motivated Crimes. The training included four hours of online instruction and four hours of classroom training led by experienced members of MPD's LGBT Liaison Unit (LGBTLU).</p>
<b>Describe specific actions planned towards implementation (include steps and timetable)</b>	<p>MPD's Metropolitan Training Academy will work with OVSJG and the LGBTLU to review and update the existing training internally and with our community partners to ensure this is up to date. Several decisions that have not yet been decided will determine the timetable. This training may be presented together the training on strangulation, or as stand-alone training. It may be delivered as online training, or as in-person training during the 2020 Professional Develop Training (PDT) cycle. The longest timeline would be including the training in the 2020 PDT, which will be developed in 2019, launched in the beginning of 2020, and concluded in December 2020.</p>
<b>Describe specific actions taken to date towards implementation</b>	NA
<b>Describe expected outcomes</b>	<p>All members of appropriate ranks will receive training on identifying and responding appropriately to domestic violence in LGBTQ+ relationships.</p>
<b>Describe measurable indicators/milestones related to implementation that can be reported on</b>	<p>The measurable outcomes are the number of members trained. The timetable will be determined based on the decisions outlined above.</p>



## REC 5

<b><i>regular basis, including time period/date to achieve outcomes</i></b>	
<b><i>Date Response Due:</i></b>	May 30, 2019
<b><i>Date Response Submitted:</i></b>	May 30, 2019
<b><i>Agency representative name and contact information for follow-up questions</i></b>	<ul style="list-style-type: none"> <li>• Marvin (Ben) Haiman, Executive Director, Professional Development Bureau, MPD, <a href="mailto:marvin.haiman@dc.gov">marvin.haiman@dc.gov</a></li> <li>• Michelle Garcia, Director, OVSJG <a href="mailto:michelle.garcia@dc.gov">michelle.garcia@dc.gov</a></li> </ul>



**SUPERIOR COURT OF THE DISTRICT OF COLUMBIA**  
**Family Court Operations Division**  
**500 Indiana Avenue, NW, Room JM 100**  
**Washington, D.C. 20001**

**ZABRINA W. DEMPSON**  
 Acting Clerk of Court

**AVROM D. SICKEL, ESQ.**  
 Director

**TONI F. GORE**  
 Deputy Director

**AGENCY RESPONSE**

<b>Does agency accept recommendation</b>	Yes, with modifications.
<b>Describe best practice</b>	<p>Currently, the Family Court Central Intake Center (CIC) and the Family Court Self-Help Center (SHC) refer persons that express fear or safety concerns to the Domestic Violence Intake Center and the Domestic Violence Division. Although the DVFRB recommends implementing certain changes in the Domestic Relations Branch (DRB), it is our belief that those changes would be best implemented in the CIC and the SHC.</p> <p>The CIC is the single location for filing all pleadings in the Family Court; this includes cases of divorce, legal separation, annulment, child custody, adoption, paternity, child support and others. The CIC is the first point of contact for filers and the primary location for the dissemination of information to the public and the various governmental entities involved in Family Court cases. The office is located in room JM 540 and is adjacent to the SHC.</p> <p>The SHC is a free walk-in service that provides unrepresented people with general legal information in a variety of family law matters (such as divorce, custody, visitation and child support). The office is located in room JM-570.</p>
<b>Describe specific action planned towards implementation (include steps and time table)</b>	<p><b>Current Processes:</b>                  When parties file new cases in the CIC, they are required to complete a Cross Reference Form. The form has a section for the filers to list <b>all</b> of their cases before the court, both past and present. Names, addresses, dates of birth, social security numbers and driver license numbers are collected for all the parties in the case. Once the new case has been entered in CourtView, a Family Court ID (FID) number is created. The FID is used to associate parties that have related cases. Additionally, each party in the case receives a cross-reference (X-Ref) number. The purpose of the X-Ref is to identify the party; it is unique only to that party. So when the party is queried in CourtView, all of his or her cases will populate on the screen.</p> <p>The case coordinator in the CIC reviews each new filing and performs a search for all cases associated with these parties, including open and closed domestic violence cases. These cases are included in the Notification of Intake/Cross Reference Findings Form. The form is scanned into CourtView and is available to the assigned DRB judicial officer. In that way, the judicial officer</p>

## REC 6

	<p>is aware of any possible domestic violence cases.</p> <p><b>Future Processes:</b> Family Court will modify the Cross Reference Form to include the following questions: (1) Are you afraid of the party that you are filing against? (2) Do you fear for your safety? (3) If you have children, do you fear for their safety? (4) Have you or your children been hurt or harmed or threatened to be hurt or harmed by the other party?</p> <p>This additional information will help to inform staff members in the CIC and SHC and those staff members will provide literature and referral information to the self-identified domestic violence victims.</p> <p>The Domestic Violence Division will provide the CIC and SHC with said literature and referral information. <b>Implementation Date: August 1, 2019</b></p>
<b>Describe specific actions taken to date towards implementation</b>	<p>The Family Court director and deputy director met with the acting Domestic Violence director and one of its attorney negotiators to discuss the DVFRB recommendations.</p> <p>The Family Court asked the Domestic Violence Division for domestic violence literature, referrals and information. Once received, those documents will be displayed in the CIC and the SHC.</p> <p>The Cross Reference Form has been reviewed and screening questions have been drafted.</p> <p>Family Court designated the CIC and the SHC as the screening hubs for persons that report fear for their and/or their children's safety via the Cross Reference Form.</p>
<b>Describe expected outcomes</b>	<p>Parties filing domestic relations cases, who are in fear for their own safety or the safety of their children, will have access to domestic violence literature and referrals. Staff will be more informed of resources for victims of domestic violence and will share those resources as appropriate.</p>
<b>Describe measureable indicators/milestones related to implementation that can be reported on regular basis, including time period/date to achieve outcomes</b>	<p>Domestic violence literature and referral information will be displayed in CIC and SHC. <b>Implementation Date: August 1, 2019</b></p> <p>CIC and SHC staff will be trained to notice when a customer self-identifies as a victim of Domestic Violence, either verbally or on the cross-reference form. When staff become aware of this, staff will be trained to provide the litigant with domestic violence literature and referral information. <b>Implementation Date: August 1, 2019</b></p>
<b>Date response due</b>	May 30, 2019
<b>Date response submitted</b>	May 28, 2019

**District of Columbia  
Domestic Violence Fatality Review Board**



**RECOMMENDATION**

<b>Statement of Need</b>	Research has increasingly demonstrated evidence that animal abuse often occurs in households where people are also enduring domestic and intimate partner violence. <sup>1</sup> A 2017 study found that 89% of victims of domestic violence who had pets during an abusive relationship reported that their animals were threatened, harmed, or killed by their abusive partner. <sup>2</sup> Better awareness, coordination and cross-training between animal welfare organizations and victim service organizations could provide for quicker interventions and more avenues for reporting.
<b>Beneficiary Population</b>	Potential victims at risk of domestic and intimate partner violence, as well as their family members and other loved ones.
<b>Recommendation</b>	The DVFRB recommends that DC Health & the Humane Rescue Alliance collaborate together, along with possibly the District's veterinarian clinics, kennels, and boarding facilities, to provide awareness campaigns on the connections between animal abuse and domestic violence and include information on where and how to report suspected abuse.
<b>Implication of Recommendation</b>	<input checked="" type="checkbox"/> Policy <input checked="" type="checkbox"/> Practice <input type="checkbox"/> Legal <input type="checkbox"/> Budget <input type="checkbox"/> Other:
<b>Agencies Involved</b>	<input type="checkbox"/> Single Agency: <input checked="" type="checkbox"/> Multiple Agencies: DC Health, Humane Rescue Alliance
<b>1st Recommendation Date</b>	April 30, 2019

<sup>1</sup> Flynn, C.P. *Crime Law Soc Change* (2011) 55: 453. <https://doi.org/10.1007/s10611-011-9297-2>

<sup>2</sup> Collins, E. A., Cody, A. M., McDonald, S. E., Nicotera, N., Ascione, F. R., & Williams, J. H. (2017). A Template Analysis of Intimate Partner Violence Survivors' Experiences of Animal Maltreatment: Implications for Safety Planning and Intervention. *Violence against women*, 24(4), 452–476. doi:10.1177/1077801217697266

## REC 7

<p><b>Does Agency Accept Recommendation?</b></p>	<p><input type="checkbox"/> Yes  <input checked="" type="checkbox"/> Yes, with modifications:  <input type="checkbox"/> No, with explanation and alternative recommendation:</p>
<p><b>Describe Best Practices</b></p>	<p>Report severe animal related crimes in the District of Columbia by contacting the local humane organization, 202-576-6664.</p> <p>Report severe animal related crimes which involve people in the District of Columbia by dialing 911.</p> <p>Report minor animal related incidences in the District of Columbia by dialing 311 (i.e.; suspected animal abuse, concerns for proper care of animals, nuisance).</p> <p>Humane Law Enforcement Division is responsible for investigating and enforcing the animal cruelty codes in the District of Columbia.</p>
<p><b>Describe specific actions planned towards implementation (include steps and timetable)</b></p>	<ol style="list-style-type: none"> <li>1. DC Health can provide any written information (brochure, pamphlets) that is currently available, to all veterinary clinics and animal boarding facilities in both electronic format and hard copy format to have available to their clients as part of standard information dissemination. By providing the domestic violence information in this manner, it will assist in the awareness campaign that is currently underway. Timeframe: Immediately</li> <li>2. For additional community/neighborhood dissemination of information, written communications (brochure, pamphlets) can be placed at community centers, recreation centers and public libraries.</li> <li>3. DC Health receives a voluntary monthly report from veterinary clinics which identifies specific animal diseases and the number of occurrences that they may have encountered during each month. This report provides an initial layer of surveillance to DC Health for infectious animal diseases. An additional line item can be added to this report to include suspected animal violence as part of the monthly surveillance. The caveat, however is that the monthly reporting is voluntary by each veterinary clinic and is not a mandatory requirement. Timeframe: Immediately</li> </ol>

	<p>4. DC has as its contractor for animal related activity in the District, the Humane Rescue Alliance (HRA). All animal cruelty reports, activity or suspicion is currently provided to HRA as standard protocol. HRA does have within its organization a division, Human Law Enforcement (HLE), which investigates all animal cruelty issues. HLE proceeds with all legal action as deemed necessary from facts gained through the investigative process. Timeframe: Immediately</p> <p>5. DC Health can report to the DVFRB any information gained with respect to animal violence obtained through the various channels stated. Timeframe: Immediately</p>
<b><i>Describe specific actions taken to date towards implementation</i></b>	DC Health has in place, as standard protocol, a reporting mechanism to provide any animal cruelty reports, activity or suspicion to the Humane Rescue Alliance to then be addressed by the Humane Law Enforcement Division.
<b><i>Describe expected outcomes</i></b>	DC Health will provide all confirmed reports of animal cruelty, violence or abuse to the Domestic Violence Fatality Review Board.
<b><i>Describe measurable indicators/milestones related to implementation that can be reported on regular basis, including time period/date to achieve outcomes</i></b>	DC Health can report to the Domestic Violence Fatality Review Board at its next scheduled meeting implementation of the reporting communications and collaboration with the Humane Rescue Alliance for investigation into animal cruelty, violence and abuse. Report updates can be provided to the DVFRB from DC Health during the bi-monthly meetings. Time critical incidents can be reported directly to the Chairperson of the Board on an as needed urgency basis. Timeframe: Immediately
<b><i>Date Response Due:</i></b>	May 30, 2019
<b><i>Date Response</i></b>	May 30, 2019

## REC 7

<b>Submitted:</b>	
<b>Agency representative name and contact information for follow-up questions</b>	Vito R. DelVento, DVM, MS Program Manager – Animal Services Program O: 202-724-8813 M: 202-420-9250 F: 202-535-1359  899 N Capitol Street, NE, 2 <sup>nd</sup> Floor, Washington DC 20002



**District of Columbia  
Domestic Violence Fatality Review Board**



**RECOMMENDATION**

<b>Statement of Need</b>	Elder abuse is a series of intentional actions that cause pain and create serious harm for a vulnerable senior. <sup>1</sup> One in ten elders is at risk for abuse, mistreatment, neglect, and harm. <sup>2</sup> Almost 90% of abuse against elder adults is committed by family members, who are often caregivers of those individuals. <sup>3</sup> A number of studies, examining the risk factors associated with perpetration of abuse against elders, show that having a caregiver is in and of itself a risk factor. Researchers posit that the stress, strain, and isolation often associated with elder caregiving put many elders at risk of harm. Interventions that focus on caregiver well-being, as well as more awareness about elder harm, are needed.
<b>Beneficiary Population</b>	Older adult victims (and potential victims) at risk of domestic and intimate partner violence, as well as their family members and other loved ones.
<b>Recommendation</b>	The DVFRB recommends the Department of Human Services & DC Health expand linguistically accessible caregiver support programs, particularly focused on elderly caregivers to ensure access to resources and supports. We recommend the agencies collaborate with home-health care providers and others to recognize when caregiver needs support. The agencies should expand awareness programs and campaigns focused on elder abuse, including the development of tools for screening for abusive behavior. Moreover, the District agencies providing services and information to individuals with dependent, disabled elders are encouraged to explore creative ways to provide resources, options, and access to domestic violence related services for individuals with disabilities who are unable to leave their home due to their disability.
<b>Implication of Recommendation</b>	<input checked="" type="checkbox"/> Policy <input checked="" type="checkbox"/> Practice <input type="checkbox"/> Legal <input type="checkbox"/> Budget <input type="checkbox"/> Other:
<b>Agencies</b>	<input type="checkbox"/> Single Agency:

<sup>1</sup> The National Center on Elder Abuse <https://ncea.acl.gov/>

<sup>2</sup> Acierno, Ron, Melba Hernandez-Tejada, Wendy Muzzy and Kenneth Steve, "National Elder Mistreatment Study," Final report to the National Institute of Justice, grant number 2007-WG-BX-0009, March 2008, NCJ 226456.

<sup>3</sup> Kohn, R., & Verhoek-Oftedahl, W. (2011). Caregiving and elder abuse. *Medicine and health, Rhode Island*, 94(2), 47–49.

## REC 8

<b>Involved</b>	<input checked="" type="checkbox"/> Multiple Agencies: DC DHS and DC Health
<b>1st Recommendation Date</b>	May 1, 2019

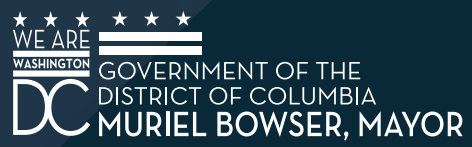
**AGENCY RESPONSE**

<b>Does Agency Accept Recommendation?</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> <b>Yes, with modifications:</b> <input type="checkbox"/> <b>No, with explanation and alternative recommendation:</b>
<b>Describe Best Practices</b>	<ol style="list-style-type: none"> <li>DC Health has partnerships with the District of Columbia Home Health Association, DC Health Care Association, DC Coalition of Disability Provider Services, DC Hospital Association's Quality and Safety Group, DC Long Term Care Ombudsman, DC Department of Aging and Community Living and DC Coalition on Long Term Care. Through those partnerships DC Health has provided workshops, seminars, informational sessions, and in-service trainings to ensure direct care providers are delivering quality care, and detecting and reporting abuse, neglect and/or exploitation of patients.</li> <li>DC Health conducts annual licensure surveys and inspections, as well as periodic monitoring visits, and investigation of complaints and unusual incidents to determine the health and safety of vulnerable residents and patients.</li> <li>DC Health requires licensed health facilities and agencies to report any suspected abuse or neglect to DC Health, the Metropolitan Police Department (MPD), Adult Protective Services (APS) and DC Long Term Care Ombudsman.</li> <li>DC Health has partnered with the Office of the Attorney General's (OAG) Special Victims Unit and the APS to collaborate on all suspected abuse, neglect and/or exploitation of the elderly.</li> <li>When APS receives referrals that involve misconduct of an aide towards a client, APS makes a report to DC Health-Health Regulations and Licensing Administration (HRLA) who provides monitoring and oversight of home health agencies and assisted living facilities. Additionally, should the allegation involve a hospital, a separate division within HRLA has this responsibility. As it relates to LTC facilities, APS makes a referral to both HRLA and the LTC Ombudsman with regard to elder abuse, and where appropriate, APS will assist.</li> </ol>
<b>Describe specific actions planned towards</b>	<ol style="list-style-type: none"> <li>In FY20, DC Health will facilitate training and/or informational sessions on reporting abuse, neglect and/or exploitation of the patients and residents.</li> </ol>

<p><b><i>implementation (include steps and timetable)</i></b></p>	<p>2. In FY20, during all licensure surveys and investigations, DC Health will review unusual incident reports to determine allegations of abuse, neglect and/or exploitation. Also, during home care surveys, patient will be interviewed via telephone and home visits to determine quality of care and patient abuse, neglect and/or exploitation.</p> <p>3. In FY20, all facility reported incidents to include allegations of abuse, neglect and/or exploitation, will be triage and entered in DC Health’s data base. The triage will determine when and if an onsite investigation is needed.</p> <p>4. As of April 2019, DC Health will forward all allegations of abuse, neglect and/or exploitation to the Attorney General’s Special Victims Unit and APS for collaboration.</p> <p>5. DC Health, Department of Human Services and DC Department of Aging and Community Living will identify a screening tool for abusive behavior that can be used by health care providers and other agents that encounter vulnerable residents. In addition, DHS APS has developed a Screening and Response Priority tool for referral related to abuse, neglect, self-neglect and exploitation of vulnerable adults. The Screening and Response Priority tool is an evidence-based tool designed to determine how quickly investigations must be initiated for those referrals accepted for case investigation. As a research-based tool, validity and reliability testing have been executed. From a validity perspective the testing was completed to ensure that tool is accurately measuring what is intended to measure. Separately, the reliability testing was completed to determine the degree to which the tool produces stable and consistent results. The agencies will collaborate to determine the extent to which the tool can be a catalyst for the proposed tool. Timeframe: October 2019</p>
<p><b><i>Describe specific actions taken to date towards implementation</i></b></p>	<p>1. Ongoing technical assistance on the interpretation of federal and local regulations is provided to health facilities and agencies as it pertains to abuse, neglect and/or exploitation.</p> <p>2. DC Health has conducted licensure surveys, monitoring visits, and investigations. We verify if a health facility or agency has a system to assure prompt detection, reporting, investigation and resolution of allegations of suspected abuse, neglect and/or exploitation. DC Health reviews the health care provider’s incident management system to include injury logs and incident reports for any evidence</p>

## REC 8

	<p>that suggests that patients are being abused or are vulnerable to abuse. Through these processes, we have identified cases of patient and resident abuse and/or neglect, and made referral to APS, Special Victim Unit and Metropolitan Police Department. We have also taken enforcement actions on identified agencies and facilities to include the restriction of new admissions and the levy of civil infraction fines.</p> <p>3. All allegations of abuse, neglect and/or exploitation are triaged and investigated by DC Health for those providers that the Agency licenses and or certifies.</p> <p>4. In April 2019 DC Health partnered with OAG's Special Victims Unit. To date, all suspected abuse, neglect and exploitation are reported to the unit and APS.</p>
<b>Describe expected outcomes</b>	Health Facilities and Agencies are detecting and reporting abuse, neglect and exploitation immediately to DC Health, APS and the MPD. Immediate means there will be no delay between staff awareness of the occurrence and reporting to the DC Health, APS, and MPD.
<b>Describe measurable indicators/milestones related to implementation that can be reported on regular basis, including time period/date to achieve outcomes</b>	<p>DC Health will collect and measure the following data on a quarterly basis:</p> <ul style="list-style-type: none"> <li>• Number of Health Facilities and Agencies that timely identify and report occurrences of abuse, neglect and/or exploitation.</li> <li>• Number of investigations conducted on suspected abuse, neglect and exploitation by Health Facilities and Agencies.</li> <li>• Number of investigations on suspected abuse, neglect and/or exploitation conducted by DC Health</li> <li>• Number of referrals to APS, MPD and the OAG Special Victim Unit</li> </ul>
<b>Date Response Due:</b>	May 30, 2019
<b>Date Response Submitted:</b>	May 30, 2019
<b>Agency representative name and contact information for follow-up questions</b>	<p>DC Health  Dr. Sharon Lewis  Senior Deputy Director  <a href="mailto:Sharon.lewis@dc.gov">Sharon.lewis@dc.gov</a>  (202)724-8927</p>



District of Columbia  
Domestic Violence Fatality Review Board

# Domestic Violence Homicide

## 5-Year Trends: 2014-2018

Domestic violence and the homicides that result from this form of violence are serious public health problems. Over **10 million** women and men in the United States experience physical violence by a current or former partner each year; approximately **1 in 4 women** and nearly **1 in 7 men** experience severe physical violence by a partner at some point in their lifetime.<sup>1</sup> An estimated **39 percent** of women in DC have been physically or sexually assaulted by an **intimate partner**.<sup>2</sup> And while the rate of intimate partner homicides in DC is trending down, the national rate is **increasing**.<sup>3</sup>

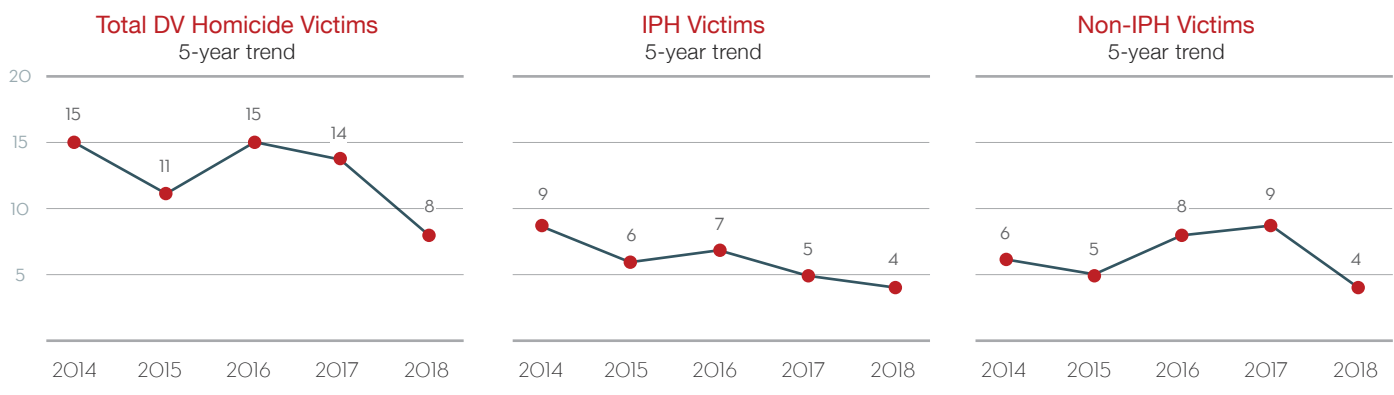
Data in this trends report are based on an analysis of available **police, court, medical, and media records**<sup>4</sup> reviewed by the District of Columbia's Domestic Violence Fatality Review Board (DVFRB). Between 2014-2018, there were 63 homicides in the District of Columbia that were determined to be linked to domestic violence.

The DVFRB divides these cases into aggregate domestic violence homicides, intimate partner-related homicides (IPH), and non-IPH domestic violence homicides. Because its main goal is to prevent future domestic violence deaths by identifying previous gaps in services and issuing

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- 1 Truman, J.L., & Morgan, R.E. (2014). *Nonfatal Domestic Violence, 2003-2012* (Rep.). Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics. doi:<https://www.bjs.gov/content/pub/pdf/ndvO312.pdf>
  - 2 Smith, S.G., Chen, J., Basile, K.C., Gilbert, L.K., Merrick, M.T., Patel, N., Walling, M., & Jain, A. (2017). *The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012 State Report*. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. <https://doi.org/10.3886/ICPSR34305.v1>
  - 3 Fridel, E.E., & Fox, J.A. (2019). Gender Differences in Patterns and Trends in U.S. Homicide, 1976-2017. *Violence and Gender*, 6(1), 27-36. doi:10.1089/vio.2019.0005
  - 4 Media records include data from DC *Witness*, which tracks all homicides in the District of Columbia. Only those homicides of victims 16 years and older that were attributed to domestic violence are included in this report.
-

recommendations for improvement, the DVFRB closely examines all intimate partner homicides. Unlike other domestic violence homicides, IPH is largely predictable and preventable. A well-developed body of scientific research surrounding intimate partner fatality risk factors and prevention strategies guides the Board’s review of these cases.

For the DVFRB’s full findings and recommendations, please refer to the Board’s [annual report](#), available from the Office of Victim Services and Justice Grants.



### DOMESTIC VIOLENCE FATALITIES DEFINED

According to the DC law that created the DVFRB, D.C. Code § 16-1051, a “domestic violence fatality” includes a homicide under any of the following circumstances:

- The alleged perpetrator and victim resided together at any time;
- The alleged perpetrator and victim have a child in common;
- The alleged perpetrator and victim were married, divorced, separated, or had a romantic relationship, not necessarily including a sexual relationship;
- The alleged perpetrator is or was married to, divorced, or separated from, or in a romantic relationship, not necessarily including a sexual relationship, with a person who is or was married to, divorced, or separated from, or in a romantic relationship, not necessarily including a sexual relationship, with the victim;
- The alleged perpetrator had been stalking the victim;
- The victim filed a petition for a protective order against the alleged perpetrator at any time;
- The victim resided in the same household, was present at the workplace of, was in proximity of, or was related by blood or affinity to a person who experienced or was threatened with domestic violence by the alleged perpetrator; or
- The victim or the perpetrator was or is a child, parent, sibling, grandparent, aunt, uncle, or cousin of a person in a relationship that is described within this subsection.

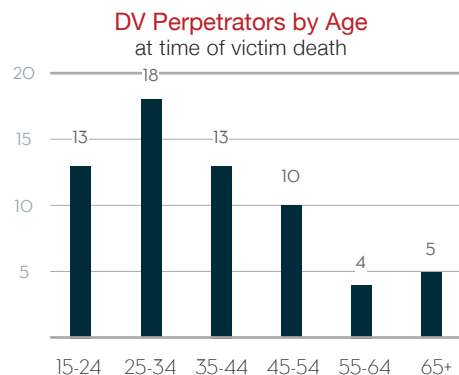
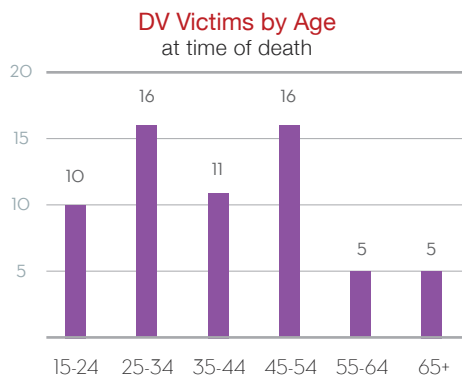
# DOMESTIC VIOLENCE HOMICIDE

## 5-Year Trends: 2014-2018

The District of Columbia had **63** domestic violence homicides from 2014-2018.

Victims and perpetrators of domestic violence homicide ranged broadly in age from their teens through 80s.

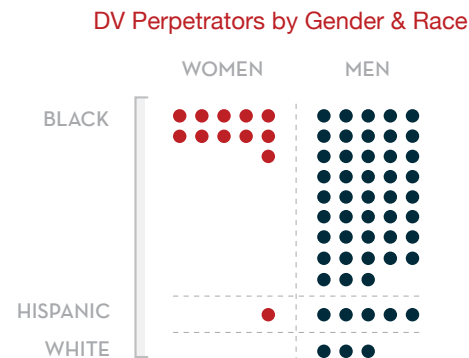
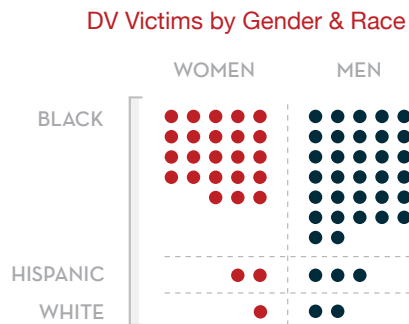
The average age was **42** for victims and **38** for perpetrators.



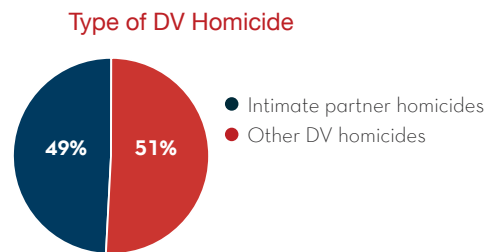
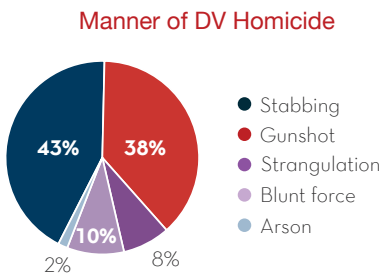
Both men and women were victims of domestic violence homicide. Men made up the majority of perpetrators.

Most victims and perpetrators were Black. All domestic violence homicides but one were intraracial.

(Term *Hispanic* based on MPD data collection category.)

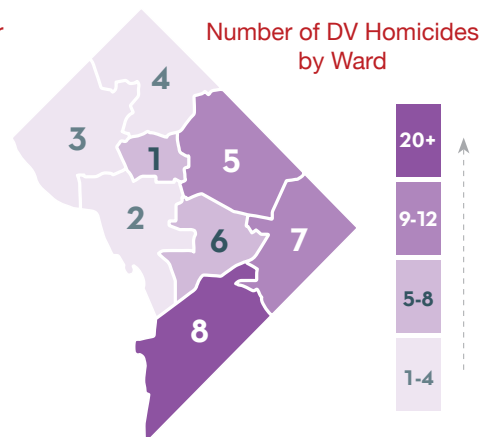
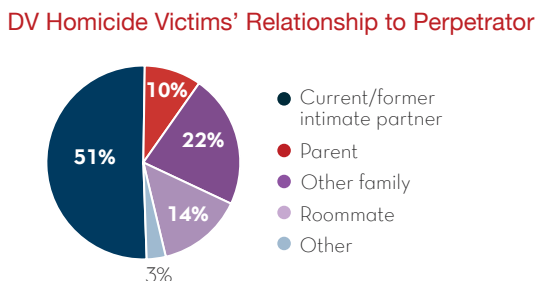


Domestic violence homicide victims were largely stabbed or shot.



Half of domestic violence homicides were perpetrated by current or former intimate partners.

37% of domestic violence homicides occurred in Ward 8.



Please note numbers may not total 100% due to rounding.



# INTIMATE PARTNER HOMICIDE

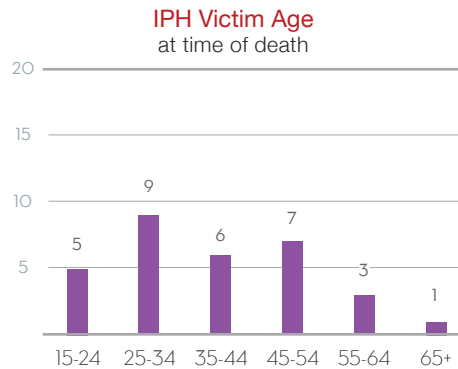
## 5-Year Trends: 2014-2018

The District of Columbia had **31** intimate partner homicides (IPH) from 2014-2018.

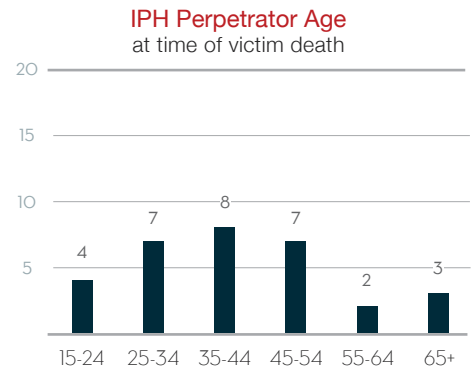
Victims and perpetrators of IPH ranged broadly in age from their teens through 80s.

The median age for victims was **36** and the average age was **39**.

For perpetrators, the median age was **37** and the average age was **41**.



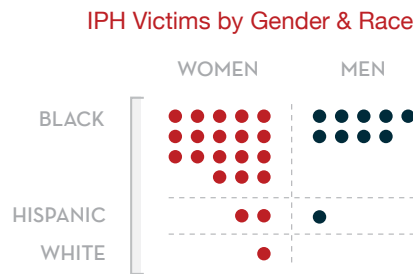
The youngest victim was **16** years old and the oldest was **80**



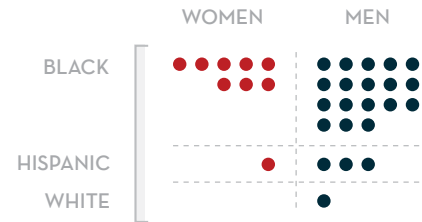
The youngest perpetrator was **18** years old and the oldest was **76**

IPH victims were more likely to be women than men. Both perpetrators and victims were majority Black.

(Term *Hispanic* based on MPD data collection category.)



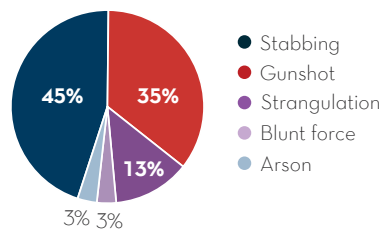
### IPH Perpetrators by Gender & Race



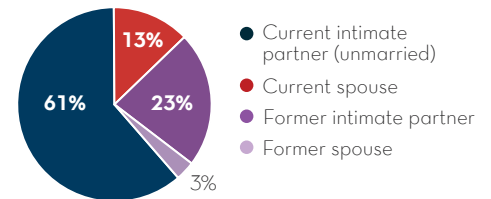
The majority of IPH victims were stabbed or shot.

74% of IPH victims were in a current relationship with the perpetrator. 1/4 were former partners.

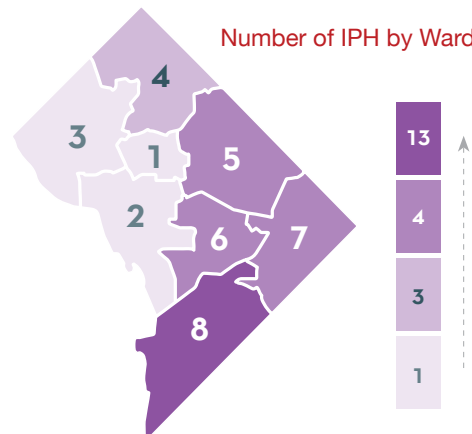
### Manner of Homicide



### IPH Victims' Relationship to Perpetrator



IPH deaths occurred in every Ward. Ward 8 had 3 times as many IPH deaths as the next highest Wards.



Please note numbers may not total 100% due to rounding.

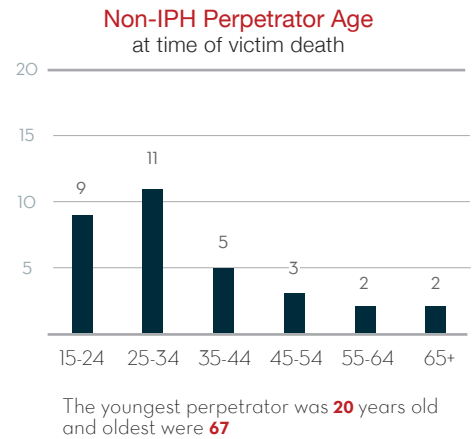
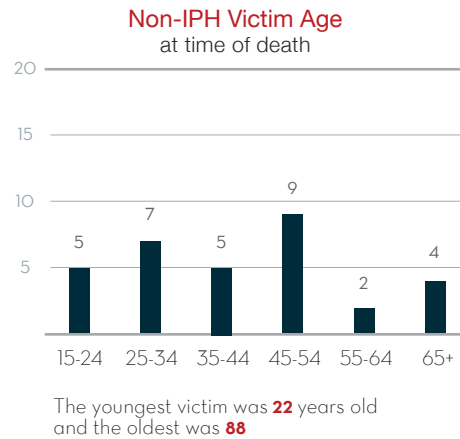
# NON-IPH DOMESTIC VIOLENCE HOMICIDE

## 5-Year Trends: 2014-2018

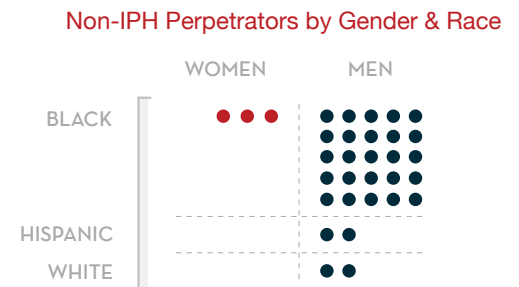
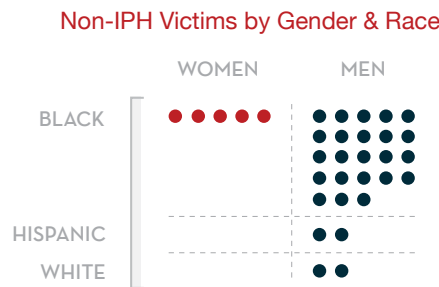
The District of Columbia had **32** domestic violence homicides that did **not** involve intimate partners from 2014-2018.

Non-IPH domestic violence homicide victims and perpetrators ranged in age from their 20s through 80s.

For victims, both the average and median age was **44**.  
For perpetrators, the average age was **34** and the median age was **29**.

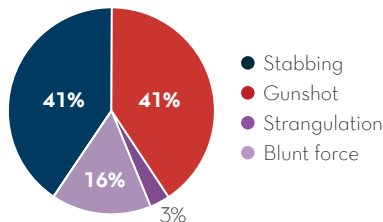


The majority of non-IPH domestic violence homicide victims and perpetrators were Black men.

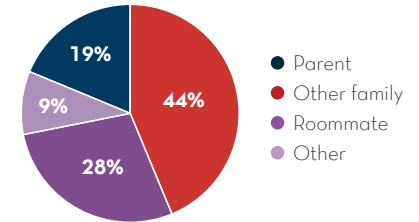


Most non-IPH domestic violence homicide victims were killed by a male relative or roommate through shooting or stabbing.

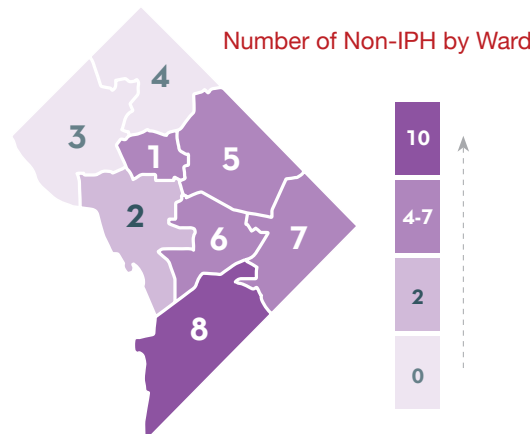
Manner of Homicide



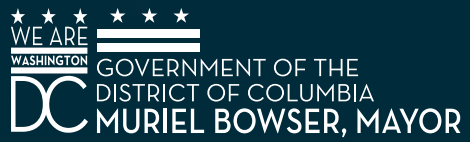
Non-IPH Victims' Relationship to Perpetrator



Non-IPH domestic violence homicides occurred in every Ward but 3 & 4.



Please note numbers may not total 100% due to rounding.



# Options for a District of Columbia District-Wide Trauma Assessment

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Social and Economic Well-Being

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## Preface

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This document aims to provide information about options that the District of Columbia may consider in gathering information about trauma exposure among District residents.

RAND's Social and Economic Well-Being division seeks to actively improve the health and social and economic well-being of populations and communities throughout the world. This research was conducted within the division's Social and Behavioral Policy program. This program focuses on such topics as risk factors and prevention programs, social safety net programs and other social supports, poverty, aging, disability, child and youth health and well-being, and quality of life, as well as other policy concerns that are influenced by social and behavioral actions and systems that affect well-being. For more information, email [sbp@rand.org](mailto:sbp@rand.org).

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## Abbreviations

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ABS	address-based sampling
ACE	adverse childhood experience
ANC	Advisory Neighborhood Commission
BRFSS	Behavior Risk Factor Surveillance System
CDC	Centers for Disease Control and Prevention
DC	District of Columbia
DSM	Diagnostic and Statistical Manual
HHS	Household Health Survey
HRSA	Health Resources and Services Administration
NSCH	National Survey of Children's Health
LGBTQ	Lesbian, Gay, Bisexual, Transgender or Questioning
OSSE	Office of the State Superintendent of Education
OVSJG	Office of Victim Services and Justice Grants
PSA	Police Service Area
PTSD	post-traumatic stress disorder
RDD	random digit dialing
TCPA	Telephone Consumer Protection Act
YRBS	Youth Risk Behavior Survey

# 1. Background

---

The District of Columbia (DC) is home to over 700,000 residents and is one of the most ethnically diverse and dense cities in the United States. Delivering services to this population rests upon a unique relationship between the DC local government and the federal government. To inform how best to serve the population requires data on not only the demographic and socioeconomic conditions of the population, but also on specific needs related to their health and wellbeing. The population's use of specific services can also have significant impact on the DC budget and anticipating this use can be helpful for longer term planning. One aspect of needs that is of particular interest is the extent to which DC residents, adults and youth, require services that can mitigate the effects of adverse experiences.

Research has shown that adverse experiences, including those experienced as a child or as an adult, can have a negative impact on health and wellbeing. Experiences as a child, including those involving physical or sexual abuse, and witnessing violence at home, can lead to poorer mental and physical health in adolescence and adulthood (Bellis et al., 2019). Such adverse experiences can lead to higher rates of substance use, risky sexual behaviors, and other negative health behaviors; they can also lead to increased likelihood of cardiovascular disease, cancer, and other chronic health conditions. (e.g., Felitti et al., 2019). Similarly, experiencing violence, abuse or other trauma as an adult can lead to poorer physical and mental health (e.g., Santiago et al., 2013; Schnurr, Green and Kaltman, 2007). These outcomes can also lead to significant costs for society—both in terms of the burdens they place on the services sector and costs associated with lower productivity and increased mortality (e.g., McFarlane, 2010; Solomon & Davidson, 1997).

Understanding these experiences and their causes in the population can help jurisdictions identify solutions to prevent these experiences as well as mitigate their harmful effects through the delivery of more effective support and interventions for those impacted. This report serves to outline options for how DC might consider gathering data on the nature of traumatic experiences from its residents.

## Goals and Motivation of the DC Office of Victim Services and Justice Grants

The growing national focus on trauma exposure has spurred an interest in monitoring who is being exposed, where such exposures are concentrated (i.e., geographically, demographically), and how frequently such exposures occur. Such data can help policymakers and other stakeholders respond and improve public health at the state and local level. Over the past several years, the DC Office of Victim Services and Justice Grants (OVSJG), part of the Mayor's Office,

has been actively developing programs and policies to address trauma exposure, but it lacks key data on aspects of such exposures that is needed to inform these programs and policies.

The OVSJG funded the national non-profit organization Give an Hour to explore and describe ways that they could gather such information. In turn, Give an Hour subcontracted this task to the RAND Corporation. OVSJG stated goals for this endeavor are to: (1) understand prevalence of exposure to trauma for surveillance purposes, perhaps over time; and (2) examine patterns at the community level (for example, across 7 police districts, 8 wards, 57 police service areas or Police Service Areas [PSAs], or 40 advisory neighborhood commissions or Advisory Neighborhood Commissions [ANCs]). This information would be used to map existing resources within the District onto the need. OVSJG requested information on existing data that might be used to inform surveillance efforts, as well as information about the options and trade-offs in terms of mode, sampling, content, timing, format, and cost projections for the different possibilities. In addition, OVSJG requested information about the potential negative impact of a trauma focused survey on DC residents, and information about whether other jurisdictions have engaged in such efforts. Ultimately, they desire to use the data to guide the need for resources in DC.

## Scoping and Definition of Terms

Stressful life events can be perceived along a continuum, from “good stress” like getting married, to everyday stressors like school, work or social problems, to chronic stressors like poverty, to one time or episodic traumatic life events like violence, accidents, and injuries. In recent years there has been a growing research and health policy focus on two parts of this continuum – the traumatic events that are sudden and life-threatening, and the childhood stressors and persistent traumas that are called adverse childhood experiences (ACEs). It should be noted that while ACEs focus on childhood, traumatic events are normally assessed across the lifetime. Our review focuses on both types of stressful life events.

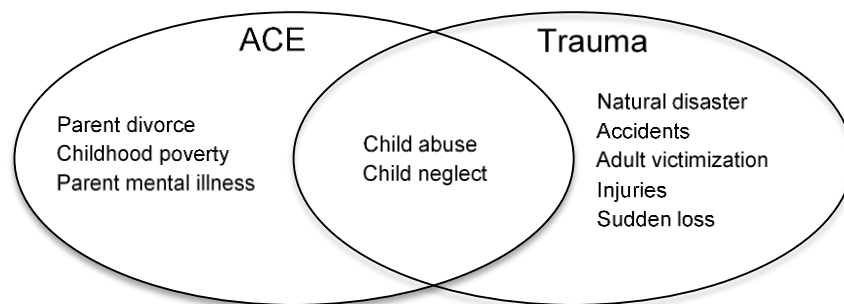
Thus, studies assessing these two concepts ask about different types of life experiences. The cluster of experiences that are included among ACEs were established through research as strong predictors of adult health and mental health outcomes, including death, among Kaiser Permanente patients (Felitti et al., 2019). The original ACE scale included 17 items in 7 categories (sexual and physical abuse, household dysfunction, substance abuse or mental illness in household, domestic violence, criminal behavior in household). Subsequent studies further refined these items and confirmed their predictive value on a range of physical and mental health outcomes (Anda et al., 2006; Gilbert et al., 2015; Merrick, Ford, Ports & Guinn, 2018). The American Academy of Pediatrics describes these experiences as “toxic stress” and emphasizes the way that these experiences can influence brain development (Garner et al., 2012).

While some research uses the ACEs questionnaire, psychiatric and psychological studies that seek to examine both childhood and adult trauma exposures tend to examine them using

measures based on the American Psychiatric Association’s Diagnostic and Statistical Manual (DSM) definitions. In the most recent manual, DSM-5, trauma is defined as “actual or threatened death, serious injury, or sexual violence” (American Psychiatric Association, 2013, p. 271). To assess these experiences, surveys list such events that either occurred recently, or across the lifespan. For example, the National Comorbidity Study used 20 items to assess exposure to “potentially traumatic events,” as a precursor to assessing post-traumatic stress disorder (PTSD) symptoms. For adolescents, these events tend to be classified into clusters: interpersonal violence, accident/non-intentional events, witnessed events, and other (Kessler et al., 2012; McLaughlin et al., 2013). The National Stressful Events Survey used a similar list of traumas, consisting of 14 items (Kilpatrick et al., 2013). The World Health Organization’s World Mental Health Surveys used a list of 29 items (Kessler et al., 2017).

Thus, the two most common categories of interest overlap somewhat with each other, but each contains some unique elements as well (see Figure 1.1).

**Figure 1.1**  
**Examples of Content in Assessment of ACEs and Traumatic Experiences**



Source: RAND original figure

In addition to assessing exposure to potentially traumatic and adverse events, it may be important to measure mental health status, particularly depressive or posttraumatic stress symptoms that can directly result from trauma exposure, as well as other socioeconomic factors and environmental conditions. Despite the high impact of trauma at the population level, most individuals are resilient to trauma, suffering in the immediate aftermath but gradually recovering over time without intervention. For example, although 62 percent of teens in a national study were exposed to a potentially traumatic event, only 5 percent reported symptoms consistent with lifetime PTSD (McLaughlin et al., 2013). After experiencing a rape, 94 percent of women reported symptoms consistent with PTSD a week following the assault, but this decreased to less than half of these women at three months post-rape (Rothbaum, Foa, Riggs, Murdock & Walsh, 1992). Assessment of trauma exposure will provide information to guide certain types of victim services, but it would be important to assess mental health status directly to ascertain the level of need for mental health services. Finally, it may be important to survey individuals about their

perception of need for mental health services and about unmet need. These points of information would also be helpful in planning resources, and thus are included in our review of options below.

## Similar Efforts in Other Jurisdictions

Across the United States, several states have launched initiatives intended to create more trauma-informed environments for their residents. Most of these efforts have been aimed at improving or expanding services for children by educating and training health care providers about the nature and impact of childhood exposures to trauma. These efforts most often provide resources or training in specific techniques for creating and implementing trauma-informed services. To build the case for these efforts (either to motivate providers or secure resources), many states rely upon data gathered through the federal government to understand exposure to traumatic experiences to inform the states' own efforts. For example, and as will be detailed later in this report, the Center for Disease Control and Prevention (CDC) allows states the option to use the ACEs questionnaire to assess prevalence of traumatic experiences as part of the annual Behavioral Risk Factor Surveillance System Survey (BRFSS). This survey is completed by a representative sample of adults and offers information on various health and wellbeing related indicators. States have also used data from the National Survey of Children's Health (see [www.childhealthdata.org](http://www.childhealthdata.org)) to create compilation reports on child health and wellbeing to launch state-specific efforts around creating trauma-informed environments, particularly in schools and in health care settings. These data, combined with other information on poverty, crime, and violence can help leaders understand where there may be greater needs within their communities. Some states have implemented their own, independent surveys of their populations to understand specific aspects of child wellbeing. This includes efforts like the California Healthy Kids Survey (see <https://calschls.org>) and the Arizona Youth Survey (see <http://azcjc.gov/content/arizona-youth-survey>). Most recently, California Department of Health Care Services instituted state-wide screening for ACE's among adults and children at medical visits covered by Medi-Cal. This initiative includes provider training, clinical protocols, and payments for screening (see <https://www.dhcs.ca.gov/provgovpart/Pages/TraumaCare.aspx>).

At the city level, it was difficult to find specific population-based survey efforts that examine trauma exposure as there is no centralized resource for tracking trauma surveys. Most cities rely upon the federal and state level data, paired with data on poverty and crime, to identify specific neighborhoods where the children and adults are more likely to have experienced traumatic events. In Chicago, for example, the Erickson Institute published a report on children's exposure to violence using data available from several existing sources (see <https://www.chicagotribune.com/news/breaking/ct-chicago-children-violence-homicide-trauma-20190715-4fp2kqtaprgjvht6cl6ihsply4-story.html>)

Recently, Philadelphia implemented the Urban Philadelphia ACE study, a population-based survey to assess exposure to an expanded set of stressors, particularly those that might be more common among urban populations. While the research used the traditional ACEs items (Felitti et al., 2019), it also included items to examine experiences related to witnessing violence, feeling discriminated against, being bullied, living in foster care, and perceptions of neighborhood safety (see <http://www.philadelphiaaces.org/philadelphia-ace-survey>). The Urban Philadelphia ACE study was conducted as a follow on to the city's 2012 Public Health Management Corporation Southeastern Household Health Study (HHS). The HHS was a broader health survey providing information on a broad range of topics such as health status and chronic health conditions, access to care, health behaviors and health screenings. The HHS was conducted by telephone and used a dual-frame random digit dial telephone survey including both landline and cell phones (these methods are described in more detail in Chapter 3). Philadelphia leveraged this planned representative, community-based household telephone study, and in doing so, was able to link the results to other data collected through the HHS.

## 2. Leveraging Existing Data Collection Efforts

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### Existing Data for the District

There are three categories of existing data that provide information on trauma exposure among DC residents. The first category is U.S. Census demographic data: by knowing who is more likely to have experienced trauma (based on existing research), one can extrapolate by proxy where trauma is likely to be concentrated. The second category is administrative data on crime (and victimization) and medical visits for trauma-related incidents. The last category is self-report data, typically collected through surveys.

#### *U.S. Census Data*

The OVSJG may already know quite a bit about where the highest trauma prevalence can be found. This is because national research has shed light on both geographic and demographic correlates of trauma exposure, and census data can be used to identify areas where DC residents with such attributes reside. Existing research demonstrates that among children, **older male youth** are at higher risk for experiencing community violence, as are those from **lower socio-economic status**, who reside in urban areas (which would constitute all of DC), and who are **racial and ethnic minorities** (Stein, Jaycox, Kataoka, Rhodes & Vestal, 2003). In a recent national study, exposure to potentially traumatic events appears to be elevated for youth **who do not live with both biological parents** and who have **pre-existing behavior disorders** (McLaughlin et al., 2013). Another national study of incidence and prevalence of violence exposure among youth showed that poly-victimization, or exposure to more than ten types of victimization, was more common among youth who were **older** and **living in step-families or parent-partner households, single parent households** or with **non-parent caregivers** (Turner, Finkelhor & Ormrod, 2010). This study also showed that the most serious types of victimization (such as child maltreatment) tended to cluster and increase risk for some individuals.

This previous research indicates that in general, higher frequencies of ACEs and trauma tend to occur in certain populations and in certain geographies. Demographic and socioeconomic U.S. Census data on DC residents, especially its young residents, can provide proxy measures of where trauma exposure may be most common, such as areas with higher crime and lower incomes (Milanak et al., 2019), assuming that the national patterns are similarly observed in DC. U.S. Census data also directly measure some adverse childhood experiences, like neighborhood economic hardship experienced among residents within an individual's U.S. Census block, group, or tract. But in general, U.S. Census data do not provide direct measures of trauma and reveal only where trauma exposure may be concentrated and not the magnitude of such exposures.

### *Administrative Data*

Administrative data measuring trauma is generally data related to crime/victimization as well as health data related to medical visits. In general, these types of data come from police and trauma registry data and thus may represent the most serious forms on trauma that are reported to police or result in emergency room visits, respectively.

**Crime data** collected by the metropolitan police department are made publicly available through its website on a real-time basis. District of Columbia Crime Cards allows explorations of data at several different fine-grained neighborhood levels (ward, census track, PSA, ANC, or “heat map”) and can be examined by type of crime, date range, and more. A clear advantage to this type of data is that it is collected and reported at the neighborhood level. However, although less of a proxy measure of trauma than census data, it is still a proxy or correlate of trauma because it specifies crime *incidents* rather than the number and type of people victimized. Also, as referenced above, it provides data only on a subset of crimes—those reported to police—and likely does not reflect all criminal victimizations. On the other hand, aggregated crime statistics like these provide a direct measure of community violence exposure, which is an adverse childhood event.

**Health data** can also provide a snapshot of trauma exposures that result in visits to health care facilities in DC. Beginning in 2016, DC’s four trauma facilities began submitting their deidentified data to DC Department of Health. A 2016 report (DC Department of Health, 2016) provides some insights as to the information trauma centers submit, including where geographically the injury occurred, demographics (age, sex, race) of the patient, type of trauma (e.g., struck by a blunt object, penetrating injury), and mechanism of injury (e.g., firearm, cut/pierce, pedestrian). The 2016 report, however, did not include data from four acute care facilities with emergency departments that were not designated as trauma centers, and we were unable to locate more recent reports online. The data also include some trauma exposures that occurred outside of DC (in Maryland and Virginia) but treated in DC, and also includes some non-DC residents. However, data on the mechanism (e.g., firearm, struck) and intent (e.g., unintentional, assault) of injuries are recorded on ICD-9 “E-codes” (or for ICD-10, “V,” “X,” “W,” and “Y” codes) and thus all facilities should have this data. If these data were universally available from all acute care facilities across the district, it could provide unique insights into the traumatic experiences of residents.

**Child abuse and neglect data** may also be available within DC via the Child and Family Services Agency. A wide array of professionals and child care providers are mandated reporters of suspected child and elder abuse and neglect, and this agency could potentially share data about the number and type of reports of suspected abuse and neglect, and their locations.



## Existing Self-Report Measures

Use of self-report measures is the most common way that research studies gather information about trauma and ACE exposures. However, these reports are subject to some reporting bias (or selective reporting), difficulties in recall, and ambiguities in interpretation. For example, adult survey respondents have limitations in recall or biased recollections of their own childhood adversities and may underreport adversities and trauma exposures faced by their own children. In addition, it would not be clear whether the adversities and trauma were experienced while living in DC or someplace else, if that information is important to the OVSJG.

There are three main national surveys that DC currently participates in that measure ACEs or trauma exposure: The Behavioral Risk Factor Surveillance System (BRFSS), the National Survey of Children's Health (NSCH), and the Youth Risk Behavior Survey (YRBS). Each of these surveys are described briefly below.

### *Behavioral Risk Factor Surveillance System (BRFSS)*

The BRFSS is an annual, state-based, random digit dial telephone survey of adults (18 and older) run by the CDC. The survey contains core questions asked across states, optional modules, and state-added questions. One of the optional modules is on ACEs. Although DC participates in this survey, its annual focus has been on health conditions such as high blood pressure, asthma, alcohol, cardiovascular health, diabetes, health care access, diabetes, family planning, and nutrition, and there are few to no questions on current trauma exposures in the DC annual survey. According to the BRFSS website, DC uses this information to generate prevalence estimates for the Breast and Cervical Cancer Early Detection Program, provide information for the District of Columbia State Health Plan, provide baseline data for the Tobacco Control Program, assess the impact of cancer screening programs for the District of Columbia Cancer Registry, and provide baseline data to the Diabetes Program (see [https://www.cdc.gov/brfss/state\\_info/brfss\\_use\\_examples.htm](https://www.cdc.gov/brfss/state_info/brfss_use_examples.htm)). However, in 2010, DC also fielded the optional module on ACEs.

The optional BRFSS ACEs module consists of 11 items available in English and Spanish. The items are clustered into two domains: abuse-related experiences and household challenges. Items include living with someone with mental illness or substance abuse problems or who was incarcerated, parental separation or divorce, domestic violence, and child physical, emotional, or sexual abuse. The ACEs module does not assess child neglect, as was included in the original Felitti scale. By definition, it also does not measure adult trauma exposures and thus represents adults' recall of these events in their childhoods which may have occurred when they were living in DC (for those residents who grew up in DC) or elsewhere (for those who moved to DC as adults).

From the 2010 administration of the ACEs module, DC reported on the rates of each type of adverse childhood experience assessed. They found the highest rates of endorsement for parent

divorce or separation (29 percent); parents or adults in the home swearing at them, insulting them, or putting them down more than once (27 percent); and living with someone who was a problem drinker or alcoholic (22 percent). About one in six reported living with someone who was depressed, mentally ill or suicidal (17 percent); about one in nine reported living with someone who used illegal street drugs or who abused prescription medications (11 percent); that their parents or adults in their home slapped, kicked, punched or beat each other up more than once (12 percent); or being hit, beat, kicked or physically hurt by a parent or adult in the home more than once (11 percent). Nine percent lived with someone who served time or was sentenced to serve time in prison, jail or other correctional facility, and smaller numbers reported sexual abuse (in the range of 4 to 9 percent for different abuse experiences (Garner & Lewis, 2012).

This DC ACEs report also includes data at the level of the ward within the District. Results showed that rates of ACE exposure varied quite a bit across wards. For instance, living with an adult who was depressed, mentally ill, or suicidal was the highest in Ward 1 (26 percent), higher than the District-wide estimate was 17 percent, whereas living with someone who was incarcerated was highest in Ward 8 (22 percent), higher than the District-wide rate (9 percent). These data therefore show the value in understanding the patterns of exposures within DC, so as to tailor the right resources to the right locations (Garner & Lewis, 2012). The report did not calculate overall numbers of ACEs for each respondent. DC has not collected this data since 2010 (see <https://www.cdc.gov/violenceprevention/childabuseandneglect/acestudy/ace-brfss.html>).

Discussion with Ms. Tracy Garner at DC Department of Health, who is the City administrator of the BRFSS, highlighted the following possibilities for leveraging the BRFSS infrastructure for a District-wide trauma assessment. Because the CDC funds only the core questions, other stakeholders must fund any additional questions. To add questions to the survey, there is a \$5000 per item cost. In addition, the CDC imposes some constraints on the data collection process. First, the survey cannot ask for residential address, though some states have added a question about the nearest cross-street to ascertain neighborhood. Second, there are strict rules about confidentiality and not reporting data when the number of individuals in a particular group is small, so it would likely be necessary to administer the same questions over 2-3 years to obtain adequate sample sizes. Ms. Garner noted that data collection in DC tends to be more expensive than in other states because of the high number of cell phones (as opposed to land lines) among DC residents coupled with the high number of non-residents who have cell phones with the 202 telephone exchange (and thus may be contacted but not eligible to participate). Assembling the sampling frame for the survey is therefore expensive and time consuming. Moreover, the BRFSS grant does not allow DC Department of Health to provide the BRFSS sample to others for different survey efforts. Thus, unless DC wanted to add a module to the BRFSS, they could not leverage their sampling frame for an independent effort.

### *National Survey of Children's Health (NSCH)*

The NSCH is run by the federal Health Resources and Services Administration (HRSA) Maternal and Child Health Bureau. HRSA ran the survey in 2003, 2007, and 2011-12 by telephone, and the U.S. Census Bureau revised and administered the survey by mail and the web in 2016, 2017, and 2018 (and continuing annually). The most recent available data are from 2016 and 2017. There are three versions of the survey depending on age (0-5 years, 6-11 years, and 12-17 years). The survey contains an ACEs module and a few items on mental health, neighborhood safety, and mental health service use.

The ACEs module consists of the following items: hard to get by on family's income; parent or guardian divorced or separated; parent or guardian died; parent or guardian served time in jail; saw or heard parents or adults slap, hit, kick punch one another in the home; was a victim of violence or witnessed violence in neighborhood; lived with anyone who was mentally ill, suicidal, or severely depressed; lived with anyone who had a problem with alcohol or drugs; and treated or judged unfairly due to race/ethnicity (see [www.childhealthdata.org](http://www.childhealthdata.org)).

Reports on the District's ACE levels are available from 2011-2012 in two reports (Child & Adolescent Measurement Initiative, 2014; Sacks, Murphey & Moore, 2014). At this time, parents of children in DC sample reported 2 or more ACEs in a quarter of children. Economic hardship the most common experience (24 percent), followed by witness of victim of neighborhood violence (17 percent), divorce (15 percent), and parent incarceration (8 percent). DC was highest of any state on the percentage of children exposed to violence in the neighborhood (witness or victim) and parental death (Sacks, Murphey & Moore, 2014).

Data for the District from 2016-17 (combined) are available on the Data Resource Center for Child & Adolescent Health website [www.childhealthdata.org](http://www.childhealthdata.org) (see Table 2.1). These data are available only at the City level (see: <https://www.childhealthdata.org/browse/survey>) and indicate a higher risk of ACE experience among the 12-17 year olds in particular as compared to the national sample, although the sample sizes in some cells are small, making the estimates less precise.

**Table 2.1**  
**National Survey of Children's Health ACE Findings (2016-17)**

<b>Age</b>	<b>Location</b>	<b>No ACEs</b>	<b>1 ACE</b>	<b>2 + ACEs</b>
0-5	District of Columbia	70.1	20.2	9.7
	National	65.6	22.9	11.5
6-11	District of Columbia	50.4	30.8	18.8
	National	54.1	24.1	21.8
12-17	District of Columbia	34.2	24.9	40.9
	National	45.7	26.6	27.7
All ages	District of Columbia	54.1	24.6	21.3
	National	55.0	24.6	20.5

### *Youth Risk Behavior Survey (YRBS)*

The YRBS measures health-risk behaviors among middle and high school students every two years (last in 2017). Coordinated by the CDC, it is implemented by the Office of the State Superintendent of Education (OSSE) in DC and includes all DC public schools and some of the larger public charter schools (for example, in 2015, 88 of 99 eligible public schools took part; Sowole-West & Scholl, 2016): thus, it misses youth who attend private schools in DC or the surrounding area (i.e., Maryland or Virginia). Confidentiality is strictly protected on this survey, and thus data are available only at the city level.

Although the YRBS does not assess ACEs or trauma exhaustively, there are some relevant items that are collected in the areas of safety and violence. Items include feeling unsafe at school, being threatened or bullied at school, being in a physical fight, being sexually assaulted, exposure to dating violence, and a few items assessing depression and suicide ideation and attempts.

The OSSE report from 2017 described 10 percent of high school students being threatened or injured with a weapon on school property in the prior year, 16 percent being in a physical fight on school property, and 31 percent in a fight in any location (District of Columbia OSSE, 2017). In terms of bullying, about 32 percent of middle school students and 11 percent of high school students reported being bullied on school property in the prior year. The report also indicates significantly higher rates of bullying and sexual victimization among lesbian, gay, or bisexual youth.

### *Summary of Existing Data from National Studies*

In summary, three data sources are available in DC that measure some aspects of ACEs or trauma (see Table 2.2). However, none of them cover both ACEs and trauma for children and

adults. In addition, only the BRFSS data are available at a smaller level than the District-level, and that survey can report out results only down to the ward level.

**Table 2.2**  
**Considerations of Using Existing Data from National Studies**

Source	Focus	Content	Frequency	Level	Advantages	Disadvantages
BRFSS	Adults	Adult retrospective self-report on optional ACE module for experiences before age 18	Yearly	City, Ward	<ul style="list-style-type: none"> <li>Existing DC infrastructure</li> <li>Could add to it for \$5000 per question</li> <li>Could develop new questions</li> <li>Could potentially add cross-street</li> </ul>	<ul style="list-style-type: none"> <li>CDC rules and permissions</li> <li>Children not included</li> </ul>
NCHS	Child	Adult report of their children's adverse experiences	Yearly	City	<ul style="list-style-type: none"> <li>Data gathered by US Census</li> </ul>	<ul style="list-style-type: none"> <li>Only city-level data available</li> <li>Adult data not included</li> </ul>
YRBS	Youth	Youth self-report of bullying, sex assault, physical assault, suicidal ideation and attempts	Bi-Yearly	City	<ul style="list-style-type: none"> <li>Data gathered by schools</li> </ul>	<ul style="list-style-type: none"> <li>Only city-level data available</li> <li>Adults not included</li> </ul>

Numerous other national studies that focus on mental health need collect data that can be aggregated at the state level, but these do not focus on trauma or adverse experiences. Similarly, there are national surveys with a stronger focus on trauma, like the National Crime Victimization Survey, but data cannot be aggregated at the state level. As a result, these surveys and their data may be of less relevance and interest to OVSJG. However, their assessment strategies will be of interest if DC undertakes new data collection.

### 3. New Data Collection Possibilities

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If DC opts to pursue new data collection possibilities, a number of issues will need to be considered. Each of these issues will help to inform the nature and robustness of the resulting surveillance data. In the sections below, we discuss several different aspects that need to be considered in a new data collection effort: generalizability and associated sampling strategies, populations of interest, recruitment, mode of administration, survey length, and cost.

A caveat to any data collection effort is, as described earlier, the possibility of bias in self-reports, particularly the possibility of under-reporting and the difficulty in knowing whether exposures occurred within DC or elsewhere.

#### Generalizability

A goal of survey research is to be able to extrapolate the findings from the sample who completed the survey to the population of interest, or to ensure the findings are “generalizable.” In general, there are two different types of sampling techniques: convenience- and probability-based. Convenience sampling is when the sample is drawn non-probabilistically (meaning the odds of any person being selected cannot be calculated), typically from a group that is easy to reach (e.g., members of a membership group, individuals listed on a registry). While convenience-based samples can be drawn from DC residents, it is impossible for such strategies to yield estimates that are representative of all DC residents, which is a goal of the current assessment. In probability-based sampling, everybody in a population (i.e., all DC residents) are eligible to be selected, and their probability of being selected is calculated prior to data collection. This enables analysts to use statistical methods to produce estimates that are generalizable to the entire population and provides more accurate estimates to help inform policy. **Thus, we recommend the more time-consuming and expensive probability-based sampling.**

Probability-based sampling requires selecting a **sampling frame** from which to draw the sample of prospective respondents. As shown in Table 3.1, for a general population survey, this can be achieved via two methods: random-digit dialing (RDD) or address-based sampling (ABS).

#### *Random Digit Dialing*

RDD is a method of selecting participants in telephone-administered surveys. Strictly speaking, RDD refers to a set of techniques that have evolved over time (Brick, 2011). In its current application RDD is typically conducted with assistance from a commercial list that contains all directory-listed telephone numbers. In theory, the directory is used to separate

residential from commercial clusters of telephone numbers to restrict sampling to residential clusters, which increases sampling efficiency. Interviewers call sampled households by phone, and through screening questions, identify the person(s) with the characteristics of interest (i.e., households are sub-sampled; Pierannunzi et al., 2019).

In practice, however, RDD sampling is limited by a number of factors. Firstly, increasing rates of exclusive cell phone usage among the U.S. population can lead to significant noncoverage bias, as traditional RDD lists contain only landline telephone numbers. Even when directory-listed RDD is supplemented with cell phone lists, the ability to contact mobile phone users is limited by the Telephone Consumer Protection Act (TCPA), which prohibits automated calling of cell phone numbers without express prior consent by individuals. Second and relatedly, the geographic specificity of both listed landline and cell phone numbers is insufficient to sample based on political boundaries (such as wards); on the one hand, landline telephone exchanges do not (necessarily) align with political boundaries (such as wards); on the other, cell phone users have the ability to move between geographic locations while maintaining their same number, including area code (number portability). Together, these factors may make it difficult to sample based on geographic location—a quality critical for a survey like this one, where geographic specificity is a key selection criterion (Link et al, 2008). Third, RDD is strongly affected by ever-diminishing telephone survey response rates among certain demographic groups (e.g., younger respondents)—groups inadvisable to under-represent or exclude from this survey.

### *Address-Based Sampling (ABS)*

Like RDD, ABS involves a frame listing of sampling units. Unlike in RDD, however, where the sampling units are telephone numbers, in ABS, the sampling units are residential addresses. In theory, an ABS list would contain a near-complete and up-to-date dataset of United States Postal Service addresses (and thus inherent geographic locating information) from which a sample can be drawn. In addition, many commercially- available ABS lists can be purchased to contain additional geodemographic indicators and be linked with Census and other data sources to facilitate targeted sampling. In practice, the quality of the frame and sample depends on the commercial vendor from whom the address list is purchased and the accuracy of that vendor's methods for drawing a randomized sample (Link, 2011). Even accounting for some vendor-based noncoverage, ABS carries the advantages compared to RDD of: (1) near-complete coverage in urban areas; (2) the ability to sample with high geodemographic specificity; (3) ability to link to telephone numbers for a sizeable percentage of sampled households; and (4) cost-efficiencies over RDD in mail-only and mixed-mode data collection designs (Fahimi, 2010). The two primary drawbacks of ABS frames are that they: (1) may not contain linked telephone numbers for *all* listed households, particularly as the number of land-lines decline, thus requiring additional effort if the survey is to be conducted via telephone (or mixed-mode including telephone); and (2) do not include institutionalized populations (such as those residing in college

dormitories, prisons, nursing homes, or group quarters) or those without a listed address (such as homeless individuals).

**Table 3.1**  
**Summary of Benefits and Drawbacks of Random Digit Dialing Versus Address-Based Sampling**

	<b>Pros</b>	<b>Cons</b>
Random-digit dialing (RDD)	<ul style="list-style-type: none"> <li>• Time and logistic efficiencies compared to ABS if used for a telephone-only survey</li> </ul>	<ul style="list-style-type: none"> <li>• Higher risk of noncoverage bias</li> <li>• Limited by TCPA if including cell phones</li> <li>• Does not cover institutionalized and homeless populations</li> <li>• Allows only for singular mode of administration (phone)</li> </ul>
Address-based sampling (ABS)	<ul style="list-style-type: none"> <li>• Greater coverage than RDD in urban areas</li> <li>• Excellent geographic specificity</li> <li>• More cost-effective for mail or mixed-mode survey administration designs</li> <li>• More options for mode of survey administration – mail, web, or phone.</li> </ul>	<ul style="list-style-type: none"> <li>• Does not contain telephone numbers for all listed addresses</li> <li>• Does not cover institutionalized and homeless populations</li> <li>• Lower response rates than RDD</li> </ul>

### *Hybrid Designs*

Given the (1) interaction between sampling design and mode(s) of administration), and (2) heavy dependence of both the sampling design and mode of administration on the populations to be included in this survey, OVSJG must consider both sets of factors and consider trade-offs to ensure the research aims are feasible. It may be advisable to consider a hybrid approach that combines a (multistage) stratified sampling design using an ABS frame for the general population with a clustered RDD design to capture specialized subpopulations (and, if desired, a nonprobability sampling approach or costly in person sampling approach to cover homeless populations). This is discussed in more detail below.

## Population

### *Defining the Eligible Age Span of Interest*

To assess trauma across both adults and children, adults will likely need to provide reports for themselves and their young children, and adolescents will need to provide reports for themselves. For example, the Office of Juvenile Justice and Delinquency Prevention's national incidence and prevalence of violence study assessed child exposures to violence via parent report for 0-9 year olds and via youth self-report for ages 10 and older (Finkelhor, Turner, Shattuck &



Hamby, 2015). In most studies, if an adult has more than one child, a random child was chosen to focus on in answering the survey items. Thus, DC will need to define the age span for the target population of interest; if OVSJG wishes to be comprehensive of all adults and children living in DC, then the eligible age range would be inclusive of all residents, with potential oversampling of certain age groups (see below). Methods of data collection will need to vary for these age groups as well, namely, a parent or guardian will be necessary for gathering data on individuals under the age of 10, and a caregiver with legal authority will be necessary for adults (e.g., elderly) with compromised cognitive functioning.

### *Geographic Regions*

If it were to conduct a data-collection activity, OVSJG may be interested in identifying how trauma exposures compare across wards, ANCs, or PSAs. With this goal in mind, we conducted power analyses to derive sample-size estimates under various scenarios. Researchers use power calculations to determine the necessary sample sizes in any assessment that would be necessary to detect meaningful differences among groups or to make precise estimates. To calculate power, assumptions must be made. Specifically, we varied the anticipated level of trauma exposure from 20 percent to 90 percent, and across these ranges, we varied the margin of error from 5 to 7 percentage points. In other words, for example, we calculated the sample size (number of completed surveys) needed to estimate a trauma that we expect to be prevalent among 20 percent of the sample, with a 5 percent margin of error (i.e., the estimate may range between 15 percent and 25 percent). We chose these different levels because the percentage of the population experiencing a particular outcome will vary depending on what is measured. For example, the incidence of living with an adult with an alcohol or substance-abuse problem before age 18 might be around 20 percent, past year exposure to community violence involving a weapon might be 50 percent, and experience of any lifetime trauma could be around 90 percent. Results across scenarios are presented in Table 3.2.

For analyses across DC's eight wards, the necessary sample ranged from 568 (prevalence=20 percent, margin of error=7 percent) to 3,072 (prevalence=50 percent, margin of error=5 percent). For analyses across the 40 ANCs, the necessary sample ranged from 2,840 (prevalence=90 percent, margin of error=7 percent) to 15,360 (prevalence=50 percent, margin of error=5 percent). Across the 57 PSAs, the necessary sample ranged from 4,047 (prevalence=90 percent, margin of error=7 percent) to 21,888 (prevalence=50 percent, margin of error=5 percent). In each of these instances, the required sample size would need to be equally distributed across the number of clusters (i.e., wards, ANCs, or PSAs).

At minimum, we recommend that probability samples be drawn on a ward-level basis (i.e., from within each ward) to obtain ward-level estimates in addition to District-wide estimates of trauma.

**Table 3.2**  
**Sample Size Calculations for Ward-Level, ANC-Level, and PSA-Level Estimates**

Number of Clusters	Expected Percentage of Trauma	Margin of Error (+/- X%)	Completes Needed per Cluster	Total Completes Needed
<i>Ward-Level Estimates</i>				
8	20.0%	5.0%	246	1968
8	20.0%	7.0%	125	1000
8	50.0%	5.0%	384	3072
8	50.0%	7.0%	196	1568
8	90.0%	5.0%	138	1104
8	90.0%	7.0%	71	568
<i>ANC-Level Estimates</i>				
40	20.0%	5.0%	246	9840
40	20.0%	7.0%	125	5000
40	50.0%	5.0%	384	15360
40	50.0%	7.0%	196	7840
40	90.0%	5.0%	138	5520
40	90.0%	7.0%	71	2840
<i>PSA-Level Estimates</i>				
57	20.0%	5.0%	246	14022
57	20.0%	7.0%	125	7125
57	50.0%	5.0%	384	21888
57	50.0%	7.0%	196	11172
57	90.0%	5.0%	138	7866
57	90.0%	7.0%	71	4047

### *Special Populations*

OVSJG may be interested in producing estimates for special populations, many of whom are members of minority or under-represented groups. This may include, for example, members of the Lesbian, Gay, Bisexual, Transgender or Questioning (LGBTQ) community, certain race/ethnic groups, or those in certain occupations or industries. This will likely require employing one, or many, of the following approaches:

- Oversampling.** In this strategy, an individual has a higher probability of being selected for the survey if he or she is in the special population. Typically, potential respondents are screened as having the given attribute early in the survey to make a determination if the person is eligible. For some characteristics (i.e., parents of youth younger than nine) this may not be problematic; however, for populations with stigmatized attributes (i.e., members of the LGBTQ community), such questions at the beginning of a survey may be problematic. **If a key aim is to describe trauma rates among specific sub-populations within each ward, a “multistage stratified sampling plan” will be necessary by which the population within each ward is put into subgroups according to the socio-demographic characteristics of interest, and then sampled at a rate to ensure generalizability.**
- Outreach.** In this strategy, outreach to participate in the survey is done strategically to target certain populations. For example, recruitment materials may present images or slogans

targeting certain populations, use languages other than English to attract non-English speakers, or recruit via listservs or through targeted ads in social media. These are primarily convenience (i.e., not representative) sampling strategies; however, these approaches have been used to complement a generalizable sampling strategy, with the two samples “blended” during analysis (Ramchand et al., 2014).

- **Sample design.** Recruitment of special populations can be built into the sampling strategy when the goal is to achieve results representative of an entire special population. The methods for doing so vary and depend on the special population that is of interest. For example, Ramchand and colleagues (2014) used statistical techniques to “blend” a larger convenience sample of caregivers recruited from a community-serving organization with a smaller, probability-based sample. Elliott and colleagues (2013) combined surnames and addresses from marriage licenses to impute the probability of newly-married, low-income Hispanic couples and thus improved the efficiency of screening. Respondent-driven sampling is another strategy that relies on participants to recruit fellow participants to research studies, and if done accurately, can be analyzed to produced representative estimates (Heckathorn, 2002). The specific type of sampling strategy will ultimately depend on the special population of interest and the creativity of those developing the study’s sampling plan.

## Mode of Administration

### *Single Mode Administration*

Each mode of survey administration carries both benefits and drawbacks. Generally, any mode of administration that is used as the sole method of data collection (e.g., telephone-, mail-, or web-only data collection) will suffer from noncoverage issues and/or higher cost compared to mixed-mode approaches, which outweighs the benefits single-mode efforts offer. Table 3.3 presents the benefits and drawbacks of each administration mode. If logistically feasible, we discouraged reliance on a single method to collect trauma assessment data representative of the general population of the District.

**Table 3.3**  
**Strengths and Weaknesses of Administration Modes**

Sampling Method		Pros	Cons
Telephone	RDD	<ul style="list-style-type: none"> <li>• Quickest way to carry out additional screening/rostering to obtain respondent with desired sampling characteristics</li> <li>• Potential to collect high quality data once good interviewer-respondent rapport is established</li> <li>• Lower rate of missing data than in self-administered modes (e.g., mail and web)</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of geographic specificity with portability of cell phone numbers</li> <li>• Noncoverage of cell-phone only (unless cell phone sample is added) and telephone-free households</li> <li>• Risk of bias due to interviewer administration of sensitive questions</li> <li>• TCPA limitations around calling cell phones</li> <li>• Low response rates due to call screening and “do not call” lists</li> </ul>
Telephone	ABS	<ul style="list-style-type: none"> <li>• Allows for geographic-based selection over RDD telephone.</li> <li>• Quickest way to carry out additional screening/rostering to obtain respondent with desired sampling characteristics</li> <li>• Potential to collect high quality data once good interviewer-respondent rapport is established</li> <li>• Lower rate of missing data than in self-administered modes (e.g., mail and web)</li> </ul>	<ul style="list-style-type: none"> <li>• Low phone matching rate with ABS sample</li> <li>• Inaccurate matching for cell phone households</li> <li>• Risk of bias due to interviewer administration of sensitive questions</li> <li>• TCPA limitations around calling cell phones</li> <li>• Low response rates due to call screening and “do not call” lists</li> </ul>
Mail	ABS	<ul style="list-style-type: none"> <li>• High level of coverage in urban areas</li> <li>• Benefits of self-administration for sensitive questions</li> <li>• Respondents can complete at own convenience</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult to ensure intended household member receives and completes the survey unless additional screening/rostering is done</li> <li>• Requires printing</li> <li>• Higher respondent effort required to mail back completed surveys</li> <li>• Requires costly scanning machine to read completed survey forms or manual data entry of answers</li> <li>• Potentially higher rate of missing data than in interviewer-administered modes (e.g., telephone and in-person)</li> </ul>
Web	ABS	<ul style="list-style-type: none"> <li>• Lower cost than telephone</li> <li>• Quicker than mail</li> <li>• Avoids mail survey booklet printing costs and postage</li> <li>• Respondents can complete at own convenience</li> <li>• Benefits of self-administration for sensitive questions</li> </ul>	<ul style="list-style-type: none"> <li>• Strong bias due to uneven penetration of web access &amp; usage across demographic groups</li> <li>• Requires at least one mail-out to disseminate survey link (i.e., not truly a standalone mode even in the best-case scenario)</li> <li>• Difficult to ensure intended household member receives and completes the survey unless additional screening/rostering is done</li> </ul>
Face-to-Face	ABS	<ul style="list-style-type: none"> <li>• Potential to collect high quality data once good interviewer-respondent rapport is established</li> <li>• Lower rate of missing data than in self-administered modes (e.g., mail and web)</li> <li>• Possibility of mitigating adverse psychological effects related to</li> </ul>	<ul style="list-style-type: none"> <li>• Highest cost</li> <li>• Most labor intensive</li> <li>• Risk of bias due to interviewer administration of sensitive questions</li> </ul>

Sampling Method	Pros	Cons
	distress from answering sensitive survey questions <ul style="list-style-type: none"> <li>• Typically higher response rates and opportunity for refusal conversion</li> </ul>	

Notes: ABS = address-based sampling; RDD = random digital dialing

### *Mixed-Mode Administration*

Rather than relying on a single mode of data collection, which is curtailed in its effectiveness by the myriad (and often severe) limitations each singular mode carries on its own, we recommend a mixed-mode approach to derive the benefits associated with an administration mode while offsetting its limitations with complementary strengths from another. Individual administration modes can be combined in multiple ways to achieve a favorable cost-benefit ratio that offers higher response rates and more representative coverage while containing administration costs. Regardless of mode combination, the aim is to start with the lower-cost method to collect data from the easiest-to-reach and most-likely-to-respond participants and sequentially escalate cases to higher-cost methods that can reach more difficult-to-survey population groups (De Leeuw, 2005). In addition, we recommend that prospective respondents not be informed of the multiple modes or be offered a choice by which mode to respond, as some methodological studies suggest a potential adverse impact of “mode choice” on survey outcomes (e.g. response rates, cost, and survey completion time), a phenomenon called “mode paralysis” (Millar & Dillman, 2011). Also, regardless of specific mode combination chosen, OVSJG must consider the potential for mode effects (i.e., survey mode affecting respondent survey-taking behavior and answer selection) and develop a plan to make statistical adjustments before combining survey data collected via different administration modes and publishing results based on those data.

A “standard” mixed-mode protocol combines mail and telephone administration modes to collect data from a sample of respondents drawn using ABS. This mode combination first harnesses the breadth in reach of relatively low-cost data collection by mail to reach populations with limited or no telephone access (e.g., shift workers with nontraditional work schedules; lower-income and older populations without telephones) and those “always-responders” that would have participated regardless of survey mode. Then, interviewers contact the sampled cases who did not respond via the mailed questionnaire by telephone to attempt to complete the interview via that mode. Such telephone contact, though more costly than a mailed survey, allows more intense outreach to mail non-responders and offers the promise of skilled interviewers being able to persuade them to complete the interview. Thus, compared to a telephone-only data collection design, the added cost of a telephone interview over a mailed survey is offset by (1) the smaller number of cases requiring telephone contact, and (2) the added value in terms of coverage from reaching cases by phone that would not have been reachable by mail alone.

If desired, this standard mixed-mode protocol could be further expanded to include a web survey component. The recommended approach for this, in the interest of time needed to collect the data, would be to split the sample of prospective respondents based on likelihood of internet use. Then, in the first-stage of outreach via mailed letter, those likely to be internet users are sent an advance letter that contains the link to the programmed web survey, whereas those unlikely to be internet users are sent a paper questionnaire along with their invitation letter. Like the standard mixed-mode protocol described in the preceding paragraph, interviewers then contact sampled participants who fail to respond by web or mail after a certain amount of time by telephone in an attempt to complete the interview. Alternatively, if time is not of issue and minimizing cost is prioritized, all sampled households could first be offered completion by web, with all non-respondents then provided a mailed survey, and only households who do not respond by web or mail are then contacted for telephone completion. The benefits of adding a web component are similar to those derived from including a mailed questionnaire—reaching population groups unlikely to respond by mail or phone—at similar level of respondent burden (having to manually enter the survey URL into a web browser rather than having to mail back a filled-in paper questionnaire). The drawback is the modest additional cost from having to program the web survey and provide technical support to respondents who encounter problems while logging in or completing the survey.

## Ensuring Adequate Response Rates

Declining survey participation is a nationwide trend, both in single- and mixed-mode administration protocols. Therefore, we recommend using measures to maximize response rates with strategies such as:

- A captivating advertising campaign to announce the survey initiative,
- Targeted invitation letters (sent by mail and/or email) that maximize salience to prospective respondents,
- Small cash incentives given prior to survey completion,
- Promised completion incentives (in the form of cash or gift cards valued proportionately to survey length and level of effort required for completion),
- Multiple survey reminders,
- Versions offered in multiple languages,
- A project staff that includes skilled refusal conversion specialists who attempt to get those who have previously declined the survey to participate

These measures can help maximize survey completion among those sampled, but they will increase the costs of the survey effort. However, such measures are important, as low response rates can jeopardize the ability to have enough completed cases to enable analyses for some subgroups. Below we also discuss other aspects of the survey design that can contribute to ensuring robust response rates, including the length of the survey and protection of participants with respect to privacy and distress.

## Length of Survey / Survey Content

The focus of the survey will determine its length. For example, potentially traumatic events should likely include assessment of both ACEs and traumatic events. However, as shown in Figure 1.1, there is overlap among these topics, and the length of the survey could be shortened by removing duplicate items from existing inventories (some of which are presented in Table 3.4). A comprehensive list would likely span about 20 items. If adults are queried about themselves as well as one of their children, this would double the number of items for the adult respondent (e.g., 20 items for adult, 20 items for child). If the time frame includes recent exposures as well as lifetime exposures, this would increase the length of the survey. Typically, this is done by asking if respondents ever in their lifetimes experienced an event, and if they say yes, they are asked follow-up questions that ask more details about when the most recent event occurred (and other details about the event, if desired, such as whether it occurred in DC).

In addition to trauma events, it will be important to ask some demographic questions. Of primary importance is to ask questions that can be used to conduct statistical analyses to create weights that make the survey estimates representative of the population: this typically includes demographic questions included on the U.S. Census short-form questionnaire like age, race/ethnicity, sex, and (to yield estimates for sub-geographic units) address. Asking these questions also provides an opportunity to produce estimates of trauma prevalence across these characteristics, but others (like LGBTQ status) may be important as well.

**Table 3.4**  
**Examples of Common Measures and Their Lengths**

Domain	Assessment Options	Number of Items per Adult or Child
ACEs	Varies, usually customized to study	10-15
Adult Trauma Exposure	Varies, usually customized to study	10-20
Child Trauma Exposure	Varies, usually customized to study	15-25
Adult Mental Health Impact	PTSD Screener (PC-PTSD-5; Prins et al., 2016)	5
	PTSD Symptom Scale (PCL; Blevins et al., 2015)	20
	Depression Screener (PHQ-2; Whooley et al., 1997; Kroenke, Spitzer, and Williams, 2003; Mitchell and Coyne, 2007)	2
	Depression Scale (PHQ-8 or PHQ-9; Kroenke and Spitzer, 2002, 2009; Neese and Maloin, 2003; see <a href="https://www.phqscreeners.com/">https://www.phqscreeners.com/</a> )	8-9
	Past year suicide ideation, attempts	2
Child Mental Health Impact	Strengths and Difficulties Questionnaire (Goodman et al., 2003; see <a href="http://www.sdqinfo.com">www.sdqinfo.com</a> )	25
	PTSD Symptom Scale (Child PTSD Symptom Scale (Foa et al., 2018) / Trauma Symptom Checklist for Young Children (Briere et al., 2001 )	20-90

It will be important to also include mental health items to assess the impact of trauma, not just the trauma exposures. Well-established screening scales for adults are available, so an adult mental health screening could be accomplished with about ten items. About 25 items would be needed to assess child mental health status. A survey might also include resilience factors so as to understand the balance of risk and resilience among residents. Table 3.4 provides examples of commonly-used, established measures of these constructs.

## Ensuring Research Subject Safety

Undertaking a new research activity will require that OVSJG carefully consider methods and procedures that will protect participants from harm. There are several federal guidelines that outline specific requirements and expectations for protecting the autonomy of research participants as well as govern how best to minimize harms and ensure fairness across individual participants.

### *Privacy*

Ensuring the information provided by study respondents is protected is critical, particularly when reporting on sensitive topics including trauma exposures, mental health symptoms, and stigmatized attributes like LGBTQ status. Fortunately, there are established safeguards to protect respondents' information. Safeguards include required trainings for those collecting and accessing data; procedures for collecting, storing, and transferring data; and rules that guide how data are presented. If the data collection effort is defined as research, all of these procedures are typically reviewed and approved by an Institutional Review Board to assure that those conducting the research have the appropriate safeguards in place. We note that given the size of DC population overall, and the need to protect the privacy and confidentiality of respondents, producing estimates for some under-represented subgroups (e.g., transgender residents) may require a multi-year data collection effort.

In interviews or non-anonymous surveys, participants' disclosure of possible abuse or neglect may trigger the necessity for OVSJG to submit a report to police and the D.C. Child and Family Services Agency (child abuse or neglect) or Adult Protective Services (elder abuse or neglect). Such mandatory reporting or limits to confidentiality would need to be spelled out in any consent documents prior to study participation. A reporting requirement might dampen survey participation and truthful responses on the survey and thus would need to be weighed carefully in designing the survey effort.

### *Infrastructure to Safeguard Against Distress on Surveys*

Several studies have examined the impact of surveys on trauma and ACEs on emotional distress. In general, a minority of adults report distress during interviews about trauma, and distress is usually short-term (Jorm, Kelly & Morgan, 2007). A review of 30 studies of violence



and abuse showed that 6 percent of adolescents and 25 percent of adults reported “harms” (defined as “unexpected upset, negative reactions or emotions, unwanted thoughts, distress, bother, or drawbacks) from their participation. On the other hand, adult studies also showed the majority perceived “benefits” from participation (92 percent) and only 2 percent reported ‘regrets’ (McClinton Appollis et al., 2015).

In a large national study of victimization, 6 percent of respondents found some questions distressing, but only 0.2 percent remained upset at the end of the interview, and less than 0.1 percent wanted to speak to a counselor (Zajac et al., 2011). Another national study found nearly identical rates of distress: 5 percent reported any distress, and 0.8 percent reported being “pretty” or “a lot” upset. Only 0.3 percent said they would not wish to participate in the survey again (Finkelhor, Vanderminden, Turner, Hamby & Shattuck, 2014).

Despite the relatively low rates of distress, OVSJG would need to have an infrastructure in place to support participants if they become distressed during the interview or survey. As mentioned earlier, this is more easily accomplished if the survey is delivered via in-person interview format and a survey administrator can check in with the participant and provide information and referrals as needed. However, it is also possible to build this type of information into online or paper surveys, particularly if respondents who feel distressed could be referred to a District-based helpline.

## Estimating Sample Sizes Required

Table 3.5 displays the relationship between the desired level of geographic specificity, the number of completed interviews necessary to make scientifically meaningful estimates, assumed response rates for different modes, and the resulting orders of magnitude for the starting sample sizes needed. The combination of survey mode and sample size is the driving factor of cost (presented in Table 3.6).

As implied in the above discussions, to achieve a target number of completed cases to enable analyses, starting sample sizes in any mode must be increased to accommodate cell phone numbers having been ported out of state and disconnected numbers (telephone), incomplete address records and undeliverable mail (mail modes), and refusals and non-respondents (all modes).

Accordingly, the sample sizes needed in practice range from 18,200 to 360,000 for an address-based sample, and from 12,100 to 238,400 for a random-digit dial telephone sample (see Table 3.5). It quickly becomes apparent that at the high end of these ranges, this would require sampling between one-third and nearly one-half of the entire population of DC, which may be logistically and cost-prohibitive. In addition, sampling at the level of police service areas (57 geographic sub-divisions) is infeasible for an RDD sample (given that RDD samples lack the ability to focus on such small geographic regions), so if telephone was chosen as the desired survey mode, the ward-level would be the finest level of geographic granularity possible.

**Table 3.5**  
**Required Sample Sizes To Achieve Target Number of Completes for Selected Geographic Clusters and Prevalence Rates**

Number of Clusters	Expected Percentage of Trauma	Completes Needed per Cluster	Total Completes Needed	Total ABS Sample Needed (8% Assumed RR)	Total RDD sample needed (25% Assumed RR)
8	90.0%	138	1,104	13,800	4,416
8	20.0%	246	1,968	24,600	7,872
8	50.0%	384	3,072	38,400	12,288
57	90.0%	138	7,866	98,325	NA
57	20.0%	246	14,022	175,275	NA
57	50.0%	384	21,888	273,600	NA

Note: We are assuming 5 percentage points margin of error. ABS = address-based sampling; RDD = random digital dialing; RR = response rate.

## Cost Implications

To provide a sense of the cost implications of choosing one administration mode over another, we obtained cost estimates from several vendors (external to RAND) for the following: drawing a representative sample (both ABS and RDD); fielding the trauma assessment by mail; conducting the survey by telephone; and collecting trauma data via web survey. For general population mail and web surveys we assumed an average response rate of 8 percent (based on ranges advised by a sampling expert of 7-10 percent for a mailed survey and 7-12 percent for a web survey), whereas for a telephone survey we assumed a 25 percent response rate (based on a range of 25-30 percent observed in other, similar telephone surveys we conducted). With these specifications, and factoring in a number of back-end sampling assumptions (such as landline-to-cell phone ratios, expected hit rates, etc.), we arrived at the following cost estimates for each survey administration mode found in Table 3.6. The exact specifications for these estimates are available upon request.

The relative mode costs quoted for the DC trauma assessment survey fall in line with those accepted as standard operating assumptions among survey researchers: A telephone survey is the costliest option by far, eclipsing costs for both a mailed paper-and-pencil survey and a web survey—with a web-based survey being the most cost-efficient. For the eight-ward cluster scenarios presented, costs for a telephone survey range from approximately \$120,000-\$323,000, which represents 2.6 to 3 times the cost of a mailed survey. A web survey costs slightly more than a mailed survey in the scenarios with the smallest numbers of completes; however, when sample sizes are larger, significant cost savings are realized with the web mode, largely because of fixed programming costs. Note that if all survey invitations for the web-based survey could be delivered via email rather than mailed letter, far larger cost savings could be realized; however, email matching of ABS samples is historically poor and results in a biased sample frame.

As described, these costs are for administration of the trauma assessment survey via a single mode; they do not take into consideration the potential utility of (and cost savings from) any

mixed-mode data collection approach. For instance, combining mail with telephone administration could cut the costs of a telephone-only survey by reducing the number of cases needing to be called; similarly, adding a web component could have similar cost-saving effects. Of course, combining more than one mode introduces the potential for mode effects in the data, whereby respondents may answer questions differently as a result of being asked in one mode vs. another, or the sample characteristics may differ somewhat across modes. These aspects would need to be considered as part of the implementation decision process and addressed in statistical analysis.

We note that there are some costs not reflected here in these estimates. The first is any cost associated with survey management. If and when this project moves forward, a survey director and key staff would oversee the planning and implementation of the chosen mode(s) to ensure procedural fidelity and quality throughout the data collection process. The cost of survey management would differ drastically depending on the mode(s) used, and the data collection timeline would follow the same relative structure as the data collection costs themselves (with web as the lowest cost and phone the highest cost). If interviews are utilized, then extensive interviewer training would be needed to address privacy, distress, and reporting requirements. Second, we have not included any respondent incentives for participation. As noted previously, prepaid incentives and promised incentives are both common practices in survey research. Total costs would depend on incentive strategy (prepaid or promised) and value. OVSJG should determine the value of using incentives based on final survey length, survey mode and anticipated respondent burden, and available project budget. Costs projections also exclude data analysis and reporting.

**Table 3.6**  
**Cost Estimates To Achieve Target Number of Completes for Selected Geographic Clusters and Prevalence Rates**

Number of clusters (wards or PSAs)	Total completes needed	Costs								
		ABS Mailed Paper & Pencil Survey			Web survey with mailed invitation			RDD Telephone <sup>1</sup>		
		Sampling	Survey	Total	Sampling	Survey	Total	Sampling	Survey	Total
8	1104	\$3,323	\$42,333	\$45,656	\$3,323	\$57,851	\$61,174	\$1,520	\$118,160	\$119,680
8	1968	\$5,311	\$70,868	\$76,179	\$5,311	\$69,049	\$74,360	\$2,545	\$206,043	\$208,588
8	3072	\$7,826	\$103,061	\$110,887	\$7,826	\$84,857	\$92,683	\$3,865	\$318,552	\$322,417
57 <sup>2</sup>	7866	\$17,831	\$237,689	\$255,520	\$17,831	\$175,594	\$193,425	NA	NA	NA
57 <sup>2</sup>	14022	\$25,576	\$409,571	\$435,147	\$25,576	\$260,859	\$286,435	NA	NA	NA
57 <sup>2</sup>	21888	\$37,510	\$623,022	\$660,532	\$37,510	\$380,837	\$418,347	NA	NA	NA

Notes:

<sup>1</sup> Cost displayed is average of two vendor estimates

<sup>2</sup> Sampling only possible down to ward level for RDD

## 4. Conclusions and Recommendations

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In this document we sought to examine and discuss the options for assessing trauma and adverse experiences among residents of DC. We provided information on leveraging existing data, using data from national studies in which DC participates, and collecting new data via a survey. We identified several important trade-offs, and decisions about how to weigh these issues will be important in further planning. Of course, the feasibility will ultimately rest on funding availability, staffing resources, and political will to overcome the challenges.

We suggest a useful strategy would be to convene a committee to work through the various issues presented in this memo, following the model set forth by Philadelphia's similar effort. Such a committee could include key victim service stakeholders, data experts like those at OpenDC.gov, survey experts like those who administer the BRFSS and YRBS, and resource experts who can consider the feasibility of resource mapping once trauma estimates are obtained.

The committee should consider the following key issues:

- What level of information is needed to ensure representativeness and precision? Data compiled at the ward level are less expensive but do not give neighborhood-level precision.
- What kind of information is essential to accomplish the ultimate goal of mapping resources to trauma and/or ACE exposure, and identifying gaps in resources? Some of the data already collected, like crime data, may be adequate for this purpose.
- If OVSJG desires new data collection, is it possible to leverage existing DC infrastructure? For example, could the BRFSS be augmented to include adult and child trauma and ACEs information as well as nearest cross-street?
- How valuable is a one-time survey compared to an ongoing surveillance effort?
- Will the plan for data collection trigger regulatory requirements such as review by an Institutional Review Board, or if federally funded, survey approval through the Office of Management and Budget for the Paperwork Reduction Act? Such requirements can have significant impacts on timeline and costs.

The material presented in this report is intended to inform OVSJG deliberations. We note also that the cost estimates contained in the report are estimates only, and OVSJG would need to conduct a more specific scoping effort to determine final costs of any endeavor, even the analyses of existing data.

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Office of Victim Services and Justice Grants (OVSJG)

**ETO Support Project:**

**District of Columbia Reentry Coalition (DCRC)**

**Fiscal Year 2017 and 2018 Summary Report**

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## Introduction

Choice Research Associates (CRA) was funded to provide evaluation support services to the District of Columbia Reentry Coalition (DCRC) by the Office of Victim Services Justice Grants (OVSJG). The DCRC support project, now in its 6<sup>th</sup> year<sup>1</sup>, provides evaluation services to 9<sup>2</sup> selected agencies who are grantees of OVSJG. The criteria to participate in the current BCPME project include that the agencies must be grantees of OVSJG, they must provide case management<sup>3</sup> services, and provide services to justice involved men and women who have returned or are in the process of returning to the community. One of the key goals of the project is to build a coalition of grantees to work more closely together in assisting returning citizens. The DCRC agencies are:

- House of Ruth (HOR)
- Voices for a Second Chance (VSC)
- Community Connections
- Jubilee Housing (Jubilee)
- Collaborative Solutions for Communities (CSC)
- Community Family Life Services (CFLS)
- Free Minds Book Club and Writing
- Thrive DC
- University Legal Services (ULS)

As noted in our FY2017 report, each of these agencies provide case management services, but they vary in their specific target populations as well as the provision of additional services. For example, House of Ruth and Jubilee provide housing, and ULS provides legal or advocacy services targeted toward those with mental health issues. This diversity is a strength of the DCRC because it provides a broader array of assets and the opportunity for the collaboration needed to address issues among shared clients holistically.

This report provides an overview of the clients served by the DCRC over two fiscal years -- Fiscal Year 2017 (FY2017) and Fiscal Year 2018 (FY2018). This includes both new and existing clients who received services in the period from October 1, 2016 to September 30, 2018.

## Data Sources

In collaboration with OVSJG, CRA continues to develop and support an online database using Social Solutions Efforts to Outcomes (ETO) (Appendix A for a schematic of the ETO system). For 8 of the 9 DCRC agencies, the source of data for this report is the ETO database. The 9<sup>th</sup> agency, University Legal Services (ULS) had confidentiality concerns given that all their clients

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<sup>1</sup> Original funding for the “Building Capacity for Performance Measurement and Evaluation (BCPME)”, was provided through Justice Research and Statistics Association, Shawn M. Flower., Ph.D. Principal Investigator.

<sup>2</sup> Beginning in FY2019, two additional agencies were added as DCRC agencies that are not included in this report: The Institute for African American Man Development Inc., and the National Reentry Network for Returning Citizens Peer 2 Peer Mentoring.

<sup>3</sup> Generally defined as the process of conducting a client assessment and providing services directly or through the provision of referrals to other agencies to meet those needs.

have mental health issues, thus their data is maintained on a separate Excel spreadsheet. This report will describe DCRC participants, and will detail services provided over the course of FY2017 and FY2018, by DCRC agency, including: the number of clients engaged, contacts with and on behalf of clients, referrals provided, and an examination of the case needs (and the degree to which those case needs were met). We also provide an update on outcomes from the FY2018 participants who completed a Self Sufficiency Matrix (SSM).

## DCRC Participants

### *Case Management Clients*

Table 1 provides a demographic breakdown and count of the 728 unique participants identified by the CBO as receiving case management services during FY2017-FY2018. DCRC clients are on average 39 years old at the start of program participation, ranging in age from 16 to 75. The majority of participants are Black (94%), and male<sup>4</sup> (57%). Most clients are single (89%), and more than half (54%) have children – averaging 2.1 children per client, ranging from 1 to 9 children. Of those with children, 92% have minor children.

**Table 1: Participant Demographics by Unique Person FY2017-FY2018**

N=728	Participated in DCRC Case Management in FY2017				
	N <sup>5</sup>	Freq.	Percent	Range	Mean (SD) <sup>6</sup>
<b>Gender</b>	593				
Male		340	57%		
Female		253	43%		
<b>Race/Ethnicity</b>	568				
Black		537	94%		
White		22	4%		
Hispanic		7	1%		
Asian		1	<1%		
<b>Average Age</b>	686			16 to 75	39.25 (12.5)
<b>Age by Category</b>	686				
16 to 24 Years Old		75	11%		
25 to 30		139	20%		
31 to 35		96	14%		
36 to 40		82	12%		
41 to 45		75	11%		

<sup>4</sup> Compared to the custodial population in District of Columbia Department of Corrections (DOC), the DCRC agencies serve a higher percentage of women. Specifically, 12% of the DOC population in FY2015 were women compared to 43% of those served by DCRC agencies in FY2015. This is not surprising given that women are the target population for 4 of the 9 DCRC agencies. See Flower, S.M. & The Moss Group, 2017 available: [https://cjcc.dc.gov/sites/default/files/dc/sites/cjcc/page\\_content/attachments/DC%20Custodial%20Population%20Study%2009.2017.pdf](https://cjcc.dc.gov/sites/default/files/dc/sites/cjcc/page_content/attachments/DC%20Custodial%20Population%20Study%2009.2017.pdf).

<sup>5</sup> N=Number of those with data available to assess.

<sup>6</sup> “Standard Deviation” indicates variation in the data. A larger SD more variation, smaller SD more consistency.

N=728	Participated in DCRC Case Management in FY2017				
	N <sup>5</sup>	Freq.	Percent	Range	Mean (SD) <sup>6</sup>
46 to 50		67	10%		
51 to 55		70	10%		
56 to 60		50	7%		
61 and older		32	5%		
<b>Marital Status</b>	491				
Single		439	89%		
Married/Domestic Partner		24	5%		
Divorced/Separated/Widowed		28	6%		
<b>Parental Status</b>	453				
No Children		207	46%		
Have Children		246	54%	1 to 9	2.12 (1.4)
Number with Children Under 18	244	226	92%	0 to 6	1.42 (1.1)

### *Soft Touch Clients*

In addition to the 728 unique individuals receiving case management services, there are 1,081 unique people, most of whom were served by VSC (see Table 2 below), who while they may have been initially screened, did not complete a full assessment, nor otherwise engage in a full range of case management services. These individuals are referred to as “soft touch” clients. Soft touch clients generally had 1 or more attempted or completed contacts (either with the client or on behalf of the client) and/or at least one referral for services during FY2017-2018. The remainder of this report focuses on clients who received full case management services.

**Table 2: Soft Touch Activity by Agency FY2017-FY2018**

Agency by Name	Number of Soft Touch Clients
House of Ruth	7
Voices for a Second Chance	959
Community Connections	13
Jubilee Housing	121
Collaborative Solutions for Communities	3
Community Family Life Services	123
Free Minds Book Club and Writing	4
Thrive DC	29
University Legal Services	0
<b>TOTAL</b>	<b>1,259</b>
<b>** Total Number of Unique Soft Touch Clients: N=1,081</b>	

\*\* Note: The total number of soft touch clients is not necessarily equal to the number of clients served by agency because clients may be served by more than one agency

## DCRC Case Management by Agency

Table 3 provides the total number of clients served in FY2017-2018 by DCRC agency. The agencies served a total 783 clients (283 new clients and 500 existing clients). Of those 783 clients, 37 individuals were served by more than one agency, as follows:

25 clients by CFLS and another agency:

- 9 served by CFLS and CSC;
- 5 served by CFLS and Jubilee;
- 3 served by CFLS and HOR;
- 2 served by CFLS and VSC;
- 2 served by CFLS and Thrive;
- 2 served by CFLS and CC;
- 1 served by CFLS, HOR, and Jubilee;
- 1 served by CFLS, HOR, and CSC

Of the remaining clients:

- 1 was served by VSC, Jubilee and Thrive;
- 4 served by VSC and Jubilee;
- 3 served by VSC and Free Minds;
- 1 served by VSC and CSC;
- 1 served by Jubilee and HOR;
- 1 served by Jubilee and CC;
- 1 served by Jubilee and CSC;
- 1 served by HOR and CC; and
- 1 served by Thrive and CSC.

Please note that there were no or few closures of cases in this period for 3 of the 9 agencies – VSC, CFLS, and Thrive. As noted in the report from last year, this likely reflects several programmatic and data issues. Thrive had the fewest clients engaged so far, and we expect that as their numbers grow, they will begin to close cases accordingly. For VSC and CFLS, the low closure numbers are likely due to a need for the CBO to update the ETO database to reflect cases that are no longer active.

Note also that this year, although technically Free Minds retains their cases indefinitely, the table provides the number of cases that were inactive in the period (e.g., as only cases with a contact in the period are considered “active”; we coded those without a contact during the period as “closed”). But as there are no close dates, we cannot calculate length of participation or do we have a closure reason for these cases.

Excluding the Free Minds cases, overall, among the 189 cases that were closed, reasons for case closure were provided in 157 cases. Of those 157, 47 (30%) were closed successfully, 65 (41%) were closed due to a client dropping out, 19 (12%) were terminated, 12 (8%) were closed because the client was no longer eligible for participation, 12 (8%) were closed due to reincarceration, and 2 (1%) individuals passed away.

Among cases that were closed, we provide the average amount of time the client was engaged in services by agency, based on program start and end dates. The average length of time clients remained in the agencies varied -- from 65 days (CFLS) to 178 days (House of Ruth). Caution should be exercised in overstating these individual CBO results given the relatively few cases per CBOs that were closed.



**Table 3: Case Activity by Agency FY2017-FY2018**

Agency by Name	Number of Existing Clients	Number of New Clients FY18	Number of Current Open Cases	Number of Closed Cases	Total Days for Closed Cases	Average Length of Days in Program for Closed Cases	FY17-18 Total Clients Served by Agencies
House of Ruth	14	12	4	22	3,926	178	26
Voices for a Second Chance	95	30	118	7	697	99	125
Community Connections	35	39	66	8	899	112	74
Jubilee Housing	60	51	57	54	9,953	184	111
Collaborative Solutions for Communities	15	28	6	37	3,937	106	43
Community Family Life Services	96	43	137	2	129	65	139
Free Minds Book Club and Writing	129	35	112	52	***	***	164
Thrive DC	5	9	14	0			14
University Legal Services	51	36	28	59	18,482	313	87
<b>TOTAL</b>	500	283	542	241			<b>783</b>
				<b>** Total Number of Unique Clients: 728</b>			

\*\* Note: Total number of clients is not necessarily equal to the summed clients served by agencies because clients may be served by more than one agency.

\*\*\*Unable to calculate because for this CBO, only cases with a contact in the period are considered “active”; thus, those without a contact during the period were coded as “closed”.

## DCRC Contacts

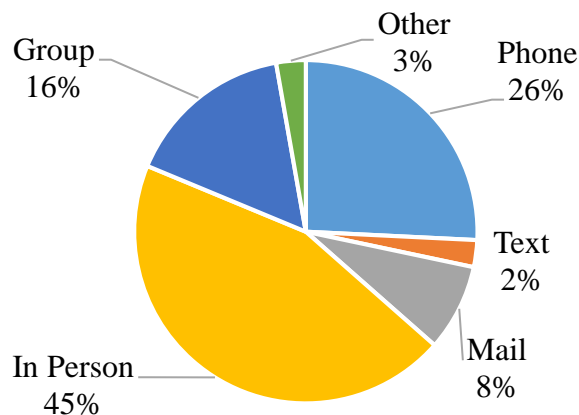
Table 4 provides a breakdown of the number of attempted and completed contacts with both the client and on the client’s behalf (“collateral” contacts) to provide services in FY2017-FY2018. The agencies provide the type of contact (e.g., by phone, sending text, email, and in person both one-on-one or in a group setting) as well as indicating if the contact was “complete” (e.g., face to face or spoke directly to the individual contacted) or an “attempted” contact (including leaving a message or voice mail, sending an email that is returned undeliverable).

Over FY2017-FY2018, the agencies reported 7,960 completed or attempted contacts with, or on behalf of, 652 DCRC clients with one or more contacts. Overall, the number of contacts averaged 12.94 per case, ranging from 2 to 3 contacts per case for VSC and CFLS, to more than 12 contacts for HOR, Thrive, and Free Minds, close to 20 contacts at Jubilee and over than 28 contacts per client at ULS. ULS is also much more likely than the other agencies to reach out to collateral contacts.

Observing the high percentage of completed contacts with clients – ranging from 77% to 100% successful contacts – it is possible that this is the result of the agencies recording primarily completed contacts, and omitting attempted contacts.

The agencies also utilize a variety of methods in their provision of case management services (see Figure 1 below). The most common method is face to face meetings with the client (45% of all contacts), followed by phone (26%) and face to face meetings in a group setting (16%). Note that the agencies vary on those most utilized case management method, and that some of this variation likely reflects differences in service approach, while some may be an artifact of the available data. VSC, for example, often has contact with clients in the DC jail, while Free Minds serves those who are incarcerated in Federal facilities and thus phone calls may be the best method for their clients. Additionally, Jubilee records only in person and group meetings and similarly, VSC only reports in person contacts. Based on the available data, ULS and Free Minds utilize the most diverse case management methods – using phone, text, and in person (one-on-one and in group) meetings to assist their clients.

**Figure 1: Contact Methods N=1,222**



**Table 4: Contacts by Agency FY2017-FY2018**

Agency by Name	Number of Contacts Overall	Number of Clients with 1 or More Contacts	Average Contacts for Clients with 1 or More Contacts	Number of Contacts with Clients	Percentage of Successful Contacts with Clients	Number of Collateral Contacts on Behalf of Clients	Percentage of Successful Collateral Contacts on Behalf of Clients
House of Ruth	245	20	12.25	235	99%	10	90%
Voices for a Second Chance	364	112	3.25	364	100%	0	N/A*
Community Connections	433	53	8.17	315	87%	118	80%
Jubilee Housing	964	53	18.19	964	98%	0	N/A*
Collaborative Solutions for Communities	604	40	15.1	450	81%	154	79%
Community Family Life Services	346	116	2.98	325	95%	21	95%
Free Minds Book Club & Writing	2472	161	15.35	2472	100%	0	N/A*
Thrive DC	180	14	12.86	180	99%	0	N/A*
University Legal Services	2352	83	28.34	1001	77%	1351	90%
<b>Total or Average</b>	<b>7,960</b>	<b>652</b>	<b>12.94</b>	<b>6,306</b>	<b>94%</b>	<b>1,654</b>	<b>86%</b>

\*Percentage cannot be calculated as there were no collateral contacts recorded by the Agency.

## **DCRC Referrals**

A key component of a case management intervention is to provide referrals for services. Data concerning referrals by agency are presented in Table 5. There were 319 external referrals recorded for FY2017-FY2018, with Free Minds and ULS reporting the highest number of external referrals (e.g., 106 and 127 referrals, respectively). However, HOR and ULS report the most referrals per client (HOR an average of 2.93 referrals per client and ULS 2.49). Overall, among participants with 1 or more referrals, they received an average of 1.75 referrals per person.

Looking at the types of referrals provided, the most frequent type of referral was for employment 120 of 319 (38% of all referrals) – although that was driven primarily by Free Minds, where all 106 referrals reported were employment related. The next most frequent (64 or 20%) referral type was related to housing, with those referrals primarily emanating from ULS and Community Connections. Finally, 50 (or 16%) of referrals were related to mental health treatment, and 37 referrals (12%) were for legal services.

There were also 37 referrals to partners within the DCRC coalition (referred to as “Internal” referrals) -- and these internal referrals primarily came from ULS and CFLS. Most internal referrals were for housing (11 of 37 or 30%), mental health treatment and reentry programs (both categories had 7 of 37 referrals or 19%).

We had hoped that as the DCRC agencies continue to integrate the process of ongoing data collection into their day-to-day operations, the number and types of referrals would increase. However, referrals – a core element of case management – appear to continue to be underreported by the CBOS -- particularly with respect to VSC, Jubilee Housing, and Thrive. For VSC, the lack of referrals may be explained in part because the majority of their clients fall into the “Soft Touch” category, however, this may also be due to missing data. CRA is available to conduct additional training with these CBOs if that would be helpful in reporting more complete referral efforts.

**Table 5: Referrals by Agency FY2017-FY2018**

Agency by Name	Number of External Referrals	Number of Clients with 1 or More External Referrals	Average Referrals for Clients with 1 or More Referrals	Number of Referrals Within Coalition	Total Clients
House of Ruth	41	14	2.93	5	26
Voices for a Second Chance	0	0		0	125
Community Connections	23	21	1.10	0	74
Jubilee Housing	0	0		0	111
Collaborative Solutions for Communities	3	2	1.50	0	43
Community Family Life Services	19	13	1.46	10	139
Free Minds Book Club and Writing	106	106	1.00	0	164
Thrive DC	0	0		0	14
University Legal Services	127	51	2.49	22	87
<b>Total or Average</b>	<b>319</b>	<b>207</b>	<b>1.75</b>	<b>37</b>	<b>783</b>

\*\* Note: Total number of clients is not necessarily equal to the summed clients served by agencies because clients may be served by more than one agency

### DCRC Case Needs and Needs Met

Table 6 provides information related to the stated case needs and the case needs met among the FY2017-FY2018 case management clients. Among these 783 clients, 136 (17%) had no record of a case need, while the remaining 647 clients had a total of 2,413 stated needs. The number of stated needs ranged from 1 to 11 per case, with an average of 3.73 needs per case.<sup>7</sup> ULS has the highest number of needs (677), needs met (545), and average needs by client (7.78), Jubilee has the second highest average number of service needs met (5.66 among 70 clients) and HOR has the third most average needs met (5.64 among the 25 clients) in this period.

Overall, 399 case management clients had 1 or more case needs met, ranging from 1 to 11, with an average of 3.11 needs met per client. The agencies varied with respect to the degree to which the case needs were met – with Free Minds indicating that 99% of needs were met and ULS with 81%. It is important to note that the data captures the *cumulative life* of each case – and thus a

<sup>7</sup> This data is captured on the *Program Activities* ETO Touchpoint and the agencies are asked to go into this section of the database to update the information when services are provided. However, it is likely that this is not occurring on a strict basis. For this reason, in order to accurately reflect the needs of these clients, referrals provided for services were included as part of “services met” and in the event that this was not a stated need prior to the provision of the service, the assumption was that if the service was provided, then there was a need, and thus the service need was coded accordingly.

case need could have been both declared and/or met in a prior period. Note that in the prior report, Thrive had not reported any needs met, but the data reflects that in this update, they met 18% of the stated needs among their clients. In contrast, VSC and CFLS continue to report the smallest percentage of needs met – VSC met 11% of needs, and CFLS met 9%. This may reflect missing data and we will continue to urge the agencies to fully report their efforts.

Figure 2 details the top dozen stated service needs and needs met categorized by type. These categories compile similar services requested and/or provided to simplify presentation. For example, the “Skill Building” category encompasses those who requested assistance with parenting classes, healthy relationships, financial literacy, goal setting, and general life skills. The “Basic Needs” category consists of clothing, food, and toiletries. Likewise, the housing category includes vouchers, transitional housing and housing readiness services.

As can be seen in figure 2, the primary need among these 647 clients is employment and education<sup>8</sup> (71%), followed by housing (51%) and skill building (48%). Mental health and substance abuse services were reported separately – with 44% of clients requiring mental health and 26% requiring addiction recovery services.

Observing the nexus of those who had a need for both mental health and substance abuse services, we note that among the 282 clients who needed mental health services, nearly half (131 or 46%) also needed substance addiction treatment services. Among those 131 with a service need for a co-occurring disorder, 66 (or 50%) were provided services to meet that need.

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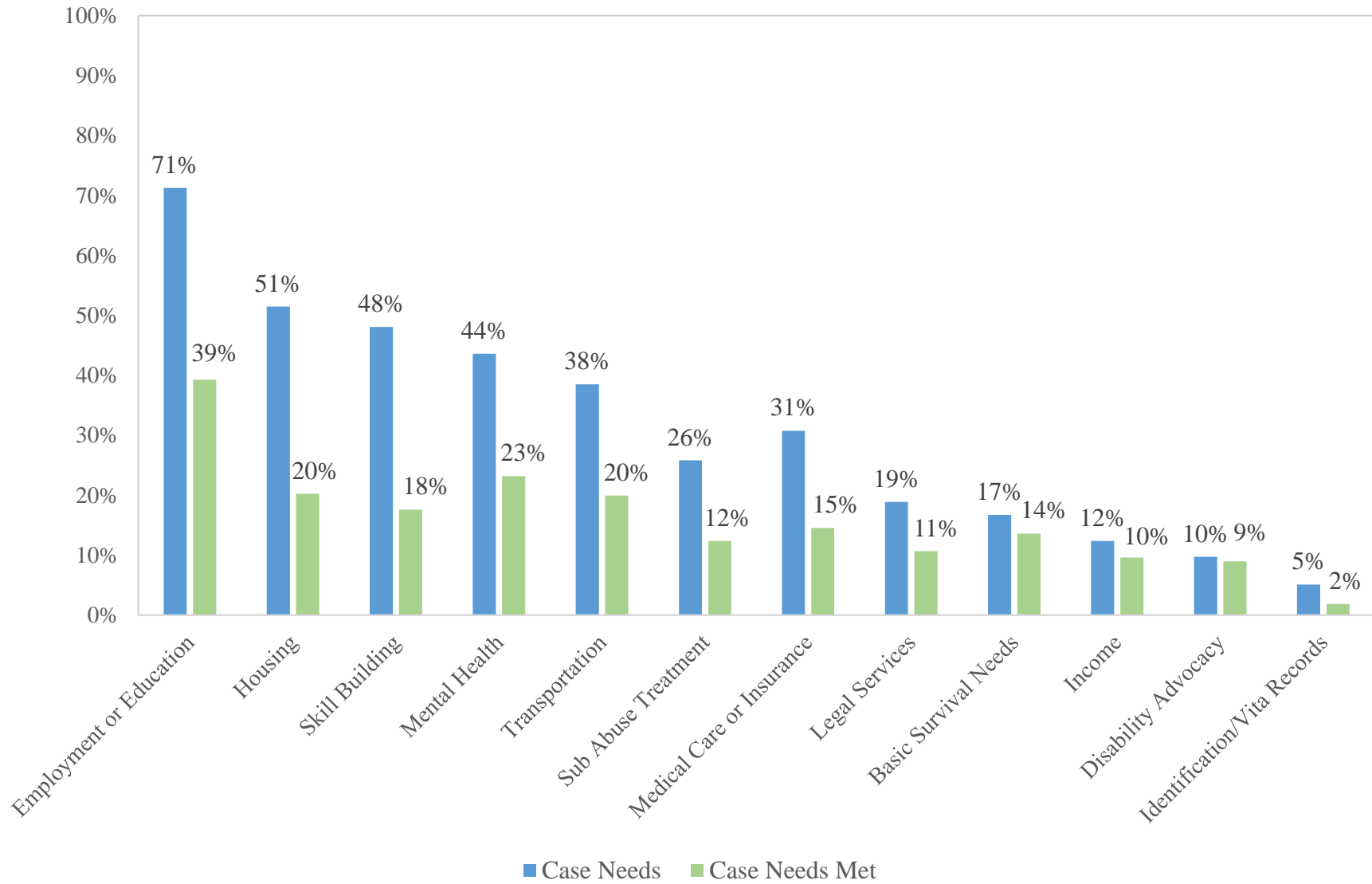
<sup>8</sup> Employment, Job Training, and GED case needs were combined into a single category given the majority of clients had a need for employment (454 of 647 or 70%), while 27 clients had the need for vocational/job readiness training and 10 clients were identified as needing a GED.

**Table 6: Case Needs and Needs Met by Agency FY2017-FY2018**

Agency by Name	Number of Stated Needs	Number of Clients with 1 or More Needs	Average Number of Needs	Number of Needs Met through Agency	Number of Clients with 1 or More Needs Met	Average Number of Needs Met	Percentage of Needs Met	Total Clients
House of Ruth	141	25	5.64	75	19	3.95	53%	26
Voices for a Second Chance	63	39	1.62	7	4	1.75	11%	125
Community Connections	301	69	4.36	137	33	4.15	46%	74
Jubilee Housing	396	70	5.66	151	34	4.44	38%	111
Collaborative Solutions for Communities	118	43	2.74	92	41	2.24	78%	43
Community Family Life Services	486	136	3.57	44	28	1.57	9%	139
Free Minds Book Club and Writing	186	164	1.13	185	163	1.13	99%	164
Thrive DC	45	14	3.21	8	2	4.00	18%	14
University Legal Services	677	87	7.78	545	75	7.27	81%	87
<b>Total or Average</b>	<b>2,413</b>	<b>647</b>	<b>3.97</b>	<b>1,244</b>	<b>399</b>	<b>3.39</b>	<b>2413</b>	<b>783</b>

\*\* Note: Total number of clients is not necessarily equal to the summed clients served by agencies because clients may be served by more than one agency

**Figure 2: Case Needs and Case Needs Met by Type N=647**





## Criminal Justice Status of Clients

The ETO system includes a way for the DCRC agencies to record certain types of information about the criminal justice involvement of DCRC participants – the *Criminal Justice Status Touchpoint* (CJSTP). Agencies complete the CJSTP when they initially add the participant to the overall system, and then any agency can add another CJSTP when there is any change.

As indicated in Table 7, among those with a completed CJSTP, 260 (or 73%) of the 357 participants with a date of release or expected date of release recorded were incarcerated upon engagement into case management services. Among those 260, 72 (41%) were in the DC Jail (including the Correctional Treatment Facility (CTF) and 12 (7%) were in local halfway houses (Hope Village, Fairview, or the Reentry Sanction Center (RSC)) and 87 (50%) were in the Federal Bureau of Prisons.

Less than half of the case management clients were on supervision – (337 of 783 or 43%) with 73% on probation (245 of 337), 9% on parole (31 of 337), and the remaining 18% were either on parole or probation.<sup>9</sup> A small number had pending charges when a CJSTP was completed.

**Table 7: Criminal Justice Involvement by Unique Person FY2017-FY2018**

<b>N=783</b>	<b>N<sup>5</sup></b>	<b>Freq.</b>	<b>Percent</b>
<b>Incarceration Status: Based on Date of Release</b>	357		
Incarcerated		260	73%
Not Incarcerated		97	27%
<b>Facility Incarcerated</b>	174		
DC Jail/CTF		72	41%
Fairview/Hope Village/RSC		12	7%
Other		3	2%
Federal Bureau of Prisons		87	50%
<b>Supervision Status</b>	783		
Not on Supervision		446	57%
On Supervision		337	43%
<b>Among those on Supervision</b>	337		
On Probation		245	73%
On Parole		31	9%
Type Unknown - Probation or Parole		61	18%
<b>Pending Charges</b>	783		
Has Pending Charges		35	5%
No Pending Charges		748	95%

<sup>9</sup> The CBO that maintains data in Excel due to confidentiality concerns does not delineate supervision status by parole and probation.

### Self Sufficiency Matrix Assessment

In year 5 of the project, the CBOs were trained to complete the Self-Sufficiency Matrix (SSM) in order to provide outcomes measures for DCRC participants. The SSM captures 19 domains and scores each on a scale between 1 and 5, with lower scores indicating crisis or vulnerability on that issues; and higher scores indicating the client was “building capacity” or “empowered” (See Appendix B for a copy of a SSM scoring sheet). CBOs were instructed to obtain SSMs for all new and existing clients in FY18 at intake to the program, and then every 90 days until the client completed the program. However, if the client had an SSM previously completed by another DCRC CBO within the prior 90 days, the CBO could use the data captured in that SSM to inform their case plan.

Reviewing only FY2017-2018 case management clients, All of the CBOs completed 1 or more assessments over this time period (Table 8). A total of 352 clients had an initial SSM assessment completed between August 1, 2016 to October 30, 2018.<sup>10</sup> Among these 352 clients with an SSM on record, 277 had 1 assessment completed, 75 had 2 assessments, and 26 clients had 3 or more SSMs assessments completed.

**Table 8: SSMs Completed by CBO**

Agency by Name	Total SSMs Completed	Percent
House of Ruth	10	3%
Voices for a Second Chance	20	6%
Community Connections	33	9%
Jubilee Housing	28	8%
Collaborative Solutions for Communities	38	11%
Community Family Life Services	123	35%
Free Minds Book Club and Writing	65	18%
Thrive DC	7	2%
University Legal Services	28	8%
<b>TOTAL</b>	<b>352</b>	<b>100%</b>

Among the 75 cases with a first and second assessment, overall, the average length of time between the initial and first assessment was 127 days -- ranging from 27 days to 495 days. Many (44%) of the SSM reassessments were completed around between 75 and 90 days after the initial assessment and a fifth (21%) were completed between 106 and 179 days (Figure 3). Reviewing the time periods between the initial and follow-up SSM assessments – in particular of the CBOs that completed an SSM either early (less than 75 days of the initial SSM); or later (after 180 days) - we note that this situation may occur for several reasons. For example, the CBOs are instructed to look in ETO to determine if there was an SSM completed by any other CBO within the last 90 days. If so, then they did not need to complete another one for 90 days.

<sup>10</sup> We included 20 SSMs that were completed after the closing of FY2018 (all completed in October 2018), because the SSM is at times completed after the initial engagement into the program.

However, if a CBO did not enter the SSM data into ETO in a timely manner, then it is possible the new CBO conducted another SSM before the first 90 days were up because they did not know the other SSM existed. Longer periods of time between assessments (or from the start of the program until the first assessment) could be explained by a lack of contact with the client and/or that the case may have been opened when the client was in custody, and thus the SSM is not conducted until closer to the time of release.

**Figure 3: Time Between Assessments N=75**

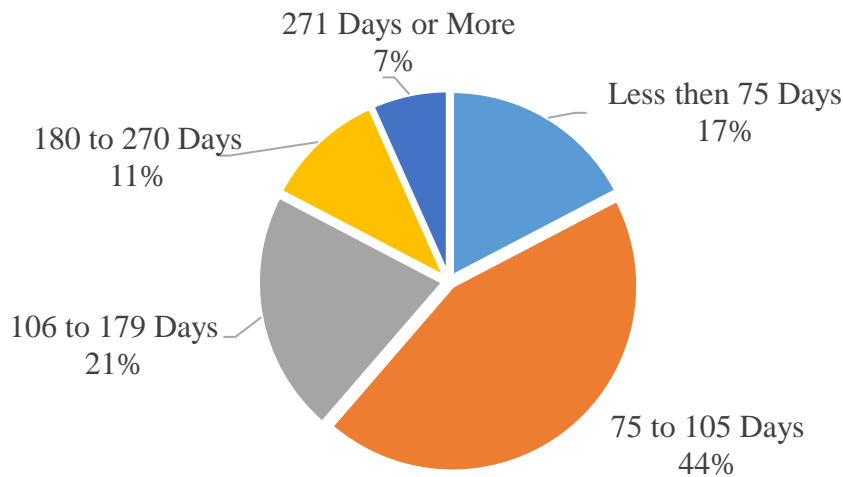


Table 9 below provides two measures of the SSM domain data for DCRC clients. Column (1) provides data from all 352<sup>11</sup> clients who had an initial SSM assessment – regardless of when that assessment was completed. This serves as an overall baseline for participants who engage in case management services from one or more CBOs in the DCRC. Column (2) shows the scores for the 75 who completed the first and second assessment. The last Column (3) contains the “gain score” which is the overall difference on the domain between the initial and second assessments.

Recall that the scale for the 19 domains is between 1 and 5, as follows:

- 1: In crisis
- 2: Vulnerable
- 3: Safe
- 4: Building Capacity and
- 5: Empowered

As indicated below in Table 9, looking at the baseline findings listed in Column 1, we note that among these DCRC clients, employment and income are the most critical needs (on average scoring 1.42 and 1.74, respectively). Food and housing are similar – scoring around 2.19 and 2.29 respectively, indicating these clients are vulnerable. Legal issues, family and social relationships, life skills, community involvement, credit history and adult education are all

<sup>11</sup> Note that there are fewer respondents captured in the table for items related to child care and parenting. These items are only completed if the client is a parent.

average above 2.60 – indicating needed areas for improvement, but approaching the “safe” score of 3.0. The domains that clustered around safe and building capacity were child care, children’s education, parenting skills, mobility, health care coverage, personal safety, mental health and substance abuse.

In Column 2 of Table 9, there were 75 clients who completed an initial assessment as well as a second assessment. Among those 75, in contrast to our report in August 2018 where only the housing domain had a significant change – now 8 of 19 domains are statistically significant. Average scores for housing, employment, income, health care coverage, family/social relations, community involvement, legal and safety issues all increased significantly from the initial assessment to the second assessment. The biggest shift was in health care coverage – DCRC clients went from an initial average assessment of 3.35 to 4.01 – a difference of .66.

Community involvement is the next highest gain – going from 3.00 to 3.50 in this period. The “Community Involvement” domain represents a range of an individual’s social and support activities – from a score of 1 indicating the individual is in survival mode and not engaged; to 2 where someone is isolated and/or has no social skills and/or lacks motivation to get involved; to a 4 where they are engaged in some type of community such as church or support group, but experience barriers to participation such as due to transportation or child care issues. Those who score a 5 are actively involved in their community.

For both health care coverage and community involvement, the client baseline scores were in the “safe” range (near a score of 3); while the next highest gains went from in crisis to the vulnerable range – income and housing. Income went from 1.67 to 2.07 – a gain of .40, and the average score for housing went from 1.93 to 2.30 – a gain of .37. Of the 75 clients with 2 or more assessments, 40 were provided services from Jubilee, House of Ruth, and CFLS. House of Ruth and Jubilee are housing programs, and CFLS has a limited number of beds for use by this population. Thus, participation in a housing program would result in housing stabilization – particularly those in the direct housing programs. In addition, those in the housing programs are likely to be more accessible to the DCRC case managers to conduct the SSM reassessment, and thus may be over-represented in these data.

Overall, those receiving case management from DCRC CBOs show an upward trend of sufficiency scores, a positive indicator for DCRC clients. As the CBOs continue to complete SSMs, both the initial and follow-up assessments, these patterns can be confirmed.

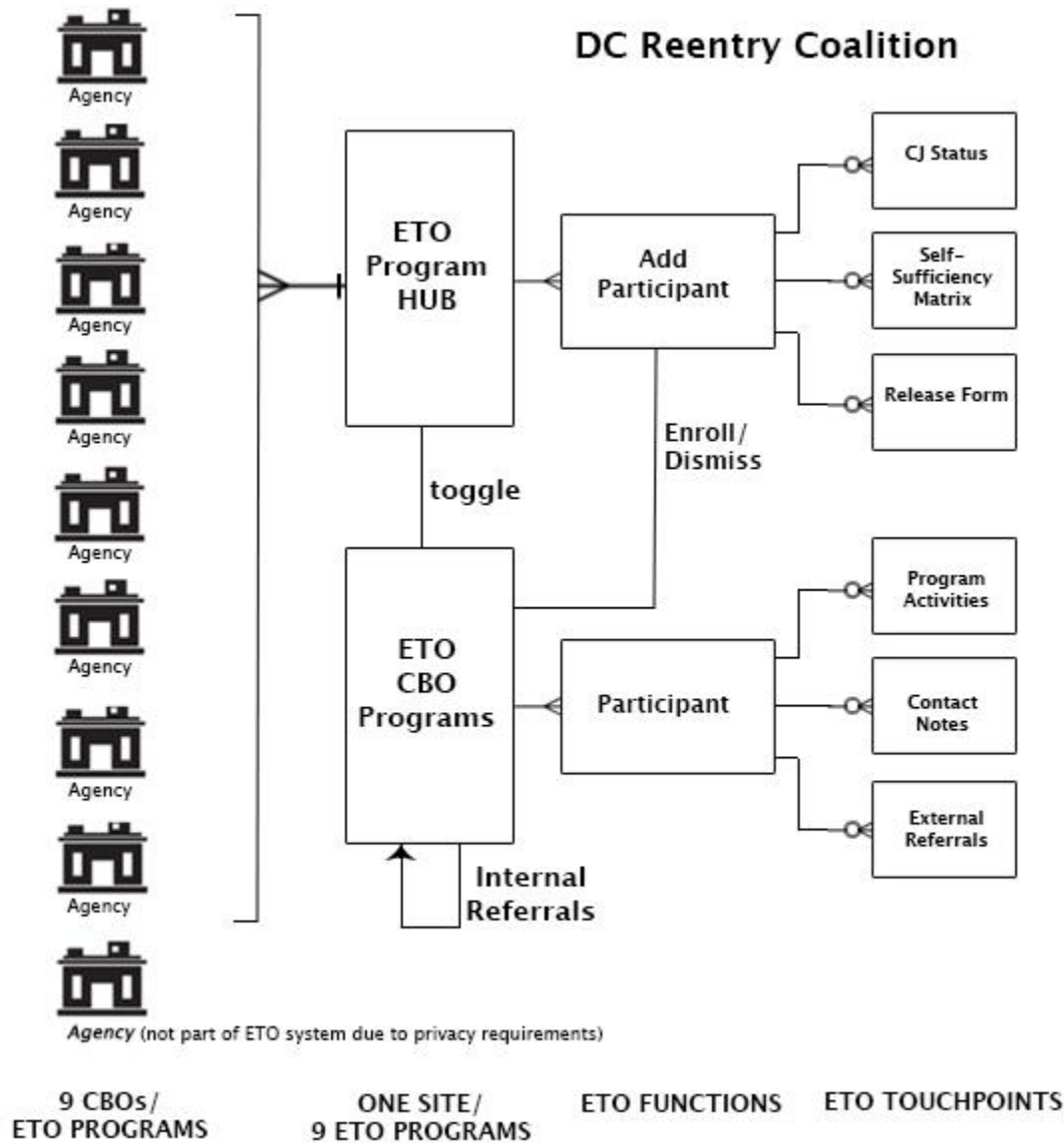
In addition, the SSM assessment, as well as the information contained in the case needs and case needs met data, provide a road map of the most crucial needs among these clients, and also provides insight into the most challenging of these issues. For example, when there is a clear critical need, such as employment, where the clients score on average 1.42, and 71% of clients include employment as a case need, yet only 39% of those clients have received 1 or more referrals or services related to employment.

**Table 9: Self-Sufficiency Matrix Descriptives and Outcomes FY18**

	(1) Initial Assessment N=352		(2) First to Second Assessment N=75			(3) Gain Score
	N	Mean	N	First	Second	Diff.
Housing	346	2.29	73	1.93	2.30	.37 *
Employment	347	1.42	73	1.33	1.56	.23 *
Income	346	1.74	73	1.67	2.07	.40 *
Food	339	2.19	72	2.13	2.18	-.05
Child Care	77	3.18	5	3.40	3.80	.40
Children's Education	94	3.99	10	4.20	4.60	.40
Adult Education	337	2.88	73	3.12	3.29	.17
Health Care Coverage	337	3.11	72	3.35	4.01	.66 *
Life Skills	330	2.78	71	2.90	3.10	.20
Family/Social Relations	335	2.66	71	2.54	2.85	.31 *
Mobility	329	3.05	72	3.29	3.42	.13
Community Involvement	329	2.88	72	3.00	3.50	.50 *
Parenting	140	3.09	14	3.36	3.57	.21
Legal	328	2.67	73	2.86	3.07	.21 +
Mental Health	335	3.4	73	3.45	3.49	.04
Substance Abuse	331	3.72	72	4.35	4.35	.0
Safety	325	3.41	73	3.85	4.18	.33 *
Disabilities	327	4.13	69	3.84	3.96	.12
Credit History FICO	294	2.93	51	3.00	3.00	.0

+ Sig at p<.10; \* sig at p<.05 \*\* at p<.01

Appendix A: ETO DCRC Database Schematic



ETO DCRC data is sent to DC DOC and data is returned for evaluation purposes

**Appendix B: Self-Sufficiency Matrix (SME) Sample Scoring Sheet**

Client Name: \_\_\_\_\_ Client ID: \_\_\_\_\_

Assessment Type: Initial (T1)  2<sup>nd</sup> (T2) 90 Day  3<sup>rd</sup> (T3) 90 Day  4<sup>th</sup> (T4) 90 Day

Self-Sufficiency Matrix Domain	Score						Participant Goal? (v)
	NA	1	2	3	4	5	
Housing							
Employment							
Income							
Food & Nutrition							
Childcare	<input type="checkbox"/>						
Children's Education	<input type="checkbox"/>						
Adult Education							
Health Care Coverage							
Life Skills							
Family/Social Relations							
Transportation/Mobility							
Community Involvement							
Parenting Skills	<input type="checkbox"/>						
Legal							
Mental Health							
Substance Abuse							
Safety							
Disabilities							
Credit History							

Each domain has specific guidelines, but overall scoring is:  
1=In Crisis; 2=Vulnerable; 3=Safe; 4=Building Capacity; 5=Empowered

<b>Remarks:</b>	
<b>Staff Signature:</b>	<b>Date:</b>

OCTOBER 2019

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# Jails & Justice: A Framework for Change

Phase I Findings and Recommendations of the  
District Task Force on Jails & Justice

DISTRICT TASK FORCE ON  
JAILS & JUSTICE





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# Note from the Chair

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For the past nine months, the District Task Force on Jails & Justice (Task Force) set out to engage the community and develop a vision for the future of jails and justice in the District of Columbia that reflects the goals and needs of the city. It is an honor to serve as chair of this august, independent body dedicated to ensuring that any jail in D.C. is one part of a just and equitable system.

This work is critically important. We know that the burden of justice involvement has a devastating impact on thousands of District residents and too often those voices are not heard when policy decisions are made. Thus, the vision for the future is, first and foremost, grounded in the lived experience of the people, families, and communities directly impacted by incarceration, as well as in lessons learned from those who study and administer criminal justice and correctional systems. The Task Force is combining community engagement across the District with expertise to shape a shared vision for the city's justice system.

I want to give a special thank you to each of my 25 fellow Members of the Task Force and to the dozens of Advisers who put their shoulders to the wheel in this effort. The vision, mission, and values they collectively developed to guide this work are inspiring and have resulted in recommendations that are the right next step to propel us on our journey forward. I also want to thank the Council for Court Excellence and its excellent partners, The National Reentry Network for Returning Citizens and the Vera Institute of Justice, for providing invaluable substantive expertise.

As you will see, the Task Force's recommendations cover a wide spectrum of topics related to reimagining criminal justice to include community investments and criminal justice alternatives; decarceration; recommendations regarding the District's jail facilities and services; and local control issues. Comprehensive initial reports support each area of consideration.

Phase II of our undertaking begins in October 2019. During this next year, the Task Force will capture community and stakeholder responses to the recommendations made as part of this Phase I report. The Task Force will also combine community engagement with thoughtful expertise and current best practices to spark a deeper conversation around reimagining a correctional plan that is responsive to the community's priorities and serves the needs of all stakeholders and will assess what is necessary to implement the recommendations.

In closing, we hope the recommendations contained in this report will stimulate thought and lead to legislative, policy, and practice changes. The Task Force stands ready to continue to engage on these critical issues and looks forward to continuing to develop a framework for the future.

Very truly yours,



Shelley Broderick, Chair  
District Task Force on Jails & Justice

# Members of the District Task Force on Jails & Justice

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# Acknowledgements

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## D.C. OFFICE OF VICTIM SERVICES AND JUSTICE GRANTS

The mission of the Office of Victim Services and Justice Grants (OVSJG) is to develop, fund, and coordinate programs that improve public safety; enhance the administration of justice; and create systems of care for crime victims, youth, and their families in the District.

This report was produced by the Council for Court Excellence under grant number 2019-CFSE-01, awarded by the Office of Victim Services and Justice Grants, Executive Office of the Mayor, District of Columbia. The opinions, findings, and conclusions or recommendations expressed in this report are those of the contributors and do not necessarily represent the official position or policies of the Executive Office of the Mayor.



## COUNCIL FOR COURT EXCELLENCE

The Council for Court Excellence (CCE) is a nonprofit, nonpartisan civic organization. Its mission is to improve the justice system in the District of Columbia to serve the public equitably. CCE identifies and proposes solutions by collaborating with diverse stakeholders to conduct research, advance policy, educate the public, and increase civic engagement.

Special thanks to CCE's interns who contributed to this work: Olivia Avery, Kimberley Davis, Faith Hudson, Thelma Aguilar Gutierrez, Michael Logsdon, Sophia Pandelidis, Brittany Pham, Yusef Rabb, Basmah Raja, Pranay Somayajula, and Jarod Wade. CCE is also grateful to Aaron Holmes, Community Engagement Consultant, for his services.



## NATIONAL REENTRY NETWORK FOR RETURNING CITIZENS

The mission of The National Reentry Network for Returning Citizens (The National Reentry Network) is to build a strong, national network comprised of individuals returning from incarceration who support each other's successful reintegration. The National Reentry Network uses a client-centered approach to identify basic needs and to create a continuum of care that can address barriers to reentry, promote restorative practices, and reduce recidivism. Their vision is to reinvest in safe and healthy communities, create more living wage jobs, permanent housing and economic self-sufficiency for returning citizens. The National Reentry Network is a subgrantee partner of CCE.



## VERA INSTITUTE OF JUSTICE

The Vera Institute of Justice (Vera) is an independent, nonpartisan, non-profit organization. Vera combines expertise in research and technical assistance to help leaders in government and civil society enhance fairness, promote safety, and strengthen communities by improving justice systems. Vera's Center on Sentencing and Corrections has extensive experience partnering with cities and counties to improve their local criminal justice systems and address the drivers of local jail population growth. Vera is a subgrantee partner of CCE.

## HOSTS

The Task Force thanks the following organizations that graciously donated their space to host Task Force meetings and community engagement events: Arent Fox LLP, Covington & Burling LLP, Crowell & Moring LLP, District of Columbia Bar, DC Dept. of Corrections, DC Public Libraries, National Affairs Office of the Church of Scientology, New Bethel Baptist Church, ONE DC, OVSJG, Black Workers & Wellness Center, Public Welfare Foundation, Sidley Austin LLP, St. Mark's Episcopal Church, University of the District of Columbia David A. Clarke School of Law, and Venable LLP.

# Task Force Vision, Mission, and Values

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The Task Force spent significant time developing and agreeing to a statement of vision, mission, and core values. They have guided both the process and the outcomes of the Task Force's Phase I work and will continue to define its efforts in Phase II.

## VISION

We envision a humane, equitable approach to criminal justice in Washington, D.C. that prioritizes prevention and care, and reimagines accountability through a rehabilitative lens, to create safe and thriving communities.

## MISSION

We are an independent advisory body dedicated to redefining the District's approach to incarceration by building city-wide engagement, centering the voices of those with lived experiences; understanding community priorities; and exploring the use and design of secure detention and community-based solutions.

## CORE VALUES

**Urgency:** We are compelled to create change now, to re-envision and plan an innovative public health approach to community safety and incarceration.

**Accountability:** We believe that the District's criminal justice system should be transparent, guided by evidence-based practices, results-oriented, and accountable to the public. We promise to conduct the business of this Task Force using these same values of accountability.

**Equity:** We believe that justice should be administered fairly and with attention to acknowledging and addressing the harms of past policies and practices rooted in racism and other systems of oppression.

**Compassion:** We are motivated by love for every human being, and recognize that the criminal justice system often draws false dichotomies between victims and offenders. We believe that no matter how a person comes into contact with the system, they should be treated with dignity, given the opportunity to engage in restorative practices, and offered trauma-informed, healing-centered care.



# Task Force Phase I Overview

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## **The current D.C. Jail does not serve the District's needs.**

This is a premise upon which D.C. residents, government leaders, incarcerated people, and people working in our criminal justice system all broadly agree. While public conversations exploring what to do about the facility have started and stopped several times over the last few years, no long-term plan has emerged to address safety and health in our correctional facilities and our communities, or to stop the cycles of crime and incarceration that envelop so many of our neighbors.

The District Task Force on Jails & Justice (Task Force) was founded in April 2019 as an independent advisory body dedicated to examining the questions of whether or how to build a new correctional facility in D.C. through deep and meaningful community engagement, data analysis, and policy research.

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## **What is the purpose of incarceration? What is a jail supposed to do? What responses to crime and crisis serve Washington, D.C.'s people and values best?**

As the Task Force began its work, Members recognized that these fundamental questions are necessarily at the heart of any vision or plans for criminal justice and corrections in this city. To decide what should happen in the future, we as a community need to be clear about the purposes and goals of incarceration. We must question our assumptions about what is necessary and most effective to facilitate safety, health, success in the community, rehabilitation, and other goals.

These are not small decisions; many lives will be significantly impacted by the choices we make regarding incarceration. There are currently more than 1,800 people in D.C. Department of Corrections (DOC) custody and another 4,100 in federal Bureau of Prisons (BOP) custody serving sentences for convictions under local D.C. law. Almost everyone who D.C. incarcerates is Black. The reach of our criminal legal system does not end there – it touches every person who is harmed by criminal acts or incarceration, their loved ones, their neighborhoods, those who work in our jails and the rest of our system, and the taxpayers who foot the bill for it all. Thus, the Task Force's vision for the future is grounded in the lived experiences of individuals, families, and communities directly impacted by justice-system involvement, as well as in lessons learned from those who study and administer criminal justice and correctional systems. It is also informed by the history of incarceration in the District and past efforts at reform.

This report, with its findings and recommendations, is the result of six months of intensive work by the Task Force in the spring and summer of 2019 ("Phase I"). Phase I involved gathering and

analyzing relevant data and best practices, and engaging community members around the District to express their priorities for the future. The Task Force's enclosed Phase I recommendations are intended to serve as the starting blocks for forward progress. Just as our community engagement work was designed to include all varieties of stakeholders, our recommendations are designed to encompass the full community. Where we call on "the District" to act, we are not limiting the recommendation to the government, but broadly calling for all those invested in the life of our communities to make change, including, for example, individuals, nonprofit organizations, businesses, and other stakeholders. The specific actors needed to trigger or implement each recommended change will be identified during the Task Force's Phase II, which commences in October 2019.

## PHASE I STRUCTURE AND PROCESS

### Task Force Members

The Council for Court Excellence (CCE) received funding from the D.C. Office of Victim Services and Justice Grants (OVVJG) in January 2019 to "build stakeholder engagement and solicit feedback related to the design and construction of a new correctional facility in the District of Columbia" and immediately began planning for the Task Force and its work with its project partners, The National Reentry Network for Returning Citizens (The National Reentry Network) and the Vera Institute of Justice (Vera). Invitations to serve on the Task Force were extended to representatives from the local and federal courts, government agencies, elected officials, research and policy organizations, scholars, community-based organizations, the faith-based community as well as people unaffiliated with organizations who are directly impacted by incarceration. To ensure a diverse representation of viewpoints within a manageably sized body, organizations and governmental members were limited to a single seat on the Task Force. By April, CCE had successfully convened a 26-member Task Force led by chairperson, Professor Shelley Broderick, Dean Emerita of the University of the District of Columbia David A. Clarke School of Law. See page 9 for a full list of members and their affiliations; their full biographies are available at [www.courtexcellence.org/task-force](http://www.courtexcellence.org/task-force). During Phase I, Task Force Members guided research, participated in community engagement, deliberated collectively, and ultimately voted on the preliminary recommendations put forth in this report.

### Task Force Meetings

The full Task Force convened four times during Phase I: on April 15, June 6, August 23, and September 20, 2019. During these meetings, Task Force Members adopted project objectives, a project timeline, and bylaws; received regular updates on emerging themes from the community engagement initiatives; visited the D.C. Jail; reviewed and analyzed correctional data, and requested additional information for analysis; and heard reports from each of the Task Force's Committees on their work. The Task Force also engaged in workshops to develop its vision, mission, and core values. Finally, Members deliberated on the recommendations proposed by the Committees and refined the proposals based on their discussions, ultimately adopting the recommendations as published in this report.

## Task Force Committees

The Task Force prioritized four areas on which to focus their work. These areas were organized into the following Committees: Community Investments & Alternatives to the Criminal Justice System, Decarceration, Local Control, and Facilities & Services. Committees were comprised of both Task Force Members and Advisors - more than two dozen additional community leaders whose invaluable input and expertise is reflected in the individual Committee reports and was meaningfully incorporated into this report. Advisors did not have votes outside their Committees in the full Task Force; none of the recommendations in this report should be attributed to Task Force Advisors. For a full list of Task Force Advisors and their affiliations please see page 3; the composition of each Committee is available in Appendix 2.

Each Committee developed its own scope of work and met several times during the summer to create guiding principles, share data and information, direct research, draft findings, and develop draft recommendations to the Task Force. The results of this work were submitted in the form of Committee Reports to the Task Force in August. The complete Committee reports are linked in Appendix 3.

## COMMUNITY ENGAGEMENT

Critical to informing the work of the Task Force was the community engagement led by The National Reentry Network. The National Reentry Network hosted 21 stakeholder focus groups with 177 participants, including: returning citizens, family members of incarcerated people, people currently incarcerated in D.C. at both the Central Detention Facility (CDF or D.C. Jail) and the Correctional Treatment Facility (CTF), crime victims and victim advocates, DOC correctional officers and staff, neighbors of the jail, people who are experiencing homelessness, and other interested community members.

The National Reentry Network also distributed a survey, based upon what was learned in focus groups, which received more than 1,700 responses from District residents between June and August. The survey was distributed both online and at various community events throughout the city.

The National Reentry Network hosted two community-visioning workshops in August during which more than 50 people learned more about the Task Force's work and shared their vision for each of the four major topics addressed by Task Force Committees. Finally, individuals and organizational representatives testified on-the-record directly to a panel of Task Force Members at a Town Hall in August.

In addition to the Town Hall, Task Force Members directly observed focus groups and community-visioning workshops. They received periodic updates from The National Reentry Network on the emerging themes and were presented with the final findings of the community engagement work in September. Highlights from these findings are included on page 29, and the full report is linked in Appendix 3.

## DATA COLLECTION AND ANALYSIS

Throughout Phase I, Vera collected and analyzed publicly available data from previously published reports, publicly available data from the Metropolitan Police Department (MPD), data provided by DOC to the Task Force, and community survey responses. Vera requested additional data from the Pretrial Services Agency (PSA) and the BOP, and the Task Force hopes to acquire it this fall for analysis during Phase II. Highlights from this analysis and methodology are included on page 16 and a detailed Corrections Data Technical Addendum is linked in Appendix 3.

# Current and Historical Incarceration in the District

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## BRIEF HISTORY OF JAILS AND PRISONS IN THE DISTRICT

The first jail opened in 1838 in Judiciary Square where the National Building Museum now stands and was operated by the U.S. Army.<sup>1</sup> It was “known alternatively as ‘the blue jug,’ for its faded blue paint, and as ‘the slave-pen,’ for its history of holding alleged runaway slaves, many of them arrested on no pretext other than their lack of a master.”<sup>2</sup> There were around 200 people incarcerated at the “the blue jug” when a new jail opened its doors in 1875.

The second jail was built on what is now known as Reservation 13, the same plot of land where D.C.’s jails stand today. Within 20 years, there were reports that this jail was overcrowded, but it stood for a century.<sup>3</sup> In 1908, a presidential commission was formed to investigate conditions, and President Theodore Roosevelt wrote that, “The overcrowding is great in the workhouse, and greater still in the jail where, of the six hundred inmates, five hundred are serving sentences in absolute idleness, with no employment and no exercise....It is no longer a question of what shall be done, for it is quite impossible that the existing condition should continue.” The recommendations of this commission led to the construction of the 3,200 acre Lorton Correctional Complex, D.C.’s very own prison, in 1916, but did not solve overcrowding at the jail.<sup>4</sup>

By 1972, the jail was operating at 56 percent over capacity and was condemned as “a filthy example of man’s inhumanity to man” by the ACLU.<sup>5</sup> The people incarcerated rioted in the model of the Attica uprising, taking 12 hostages. The incident ended, incredibly, without anyone being killed, and with six men incarcerated at the jail presenting their grievances at a late-night hearing in federal court. This eventually grew into two major lawsuits, during which conditions at the jail were deemed in violation of the 8<sup>th</sup> Amendment, and resulted in the construction of a new facility.

The current main facility, D.C. Jail (formally the Central Detention Facility, or CDF) opened its doors in 1976. Overcrowding persisted, despite oversight from the courts, until the mid-2000s. In 2007, CDF’s capacity was officially capped by DOC at 2,164 people.<sup>6</sup> While D.C.’s detained population has

- 
- 1 Pohl, R. June 14, 2010. Lost Capitol Hill: The DC Jail. Retrieved from <https://thehillishome.com/2010/06/lost-capitol-hill-the-dc-jail/>.
  - 2 Ciaramella, C.J. December 2016. How Not to Build a Jail. Reason. Retrieved from <https://reason.com/2016/11/16/how-not-to-build-a-jail/>.
  - 3 Pohl, 2010.
  - 4 Ciaramella, 2016.
  - 5 A.C.L.U Calls the Capital Jail a Filthy Example of Inhumanity. January 30, 1972. The New York Times. Retrieved from <https://www.nytimes.com/1972/01/30/archives/a-c-l-u-calls-the-capital-jail-a-filthy-example-of-inhumanity.html>.
  - 6 D.C. Dept. of Corrections. Correctional Facilities. (n.d.). Retrieved from <https://doc.dc.gov/page/correctional-facilities>.

significantly decreased and overcrowding is no longer a problem at CDF, other issues remain. The utilitarian physical structure does not meet current best practices for effective correctional programming and several inspections have identified a variety of health and safety deficiencies. Tens of millions of District dollars are allocated each year to building and system repairs at CDF.<sup>7</sup>

The District also has a second jail next door to the CDF called the Correctional Treatment Facility (CTF). It was opened in 1992 as a minimum and medium security facility with 1,400 beds for “special populations,” including women and people with physical and behavioral health needs. In 1997, CTF was contracted out to the private prison company CoreCivic (formerly the Corrections Corporation of America, or CCA). DOC resumed operations of CTF in February 2017 and has been utilizing the space for treatment and programming opportunities for people in its custody.<sup>8</sup> Youth charged as adults were previously held at CTF, but as of October 2018, all people under the age of 18 have been removed from adult facilities and are now in the custody of D.C.’s Department of Youth Rehabilitation Services (DYRS).

The District’s dedicated prison, in Lorton, Virginia, was shuttered when Congress passed the 1997 Revitalization Act to prevent the District from facing bankruptcy.<sup>9</sup> Since 2001, all people convicted of felonies under the D.C. Code who have prison time as part of their sentence are now placed in the federal custody of the BOP and can be incarcerated in more than 100 different federal prisons across the United States. The BOP also currently contracts with two halfway houses locally, Hope Village for men and Fairview for women. About half of the people coming home to D.C. from the BOP spend time in one of these halfway houses before their release to the community.

The entire local court system – both Superior Court and the Court of Appeals – is federally funded. The Revitalization Act abolished the D.C. Board of Parole, transferring all parole grant and termination (and later “supervised release” revocation) cases to the U.S. Parole Commission (USPC). The Revitalization Act also established the Court Services and Offender Supervision Agency (CSOSA), which includes the Pretrial Services Agency (PSA), to supervise people on pre-trial release, probation, parole, and community supervision. Finally, it codified the District of Columbia Public Defender Service (PDS), which had been operating in various forms since 1960, as a federally-funded, independent organization. While the BOP and USPC have missions that are national in scope and also serve people with federal convictions, the courts, PDS, CSOSA, and PSA are federal agencies that exclusively serve people prosecuted under local D.C. law.

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7 FY 2020 Department of Corrections Capital Budget. July 25, 2019. Retrieved from <https://cfo.dc.gov/node/1392561>.

8 Mohler, Jeremy K. January 31, 2017. A welcome change in D.C. jails. The Washington Post. Retrieved from <https://www.washingtonpost.com/blogs/all-opinions-are-local/wp/2017/01/31/a-welcome-change-in-d-c-jails/>.

9 National Capital Revitalization and Self-Government Improvement Act of 1997, H.R. 1963, 105th Cong. Retrieved from <https://www.congress.gov/bill/105th-congress/house-bill/1963>.

## THE REACH OF THE CURRENT SYSTEM

According to a one-day count compiled by the Criminal Justice Coordinating Council, 22,376 adults were justice-involved – arrested, under PSA or CSOSA supervision, or incarcerated under local law at the DOC or BOP – on any given day in 2017.<sup>10</sup> When compared to the adult demographics of the District, that means that one in 22 adults was justice-involved.<sup>11</sup>

Beyond active justice-system involvement, when looking back just ten years, one in seven adults in D.C. has a publicly available criminal record, and one in 14 has a criminal conviction.<sup>12</sup> That reflects more than 51,000 criminal convictions in a decade at Superior Court. It is also important to recognize that D.C.'s Black residents are vastly overrepresented in these groups, increasingly so at each system intercept from arrest through prison, despite representing a decreasing percentage of the District's overall population. As the Urban Institute reported:

*One analysis revealed that although Black and Brown people make up less than half the population in Washington, D.C., they accounted for 8 in 10 arrests between 2009 and 2011 (Washington Lawyers' Committee 2013). This disparity persists downstream in the criminal justice system: Black and Brown people make up as much as 89 percent of people, or approximately 9 in 10, who are housed in jail awaiting trial or already convicted of less serious charges (D.C. Department of Corrections 2016). Similarly, 96 percent of D.C. residents held on more serious charges in the Federal Bureau of Prisons are Black (CCE 2016).<sup>13</sup>*

Incarcerated populations fluctuate daily, but through the first three quarters of fiscal year 2019, DOC had an average daily population of 1,865 people in custody.<sup>14</sup> As of August 2019, the BOP had 4,143 people convicted of D.C. Code offenses in its custody – a number that has been as high as 4,600 within the past year.

## REFLECTIONS ON HISTORY

The Task Force acknowledges the long history of incarceration and reform in the District, and recognizes that the building of a new facility has never succeeded in serving as a “cure-all” for the system. The Task Force also believes that people should not be incarcerated or work in conditions

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10 Criminal Justice Coordinating Council. 2017. One-Day Estimate of Justice System-Involved Individuals within the District of Columbia (2017). Retrieved from <https://cjcc.dc.gov/sites/default/files/dc/sites/cjcc/publication/attachments/One%20Day%20Count%20Justice%20Involved%20%202017%20Infographic.pdf>.

11 Council for Court Excellence. December 2016. Beyond Second Chances: Returning Citizens' Re-Entry Struggles and Successes in the District of Columbia. Retrieved from [http://www.courtexcellence.org/uploads/publications/BSC\\_FINAL\\_web\\_1.pdf](http://www.courtexcellence.org/uploads/publications/BSC_FINAL_web_1.pdf).

12 Duane, M., Reimal, E., & Lynch, M. (2017, July). Criminal Background Checks and Access to Jobs: A Case Study of Washington, DC. Retrieved from [https://www.urban.org/sites/default/files/publication/91456/2001377-criminal-background-checks-and-access-to-jobs\\_2.pdf](https://www.urban.org/sites/default/files/publication/91456/2001377-criminal-background-checks-and-access-to-jobs_2.pdf).

13 *Id.*

14 District of Columbia Department of Corrections. DC Department of Corrections Facts and Figures: July 2019. Retrieved from [https://doc.dc.gov/sites/default/files/dc/sites/doc/publication/attachments/DC\\_Department\\_of\\_Corrections\\_Facts\\_and\\_Figures\\_July\\_2019.pdf](https://doc.dc.gov/sites/default/files/dc/sites/doc/publication/attachments/DC_Department_of_Corrections_Facts_and_Figures_July_2019.pdf).

that are unsafe, unhealthy, or undignified.

That is why the Task Force decided to look not simply at whether or how to build a new correctional facility, but at what services should be offered within its walls—and beyond them. The Committee on Facilities & Services is charged to address the first question. The other three Committees are exploring the broader questions that are integrally wrapped up in deciding whether or how to incarcerate, including:

- what community investments can prevent justice-system involvement, respond to community crisis, and support people returning to the community from incarceration;
- how we can minimize the District's incarcerated population; and
- how to ensure the District has the power to make its own criminal legal systems and policy decisions.



# Corrections Data Analysis

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The Vera Institute of Justice collected and analyzed corrections data for the Task Force, including 2018 data requested from DOC, supplemented with publicly available data from MPD, the federal Bureau of Justice Statistics (BJS), the American Community Survey, and other sources. Below are highlights of Vera’s analysis of D.C.’s incarcerated population; a more detailed methodology is available in the Corrections Data Technical Addendum linked in Appendix 3.

## DOC POPULATION OVERVIEW

To accurately understand the DOC population, Vera calculated an Average Daily Population (ADP) in addition to examining total bookings (all people admitted to DOC custody in a year). The DOC population includes all people in the custody of DOC, at CDF (D.C. Jail), CTF, and in a limited number of halfway house beds.

- 2,059 people were in DOC custody on any given day in 2018.<sup>15</sup> A total of 9,986 people were booked in DOC custody in 2018, 76 percent of whom resided in Wards 5, 7, or 8. A total of 10,226 people were released from DOC custody in 2018, a number slightly higher than the total number of people booked because some people who were booked into custody prior to 2018 were released that year.
- The ADP was overwhelmingly (92%) male. Half of the people in DOC’s ADP had at least one dependent child, and 29 percent had two or more dependent children.
- The ADP remains overwhelmingly (92%) Black,<sup>16</sup> despite the fact that census data shows growth rates are faster among White and Latinx people in the District’s adult population.
- The analysis shows that the District’s DOC, Probation, and Parole (including supervised release) populations largely trended down from 2010 – 2016 (2018). Adult Arrests, in contrast, appear to have increased sharply, and now exceed 2010 levels.<sup>17</sup>

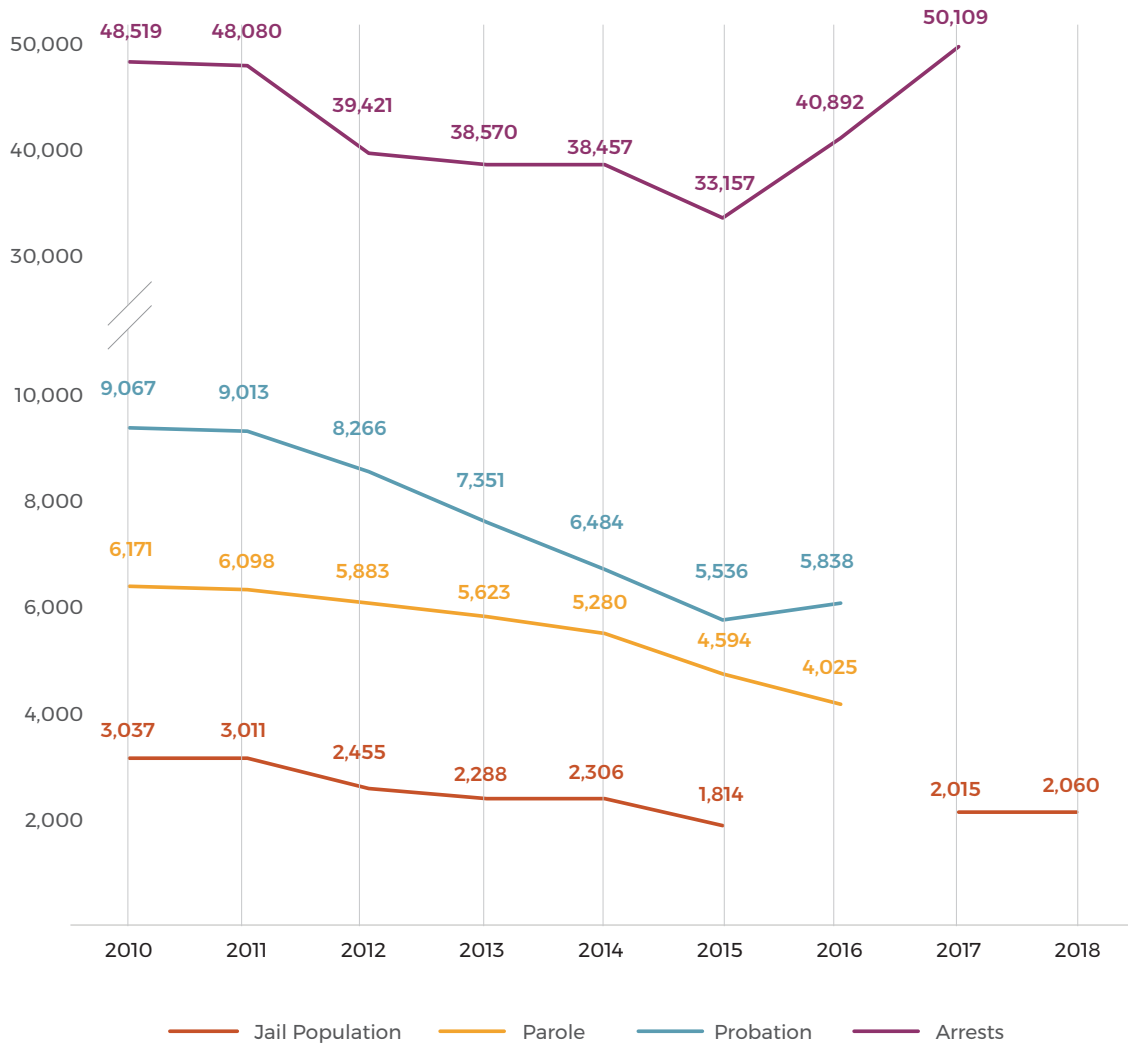
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<sup>15</sup> The calculation of ADP is determined by calculating the number of individuals booked into the DOC between their booking date and release date over the given year.

<sup>16</sup> ADP by race from years 2010 to 2015 reflects BJS data retrieved from Vera trends. 2017 and 2018 reflect analysis on the DOC provided dataset. ACS refers to the American Community Survey estimates. 2010 to 2015 were drawn from Vera Trends. 2017 used the updated ACS estimates per a given year.

<sup>17</sup> Arrests may include some citations if these were not excluded from arrest numbers in the MPD annual reports. All arrest data was retrieved from MPD annual reports, available online at: <https://mpdc.dc.gov/page/mpd-annual-reports>. Parole and Probation data were retrieved from the Bureau of Justice Assistance CSAT Tool. Jail data between 2010 and 2015 was retrieved from BJS data via Vera’s Incarceration Trends Project data set. Jail data for 2017 and 2018 reflects Vera’s analysis of ADP per the dataset provided. For adult arrests in 2012, the 2013 MPD report was used (reflecting updates to the numbers given in the 2012 report) as was the case for 2010 using the 2011 report. For years 2012 – 2017, data notes in the MPD annual reports indicates that adult arrest totals provided for non-homicide arrest reflect arrests by MPD and other law enforcement agencies, this is not clear for years for prior to 2012. For Arrest, Parole, Probation, and jail populations prior to 2017, numbers specifically reflect adult populations only. Minors in DOC custody in 2017 and 2018 were not omitted from ADP counts, though their contribution to ADP is negligible.

**FIGURE 1: D.C. INCARCERATION TRENDS**

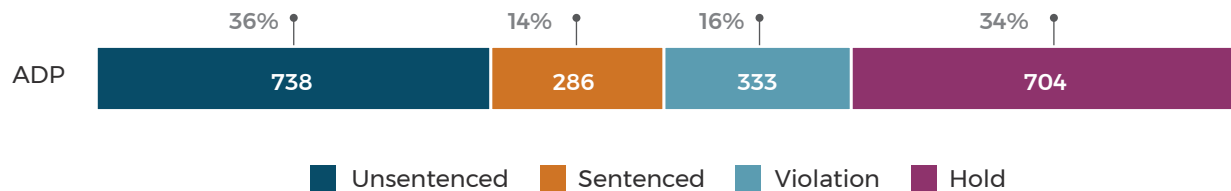


For this analysis, people in DOC custody were categorized as either “Unsentenced” (being detained pre-trial), “Sentenced” (serving a sentence post-conviction), “Violation” (facing revocation because of an alleged violation of their terms of supervision), or “Hold” (people held in DOC custody due in part to a warrant for another jurisdiction or in transit to another jurisdiction).<sup>18</sup> Although Holds make up a meaningful portion of the DOC ADP, they also represent the group that is least-relevant for the Task Force’s consideration, as the decisions about whether and how long to hold those

<sup>18</sup> “Unsentenced” here refers to an individual held in the jail who has not yet received a sentence date for their top charge, and does not necessarily reflect a connection to pretrial services. The proportion of the ADP which is Unsentenced is calculated by measuring the duration between an individual’s booking date and their sentence date, on their top charge. “Sentenced” is the duration of time between their sentence date and release date on their top charge. Violations here refer to individuals whose top charge is either a parole or probation violations (accounting for about 95 percent of all violations contribution to ADP) or a very small number of individuals on violations of protection orders. See Corrections Data Technical Addendum linked in Appendix 3 for more detail on holds for other jurisdictions and their contributions to ADP.

individuals are outside of any local determination. Therefore, for the remainder of this analysis, we excluded consideration of people whose status was “Hold” when discussing common charges, detention, or release, and instead considered the group of Unsentenced, Sentenced, and Violations as the group called “D.C. bookings” or “D.C. booked.”

**FIGURE 2: ADP BY LEGAL STATUS, 2018**

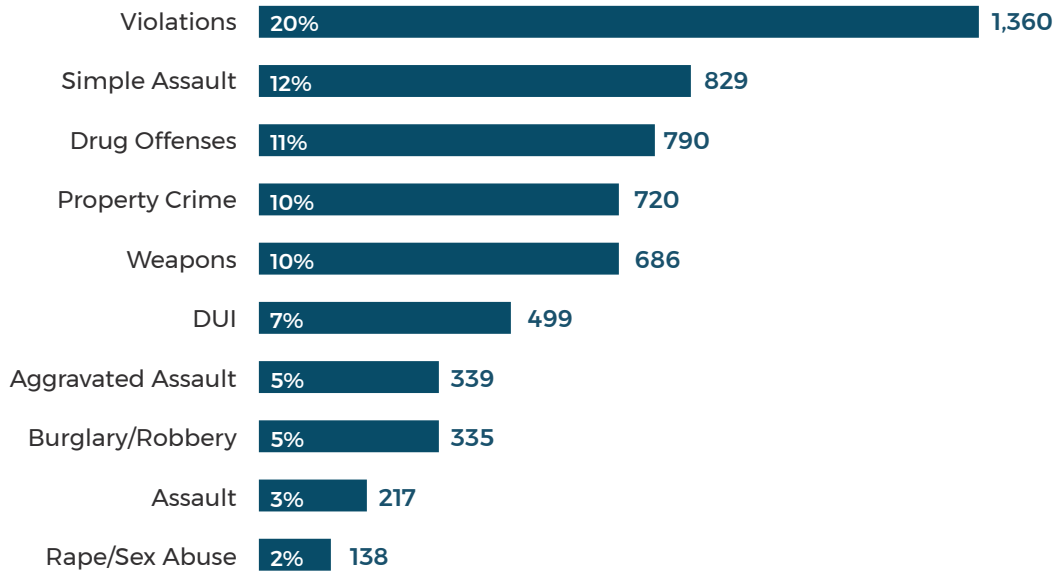


Forty percent of people in the DOC custody on any given day were Unsentenced or Sentenced, and 36 percent of just the Unsentenced ADP, had no violent charges associated with their booking.

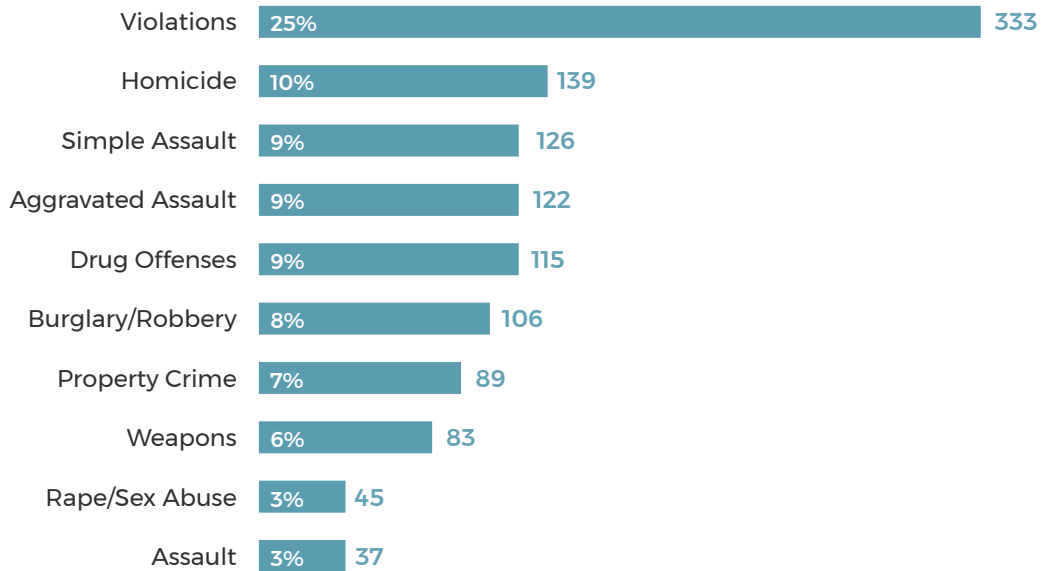
### COMMON CHARGES

Aggregating the most severe charges into categories,<sup>19</sup> Violations, Simple Assaults, and Drug Offenses together accounted for over a third of all D.C. bookings in 2018. The top ten categories made up 85 percent of all D.C. bookings.

<sup>19</sup> Charge categories used here reflect D.C. DOC’s internal categorization with two exceptions. 1) “Simple Assault” is coded as “Stalking” in D.C. DOC’s internal charge categorization, this is despite the fact that >99 percent of non-hold top charges in 2018 in this category refer 22 DC 404 A – Simple Assault. Here we change the name of this category to simple assault to convey that the majority of charges here refer to simple assaults. 2) “Violations” are defined based on the presence of either a parole violation, probation, violation of a protection order, or any other any other designation of violation in the top charge associated with the booking. A dictionary of top charges per category is included in the Corrections Data Technical Addendum linked in Appendix 3.

**FIGURE 3: NON-HOLD BOOKINGS BY TOP CHARGE CATEGORY, 2018**

Aggregating the most severe charges into categories for ADP shows that Violations account for a quarter of the D.C.-booked population. Drug Crimes and Simple Assault, although lower than their contribution to bookings, continue to contribute to a large portion of ADP. The ADP skews towards more serious charges, facilitated by a longer length of stay for individuals booked on a more serious charge, so Homicide and Aggravated Assault rise into the top categories. In both bookings and ADP, Violations and Simple Assaults account for large portions of the DOC population. In fact, for D.C. bookings, roughly one in four people in DOC were there due to a Violation.

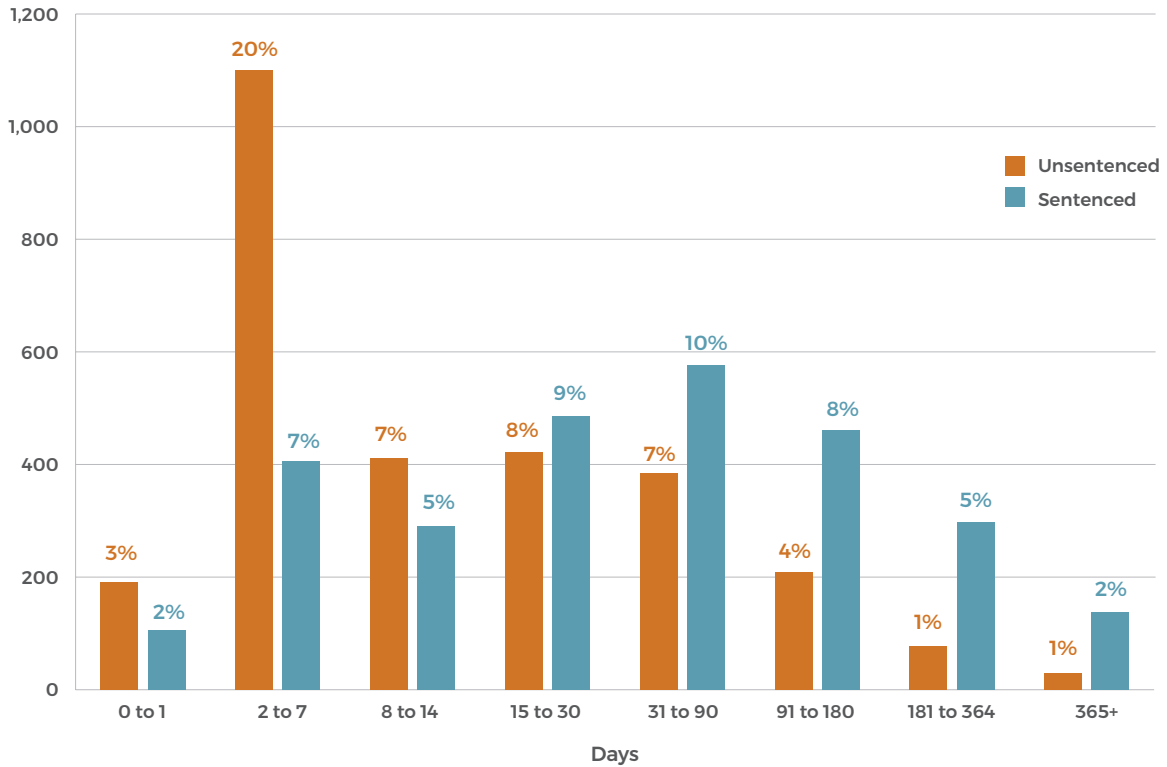
**FIGURE 4: NON-HOLD ADP BY TOP CATEGORIES, 2018**

Thirty-six percent of D.C. bookings categorized as Simple Assault are domestic violence related. Even excluding domestic violence related charges, Non-Domestic Violence Simple Assaults and Violations combined made up over a quarter of all DOC bookings and ADP in 2018.

### **DETENTION, RELEASE, AND LENGTH OF STAY**

Of the 10,226 people who left DOC custody in 2018, 7,075 were classified as either Sentenced or Unsented during their time in the jail (not detained on administrative holds).

**FIGURE 5: NON-HOLD RELEASES BY LENGTH OF STAY, 2018**



Of the people released from DOC custody in 2018, 41 percent were Unsented at the time of their release, 40 percent were released after serving at least part of their Sentence in DOC custody, and 20 percent were released after being booked for a Violation.<sup>20</sup>

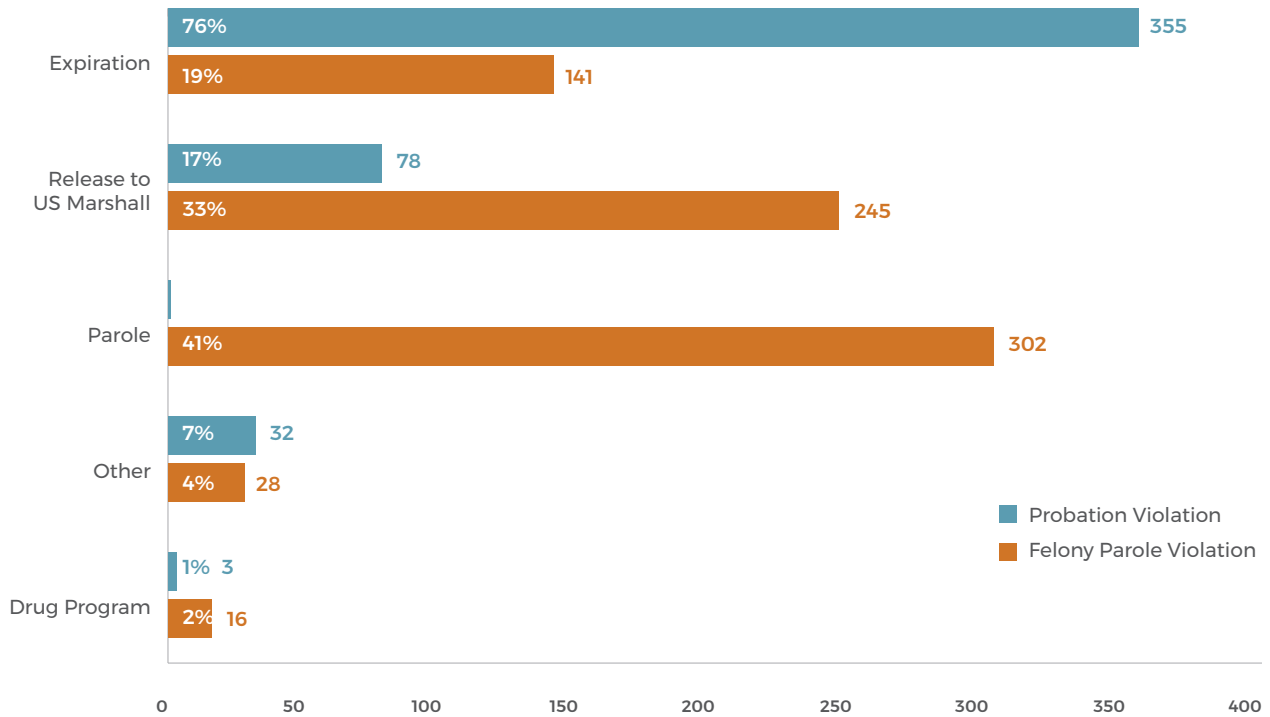
Of the people released in 2018, 32 percent had stayed less than one week, posing the question of whether it was efficient or necessary for these people to be held initially.<sup>21</sup>

More than four in ten of people released on a parole violation, where the parole violation was their top charge, were released with their parole reinstated. A third were released to the U.S. Marshall, most likely for a transfer to a BOP facility following revocation of their parole.

<sup>20</sup> Note that the percentages here reflect the number of individuals released from DOC custody who were not held on a Violation as their most serious charge, and who were not on a Hold. Therefore, the percentages of the total population shown here may differ from the DOC analysis of its calendar year population for 2018. See Corrections Data Technical Addendum linked in Appendix 3 for more information on who is considered a Hold in this analysis.

<sup>21</sup> As above, because this population analysis specifically targets individuals who are not Holds and not held on a Violation as their most serious charges, this LOS calculation may vary from DOC provided figures.

**FIGURE 6: RELEASES BY RELEASE REASONS FOR PROBATION AND PAROLE VIOLATIONS, 2018**



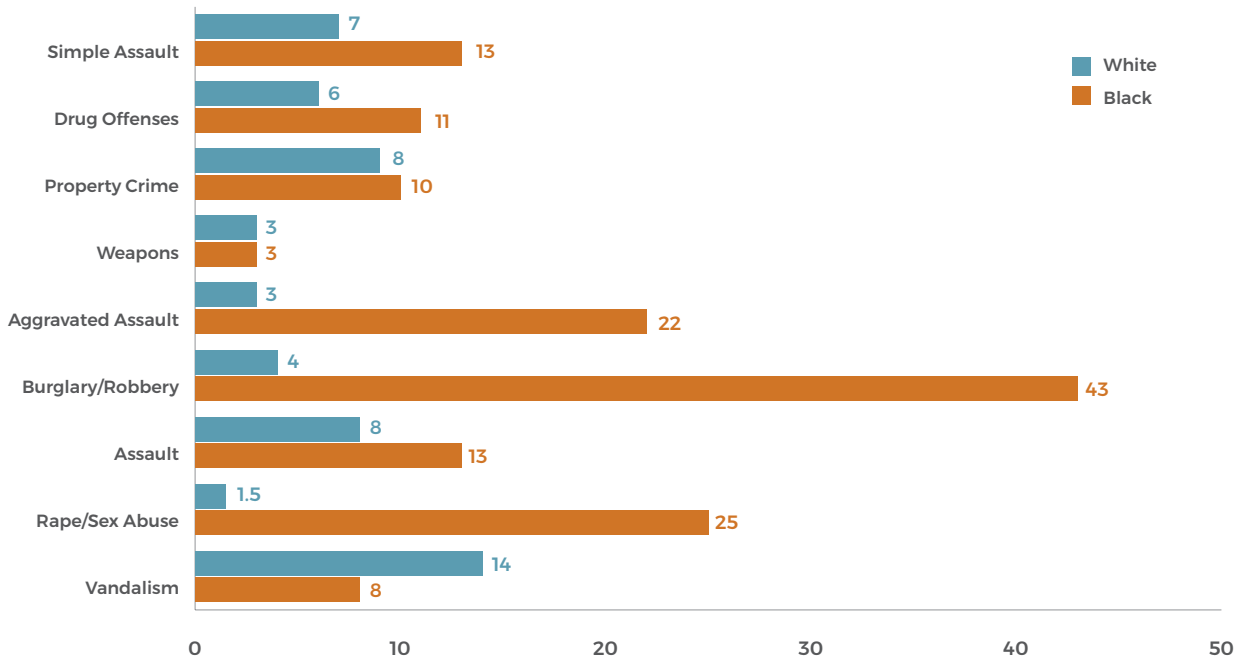
The median length of stay (LOS) in DOC custody for people who were eventually released with their parole reinstated was 44 days, raising questions about the value of their detention and re-release under similar conditions.

### RACIAL DISPARITIES

Black people incarcerated in DOC custody had a longer median Unsented LOS than White people for nearly every charge category.<sup>22</sup>

<sup>22</sup> This refers to only non-hold releases. For DUI, no numbers are given because the median unsentenced LOS for both Black and White individuals is zero days. Note that violations are not shown here as we do not disaggregate length of stay by Sentenced and Unsented for individuals whose most serious charge is a Violation.

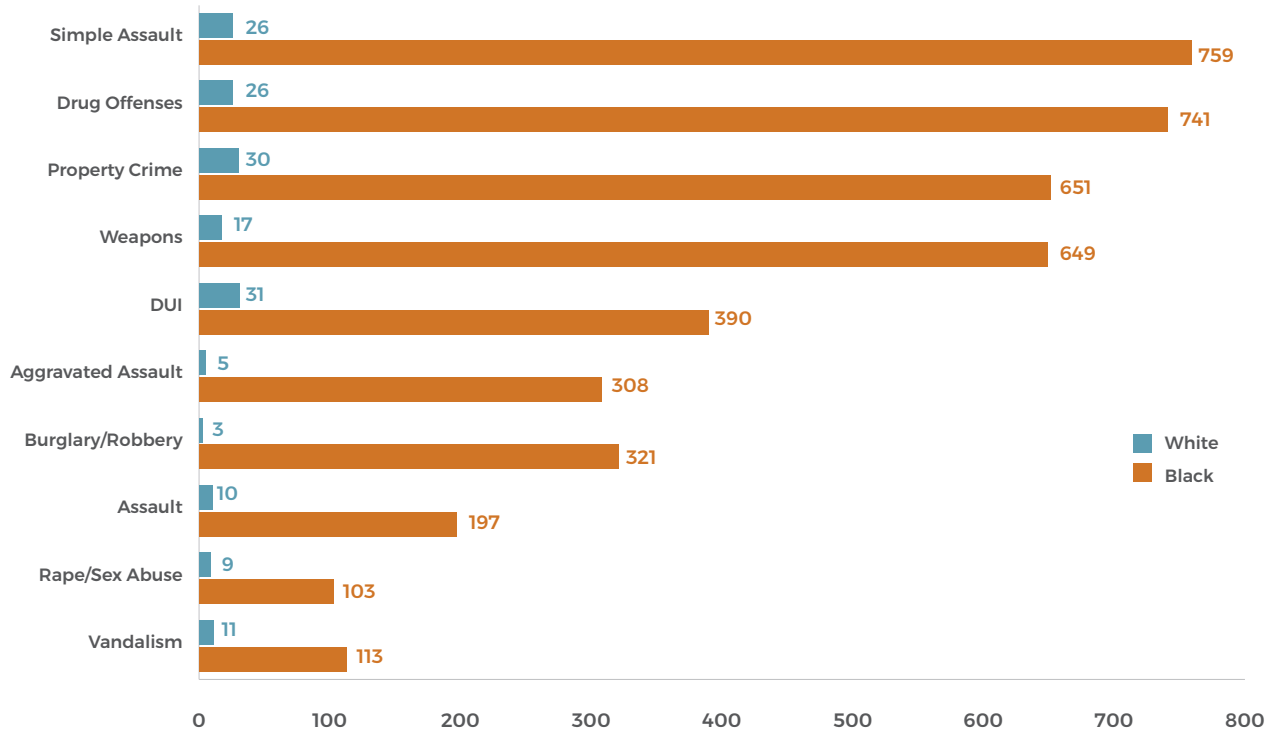
**FIGURE 7: MEDIAN UNSENTENCED LOS, BY TOP CHARGE CATEGORY AND RACE, 2018**



However, analyzing and interpreting the longer median LOS for Black people in custody is complicated by the very small number of White people booked for some charge categories.



**FIGURE 8: NON-HOLD RELEASES BY TOP CHARGE CATEGORY, RACE, 2018**



### PREVALENCE OF SERIOUS MENTAL ILLNESS AND SUBSTANCE USE DISORDERS

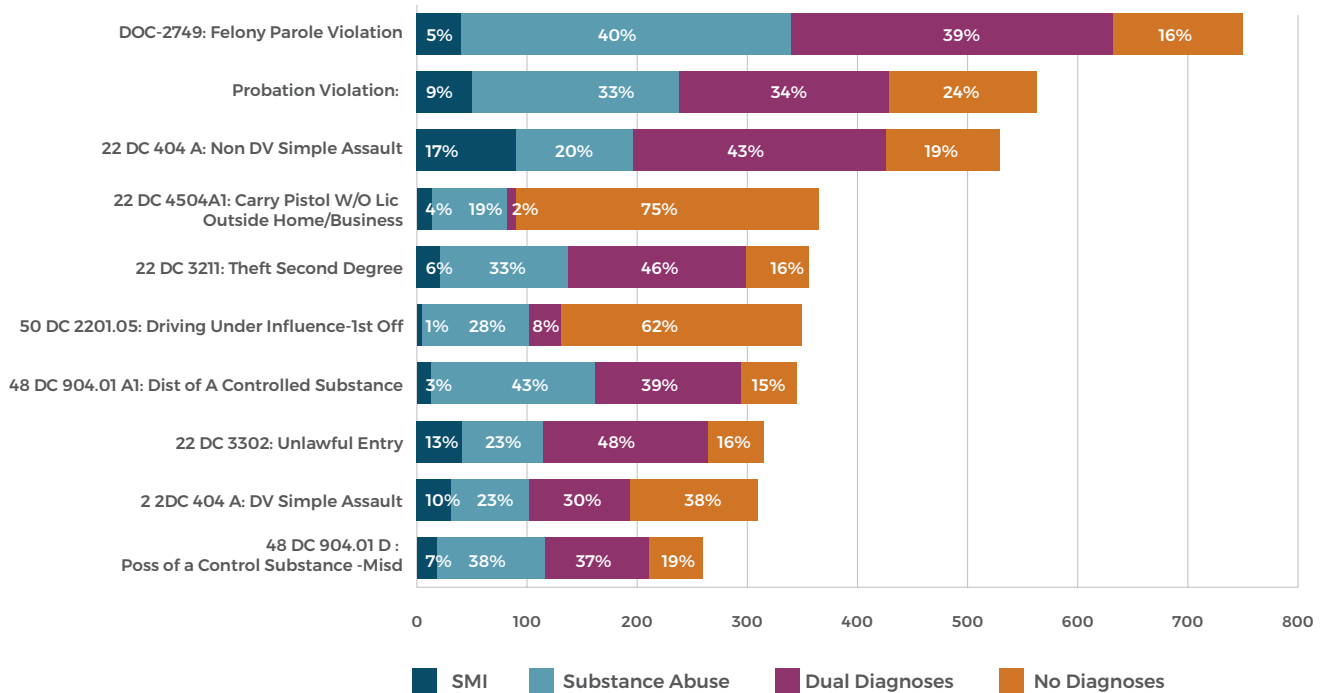
Across charges, the prevalence of serious mental illness (SMI) and substance use disorders (SUD) in DOC varies widely, as do differences in Unsentenced LOS between diagnosed and non-diagnosed populations. The Task Force began a preliminary analysis of differences in populations with only a SUD or SMI diagnosis, as well as “dual diagnosis” individuals, which refers to people with both SUD and SMI diagnoses. These diagnoses are drawn from the DOC’s electronic health records which use the indicator “Substance Abuse” instead of SUD. As used here, these terms are interchangeable.

**TABLE 1: BOOKINGS AND ADP BY DIAGNOSES, 2018**

	Bookings	ADP
<i>Substance Abuse Only</i>	2,813 (28%)	588 (29%)
<i>SMI Only</i>	826 (8.3%)	195 (9%)
<i>Dual Diagnosis</i>	2,616 (26%)	566 (27%)
<i>No Diagnosis</i>	3,731 (38%)	710 (34%)

The prevalence of an SMI, SUD, or a Dual Diagnosis varies sharply by charge, as demonstrated in the chart below. Overall, it is rare, for any given charge, to find a higher prevalence of people with no diagnosis than some diagnosis (SMI, SUD, and Dual Diagnosis). Looking back at the top ten most common charge categories, the data revealed that in eight of the ten charge categories, it was more common for individuals to have a diagnosis than no diagnosis.

**FIGURE 9: NON-HOLD BOOKINGS BY TOP CHARGE AND DIAGNOSES**



Median Unsenteded LOS for individuals with no diagnosis was four days. In contrast, median Unsenteded LOS for individuals with only a SMI diagnosis was more than three times as high, at 15 days. The case is similar for individuals with a Dual Diagnosis at 14 days, and individuals with a SUD diagnosis at 11 days. All differences are statistically significant. It is clear that median Unsenteded LOS skews much longer for all diagnoses than for bookings with no diagnosis. However, at least some of this difference may be due to differences in charges between these groups, not differences in outcomes for a given charge, underscoring the need to make comparisons at the charge level.

To assess charge level differences, we reviewed differences in Unsenteded LOS for all charges and LOS for all Violations. Whether or not Unsenteded LOS or LOS varies between diagnosed and non-diagnosed groups depends on the charge – generally, in any case where we find that there is a statistically significant difference between diagnosed and non-diagnosed groups, we find that Unsenteded LOS and LOS is longer for diagnosed groups, though we cannot always determine differences between diagnosed groups.

## YOUNG ADULTS

Of the 9,986 people booked into DOC custody in 2018, 2,378 or 24 percent of all bookings were for “young adults” ages 16–25. Young adults also accounted for 26 percent of the DOC’s ADP. Please note that as of October 2018, no youth age 16 or 17 are in DOC custody. Instead, all people incarcerated under the age of 18, even those charged as adults, are now in the custody of the Department of Youth Rehabilitation Services (DYRS).

Young adults are more likely than adults to be Unsentenced while in DOC custody, and less likely to be held for a Violation. Partly this reflects differences in top charges, as the most serious charges for young adults showed a higher representation of violent and serious charges than do bookings for adults. For instance, Weapons, Burglary, and Aggravated Assault charges made up 29 percent of young adult bookings, but only 15 percent of adult bookings.

**TABLE 2: BOOKINGS FOR TOP TEN CHARGE CATEGORIES, YOUNG ADULTS**

Category	Young Adult (YA) Bookings	% of YA	% of Total
Weapons	337	21%	5%
Burglary or Robbery	180	11%	3%
Drug Offenses	151	9%	2%
Property Crime	144	9%	2%
Non-DV Simple Assault	122	7%	2%
Aggravated Assault	107	7%	2%
Violations	77	5%	1%
DV Simple Assault	75	5%	1%
Robbery	55	3%	1%
Homicide	46	3%	1%
<b>Sub Total</b>	<b>1,294</b>	<b>79%</b>	<b>19%</b>

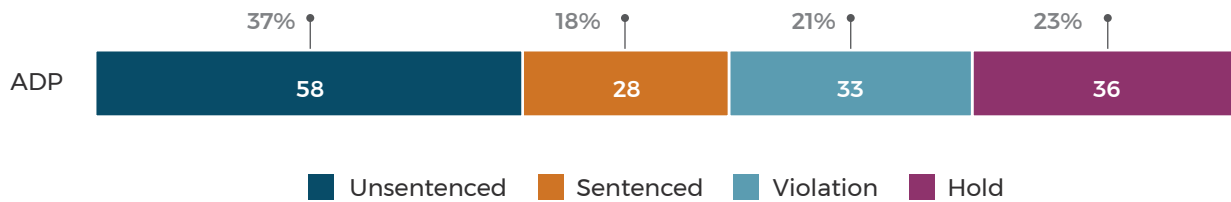
Despite a tendency towards more serious charges for young adults, there remains quite a few similarities in the top charges for young adults and adults. Namely, Non-Domestic Violence Simple Assaults and Violations still accounted for a large share of all bookings, at a combined 19 percent for young adults and 29 percent of all bookings for adults.

Young adults were less likely than adults to be diagnosed with either a SMI or SUD. About 52 percent of all Non-Hold bookings for young adults had no diagnoses, while only 27 percent of all Non-Hold bookings for adults had no diagnoses.

## WOMEN

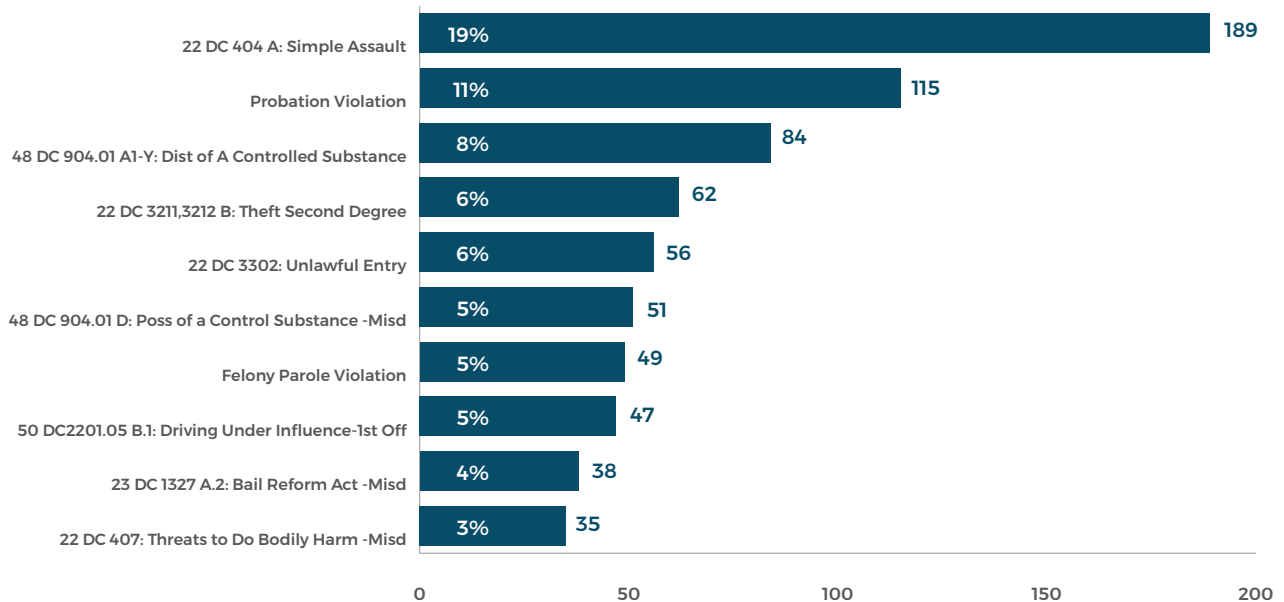
In 2018, 1,378 women were booked into DOC custody, accounting for eight percent of DOC’s ADP. Women’s ADP is trending down alongside the total DOC population, though the proportion of women in the jail relative to men has only marginally decreased. The proportion of women in DOC remains around five points lower than national state-level trends from previous years.<sup>23</sup>

**FIGURE 10: WOMEN’S ADP BY LEGAL STATUS, 2018**



Women’s top charges skewed less serious than men’s, though Simple Assaults and Violations continue to be top reasons for bookings.

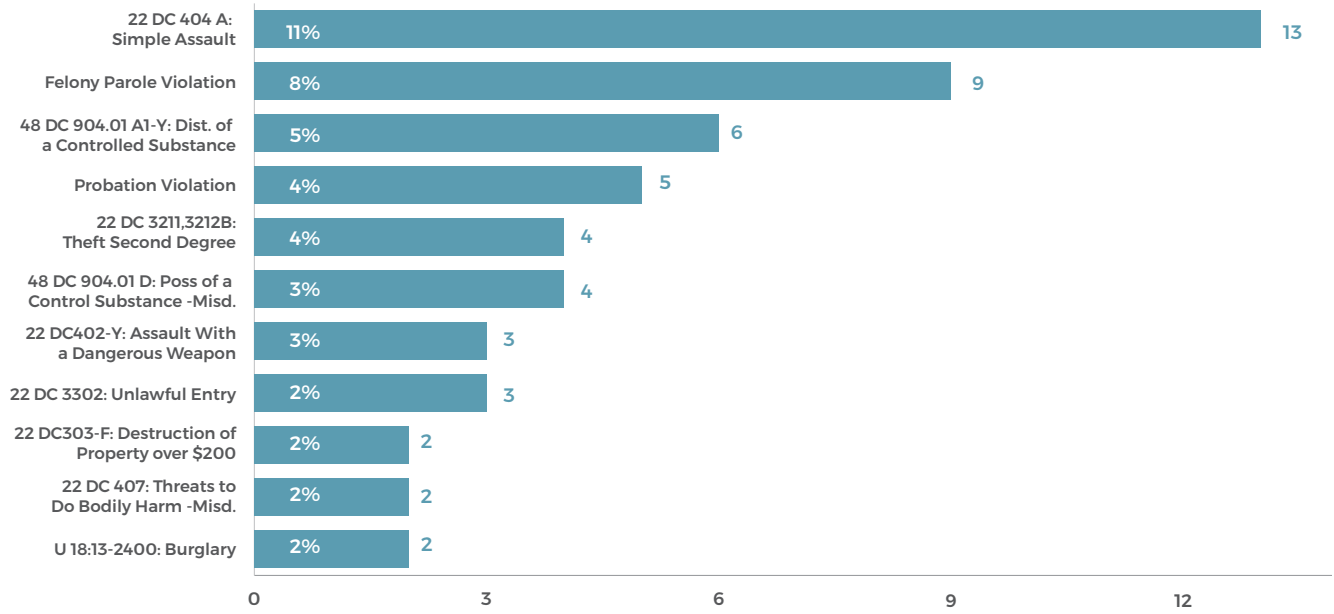
**FIGURE 11: WOMEN’S NON-HOLD BOOKINGS BY TOP CHARGE, 2018**



Parole Violations and Simple Assaults contributed more to women’s ADP than to their bookings, though many of the charges are the same between women’s bookings and ADP.

<sup>23</sup> ADP by gender for 2018 was calculated using administrative DOC data. U.S state level averages for ADP by gender was calculated using DOJ data for 2015, retrieved from Vera Trends: <http://trends.vera.org/rates/district-of-columbia>.

**FIGURE 12: WOMEN'S NON-HOLD ADP BY TOP CHARGE**



# Community Engagement Analysis

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CCE, The National Reentry Network, and Vera, developed a three-part community engagement strategy that addressed key stakeholder groups and produced quantitative and qualitative data for consideration by the Task Force. The National Reentry Network led the implementation of this engagement and the analysis of the results. Nearly 2,000 people participated during the Phase I engagement period from March through August 2019. For a full description of methodology and more detailed data analysis, The National Reentry Network's complete community engagement report is linked in Appendix 3.

## METHODOLOGY OVERVIEW

The goal for engagement was to compile residents' feedback and priorities related to incarceration and criminal justice in the District, and, to the extent possible, a clear community vision for the future of justice in Washington, D.C. To that end, data collection was framed by two main questions:

- What needs does your community have regarding safety?
- Should we build a new jail and how should we handle incarceration in the District?

These questions, and the goal to articulate a community vision for justice, situate the decision about building a new jail within a broader context. The decision to build a jail cannot be made in isolation from how residents feel more broadly about safety in their community, and how the jail fits into other investments or approaches to their understanding of safety and their lived experiences. These framing questions informed the topics used to solicit feedback in all three types of engagement – focus group, survey, and community-visioning workshop.

The use of mixed qualitative and quantitative methods for the community engagement produced high levels of participation and rich information. It also allowed for multiple ways of interacting with the community: electronically and in-person; briefly, at length, and over a period of time; privately and in groups. This variety of opportunities was designed to make participation accessible to the broadest possible range of people.

Focus groups allowed for detailed exploration of opinions and reasoning that helped inform the final details of the remaining engagement pieces. The discussions were designed to understand people's specific needs regarding safety, as defined by them, and their desired delivery of resources or services to address safety needs, without a presumption of support for building a jail. In addition to the opportunity for nuance, these open discussions made space for topics that were not scripted in the guiding questions. A total of 177 people participated in 21 focus groups, recruited from stakeholder groups including: returning citizens, families of those incarcerated and formerly incarcerated, people currently incarcerated in CDF and CTF, community advocates, service providers, DOC correctional officers and staff, crime victims and victim advocates, neighbors of the jail, and people experiencing homelessness.

The community survey was developed to enable a wider reach among D.C. residents, especially among those without the time or other resources to attend group interviews – more than 1,700 respondents ultimately completed the survey. The survey also provided the opportunity to compare responses across demographic or stakeholder groups.

Community-visioning workshops represented a return to face-to-face engagement to allow particularly interested individuals to sustain their engagement, as well as bring others to the table who had not yet participated. As with the interviews, workshops included D.C. community members at-large, not just residents, to account for those who work or study in the city. In contrast with the focus groups and survey, the workshops were structured specifically to present contextual information about D.C. and incarceration. Following an informational presentation, the workshops featured breakout discussions on topics under consideration by Task Force committees. Each group was given a brief introduction to the topic and a set of guiding questions for these discussions. Finally, participants were asked to submit vision statements about the future of justice in D.C.

## FOCUS GROUP FINDINGS

Focus group participants were primarily Black and male, weighted heavily by three large groups that were held in DOC facilities that were almost exclusively Black and male. Every Ward was represented, with particularly strong representation from Wards 4, 5, 6, 7, and 8. Nearly half the participants identified as justice-involved, limited in this case to personal experience with arrest, conviction, or incarceration. Most participants had family who were justice-involved. Nearly two in three participants self-identified as crime victims.

The main findings from the focus groups robustly addressed the framing questions. In response to questions about needs for community safety, participants across focus groups offered numerous, often detailed suggestions and ideas. Participants conceive of community safety as both relational and resource-based. They also think about the management of their communities in relation to safety – information, policing, and decision-making power. Clearly, participants were very concerned about housing, jobs, mental wellness, and community empowerment. The most prominent theme in community safety was the importance of knowing your neighbors, and a number of ideas surfaced for promoting this closeness. Many people called for fewer police or had suggestions for an improved police presence.

In response to questions about incarceration, most participants were very concerned with the conditions in D.C.'s current jails. Many participants do not think we should build a new jail and many others believe we should build a new jail to replace CDF, suggesting a deep lack of consensus on the topic. Many participants believe there should be no jail at all, although they disagree about the realistic nature of this proposal. Finally, race was a consistent thread among topics in reference to generational trauma, access to resources, and the very high rates and impact of incarceration on Black people in the District.

Quotes and highlights from the most discussed themes are presented below. A more detailed analysis is included in the full community engagement report linked in Appendix 3.

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### Close-Knit Communities

“I feel safe in my community when I know that the community is mine. They have my back and we are all in this together...People know who they can reach out to in the community where they live.”

“If you know everyone, then you know that’s just Johnny and that’s how Johnny behaves, and we know how we can take care of the situation.”

#### THEMES:

- Knowing one’s neighbors
  - Being involved
  - Looking out for one another
- 

### Housing

“The tide does not help all boats to rise when gentrification comes along.”

“Lack of housing, lack of housing stability and lack of jobs makes people unsafe and feel unsafe.”

“A building where I used to live... They did not know you could call the shelter, and instead they were advising tenants to call the police. People are not paying attention. They did not know there’s an avenue to handle this and have it not be escalated to that point.”

#### THEMES:

- Affordable
  - Safe
  - Stable
- 

### Police

“We have way too many resources for 911 to be 311.”

“At one time the police grew up in the community, too. Instead of locking you up, if you misbehaved we take you home to your mother. If your parent didn’t come, your neighbors came.”

“We need to try to empower neighbors to deal with conflict.”

“Often the neighborhood that I belong to there is hyper-policing. Young folks and people of color live in fear of those police. Because we’ve often seen violence occur because of who was called for the situation instead of alternatives like mental health workers who have more experience. Police address situations of mental health needs with violence and force, which can get folks killed.”



“I have a number of loved ones who have come into contact with police and it’s done more harm than good.”

“When you all got rid of the Boys & Girls Club you pretty much took away that community understanding about humanizing police. Because those officers at the Boys & Girls Club when I was a kid, they genuinely cared about you. They fed you when you got in trouble, they were the first ones on the scene. And they said, let me talk to this kid, I know what’s happening with him.”

**THEMES:**

- Fewer
- Better training
- Alternatives

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**Support for Youth**

“I deal with folks who are incarcerated at a very young age because there are not systems and support in place for children who have been exposed to trauma.”

“I think more resources should be put into the community that engage with youth to stop thinking that I got to get it one way or another, cause my parent on their back foot.”

“A lot of kids they don’t have parents. A lot of them are locked up like we are. Because their parents are locked up, a lot of the kids are on the street.”

“Children are being criminalized at a very young age and that is determining their outcome of their lives. So how do we get to the root cause, which is poverty, housing, health care.”

**THEMES**

- Basic needs
- Schools
- Parenting and mentoring
- Jobs, programs, and activities
- Trauma care
- Alternatives to justice system involvement

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**Behavioral Health**

“I might be out on the street doing what I used to do because I don’t have the money or I don’t have the resources for that medication, or that housing, or even to catch the bus to my mental health clinic.”

“If someone is misusing drugs I want an alternative that offers intervention.”

“A guy exposed himself to me, but I don’t trust that a responding officer will send that person to DBH instead of arresting them.”

“We should have a trauma center on every other block.”

**THEMES:**

- High need in and out of incarceration settings
- Local, accessible services
- Decriminalization

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### **Jobs and Economic Opportunity**

“You can do resume writing programs, and job training programs. What comes after that? We go into a place and work for probationary credit and they aren’t hiring.”

“People that have criminal backgrounds have great skills and certifications and cannot utilize them because of their record.”

**THEMES**

- Local opportunities
- Quality, stable jobs
- Training

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### **Reentry**

“I get out in 2 months and I’m scared to death.”

“I got 7 months. I’m walking out the door and I got family with housing but that don’t mean that I can go there. I got mental health problems. They may not be ready for that.”

**THEMES:**

- Housing
- Jobs
- Access to services, community connections
- Stigma and barriers
- Mental health

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### **Community Empowerment**

“A say-so in how we invest.”

“We need to get more resources to Ward 8 and Ward 7.”

“We got a lot of angry people in our city who were born and raised here. And we feel like we’re still on the waiting list and they can come right here and get all the resources.”



“Create forums for community members to meet and brainstorm, because my solution for my little neighborhood in Ward 5 is probably not going to be the same as somebody who’s in Ward 1.”

“We’re not getting to the root of anything.”

“As long as the money going to your area, you’re not worried about their area. Ain’t no kin to me, so I don’t care if they kill each other.”

**THEMES:**

- Investment, adequate resources, and fair allocation
- Solutions for communities, by communities
- Local decision-making power
- Information sharing and transparency
- Leadership and organizing

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**Other Community Safety Themes**

“It’s one thing to have those who can’t afford to take care of their lawn, there are programs that you can recommend that they get acquainted with. It’s another thing for those who own this property and live somewhere else to let their property just fall because they’re waiting to make a profit a couple of years from now.”

“I feel safe just to name it – because I feel white and privileged.”

**THEMES:**

- Less frequent, but recurring themes related to community safety included neighborhood maintenance, such as street lighting and cleanliness, access to green spaces and art, availability of day care, and decriminalization of quality of life offenses.

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**Abolition and Anti-New Jail Views**

“I am completely against the jail unless other resources are brought to bear to bring the incarceration rates down.”

“Why do people continue to believe...when for the last 40 to 50 years the city did not fund the facility to keep it up to code, to make sure the ceiling wasn’t caving in, to make sure people’s constitutional rights were not violated.”

“I don’t want no jail, but...people are going to be in jail because the system is designed for it. So...I would like to see resources coming into the jail, like education resources, job training, financial literacy, just being treated as human from your officers.”

“They don’t need a new jail. Let’s let this building be what it’s supposed to be – a correctional treatment facility.”

“I don’t want anyone to go to jail. I don’t know anyone who has been helped by jail.”

“I really feel that the community needs more programs on the outside of the institution before you bring them on the inside of the institution.”

**THEMES:**

- Abolition now
- Abolition as an ideal to strive toward
- Jails do not make communities safer or heal harm
- Mass incarceration of Black people
- Little belief that a new jail would be meaningfully different than the current one

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**Views in Favor of a New Facility**

“It’s infested with whatever you can think of.”

“It needs to be rehabilitation, reentry and so many other things. We don’t even want to call it a new jail.”

“Definitely have to get rid of CDF.”

“We need a bigger place for treatment, and we need a smaller jail.”

**THEMES:**

- Conditional support for new jail, based on community alternatives, access to services while incarcerated, decreased population
- Conceive of a secure detention facility differently, do not even use the word jail
- Urgent concern over conditions in current DOC facilities, especially CDF
- Unwillingness to wait for new jail to address conditions concerns in current facilities

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**Other Views on a New Facility**

“It’s much more than a yes/no answer.”

“The writing is on the wall.”

“No matter what we say, it’s going up.”



“Not does D.C. need a new jail but how do we keep people out of jail? Why are they coming back to jail? How can we make our jail smaller? That’s a question that should be circulating.”

**THEMES:**

- Inevitability of new jail
- District leaders have already made a decision
- Asking the wrong question
- Need more information

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**Philosophy of Incarceration and Decarceration**

“We can stop incarcerating in record numbers. We have to be more innovative and think out of the box. We have to do more alternative to policing and prisons.”

“Other countries have figured out a better way; in this country we have not done that.”

“In terms of acts of violence there are so many steps along the way where there are warning signs, and other steps can be taken.”

**THEMES:**

- Rehabilitation over punishment
- Alternatives and investment

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**Programs and Services for Incarcerated People**

“Make it a part of your sentence to go through a transition before being released. Make it a part of your sentence to go through a treatment program before being released. Make it a part of your sentence to deal with your mental health before being released.”

“I really feel that the community needs more programs on the outside of the institution before you bring them on the inside of the institution.”

**THEMES:**

- Reentry
- Accessibility of programs
- Relevant job training
- Mental and physical healthcare
- Better training for correctional officers



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### Conditions of Confinement

“Bologna sandwiches every day and cookies...Whoever is making these meals and making these decisions can’t be thinking about our health.”

“Those living conditions cause the inmates to act out...Treat me like an animal, that’s what you’re going to get.”

“[Staff] live here, too.”

#### THEMES:

- Health and safety
- Noise
- Quality of food and recreation
- Environment

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### Prison Population

“For those coming out of prison, let them do the last 6 months or a year in D.C. and get acclimated to the city.”

#### THEMES:

- People should be closer to D.C.
- New prison facility in D.C.
- Decarceration



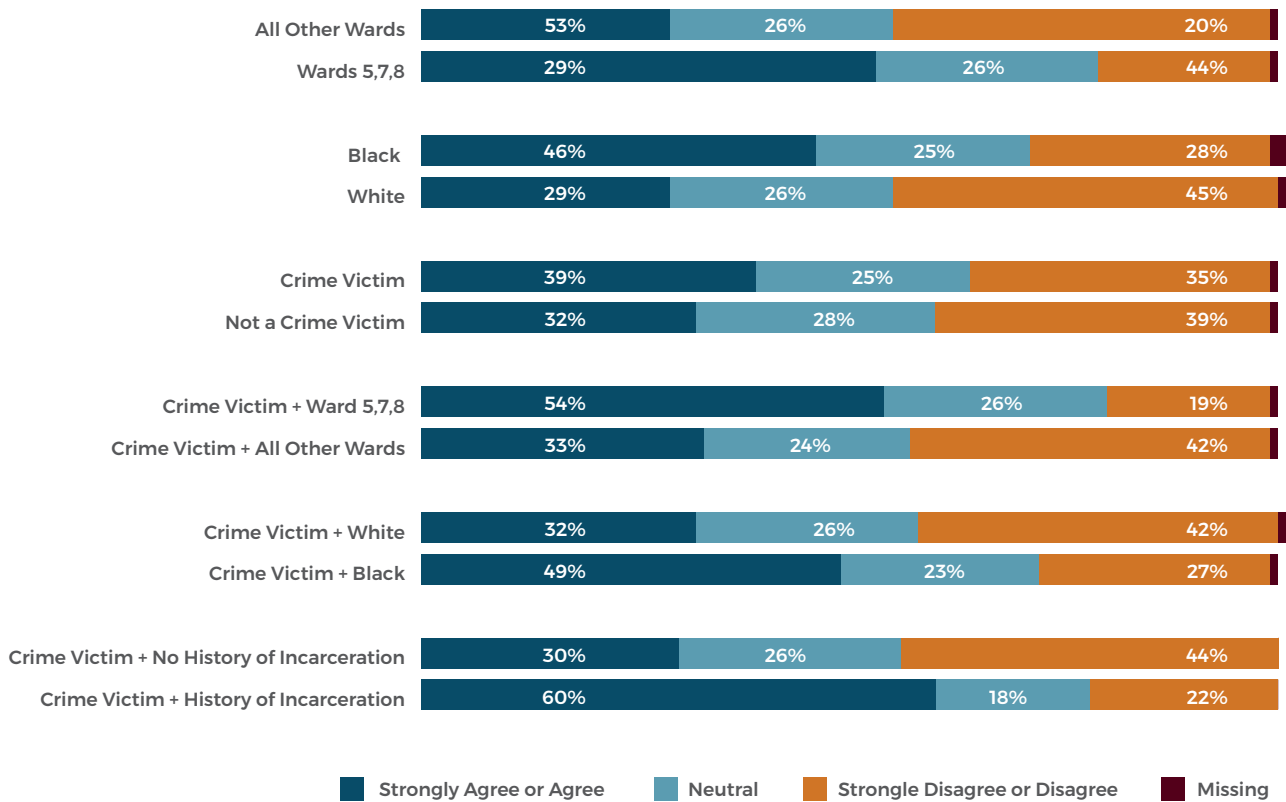
## SURVEY FINDINGS

While the survey data reflect a powerful source of community feedback, it is important to note that the Task Force's 2019 survey used a sample of convenience, not a representative sample. This creates two main concerns when interpreting these results – first, that respondents are residents who may pay attention to issues related to criminal justice in D.C., which may not be reflective of a more general sample of D.C. residents, and, second, that the sample under- and over-represented certain categories of D.C. residents. For example, women were nearly twice as likely as men to have completed the survey. Similarly, participants who identified as Black accounted for 30 percent of our sample, compared to 40 percent of the sample identifying as White, and two percent of the sample identifying as Latinx. This is in contrast to census demographics, in which Black residents account for 48 percent of the District's adult population, White residents account for 41 percent, and Latinx residents account for 11 percent. Approximately 69 percent of our sample has a bachelor's degree or higher compared to an estimated 57 percent of the population of D.C. Finally, not all Wards were evenly sampled, and the same issues of over- and under-representation persist in breakdowns by Ward.

While the lack of a representative sample in the survey impedes our ability to make generalizations that extend to the entire population of D.C., we nevertheless have a large enough sample of 1,788 respondents to draw insights on the opinions of critical groups. To address issues of bias in our sample, we provided subgroup analysis based on Ward, Race, and Race and Gender, with the goal of highlighting key differences between groups which may otherwise be obscured in the overall sample. Further analysis of the survey results will be conducted for the Task Force in Phase II.

There is a divide among how respondents view crime as a problem to be addressed in their neighborhood, largely facilitated by three factors. Specifically, residents of Wards 5, 7, and 8, and Black participants were more likely to see crime as a large problem in their neighborhood. Similarly, self-identified victims of crime were more likely to see crime as a problem in their neighborhood, though when disaggregated by Race and Ward, we see that these results are only a few points higher than the overall descriptions by Ward and Race. Here, it is important to note that 72 percent of respondents with a personal history of incarceration also identified as a victim of crime.

**FIGURE 13: RESPONSES TO STATEMENT: CRIME IS A BIG PROBLEM IN MY NEIGHBORHOOD**



At least 70 percent of every subgroup analyzed disagreed with the statement “incarceration is the best way to handle people who get arrested.” Even among subgroups who are the most likely to see crime as a big problem in their neighborhood, they are unlikely to see jail as the best solution. For example, among crime victims from Wards 5, 7, and 8, 72 percent disagreed with the statement, a meaningful difference from the 78 percent of crime victims from all other wards who disagreed with the statement. At least 66 percent of all subgroups analyzed agreed with the statement, “We should hold people in jail prior to conviction only if they pose a high risk to community safety.”

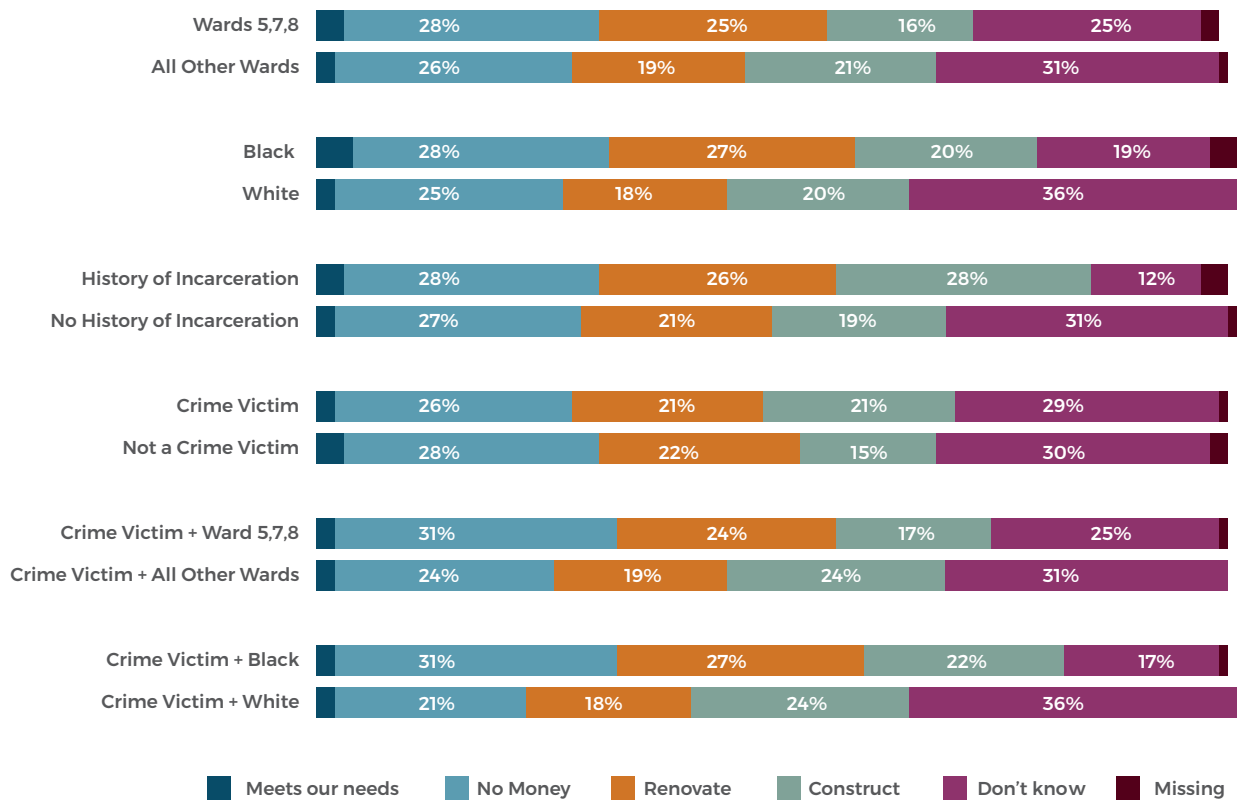
Slightly more complex were responses to the statement “having a jail makes the city safer.” For every group, the simple majority of participants disagreed or strongly disagreed with the statement, though in the cases for some subgroups, the number of neutral responses could sufficiently tip results between agreeing or disagreeing. This is particularly true among crime victim subgroups, suggesting that this is a more complex question for people who identify as victims. For example, among crime victims disaggregated by Ward, among those from Wards 5, 7, and 8, 20 percent agreed or strongly agreed with the statement, while 23 percent were neutral, and 55 percent strongly disagreed or disagreed. In contrast, among participants from all other wards, 24 percent agreed or strongly agreed, 31 percent were neutral, and 45 percent strongly agreed or agreed.

Finally, when asked directly about jail construction, the clearest conclusion is that very few respondents believe the current jails are meeting the needs of the District. Despite this, there is disagreement about how this should be solved – by renovating an old facility, building a new one, or not



investing any money in a new jail. Combining responses about renovation and construction, a plurality of respondents by subcategory support some kind of investment in a jail. However, for nearly every subcategory of respondents, between 25 percent and 33 percent say they “don’t know” and between 15 percent and 30 percent do not support any funding for the jail. Furthermore, focus groups suggest there is a nuance between supporting funding for new construction versus funding for renovation, and that combining the two categories may be reductive.

**FIGURE 14: OPINION ON JAIL CONSTRUCTION**



Black respondents and respondents who have been inside one of D.C.’s jails in the last five years, whether incarcerated, visiting, or for any reason, are the least likely to respond with “I don’t know.” This suggests an overall much stronger opinion on jail construction, though responses remain relatively split between no money, renovation, or construction. Crime victims are slightly more likely to advocate for construction than non-crime victims, though in general both groups report high levels of “I don’t know.” Disaggregating crime victims by Race and Ward shows relatively similar patterns as overall results by Race and Ward.

The survey findings offer clues to answering the framing questions. First, they suggest that community needs for safety differ by Ward. Respondents are divided in terms of how much they see crime as a problem in their neighborhood, and this divide appears strongest among differences by Ward, Race, and contact with the jail. Very few respondents see jail or incarceration as a means to address

crime, even among respondents most likely to report crime as a problem in their neighborhood. Even fewer respondents indicate a preference for investments in jail over alternative approaches to criminal justice or alternative investments in social services, education, or job training programs. Neither a preference for alternative investments, nor a view that the jail does not promote safety, necessarily suggests that respondents do not support construction or renovation of a facility.

Ultimately, opinions on D.C.'s jail are divided and complex, mirroring the variety of viewpoints from the focus groups, which may help us understand the "don't know" responses.

## COMMUNITY-VISIONING WORKSHOP FINDINGS

The more than 50 workshop participants represented every Ward in D.C. Many of these participants had not participated in a group interview and some had not completed a survey, meaning these events brought together both previous and new participants. Participants were very interested in the history and data presented, asked questions, and actively participated in discussions.

The ideas brainstormed during these workshops mapped well onto themes from focus groups, including calls for housing and mental health resources, diversion and restorative justice, education quality and availability, decriminalization and local control, all themes echoed in the focus groups. Participants also expressed a similar skepticism about whether the Task Force recommendations would reflect the views in the room.

Data from the workshops includes individually submitted vision statements reflecting on "What is your vision for the future of justice in D.C.?" Responses ranged from a single notion such as "abolition" or "healthy black people," to a detailed framework, such as, "A D.C. where residents are the designers of our own systems of safety and accountability, focused on mutual aid and connections between neighbors. An end to destabilization caused by displacement and gentrification and the use of police to remove communities of color from their homes. A focus on healing from trauma, in which punishment has no place. Resources allocated based on community priority." These examples and others also specify outcomes based on race. Statements often addressed enthusiasm for alternatives to incarceration, as in "justice means having ways to deal with conflict and crisis without putting people in cages."

## CONCLUSION

The detail and range of topics and opinions provided in the above findings sections demonstrate a robust set of ideas, productive discussions, and challenging choices, more often in concert than not. Some higher-level findings emerge from the data collected as a whole:

- Engagement participants do not believe the current facilities are serving their needs and do not want people to be incarcerated in any facility they do not see as meeting the needs of the District.
- There is urgent concern over the conditions in the current jails.
- Demand is high for community investment in housing, mental wellness, youth programming and basic needs, jobs, and alternatives to police, in part because of preference for addressing crime through prevention and alternative interventions.

Many themes recurred regularly in focus groups and community visioning workshops, regardless of participant identity. This was also a notable finding among survey respondents belonging to different subgroups. Overall, differences in responses based on demographics or stakeholder affiliation among the nearly 2,000 participants were not as pronounced as anticipated. All together, the findings point toward a community vision for justice, to the extent there is collective agreement, that is focused on investment outside of the traditional system.

Finally, in considering the sum of the findings in this engagement process, it is important to reiterate expressions of concern offered in each of the three engagement events that participants would not ultimately be heard, either by the researchers, Task Force Members, or government decision makers. This poses opportunities for further engagement based on this report and other project findings, and reinforces the importance of sustained and meaningful community engagement with the Task Force and beyond. Participants often expressed gratitude for the opportunity to engage and called for more such opportunities.

This continued engagement could include the presentation of more information about the use of incarceration in the District during Phase II, similar to the highly-appreciated community workshop presentations; solicitation of input from underrepresented groups such as Latinx individuals, youth under 18, and families of currently incarcerated people; solicitation of feedback on this report and on the recommendations of the Task Force; and collaboration on future planning and implementation of any adopted recommendations.

# Task Force Phase I Recommendations

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The District Task Force on Jails & Justice adopted the following recommendations in September 2019, based upon the research conducted during Phase I, including the correctional data analysis, the community engagement analysis, and synthesis of existing research in the District and other jurisdictions, as well as the development of its vision, mission, and core values. As noted earlier, where “the District” is called upon to act, the recommendation is not limited to government, but broadly calling for all those stakeholders invested in these elements of our community to make change. The Task Force intends to create an implementation plan during Phase II to detail the policy and practice changes necessary to carry out these recommendations. Please also note that these recommendations are not listed in order of priority and are not ranked in any way. We numbered them solely for ease of reference.

1. The District should make early investments in fulfilling the basic needs that research shows prevent justice-system involvement, focusing on safe and affordable housing, quality education, physical and mental wellness, and reducing income disparities.
2. The District should become a trauma-informed city and prioritize screening for and healing trauma as a response to community crises.
3. The District should fully resource interventions like community mediation, violence interruption, and restorative justice practices as alternatives to involving law enforcement in response to community conflict.
4. The District should enhance the quality and capacity of behavioral health services to treat mental illness and substance use disorders as the public health crises they are, through both emergency medical responses and long-term, stabilizing care, not through criminalization.
5. The District should increase support for the successful reentry of people returning to D.C. from prison and jail by investing in: housing, education, training, and employment, behavioral health treatment and social and emotional support, and providing protections in law from discrimination in housing, employment, education, and other areas based on criminal record.
6. The District should reduce the number of admissions and length of stay for people in its secure detention facilities, using incarceration only when an individual poses a specific risk of violence or harm that no community-based resources may mitigate.

- 7.** The Task Force should evaluate the range of policy and practice changes at each decision point along the criminal justice continuum, with the goals of reducing harm, racial disparities, and incarceration, and increasing safety and accountability. These decision points include:
  - a.** Contact pre-arrest;
  - b.** Arrest and booking;
  - c.** Charging;
  - d.** Pretrial release;
  - e.** Case processing, including time standards and specialty dockets/problem solving courts;
  - f.** Disposition and sentencing;
  - g.** Probation and parole proceedings; and
  - h.** Post-release and supervision.
- 8.** Congress should abolish the U.S. Parole Commission's authority over people convicted of D.C. Code offenses with the Revitalization Act's 2020 sunset provision, and the District should plan now to localize parole and supervised release decision-making.
- 9.** All people convicted of D.C. Code offenses, including those incarcerated in the federal BOP, should serve their sentences under local control, beginning with a plan to allow vulnerable populations to serve the last 6-12 months of their sentences here.
- 10.** Any halfway house for D.C. Code offenders must be in D.C., of high quality and directly accountable to the District.
- 11.** The District should immediately begin operations of the local Clemency Board.
- 12.** Upon completing a plan for community investment, decarceration, and local control, the District should renovate or build facilities to support its new goals for prevention, intervention, secure detention, and reentry.
- 13.** Location of a secure detention facility:
  - a.** Any secure detention facility should be sited near the current location of the CDF and CTF.
  - b.** Any secure detention facility should be designed to complement the surrounding community, including in its aesthetics and the way in which it implicates transportation planning and traffic, parking, and the environment

- 14.** Supporting visits and communication with incarcerated loved ones:
- a.** The District should fund transportation stipends and/or expand shuttle service for those family and friends visiting incarcerated loved ones in BOP facilities.
  - b.** The District should maximize provision of in-person visitation in DOC facilities.
  - c.** The District should ensure a robust network of free, remote video visitation sites, connecting to DOC facilities, that are integrated into other community uses, including libraries, recreation centers, and community-based organizations.
  - d.** The District should ensure a robust network of free, remote video visitation sites, connecting to BOP facilities, that are integrated into other community uses, including libraries, recreation centers, and community-based organizations.

- 15.** Design of a secure detention facility:
- a.** Any secure detention facility must be designed with ample, dedicated space for: family visitation; on-site service providers; on-site not-for-profit health care integrated into the community system; on-site educational instruction and career, technical, and vocational training; private spaces for incarcerated people to meet with their attorneys; space for staff wellness and professional development; green spaces; practice of faiths; counseling and restorative justice; a D.C. Public Library branch; technology to facilitate reentry; civic engagement, including voting; employment opportunities within the facility, including employment of incarcerated individuals.
  - b.** Any secure detention facility's design should emphasize: deinstitutionalized and normative aesthetics; open spaces and circulation whenever possible, consistent with the safety and security of both incarcerated individuals and staff; decoration and color; individualization and personality; natural light; quiet and mindfulness; indoor and outdoor recreations; access for individuals with disabilities; collaboration among incarcerated individuals and between incarcerated individuals and staff; privacy, consistent with safety and security; multi-purpose uses; physical integration into the surrounding neighborhood; sustainable and resilient features that minimize environmental impact and can withstand climate change; emergency preparedness, including back-up water, heating, and cooling systems, and plans for evacuation in case of catastrophic events; safety and security of incarcerated individuals, visitors, and staff; and a healthy workplace environment for staff.

- 16.** Housing in a secure detention facility:
- a.** Any secure detention facility should include space for people convicted of D.C. Code offenses who, under the current system, are in the custody of the BOP.
  - b.** Any secure detention facility should adopt a smaller "pod" model of housing rather than housing large numbers of incarcerated individuals together.
  - c.** Any secure detention facility should consider prioritizing housing decisions based on incarcerated individuals' age, programming participation, health needs, in addition to security level, unless best practices dictate otherwise.
  - d.** Any secure detention facility should take into account and respond to the specific housing needs of incarcerated women and LGBTQ-identified incarcerated individuals.

- 17.** Programming at a secure detention facility:
- a.** The District should expand innovative programming, such as the Young Men Emerging Unit, throughout any secure detention facility. The District should also develop similar programming for young women.
  - b.** Any secure detention facility should include multiple programmatic spaces, including ones that are spatially separated from housing tiers.
  - c.** Any secure detention facility must prioritize staff development and training, morale, and physical and mental wellness.
  - d.** Any secure detention facility should employ staff with specific expertise in responding to the programming needs of incarcerated women and LGBTQ-identified incarcerated individuals. Relevant training should be provided to all staff.
  - e.** Any secure detention facility must provide ample space for diverse educational offerings. The facility must accommodate students with special education needs by providing a variety of classrooms and spaces for related services and therapies such as counseling. The space should be designed for ease of transportation between housing and educational spaces, with adequate space to accommodate eligible students from all housing units.
  - f.** Any secure detention facility should offer comprehensive care for those with mental health, medical, dental, and substance use disorder needs. Any secure detention facility should be designed to incorporate on-site mental health care for various levels of need and facilitate connectivity to the community.
  - g.** Any secure detention facility should include expansive opportunities for pre-release reentry planning that are incorporated throughout all programming. These opportunities should be available to all incarcerated individuals, regardless of their release date (or lack thereof) or custodial status (District or federal), and staffed with employees responsive to the unique needs of the population (including returning citizens themselves).
  - h.** Any secure detention facility should offer employment opportunities within the facility, including non-traditional employment such as mentorship of other incarcerated individuals. Incarcerated individuals should be paid at least the District's minimum wage and receive financial literacy training to support reentry.
  - i.** Nothing within this recommendation should imply these services should only be available and accessible through a secure detention facility.

# Task Force Phase II Proposal

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Building on the findings, data, and recommendations included in this Phase I report, the Task Force will engage in Phase II of its work from October 2019 through September 2020, during which time the Task Force will present its preliminary recommendations to the community, solicit feedback on the work done in Phase I, conduct additional research, and reconvene its Committees to develop detailed plans to implement these recommendations.

Additional work may include investigation of the budgetary and facilities needs to support the Task Force's prevention, intervention, and reentry recommendations; evaluation of the potential feasibility and impacts of community investment, decarceration, and local control recommendations on the future DOC population; and a detailed analysis of the population of people convicted of D.C. Code offenses currently incarcerated at the BOP. The goal is to use all of this additional community feedback, data, and analysis to produce an "Implementation Plan" for the District's leaders and community members.

The Implementation Plan developed by the Task Force during Phase II will likely include detailed policy and practice recommendations in the areas of community investment, decarceration, and local control, guidance for the future of any secure detention facility, and a proposal for equitable investment between community priorities and the traditional criminal legal system. The Task Force will also build buy-in from necessary actors and support any initial implementation efforts underway.

Interested parties can follow along with the work of the Task Force at [www.courtexcellence.org/task-force](http://www.courtexcellence.org/task-force) or on Twitter at @DCjails\_justice.



# Appendix 1

## GLOSSARY OF ACRONYMS

<b>ADP</b>	Average Daily Population
<b>BOP</b>	Federal Bureau of Prisons
<b>CCE</b>	Council for Court Excellence
<b>CDF</b>	Central Detention Facility or "D.C. Jail"
<b>CSOSA</b>	Court Services and Offender Supervision Agency
<b>CTF</b>	Correctional Treatment Facility
<b>DOC</b>	D.C. Department of Corrections
<b>DYRS</b>	D.C. Department of Youth Rehabilitation Services
<b>LGBTQ</b>	Lesbian, Gay, Bisexual, Transgender, Queer
<b>LOS</b>	Length of Stay
<b>MPD</b>	Metropolitan Police Department
<b>OVSJG</b>	D.C. Office of Victim Services and Justice Grants
<b>PDS</b>	District of Columbia Public Defender Service
<b>PSA</b>	Pretrial Services Agency for the District of Columbia
<b>SMI</b>	Serious Mental Illness
<b>SUD</b>	Substance Use Disorder
<b>USPC</b>	U.S. Parole Commission

# Appendix 2

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## TASK FORCE COMMITTEE MEMBERSHIP

### *Committee on Community Investments & Alternatives to the Criminal Justice System*

#### **Commissioner Tyrell Holcomb, Chair**

Caroline Cragin	Anthony Hall	Marc Schindler
Dakia Davis	Dr. Erin Hall	Tammy Seltzer
Samantha Paige Davis	Ed Lazere	Courtney Stewart
Michelle Garcia	Christy Respress	Paula Thompson

### *Committee on Decarceration*

#### **LaShonia Thompson-El, Chair**

David Bailey	Galit Lipa	Jonathan Smith
Leslie Cooper	Kelly O'Meara	Penelope Spain
Indira Henard	Wendy Pohlhaus	

### *Committee on Local Control*

#### **Hon. Karl Racine, Co-Chair**

#### **Jon Bouker, Co-Chair**

Will Avilla	Tyrone Hall	John Stanard
Shelley Broderick	Peter Saba	Emily Voshell
Carol Elder Bruce	Robert Spagnoletti	

### *Committee on Facilities & Services*

#### **Hon. Charles Allen, Co-Chair**

#### **Linda Harlee Harper, Co-Chair**

Sgt. Jeffrey Balough	Deputy Mayor Kevin Donahue	Bruce Reid
Quincy Booth	Brian Ferguson	Dr. Bahiyah Muhammad
Avis Buchanan	Dr. David Freeman	Chiquisha Robinson
Marcus Bullock	Rev. Graylan Hagler	Blaine Stum
Manonne Butler	Dr. Marc Howard	
Sarah Comeau	Donald Isaac	

# Appendix 3

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## LINKS TO FULL SUPPLEMENTARY PUBLICATIONS

### Committee Reports

- Committee on Community Investment & Alternatives to the Criminal Justice System:  
<http://www.courtexcellence.org/uploads/publications/CommunityInvestments.pdf>
- Committee on Decarceration:  
<http://www.courtexcellence.org/uploads/publications/Decarceration.pdf>
- Committee on Local Control:  
<http://www.courtexcellence.org/uploads/publications/LocalControl.pdf>
- Committee on Facilities & Services:  
<http://www.courtexcellence.org/uploads/publications/FacilitiesServices.pdf>

Report on Community Engagement Methodology and Analysis by The National Reentry Network for Returning Citizens:

<http://www.courtexcellence.org/uploads/publications/CommunityEngagement.pdf>

Corrections Data Technical Addendum by the Vera Institute of Justice:

<http://www.courtexcellence.org/uploads/publications/Data.pdf>



## District Task Force on Jails & Justice

**Web:** [www.courtexcellence.org/task-force](http://www.courtexcellence.org/task-force)

**Email:** [communications@courtexcellence.org](mailto:communications@courtexcellence.org)

**Twitter:** @DCjails\_justice

# Restoring Local Control of Parole to the District of Columbia

December 2019

Prepared by: Justice Policy Institute

The District of Columbia Restoring Local Control of Parole Study was produced by JPI under grant #2019-PBS-01 awarded by the District of Columbia Office of Victim Services and Justice Grants, Executive Office of the Mayor, District of Columbia. The findings, conclusions, and recommendations expressed in this report are those of the Justice Policy Institute and do not necessarily reflect the views of the Office of Victim Services and Justice Grants or the Executive Office of the Mayor.

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
Office of Victim Services and Justice Grants



December 31, 2019

In fiscal year 2019, the Office of Victim Services and Justice Grants commissioned a report to explore mechanisms for Washington, DC to reestablish local control over the District of Columbia Parole Board. Under a competitive grant awarded by my office, the Justice Policy Institute produced a report entitled, “*Restoring Local Control of Parole to the District of Columbia.*”

The report addresses critical elements, including examining parole systems in other jurisdictions, exploring the impact of potential and differing outcomes in response to parole violations, and providing recommendations for parole decision-making and supervision practices. It outlines three options for restoring local control of release decision-making, each with its own challenges and benefits, requiring thoughtful consideration. Decisions regarding next steps need to be made soon given that the U.S. Parole Commission’s authorization is set to expire on October 31, 2020.

A number of issues warrant further examination:

- Assessing realistic costs for personnel and operational expenses for each option;
- Ongoing costs associated with training, evaluation, and use of a structured risk assessment;
- Identifying the necessary federal and local statutory changes needed; and
- Developing a transition plan for the transfer of control from the federal government to the District.

Each of these items are critical elements to determine next steps in the process of attaining local control over this important function.

I thank everyone who contributed their time, expertise, and lived experiences to this report. We look forward to working with all our government and criminal justice system partners to move this conversation forward and determine how to best meet the needs of our residents.

Sincerely,

A handwritten signature in black ink that reads 'Michelle M. Garcia'.

Michelle M. Garcia  
Director



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## Executive Summary

In January 2019, the District of Columbia’s Office of Victim Services and Justice Grants enlisted the Justice Policy Institute (JPI) to explore the feasibility of restoring local control of parole.<sup>1</sup> Transferring supervision responsibilities and parole decision-making back to the District would be an ambitious, complicated undertaking. Fortunately, the District’s leaders can draw on a wealth of data, evidence, and experience from other jurisdictions as they evaluate how best to move forward.

This document highlights the best available research and practice in the parole field, provides recommendations for parole decision-making and supervision, and outlines three options for restoring local control of release decision-making. JPI undertook a series of activities to produce this report. These included:

- Consulting with experts from multiple organizations that provide technical assistance to help states improve their parole practice, including attending the 2019 Association of Paroling Authorities International Chairs Meeting and Annual Training Conference in Baltimore, Maryland.
- Examining a broad array of research in academic peer-reviewed journals, technical white papers, and state agency reports.
- Interviewing District and federal officials to understand how the current system functions and how best to build upon its strengths.
- Speaking with attorneys who handle parole applications to the United States Parole Commission.
- Attending community speak-out events and local criminal justice coalition meetings to solicit input from a wide range of community and system stakeholders, including currently and formerly incarcerated people with experience in the District’s parole system.

JPI also drew upon lessons learned from successful policies and practices in other jurisdictions. Once an initial draft of this report was prepared, JPI asked experts with expertise with parole to review the document and provide feedback.

## Background

On August 5, 1997, Congress enacted the National Capital Revitalization and Self-Government Improvement Act, commonly known as the D.C. Revitalization Act. Adopted at a time of financial crisis in the District, the law transferred control of most correctional responsibilities to the federal

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<sup>1</sup> The District of Columbia Restoring Local Control of Parole Study was produced by JPI under grant #2019-PBS-01 awarded by the District of Columbia Office of Victim Services and Justice Grants, Executive Office of the Mayor, District of Columbia. The findings, conclusions, and recommendations expressed in this report are those of the Justice Policy Institute and do not necessarily reflect the views of the Office of Victim Services and Justice Grants or the Executive Office of the Mayor.

government. Under the Act, the Lorton Prison Complex in Lorton, Virginia, was closed and people housed there were transferred to the custody of the Bureau of Prisons (BOP), which operates 122 institutions from Maryland to California. The Act also abolished the D.C. Board of Parole and transferred its responsibilities to the United States Parole Commission (USPC), and it created the Court Services and Offender Supervision Agency (CSOSA). A federal agency, CSOSA is under the jurisdiction of the USPC, which has sole authority to grant parole to eligible individuals and has the power to enforce parole conditions and revoke parole in the event of violations.

Additionally, the Revitalization Act created the Truth-in-Sentencing Commission, which was directed to develop recommendations to the Council of the District of Columbia on amendments to the District of Columbia Code regarding sentences imposed for felonies committed on or after August 5, 2000. Under the law, individuals convicted prior to August 5, 2000, remain parole-eligible. Those convicted after August 5, 2000, are sentenced under a new guidelines system and are placed on supervised release after serving a minimum of 85 percent of their sentence. Unlike the rules governing the parole-eligible population, there is no exercise of discretion that can influence the release date for persons sentenced under the truth-in-sentencing system. They can earn up to 15 percent off of their sentence for participating in programming and earning good-time credits.

## Corrections in the District Today

### D.C. Criminal Code

#### Bureau of Prisons in 2018

- There were 4,126 individuals incarcerated, a 34 percent reduction since 2008
- There were 883 individuals *eligible for parole release*
- There were 2,395 individuals *eligible for supervised release*

#### D.C. Jail in 2017 / 2018

- There were 2,048 people held in D.C. Jail in 2017, a 33 percent decrease since 2008
- In 2018, 197 people (15 percent of the population) were being held awaiting a parole violation hearing

#### Community Supervision in 2018

- There were 950 people *under parole supervision*
- There were 2,382 people *under supervised release*
- On average, parole supervision lasts between 12 and 17.5 years and supervised release lasts 40 months

#### Revocations in 2018

- CSOSA reported 68 parole revocations (5.4 percent) to prison and another 567 supervised release revocation (15.9 percent) to prison

### Challenges and Concerns About Parole in the District

Transferring responsibility for the incarceration, release, and supervision of Washington, D.C. residents from local officials to the federal government has created challenges and concerns on several fronts. These include the imprisonment of people far from home, reentry complicated by a lack of sufficient preparation and supportive housing, high rates of parole denial, and unusually high numbers of parole revocations.

JPI heard frequent complaints that the USPC systematically denies parole based on the severity of an individual's original offense, rather than on evidence of a person's progress toward rehabilitation. Critics argue that the USPC's practice erodes the authority of the court and produces unjust outcomes.

The mere process of preparing for parole is complex and fraught with challenges for those seeking consideration.

Attorneys also express frustration with the need to submit Freedom of Information Act requests for any information they require from the USPC and BOP in advance of the hearing. Requests for victim statements or witness statements are often ignored. Moreover, the USPC will only release documents that they create, so other meaningful information that a hearing examiner may consider, such as BOP reports or the pre-sentence investigation, must be requested separately.

At the hearing, an applicant is permitted only one person in the room, typically the counsel who has helped prepare the parole materials.

Another common complaint is that the USPC seldom identifies a path forward for those persons who are denied parole. Little guidance is given about what steps can be taken to mitigate the factors that led to the denial. In some cases, the USPC instructs the applicant to enroll in certain programs prior to returning for a subsequent review. But programming options in the BOP vary widely by facility, often based on security classification or whether a private provider manages the prison. Given that, it may be impossible for an individual to complete a recommended program before a subsequent parole review—a Catch 22 that can lead to yet another denial.

Of greatest concern is the USPC's record of revocations for technical violations, or those that represent a non-criminal act, such as missing an appointment with a supervising officer or failing a drug test.

Each year, hundreds of people on parole and supervised release in D.C. are returned to prison for violations, based on policy positions set by a federal panel currently comprised of two members, one from Maryland and one from Kentucky, who have no connection to the D.C. community or government and may be out-of-step with local priorities. In some cases, parole violations are connected to charges of a new criminal offense. But even when such charges are dismissed in court, the USPC often revokes parole, leading to incarceration.

## **Recommendations for Release Decision-Making**

In recent years, a growing number of researchers have expressed support for a set of principles considered key to ensuring fairness in parole release decisions:

- There should be a presumption of release when a person in prison first becomes eligible for parole.
- Parole boards should not deny release because they believe an individual has not served sufficient time for a given crime.
- Parole denials should be based on a credible assessment of a person's risk of serious criminal conduct and preparation to reenter society.

JPI reviewed published resources and spoke with national experts who provide technical assistance to jurisdictions around the country on parole-related issues to identify best practices across the country in parole release decision-making and supervision. No single jurisdiction

reflected all of the best practices in release decision-making and supervision that are outlined below. In fact, many of the recommendations in this document are principles drawn from the experiences of practitioners and technical assistance experts and represent aspirational goals for a model system of parole. The recommendations below represent the most current thinking about how the District of Columbia should most effectively manage their parole release systems.

**Recommendation 1: The parole board should use a structured decision-making approach that incorporates a validated risk and needs assessment tool.**

*Create guidelines to limit subjectivity*

Over time, research has demonstrated the value of using a different approach to decision-making—one that is clear, structured, more professional, and reliant upon an evidence-based tool for gauging risk. The foundation of this approach is a set of policy-driven guidelines designed to increase objectivity, consistency, and transparency in the parole release process.

If applied correctly, guidelines should ensure that case factors are consistently given the same weight by parole boards, leading to greater fairness and uniformity in parole grants and denials. Guidelines also should specify presumptive release dates at initial eligibility for low-risk people in prison, and for moderate- and high-risk people unless risk assessments or in-prison behavior dictate otherwise.

*Use a validated risk and needs assessment tool*

To effectively govern parole decisions, guidelines must include the use of a validated risk and needs assessment tool. Research over the past 20 years has shown that such actuarially-based instruments can predict a person's risk of future criminal behavior far better than the clinical judgment of individual parole board members.

To ensure confidence in risk assessments and their use in parole decisions, jurisdictions should make public the factors measured in such evaluations, how risk is calculated, and the risk scores. Researchers also advise that parole boards examine their risk assessments closely to identify any variables that may be influenced by race, and then determine how the removal of such variables would affect accuracy. This should include opportunities for input from experts in the field as well as the public.

**Recommendation 2: The parole board should operate under the presumption that the goals of punishment have been met at the time of initial parole eligibility, and parole release decision-making should be based solely on objective factors related to an individual's future risk to the community.**

*Focus decision-making on risk*

Decisions to delay parole beyond the initial point of eligibility should be based only on a finding by the parole board that a person represents an unacceptable risk of reoffending upon release. More specifically, such findings should be anchored in credible factors—such as risk assessments and in-prison conduct—that research has linked with readiness for release.

In many states, parole boards use their discretion to essentially reexamine decisions of sentencing judges and determine whether further incarceration is needed to ensure what board members consider sufficient punishment for a given crime. Often, these decisions turn on the “too much crime” rule, meaning that the severity of the offense tends to overwhelm all other considerations.

*Administrative parole*

For low-risk cases, a small handful of states have adopted policies allowing “administrative parole” to avoid the need for board hearings. Models vary, but typically, people in prison who comply with preestablished criteria in their parole case plans, and who refrain from any serious misconduct for a specified period of time, are certified as prepared for release by corrections officials and freed without an evaluation by the parole board.

**Recommendation 3: Supervision should be imposed selectively, with the length and conditions of supervision linked to risk. Conditions should be the least restrictive necessary to meet the goals of reentry and public safety, resources should be front-loaded, and people should have the opportunity to shorten their parole term through good behavior.**

*Length of supervision*

The length of parole supervision should be disconnected from the incarceration term, and supervision should be the least restrictive necessary to serve public safety and support a successful reentry. Supervision also should be reserved primarily for people at higher risk of reoffending, along with those convicted of serious crimes.

Individuals on community supervision also should have the opportunity to accumulate “earned time” credits to shorten the duration of parole.

*Early discharge*

Early discharge from parole should be available for low-risk people and for others who maintain compliance with supervision conditions or other established criteria for a sustained period of time. Research consistently demonstrates that when guided by evidence-based practices, early discharge can promote good behavior while conserving government resources.



*Conditions of supervision*

Recommendations on best practices for setting conditions of parole include imposing as few as necessary; ensuring that special conditions reflect individual risk and needs, as identified by a validated assessment; placing minimal conditions, or possibly no conditions, on low-risk people; and frontloading conditions during the period immediately following release (i.e., the first six to 12 months), when the risk of violations and reoffending is highest.

**Recommendation 4: The parole board should work closely with other criminal justice agencies, as well as support agencies, to ensure development of a parole release plan that supports a successful reentry.**

Planning for this critical transition from prison should begin well before people reach their minimum parole eligibility date and should be guided by a carefully crafted parole plan involving corrections officials and the parole board.

To support a seamless and successful transition into the community, corrections and parole board officials should maintain partnerships with community agencies and organizations that offer relevant services and can provide support to individuals under supervision. These agencies include those that address mental health and substance use disorder treatment, housing, employment, education, and licensing.

**Recommendation 5: The parole board should employ transparency in parole release decision-making protocol and practices. The applicant and victim should be fully informed of the process and be allowed to participate actively.**

Individuals should be provided materials outlining expectations for their in-prison conduct and clearly detailing ways in which they can prepare themselves for release, thereby improving their chances of obtaining an earlier parole date.

During the hearing, applicants should be provided the ability to present a case, including submitting written information and calling witnesses. They should be given the opportunity to challenge assertions by correctional officials about their program participation or institutional conduct, if necessary. They also should be permitted to challenge their risk score, which forms the foundation of release decision-making, and to obtain help from an attorney or other advocate in preparing and presenting a case before the board.

For purposes of clarity and accountability, board members should be required to submit, in writing, their justification for decisions that depart from parole guidelines. The board also must be provided a clear, publicly available set of procedures governing “set-backs,” or parole denials.

Policies should clearly define the role of victims in parole proceedings, taking into consideration victims’ rights codified in statute. Before a hearing, victims should be notified that the board is

conducting a “forward-looking assessment” of an individual’s risk level and readiness for parole. Victims may offer an impact statement and appear at parole hearings, but the parole board should limit their consideration to an applicant’s future risk potential and conditions governing release and should not use a victim’s testimony to revisit the circumstances of the crime.

### **Recommendations for Parole Supervision**

Parole should be more about promoting success and less about continued punishment. It also reflects the reality that rather than serving as an alternative to incarceration or pathway to stability after prison, parole too often fuels imprisonment, exacting a toll on individuals and communities and doing little to restore victims.

**Recommendation 6: A continuum of graduated sanctions should be used by the parole board to address infractions committed by people on supervision. Revocation to prison should be used as a last resort, and only for individuals who cannot be safely supervised and supported in the community.**

The parole board should establish a continuum of progressive sanctions authorities use in response to parole violations. The goal is to hold individuals accountable for their conduct but avoid the high costs—both fiscal and human—of a parole revocation and return to prison.

**Recommendation 7: The parole board should respond to repeated violations with swift, certain, and proportional sanctions that reflect the seriousness of the infractions.**

Along with using a matrix to determine the appropriate, proportional sanctions for rules violations, experts recommend that responses be imposed swiftly and certainly to have the maximum deterrent effect. New research supports a strategy that focuses on swift and certain sanctions without relying on the most severe response of using revocations to prison.

**Recommendation 8: Preparations for reentry should begin while individuals are in prison, and community support services should be strengthened to improve the prospects for post-incarceration success.**

**Recommendation 9: The parole board should be required to use risk and needs assessments and should adjust supervision and services accordingly.**

As with parole release decisions, there is a strong consensus backing the use of validated risk and needs assessments to set the intensity of supervision levels and the range of services and programs people on parole receive. The lowest risk individuals, for example, might be placed on administrative supervision, which typically requires a minimal amount of contact with authorities.

**Recommendation 10: Supervision intensity and support resources should be front-loaded to decrease an individual's risk of reoffending or committing violations that result in a return to prison.**

Studies have consistently shown that people are at greatest risk of reoffending or violating parole rules during the first weeks and months after their release. This timeframe also is when individuals are most in need of substance abuse treatment, mental health care, and help with housing, employment, and other issues related to reintegration.

**Recommendation 11: The parole board should adopt policies allowing for earned discharge from supervision.**

The District should allow individuals to earn time off of their parole term by participating in programs and/or complying with the terms of their supervision. This approach provides an incentive for people on parole to engage with programs that may be helpful to their success, and also encourages compliance with rules.

**Recommendation 12: The parole board should cap the amount of time that must be served in prison for parole revocations.**

The District should prioritize costly prison beds for people who commit more serious offenses and rely on effective violation responses that cause less damage to a person's community reintegration, employment, or development of positive family relationships. Such caps are particularly appropriate for violations stemming from behavior that would be legal if a person was not on parole.

**Recommendation 13: To improve outcomes, individuals on parole should be actively engaged in their own supervision process.**

While risk and needs assessments should highlight major elements of the plan, allowing and encouraging individuals under supervision to have input is valuable, enhancing feelings of accountability and resulting in improved public safety. Under this approach, parole officers adjust case plans in consultation with people on parole, help them with goal-setting, and maintain an open dialogue about conditions of supervision.

**Recommendation 14: The District should expand and improve community-based treatment and services to support successful reentry.**

Formerly incarcerated people face an obstacle course of challenges as they attempt to reintegrate into society, from limited access to housing and employment to challenges related to substance use and mental health disorders. As part of comprehensive criminal justice reform packages

adopted in recent years, many states have increased funding of community-based treatment and services to better support people transitioning through reentry.

**Recommendation 15: Fines and fees imposed on justice-involved people should be reduced or eliminated.**

## **Operational Considerations**

### *Professionalizing Parole*

**Recommendation 16: Reasons for denial of parole must be made public, documented in writing, and appealable.**

**Recommendation 17: An applicant should have access to counsel and be provided all materials that the parole board will use to make its decision in advance of the hearing.**

**Recommendation 18: Establish standards for parole board member eligibility, including education and work/life experience.**

**Recommendation 19: A panel of experts should review parole board nominations and submit recommendations to the executive for review.**

**Recommendation 20: Parole board members should serve terms of between four and six years, staggered by the term of the executive, and the D.C. Council should establish rules for removal in statute.**

**Recommendation 21: The parole board must have transparent rules and procedures that reflect the input of all interested parties.**

**Recommendation 22: The parole board should adopt a robust set of performance measures that are publicly reported on a regular basis.**

### *Staffing and Budgeting*

Parole agency budgeting and staffing protocols vary widely among the states, typically reflecting different approaches each jurisdiction takes to managing parole. In most states, parole costs are not itemized, and instead are included in total corrections budgets. Such accounting creates challenges in determining and comparing levels of state spending on parole release and supervision, and also obscures staffing and other institutional priorities.

We anticipate that the annual budget of a local parole board in the District would be far less than the \$13 million currently spent by the USPC. A reasonable estimate is that the District would spend no more than **\$4 million annually on its board**, plus additional start-up costs such as hiring staff, securing office space, and so forth. Additional funding would likely be needed for costs associated with ongoing judicial training and evaluation.

### A “Second Look” Approach

While reviewing documents and speaking with technical assistance experts and local stakeholders, the possibility of assigning release decision-making to the courts through a “second look” provision emerged. First, this approach makes sense due to the declining number of parole-eligible cases remaining in the BOP. Secondly, the District is already operating a similar system of judicial review for people who committed their crimes as juveniles (under 18 years of age) and had served at least 15 years in prison. Finally, the current chair of the USPC, Patricia Cushwa, has called for a court-centered review process in place of the USPC in a memo issued in March 2019. For these reasons, JPI decided to explore the possibility of a second look provision in the District.

Support for the general principle of a second look provision has been growing nationally among sentencing experts, fueled in part by the proliferation of extremely long criminal sentences during the U.S. incarceration boom. Many researchers believe the country’s use of lengthy sentences—sentences that are much longer than those in other Western democracies—merits the creation of a mechanism for their review by a court at some point in time.

Parole boards have proven to be risk-averse and amenable to political pressure, which contributes to why states with indeterminate sentencing have higher rates of incarceration. The American Law Institute also believes that parole boards have not been effective at accurately identifying risk of reoffending at release, erring by being too restrictive or too liberal. Many of the policies and practices we recommend are an acknowledgment of past weaknesses in parole practice and an effort to safeguard against those historic problems.

Under the second look model, the decision-making authority—a judge or panel of judges—would conduct a hearing to consider an application for sentence modification from qualifying individuals who have served a minimum of 15 years in prison. Hearings would involve a reevaluation of the sentence applying current standards of review, and would evaluate whether the purposes of the sentence could be better met with a modification. Reconsiderations could not lead to a lengthening of sentence, but could modify it in other ways, including an order that an individual be released with time served. Decisions would be shaped by guidelines designed to ensure fairness, proportionality, consistency, and transparency in the evaluation process.

Judicial sentence modification raises potential practical challenges. First, there may be problems with administrative capacity, as already over-burdened courts process sentence modification motions and hearings. Second, it is unclear that the case-by-case judicial modification mechanism will adequately address the prison cost and overcrowding concerns that partially motivate

interest in early release. Additionally, it is up for debate as to whether judges are best positioned to consider motions for sentence modification. It is unlikely that the same judge who sentenced an individual will consider the motion for sentence modification. In fact, judges in the D.C. Superior Court rotate through five different divisions. This will impact continuity on cases and poses an obstacle to judges obtaining the appropriate expertise in making release decisions.

### **The Path Forward: A Hybrid System of Release Decision-Making and Supervision**

After extensive research and consultation with local and national experts, it is clear that simply reconstituting the Washington, D.C. Board of Parole would not fully meet the needs of the District's correctional population.

First, since August 5, 2000, the District has operated a determinate sentencing system. Those individuals are not subject to the discretionary release of a parole board. They must serve a minimum of 85 percent of their sentence in prison and a local parole board would not have the authority to provide relief for those persons serving long prison terms.

However, establishing a court-centered process for *all* District release decision-making would create a potentially significant additional burden on the courts. While the Superior Court may have the capacity to handle release decision-making for parole-eligible individuals as well as people who have served more than 15 years under the current determinate system, the additional daily responsibilities of managing parole supervision and revocation hearings will create substantial staffing, budgeting, and physical space challenges. This would include the cost of providing counsel to represent applicants in their second look hearing.

In addition, while parole has proven problematic in other jurisdictions, the field has evolved, and a strong set of best practices now provide a detailed framework for success. With the District's profound commitment to progressive justice practices in the executive, legislative, and judicial branches, JPI believes a local parole board could manage release decisions in a fair, effective, and transparent way.

Thus, JPI recommends that the District adopt a hybrid system with separate and coordinated bodies responsible for decisions regarding those sentenced under the current determinate system and the "old law" indeterminate system. Under this model, people subject to indeterminate sentences would have their parole release decided by an independent parole board, while people subject to determinate sentences would have the opportunity to seek judicial review and resentencing. All individuals, regardless of when their crime occurred, would have the option to apply for a second look judicial review after serving 15 years in prison. The new parole board would take over the responsibilities of the USPC with regard to parole supervision oversight, setting standards of practice for CSOSA for community supervision and revocation hearings.

District leadership in the Executive Office of the Mayor and the D.C. Council, in conjunction with stakeholders and the public, will determine which option makes the most sense for the

community. This public conversation should begin immediately, given that the USPC's authorization is set to expire on October 31, 2020. Regardless of which option is selected, significant work lies ahead. The USPC will likely need to be authorized for an additional period of time to facilitate an orderly transfer of responsibilities to local authorities, as occurred with the transfer of parole functions from the District to the USPC following passage of the National Capital Revitalization and Self-Government Improvement Act in 1997.

JPI recommends a phased shift of control during which the District assumes responsibility for certain elements of parole in stages until full capacity can be established. The District should also consider securing technical assistance in the near future to help shape and manage the creation and implementation of a system for local control of parole.

## A Brief History of Parole in Washington, D.C.

Before Congress enacted the National Capital Revitalization and Self-Government Improvement Act (“Revitalization Act”) as part of the Balanced Budget Act of 1997,<sup>2</sup> parole decisions and supervision in the District were managed by the Washington, D.C. Board of Parole. The Board was authorized by D.C. Code § 24-201(a)<sup>3</sup> and consisted of five members appointed by the Mayor of the District of Columbia, with the advice and consent of the Council for the District of Columbia.<sup>4</sup> One member of the board was designated as chairperson by the Mayor.<sup>5</sup> D.C. residency was required, and each member was selected “on the basis of his or her broad experience in the responsible positions in the fields of corrections, social services, rehabilitation, or law or education in related fields of behavioral science.”<sup>6</sup>

The Board of Parole was authorized to determine when release to the community was in the best interests of society and the individual and what conditions should govern parole release. The Board also was in charge of supervising people on parole and determining if and when to terminate parole or conditional release or to modify the terms or conditions of parole.<sup>7</sup> Although D.C. Code § 24-201.2 stated that the D.C. Board of Parole “shall . . . determine the terms and conditions of parole or conditional release,” the Mayor was authorized to “promulgate proposed rules” to implement the provisions related to the D.C. Board of Parole, subject to lack of disapproval by the D.C. Council.<sup>8</sup> Additionally, the D.C. Council was authorized to “promulgate rules and regulations under which the Board of Parole, in its discretion, may discharge a person on parole from supervision prior to the expiration of the maximum term or terms for which he was sentenced.”<sup>9</sup>

Within this framework, the D.C. Board of Parole issued a series of guidelines: the 1972 Guidelines, the 1987 Guidelines, the 1987 Guidelines (with supplemental 1991 Policy Guidance), the 1987 Guidelines (with subsequent 1995 Policy Guidance), and the 2000 Guidelines. The date of a person’s offense determined which guidelines were applied, as spelled out in the cases of *Daniel v. Fulwood*<sup>10</sup> and *Sellman v. Reilly*.<sup>11</sup> Those rulings prohibit the retroactive application of revised, more restrictive parole guidelines to individuals whose offense occurred under a prior set of guidelines.

<sup>2</sup> Pub. L. No. 105-33, 111 Stat. 712 (1997).

<sup>3</sup> Enacted by the “District of Columbia Board of Parole Amendment Act of 1987,” D.C. Law 7-103, 34 DCR 8279 (effective April 8, 1988), this law was passed by the Council of the District of Columbia pursuant to Section 412 of the District of Columbia Self-Government and Governmental Reorganization Act, P.L. 93-198.

<sup>4</sup> D.C. Code § 24-201.1 (Board of Parole—Creation; Term of members) (abolished); *see also* Washington Lawyers’ Committee, *Restoring Control of Parole to D.C.*, at 20 (Mar. 16, 2018) 9 hereinafter Restoring Control Report0.

<sup>5</sup> D.C. Code § 24-201.1 (Board of Parole—Creation; Term of members) (abolished).

<sup>6</sup> *Ibid.*

<sup>7</sup> D.C. Code § 24-201.2 (Powers and duties of Board; Transfer of employees, official records, etc. from Board of Parole) (abolished). The portion of the D.C. Code dealing with Indeterminate Sentences and Paroles sits in Title 24, Prisoners and Their Treatment.

<sup>8</sup> D.C. Code § 24-201.3 (Rulemaking) (abolished).

<sup>9</sup> D.C. Code § 24-204 (Authorization of parole; custody; discharge).

<sup>10</sup> 893 F. Supp. 2d 42 (D.D.C. 2012).

<sup>11</sup> 551 F. Supp. 2d 66 (D.D.C. 2008).



## A History of D.C. Parole Guidelines

### **1972 Guidelines: Offenses committed on or before March 3, 1985**

- Contained no numerical scoring system. Hearing examiner expected to make decision based on totality of factors listed below:
  - Current offense
  - Criminal history
  - Personal characteristics (family, education, employment)
  - Physical or mental health issues that may have contributed to the crime
  - Infractions while incarcerated
  - Participation in programming and/or treatment as well as other evidence of transformation while incarcerated
  - Release plan and community or family support

### **1987 Guidelines: Offenses committed between March 4, 1985, and December 15, 1991**

- Created a numerical matrix scoring system, the Salient Factor Score
- The Salient Factor Score takes into consideration:
  - Risk of reoffending
  - Type of risk of reoffending (violence, weapons)
  - Infractions while incarcerated
  - Program participation or work experience while incarcerated

### **1987 Guidelines (1991 Policy Guidance): Offenses committed between December 16, 1991, and October 22, 1995**

- Provided additional clarity on how to score certain institutional infractions based on severity of the underlying conduct
- Outlines specific program or work activities that should be assessed as a mitigating factor
- Identifies specific factors that may allow for departure from parole recommendation, such as extraordinary work experience (departing from parole denial) or exceptional cruelty to a victim (departing from parole release recommendation)

### **1987 Guidelines (1995 Policy Guidance): Offenses committed between October 23, 1995, and August 4, 1998**

- Provided additional guidance on factors that support release or denial

### **2000 Guidelines: Offenses committed between August 5, 1998, and August 4, 2000**

- Implemented when the United States Parole Commission (USPC) assumed authority over the District's parole process
- Adds a Total Guideline Range to the Salient Factor Score
  - Minimum sentence plus a range of additional time calculated by the USPC based on the circumstances of the crime plus any aggravating or mitigating factors during incarceration
  - The USPC creates its own presumed range of parole eligibility, which may or may not be consistent with what the sentencing judge had in mind

**Source:** Jessica Steinberg and Kathryn Ramsey, *Parole Practice Manual for the District of Columbia* (GW Law, 2018), 9 - 17, [https://www.law.gwu.edu/sites/g/files/zaxdzs2351/f/downloads/Parole\\_Manual\\_Final\\_Print.pdf](https://www.law.gwu.edu/sites/g/files/zaxdzs2351/f/downloads/Parole_Manual_Final_Print.pdf).

## D.C. Department of Corrections

The D.C. Department of Corrections (DOC) was created in 1946 by D.C. Code § 24-211.01. The Director of the DOC is appointed by the D.C. Mayor.<sup>12</sup> Under pre-Revitalization Act law, all people convicted in the District of Columbia for any offense, including violations of municipal regulations and ordinances and acts of Congress, were “committed, for their terms of imprisonment, and to such types of institutions as the court may direct, to the custody of the Attorney General of the United States or his authorized representative, who shall designate the places of confinements where the sentences of all such persons shall be served.”<sup>13</sup> People convicted for a felony were incarcerated in the Lorton Correctional Complex, which was located in Lorton, Virginia, and operated by the DOC.

The District also was entitled to reimbursement for housing people sentenced to federal prison,<sup>14</sup> and received additional federal funding for rehabilitation services. Specifically, this funding covered “the performance of such services and production of such commodities as [would] contribute to the rehabilitation, knowledge, and skills in trades and occupations of inmates of the institutions in the Department of Corrections of the District of Columbia, thereby equipping them with a means of livelihood upon release.”<sup>15</sup>

As discussed further below, people sentenced to prison for a felony conviction today are transferred to the federal Bureau of Prisons (BOP) to be housed in federal BOP or contract facilities. Only 11 percent of the people in custody of the DOC are sentenced for a misdemeanor (e.g., individuals *not* awaiting transfer who are serving imposed sentences at D.C. DOC facilities).<sup>16</sup>

## D.C. Pretrial Services Agency

The D.C. Pretrial Services Agency was started as part of the D.C. Bail Project of 1963. It was formalized as an agency under the Executive Office of the Mayor with the passage of the Bail Agency Act of 1967.<sup>17</sup> In 1978, the agency received its current name.<sup>18</sup> The Pretrial Services Agency for the District of Columbia is now an independent federal agency housed within the Court Services and Offender Supervision Agency.

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<sup>12</sup> D.C. Code § 24-441 (Created).

<sup>13</sup> D.C. Code § 24-425 (Place of imprisonment).

<sup>14</sup> D.C. Code § 24-446 (noting that the cost of care and custody of prisoners convicted of offenses under any law not exclusively applicable to D.C. would be “charged against the department or agency of the United States primarily responsible for the case and custody of such persons in quarterly amount to be rendered by the Director of the Department of Finance and Revenue”).

<sup>15</sup> D.C. Correctional Industries Fund, 78 Stat. 1000, 88 P.L. 622 (Oct. 3, 1964).

<sup>16</sup> Washington Lawyers’ Committee, *D.C. Prisoners: Conditions of Confinement in the District of Columbia* (June 11, 2015), 7.

<sup>17</sup> Pretrial Services Agency for the District of Columbia, *FY 2008 Annual Report* (2008).

<sup>18</sup> *Ibid.*

## D.C. Court System

Prior to the Revitalization Act, the Superior Court of D.C., the D.C. Court of Appeals, and the D.C. Court System were controlled by the District, which proposed allocations of its budget for various departments and agencies in its annual budget submission to Congress.<sup>19</sup> The Revitalization Act arranged for direct funding by the federal government but called for the District's courts to remain self-managed given their successful track record.<sup>20</sup> However, the D.C. Council and Mayor lost their supervisory powers over the operation of the local court system.<sup>21</sup> Court operations instead became subject to oversight by the United States Office of Management and Budget.<sup>22</sup>

## The National Capital Revitalization and Self-Government Improvement Act

On August 5, 1997, Congress enacted the National Capital Revitalization and Self-Government Improvement Act, commonly known as the D.C. Revitalization Act. Adopted at a time of financial crisis in the District, the law transferred control of most correctional responsibilities to the federal government. Under the Act, the Lorton Prison Complex in Lorton, Virginia, was closed and people housed there were transferred to the custody of the BOP, which operates 122 institutions from Maryland to California. As a result of this action, thousands of Washington, D.C., residents were, and continue to be, incarcerated hundreds and even thousands of miles from their homes, friends, and families.

At the time, many Congressional leaders supported passage of the Revitalization Act. On July 30, 1997, Congressman Thomas M. Davis (R-VA) noted on the House floor that he was grateful to Delegate Eleanor Holmes Norton for working with him on this issue.<sup>23</sup> On the Senate floor, Senator Orrin Hatch (R-UT) spoke in support of the Revitalization Act and stated that the legislation "will result in a criminal justice system for the District of Columbia that is fairer for the victims of crime, that appropriately punishes criminals, and that incarcerates criminals in a secure, appropriate environment."<sup>24</sup>

The Revitalization Act made several substantial changes to the administration of justice in the District. It abolished the D.C. Board of Parole and transferred its responsibilities to the USPC, and it created the Court Services and Offender Supervision Agency (CSOSA) to supervise people on parole in the District and provide support and services.<sup>25</sup> A federal agency, CSOSA is under the jurisdiction of the USPC, which has sole authority to grant parole to eligible individuals and has

<sup>19</sup> Cannon v. United States, 645 F.2d 1128, 1136-37 (D.C. Cir. 1981).

<sup>20</sup> DC Appleseed Center, *The D.C. Revitalization Act: History, Provisions and Promises: Appendix One*, <https://www.brookings.edu/wp-content/uploads/2016/07/appendix-1.pdf>.

<sup>21</sup> See DC Bar, Court Funding Committee, <https://www.dcb.org/about-the-bar/reports/court-funding-committee/introduction.cfm>.

<sup>22</sup> *Ibid.*

<sup>23</sup> 143 Cong. Rec. E1569 (1997).

<sup>24</sup> 143 Cong. Rec. S8388 (1997).

<sup>25</sup> Jessica Steinberg and Kathryn Ramsey, *Parole Practice Manual for the District of Columbia*, (2018).

the power to enforce parole conditions and revoke parole in the event of violations.<sup>26</sup> Additionally, the Revitalization Act created the Truth-in-Sentencing Commission, which was directed to develop recommendations to the Council of the District of Columbia on amendments to the District of Columbia Code regarding sentences imposed for felonies committed on or after August 5, 2000.<sup>27</sup> Under the law, individuals convicted prior to August 5, 2000, remain parole-eligible.<sup>28</sup> Those convicted after August 5, 2000, are sentenced under a new guidelines system and are placed on supervised release after serving a minimum of 85 percent of their sentence.<sup>29</sup> Unlike the rules governing the parole-eligible population, there is no exercise of discretion that can influence the release date for persons sentenced under the truth-in-sentencing system. They can earn up to 15 percent off of their sentence for participating in programming and earning good-time credits.<sup>30</sup>

## U.S. Parole Commission

The Revitalization Act abolished the D.C. Parole Board and directed the USPC to conduct parole hearings for people convicted under the D.C. felony Code.<sup>31</sup> The USPC is currently comprised of two commissioners who are appointed by the President of the United States. It has sole authority for granting parole to these individuals serving parole-eligible “indeterminate” sentences (sentences for offenses committed prior to August 5, 2000).<sup>32</sup> The USPC also determines who will be granted release on parole and when.<sup>33</sup> The USPC enforces conditions governing individuals serving parole or supervised release terms, and has the power to revoke parole and return parolees to prison for violations of parole rules.<sup>34</sup> For individuals serving periods of supervised release (those with offenses that occurred after August 4, 2000), the USPC can re-incarcerate them for violations of supervised release rules.<sup>35</sup> The USPC makes all parole grant and parole revocation decisions for people convicted under the D.C. Code, people on parole, and people serving time under supervised release and has evolved into the *de facto* D.C. Board of Parole.<sup>36</sup>

## The Court Services and Offender Supervision Agency (CSOSA)

As established by the Revitalization Act, CSOSA is responsible for the direct supervision of people convicted under the D.C. criminal Code and on parole, as well as individuals serving

<sup>26</sup> D.C. Revitalization Act § 11231(a)(2).

<sup>27</sup> District of Columbia Sentencing Commission, *History of the District of Columbia Sentencing and Criminal Code Revision Commission*, <https://scdc.dc.gov/page/history-district-columbia-sentencing-and-criminal-code-revision-commission>.

<sup>28</sup> Jessica Steinberg and Kathryn Ramsey, *Parole Practice Manual for the District of Columbia*, (2018).

<sup>29</sup> District of Columbia Sentencing Commission, *History of the District of Columbia Sentencing and Criminal Code Revision Commission*.

<sup>30</sup> *Ibid.*

<sup>31</sup> Restoring Control Report, *supra* n.8 at 4.

<sup>32</sup> D.C. Revitalization Act § 11231.

<sup>33</sup> *Ibid.*

<sup>34</sup> D.C. Revitalization Act § 11231(a)(2).

<sup>35</sup> *Ibid.*

<sup>36</sup> Restoring Control Report, *supra* n. 8 at 6.

periods of supervised release under D.C. law.<sup>37</sup> CSOSA also assumed the adult probation function from the D.C. Superior Court.<sup>38</sup> CSOSA gathers information about newly arrested defendants and prepares the recommendations considered by the court in deciding release options.<sup>39</sup> In addition, the Agency helps judicial officers in the Superior Court for the District of Columbia and the United States District Court for the District of Columbia formulate release recommendations and provide supervision and services to people awaiting trial.<sup>40</sup> The purpose of this assistance is to reasonably assure that those on conditional release return to court and do not engage in criminal activity.<sup>41</sup> Previously, these functions were handled by the D.C. Board of Parole, the D.C. Superior Court, and the D.C. Pretrial Services Agency.<sup>42</sup> In 2000, CSOSA was certified as an independent entity within the executive branch.<sup>43</sup>

The criminal justice responsibilities for the District taken on by CSOSA and, more broadly, by the federal government, were key steps that helped the District return to more stable financial footing. As a report by D.C. Appleseed and Our Nation's Capital noted:

“Without the passage of the Revitalization Act in 1997, the District would not have fully recovered from fiscal insolvency. Although clearly not a complete remedy for the District's financial inequities, the Act nevertheless relieved the District of several large state functions that no other city had to bear, including courts, prisons, and a greater share of Medicaid.”<sup>44</sup>

### Corrections in the District Today

Washington, D.C., has one of the most complex criminal justice systems in the country, largely because its operations are influenced by a mix of local agencies (Metropolitan Police Department, Washington, D.C. Department of Corrections), federal agencies (United States Attorney's Office, United States Parole Commission, Federal Bureau of Prisons, Court Services and Offender Supervision Agency, Pretrial Services Agency, Public Defender Service for the District of Columbia (a federally-funded independent agency)), and a hybrid court system (Washington, D.C. Superior Court). This jurisdictional overlap makes data collection and the gathering of key system-level metrics challenging. Nevertheless, the data that are available paint a picture of an

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<sup>37</sup> Id. supra n.7 at 4.

<sup>38</sup> CSOSA, “Who We Are: Our History,” <https://www.csosa.gov/our-history/>.

<sup>39</sup> See Pretrial Services Agency for the District of Columbia, “What PSA Does,” <https://www.psa.gov/>; see also D.C. Code § 23-1301.

<sup>40</sup> Pretrial Services Agency for the District of Columbia, “About,” <https://www.psa.gov/?q=about>.

<sup>41</sup> Ibid.

<sup>42</sup> Ibid.

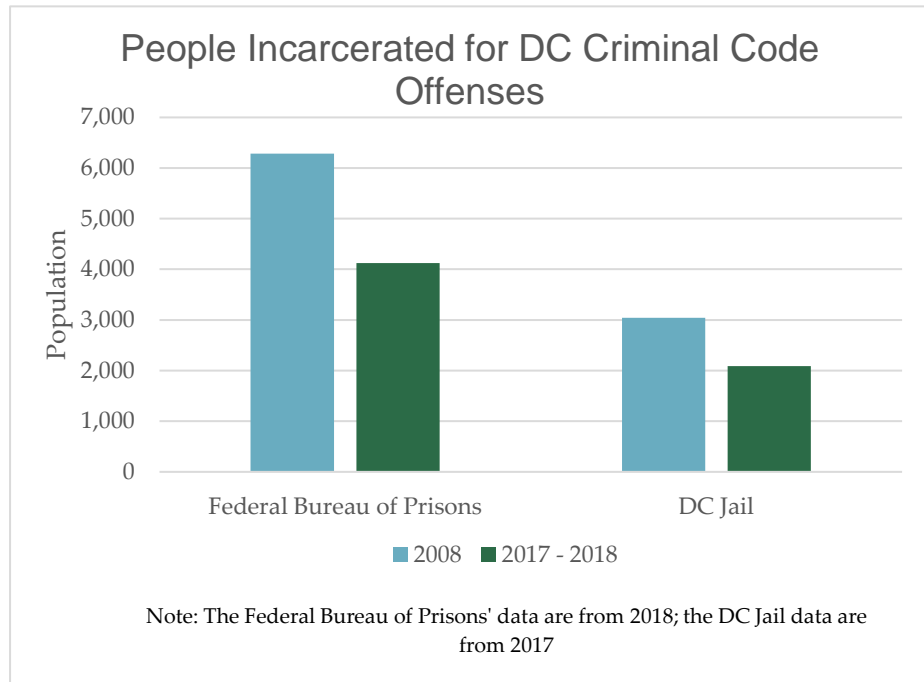
<sup>43</sup> Ibid.; see also Pretrial Services Agency for the District of Columbia, “PSA's History,” <https://www.psa.gov/?q=about/history>; see also U.S. Department of Justice, “New Federal Agency for D.C. Debuts,” (Aug. 5, 2000), <https://www.justice.gov/archive/opa/pr/2000/August/457dag.htm>.

<sup>44</sup> Alice Rivlin et al., *Building the Best Capital City in the World: A Report by DC Appleseed and Our Nation's Capital 100*, (Washington, DC: DC Appleseed, 2008), <http://www.dcappleseed.com/wp-content/uploads/2013/08/DC-Appleseed-Report-LR.-FINAL.pdf>.

expansive criminal justice system with numbers that are driven largely by revocations from community supervision.

### Incarceration

As of 2018, there were 4,126 people held in BOP facilities for a conviction under the District of Columbia criminal Code.<sup>45</sup> This represents a decline of 34 percent since 2008, when the BOP held 6,283 individuals from the District.<sup>46</sup> More than two in five (43 percent) people in BOP facilities were convicted of non-violent offenses.<sup>47</sup> Most admissions to BOP facilities are for non-violent crimes or



violations of supervision. For example, in 2014 (the most recent year for which these data are available), four in 10 admissions to the BOP from the District of Columbia were for a drug or property crime.<sup>48</sup> More than half of admissions (55 percent) that year were for violations of supervision and not the commission of a new crime.<sup>49</sup> Nearly eight in 10 admissions for drug offenses involved violations of supervision and not new court commitments.<sup>50</sup>

An additional 2,048 people were held in the D.C. Jail in 2017, a decline of 33 percent (3,045 people) since 2008.<sup>51</sup> As of 2018, 197 people (15 percent of the total population) held in the D.C. Jail were there awaiting a parole violation hearing.<sup>52</sup> This was the most common reason resulting in detention in the District's jail. Parole violations were the second most common reason for being booked into D.C. Jail in 2018, comprising one in 10 (714) bookings.<sup>53</sup> An additional 31 people were

<sup>45</sup> Court Services and Offender Supervision Agency (CSOSA), *Community Supervision Program, Congressional Budget Justification and Performance Plan/Report Fiscal Year 2020*, (March 18, 2019), 25.

<sup>46</sup> Criminal Justice Coordinating Council, *Ten-Year Estimate of Justice-Involved Individuals in the District of Columbia* (Washington, DC: Criminal Justice Coordinating Council, 2018), 12.

<sup>47</sup> *Blueprint for Smart Justice: The District of Columbia*, (Washington, DC: ACLU Smart Justice, 2019), 9.

<sup>48</sup> *Id.* at 8.

<sup>49</sup> *Ibid.*

<sup>50</sup> *Ibid.*

<sup>51</sup> Criminal Justice Coordinating Council, *Ten-Year Estimate of Justice-Involved Individuals in the District of Columbia*, (Washington, DC: Criminal Justice Coordinating Council, 2018), 11.

<sup>52</sup> "DC Jail Working Group," presentation, Vera Institute of Justice, April 2019.

<sup>53</sup> *Ibid.*

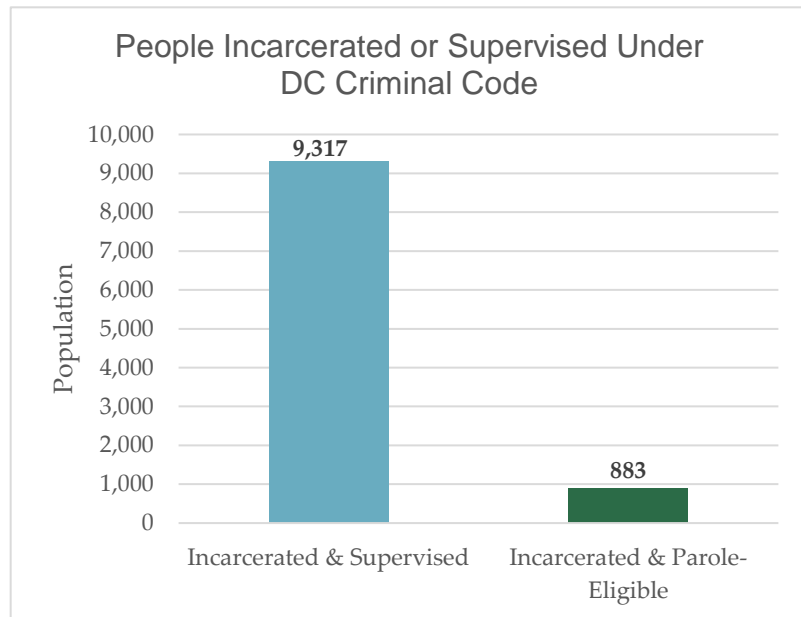


booked into the jail for violations of supervised release in 2018.<sup>54</sup> A smaller number of individuals also are held in the custody of the United States Marshals Service, largely in regional jails in Virginia, awaiting return to the BOP for a hearing or revocation of parole.

These data underscore the key role that community supervision violations have played in driving incarceration rates within the District.

## Parole Release

Because of changes initiated by the Revitalization Act, only people sentenced under the D.C. Code for crimes committed on or before August 4, 2000,<sup>55</sup> are eligible for parole. The USPC also has responsibility for all individuals sentenced in the federal system and eligible for parole, but with the abolition of federal parole in 1984, that population has dwindled. As a result, about 87 percent of the USPC's caseload in 2018, or 9,317 people, was comprised of the Washington, D.C., population in



prison or jail, on parole, or on supervised release under the D.C. Code.<sup>56</sup> As of 2018, there were 883 people held in the BOP who were convicted under the D.C. Code and eligible for parole release or currently held for a violation of parole supervision.<sup>57</sup> There were an additional 2,395 held in BOP eligible for supervised release.<sup>58</sup>

Eligibility for parole is determined according to a statute in the D.C. Code as well as three sets of guidelines and two policy statements discussed above, which are tied to an individual's offense date. Under the statute, if "there is a reasonable probability that a prisoner will live and remain at liberty without violating the law, that his or her release is not incompatible with the welfare of

<sup>54</sup> Email correspondence with Andrew Taylor, Research Analyst with the Sentencing and Corrections Center at the Vera Institute of Justice, September 17, 2019.

<sup>55</sup> *United States Parole Commission Rules and Procedures Manual*, (June 30, 2010), 182, "Because of a delay in signing the Sentencing Reform Emergency Amendment Act of 2000, some offenders who committed their crimes before 5:00 p.m., August 11, 2000, may also be eligible for parole. The judgment and commitment order should show whether the offender was sentenced under the indeterminate sentencing system or the new determinate sentencing laws."

<sup>56</sup> United States Department of Justice, United States Parole Commission, *FY 2020 Performance Budget Congressional Submission*, (February 2019), 14.

<sup>57</sup> Data from United States Parole Commission response to Freedom of Information Act Request, (July 15, 2019).

<sup>58</sup> *Ibid.*

society, and that he or she has served the minimum sentence imposed or the prescribed portion of his or her sentence,” the Commission may authorize release on parole.<sup>59</sup> The guidelines lay out additional factors commissioners use to weigh whether to grant or deny parole, and two other criteria, while not specified in regulations, also play a role in the USPC’s underlying assessment of the risk of reoffending. One is an individual’s acceptance of responsibility for the offense and expression of remorse for any pain caused to victims. The second is a release plan, which the USPC considers essential to a person’s ability to reenter society and complete parole successfully. Typically, commissioners expect a release plan to include potential housing, possible job leads, support letters from friends and family, and some indication of an individual’s prospects for financial stability in the community.

Parole hearings are conducted either in person or by video. A person seeking parole is permitted one representative at the hearing, often an attorney, relative, or case manager. Victims, or their immediate family members, also may attend parole hearings and submit written, oral, or recorded statements to the Commission. A hearing examiner conducts the review and makes a recommendation to the commissioners. Decisions, rendered as “notices of action,” are supposed to be issued within 21 business days<sup>60</sup> of a hearing’s completion, but some attorneys with whom we spoke report that this deadline is seldom met. The commissioners are not beholden to the recommendations of the hearing examiner. If parole is granted, the effective date set by the Commission may be up to nine months from the date of the hearing. Frequently, release dates are set near the end of the nine-month window as the USPC requires people to finalize release plans and ensure approval by the BOP and the applicable community supervision agency. (Note: Despite this additional time to prepare for release, some people released from the BOP have no living arrangements and become immediately homeless.) In some cases, the USPC opts to set a *presumptive* parole date, which can be at least 10 months, but not more than three years, after the hearing date. Both an *effective* parole date and a presumptive date are conditioned upon a continued record of good conduct and, in some instances, the completion of additional classes or programs in prison. Decisions by the Commission may not be appealed. If parole is denied, known as a “set off,” the duration between rehearings is contingent upon what guidelines apply. For example, the 1972 guidelines require one year “set offs” after denial. Guidelines adopted in 2000 mandate a rehearing within three years unless the offense resulted in a victim’s death.

## Community Supervision

Those who return to the District are supervised by CSOSA, the agency created by the D.C. Revitalization Act. CSOSA provides oversight and support services in the District through its Community Supervision Program. While most of those supervised under the program are adults placed on probation by the Superior Court of Washington, D.C., a small subset—about eight percent—are people released on parole by the USPC.<sup>61</sup> A person on parole who violates

<sup>59</sup> D.C. Code § 24-404 (Authorization of parole; custody; discharge).

<sup>60</sup> *United States Parole Commission Rules and Procedures Manual*, (June 30, 2010), 184.

<sup>61</sup> CSOSA, “What We Do: Supervised Population,” <https://www.csosa.gov/supervised-population>.



supervision conditions becomes, once again, the responsibility of the USPC, which has the authority to revoke parole and return people to prison.

There are four types of release that are the responsibility of the USPC:

- Supervised release—individuals whose crime was committed after August 4, 2000, who have met the requirements of their sentence minus any credits
- Mandatory release—individuals who have met their maximum statutory release date
- Parole certificate—individuals who have been granted discretionary release by the USPC
- Detainer certificate—individuals who have been paroled by USPC in order to serve a period of incarceration in another jurisdiction

As of 2018, there were 3,332 people on parole and supervised release in the District.<sup>62</sup> This included 950 people under parole supervision and 2,382 individuals on supervised release.<sup>63</sup> Data show that every year, the USPC sends hundreds of people back to prison for violating terms of their community supervision. In 2018, CSOSA reported 68 parole revocations (5.4 percent) to prison and another 567 (15.9 percent) revocations of people on supervised release to prison.<sup>64</sup> The percentage of parole revocations was considerably lower than in 2006, when 17 percent of people on parole were revoked and returned to prison.<sup>65</sup> Revocations to prison for people on supervised release has remained steady over that same period.

Some of these individuals are returned after committing new crimes. In 2018, 21 percent of people on parole were rearrested, with 15 percent of people on parole rearrested for a new charge.<sup>66</sup> That same year, 33 percent of people on supervised release were rearrested, with 24 percent of individuals on supervised release arrested for a new charge.<sup>67</sup> Those not rearrested for a new charge are typically picked up for “technical” violations, such as testing positive for drugs or failing to appear at a scheduled meeting with a supervising officer. If the violation involves new criminal conduct that results in a conviction, a person can serve a sentence for that offense before parole is revoked.

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<sup>62</sup> CSOSA, *Congressional Budget Justification and Performance Plan/Report Fiscal Year 2020* (2019), 49.

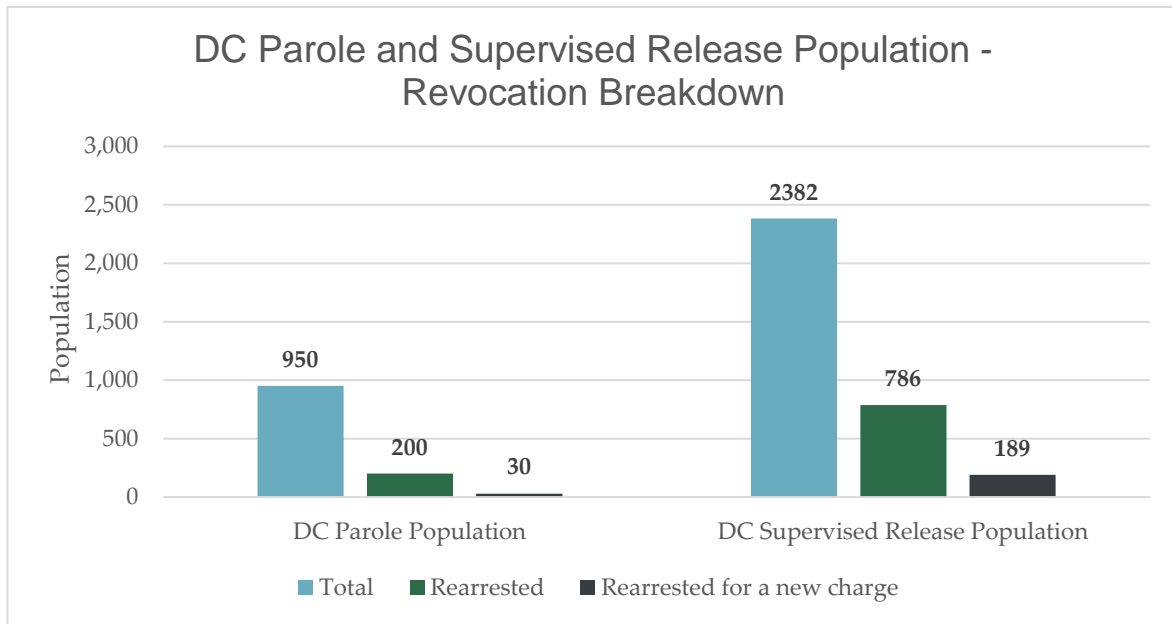
<sup>63</sup> *Id.* at 50.

<sup>64</sup> *Id.* at 25.

<sup>65</sup> *Ibid.*

<sup>66</sup> *Id.* at 29.

<sup>67</sup> *Ibid.*



In 2018, nearly 60 percent of people on parole completed their term of supervision successfully.<sup>68</sup> That figure was much lower for those on supervised release. Only four in 10 individuals on supervised release terminated their term of supervision successfully.<sup>69</sup> Overall, people supervised by CSOSA are expected to remain on parole between 12 and 17.5 years, while terms of supervised release are typically around 40 months.<sup>70</sup>

<sup>68</sup> Id. at 28.

<sup>69</sup> Ibid.

<sup>70</sup> Id. at 5.

## USPC Conditions of Parole

Conditions of parole may include:

- Regular reporting to a community supervision officer
- Remaining within certain geographic limits
- Refraining from any illegal activity
- Performing community service
- Avoiding contact with individuals with an arrest record, unless pre-approved
- Working
- Abstaining from alcohol or drugs, including medical marijuana that is legal in the District
- Paying court fees, restitution or other costs
- Submitting to drug screens
- Supervised parole with placement in a residential reentry center
- Supervised Parole with placement in a Halfway Back program

The Community Supervision Officer (CSO) at CSOSA has a range of responsibilities, which include:<sup>1</sup>

- Acquainting people entering supervision with rules and procedures
- Using Motivational Interviewing to ensure that people on supervision remain engaged in efforts to accomplish behavior change
- Referring those on supervision to drug testing, drug treatment, mental health evaluation, employment opportunities, and educational opportunities
  - Treatment resources are limited, so the CSO must decide about how to most effectively allocate resources for each individual case
- Maintaining appropriate frequency and type of supervision contact based on CSOSA protocol
- Making field visits to people's place of employment and housing
- Providing notification of any change to a person's risk status
- Imposing graduated sanctions, as warranted
- Completing an Alleged Violation Report for people who have not complied with conditions of supervision or has been rearrested

A CSO's case management responsibilities include addressing violations, administering intermediate sanctions, testifying at violation hearings, and requesting warrants.<sup>1</sup> Violations include:

- Loss of contact – must be reported to USPC if contact not reestablished within 17 days
  - For those arrested, an alleged violation report must be filed with USPC within three business days of notification of incarceration or detention
  - People on parole who have been arrested can be detained on a five-day hold to determine whether a warrant should be issued
  - If contact is reestablished within 17 days, CSO shall employ sanctions
- Technical violations – can be handled by a CSO with graduated sanctions, but requires notification of USPC through an alleged violation report. Technical violations include failing to report to a CSO, leaving a restricted geographic area, or associating with individuals who have a prior arrest record. Alleged violation reports can include recommendations for changes to terms of supervision or other sanctions.

*Source: CSOSA Community Supervision Service Operations Manual, Chapter II, 9–11; See also, CSOSA Community Supervision Service Operations Manual, Chapter VI.*

A CSO may employ graduated sanctions in the event of a violation of the terms of supervision. Sanctions may include a requirement that an individual perform community service, submit to increased drug testing, abide by a more restrictive curfew, or undergo electronic monitoring or placement in a community treatment facility.<sup>71</sup> If a CSO chooses to employ graduated sanctions and they fail to prompt a behavior change, and if a person represents a threat to public safety, a CSO can initiate a violation hearing. In such cases, and with approval of the USPC, a parole violations warrant is issued for the arrest and detention of the individual to appear at a parole hearing, and he or she is held in the D.C. Jail awaiting the hearing. The median length of stay in D.C. Jail for a parole violation is 44 days, but that period that can be longer.<sup>72</sup>

For those who have not been convicted of a new crime, a USPC examiner first conducts a hearing within five days to determine whether there is probable cause to conclude that a violation occurred.<sup>73</sup> If probable cause is found, a final revocation hearing follows within 65 days of arrest.

The revocation hearing is similar to a court proceeding, where witnesses can be called and are subject to cross-examination. CSOs are questioned about the violation, and those accused are entitled to representation by private counsel or the D.C. Public Defender Service. If the USPC finds “by a preponderance of the evidence” that a violation has occurred, it can either restore and modify the conditions of supervision or revoke the individual’s supervision and return him or her to prison. The USPC determines the sanction and presumptive release date, which is contingent on institutional conduct. A person is entitled to appeal a revocation of parole to the National Appeals Board within 30 days of the issuance of the “notice of action” of revocation. It is important to point out that the “preponderance of the evidence” standard is a lower bar to clear than “beyond a reasonable doubt.” Thus, JPI learned of individuals who were either found not guilty of an offense or had their case thrown out, but still were revoked back to prison on a parole violation because the legal standard is less stringent.

### Challenges and Concerns: Parole Release Decision-Making<sup>74</sup>

Transferring responsibility for the incarceration, release, and supervision of Washington, D.C., residents from local officials to the federal government has created challenges and concerns on several fronts. These include the imprisonment of people far from home, reentry complicated by a lack of sufficient preparation and supportive housing, high rates of parole denial, and unusually high numbers of parole revocations.

Support for regaining local control over parole supervision and decision-making has been building for years and has been driven in part by concerns about the unfairness of the current

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<sup>71</sup> *CSOSA Community Supervision Service Operations Manual*, Chapter II, 10.

<sup>72</sup> “DC Jail Working Group,” (2019).

<sup>73</sup> *United States Parole Commission Rules and Procedures Manual*, (June 30, 2010), 209.

<sup>74</sup> This section was primarily drawn from conversations with attorneys, stakeholders in the District who work on parole applications with the USPC, justice-involved individuals, and their families. In order to protect the privacy of the respondents, we are not using personal attributions in this section.

system. One troubling issue is the restrictive nature of the USPC parole granting process. Under the District's prior indeterminate sentencing structure, judges handed out sentences bookended by a minimum number of years, at which point an incarcerated person would become eligible for parole, and a maximum number of years, representing the end of a prison term. Assuming an individual worked toward rehabilitation while behind bars, he or she would expect to be paroled shortly after becoming eligible.<sup>75</sup> Instead, the USPC systematically denies parole based on the severity of an individual's original offense, rather than on evidence of a person's progress toward rehabilitation. Critics argue that the USPC's practice erodes the authority of the court and produces unjust outcomes. "This approach imposes the USPC as a sort of re-sentencing court, usurping control over sentencing from the sentencing judge and substituting its own judgment about how much time a prisoner should serve for a particular offense before he or she can be released on parole."<sup>76</sup>

JPI heard multiple reports of frustration about the USPC from attorneys who represent people at parole hearings as well as family members with loved ones held in the BOP and awaiting release. First, the mere process of preparing for parole is complex and fraught with systemic challenges, including poor communication between the USPC and the BOP about parole eligibility, notification, and scheduling. The docket for hearing examiners is supposed to be posted up to a year in advance, but the 2019 docket has not been publicly released. Individuals must apply to get on the docket and may only get one to two weeks' notice of a scheduled hearing. In many cases, the applicant is not notified of the date of the hearing and must contact the USPC and BOP repeatedly to confirm. This presents substantial challenges for attorney and family travel, given the locations of hearings at institutions across the country.

Accessing information from the USPC and the BOP to prepare parole application materials is another source of aggravation. Attorneys expressed frustration in having to submit Freedom of Information Act (FOIA) requests for any information they need from the USPC and BOP in advance of the hearing. Requests for victim statements or witness statements are often ignored. Moreover, the USPC will only release documents that they create, so other meaningful information that a hearing examiner may consider like BOP reports or the pre-sentence investigation<sup>77</sup> need to be requested separately. These delays are a significant obstacle when preparing parole materials. While the USPC typically responds to FOIA requests in a timely manner and prioritizes applications based on the date of the hearing, it was reported that there is seldom sufficient time to submit and receive a response from the BOP.

JPI also heard repeated complaints of documents being submitted to the USPC in advance of a hearing and becoming lost, resulting in the need to resubmit; other reports said that documents are frequently lost if they are submitted too early, but that if they are submitted too close to the

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<sup>75</sup> *Report on the Development of the Paroling Policy Guidelines for the District of Columbia Board of Parole for the D.C. Parole Board*, (1987), 3–4.

<sup>76</sup> Phillip Fornaci, *Restoring Control of Parole to DC: A presentation to the D.C. Council* (Washington, DC: Washington Lawyer's Committee for Civil Rights & Urban Affairs, 2018).

<sup>77</sup> The USPC will only release the pre-sentencing investigation report if the offense occurred before August 5, 1998. Otherwise, a request must be made to pre-trial services.

hearing, there is no guarantee that the hearing examiner will have time for a review. JPI also heard frequent complaints about lost letters of support and examiners holding review hearings despite not having reviewed all of the applicant's paperwork. Additionally, individuals are sometimes dropped from the docket for failing to submit paperwork, which can lead to a wait as long as six months before the next docket is scheduled.

At the hearing, an applicant is typically permitted one representative in the room, although that issue is up to the discretion of the hearing examiner. For those with legal representation, the sole representative is typically an attorney who has helped prepare the parole application materials. The attorney is not permitted to speak until the closing statement. Family or other supporting witnesses are not permitted to attend the hearing.

The nature of the underlying offense is frequently cited in the notice of action as the reason for denying parole, even for applicants with perfect records, rich program completion history, and clean disciplinary history. Explaining this approach to parole denials, the USPC says that its scoring system does not adequately account for the severity of the underlying offense. The original crime is given significant weight despite the presumption that the goal of punishment has been met at the time of initial parole eligibility as outlined in the USPC Rules and Procedures manual. For this reason, the spouse of one individual held in a federal prison referred to the parole process as "double jeopardy," whereby her husband is being punished a second time for the original crime by having his application denied despite a clean disciplinary record and recommendation for parole by the hearing examiner. It is not uncommon for the parole commissioners to overrule a recommendation for parole by the hearing examiner due to the nature of the offense.

Another common complaint is that the USPC seldom provides a pathway forward for those who are denied parole. Little guidance is given about what steps can be taken to mitigate the factors that led to the denial. In some cases, the USPC instructs the applicant to enroll in certain programs prior to returning for a subsequent review, but programming options in the BOP vary widely by facility, often based on security classification or whether it is managed by a private provider. Because of this, applicants face the difficult prospect of requesting a transfer to another prison, which is time consuming and not guaranteed, or even seeking to be moved to a higher security facility in order to access a program identified as necessary to win a grant of parole. The BOP is not obligated to grant such a transfer, and even if someone is willing to undergo this level of disruption and is successfully transferred to a facility with programming, there is no guarantee that the USPC will grant parole the next time around.

In fact, an applicant may get a different hearing examiner in a subsequent review who imposes completely distinct feedback in the notice of action. There is no guarantee of consistency and this is a significant gamble for any individual seeking parole. JPI also heard examples of the USPC ordering an applicant to participate in programs that no longer exist within the BOP. Finally, the length of time between parole hearings, known as the "set off," is not necessarily linked to the course of action prescribed in the notice of action. For example, a hearing can be "set off" for far

longer than the time necessary to complete necessary programming. Overall, the lack of coordination between the USPC and the BOP poses substantial challenges that will still need to be addressed when a local parole board replaces the USPC.

In addition to its record of denials, the Commission has come under scrutiny for habitually adding time to sentences under a set of guidelines it adopted in 2000. Under the guidelines, commissioners may extend the minimum time a person must serve before parole suitability based on the nature of the underlying offense and prison disciplinary record. This approach not only undermines the discretion exercised by the sentencing judge, but also runs counter to the USPC's own Rules and Procedures Manual, which states:

*It is the policy of the Commission with respect to the District of Columbia Code offenders that the minimum term imposed by the sentencing court presumptively satisfies the need for punishment for the crime of which the prisoner has been convicted, and that the responsibility of the Commission is to account for the degree and the seriousness of the risk that the release of the prisoner would entail.*

The 2000 guidelines also changed the "set off" from "ordinarily one year" to three years and allowed the USPC to add time to the term of incarceration for infractions that occurred in the distant past and for which the individual may already have been sanctioned by the BOP. The 2000 guidelines also modified the amount of credits one can earn for programming or work by only awarding it for "superior programming," a vague and subjective measure.

In response to the USPC's practice of adding time to sentences, thereby delaying the possibility of release on parole, people in prison have filed legal challenges. In one case, *Sellmon v. Reilly*, a U.S. District Court in 2008 found that the Commission had inappropriately applied the more restrictive 2000 federal guidelines in its parole review process. Specifically, the court concluded that the practice violated the ex post facto clause of the U.S. Constitution, and that a separate set of rules in place at the time of sentencing should have governed USPC decision-making. Since then, in response to the threat of further litigation, the USPC modified its regulations to comply with *Sellmon*, but commissioners continue to place considerable weight on the underlying offense as they conduct parole evaluations.

A separate case, *Daniel v. Fulwood*, also highlighted the Commission's tendency to extend sentences beyond the point envisioned by the sentencing court. Under a legal settlement of the case adopted in 2016, the USPC agreed to use the D.C. Board of Parole's 1972 guidelines in deciding whether to grant or deny parole for most people in prison whose offenses occurred prior to March 4, 1985, many of whom are of an advanced age or disabled. Despite the settlement, the Commission contends that the nature of their crimes makes these people too great a risk for release—even though Superior Court judges initially issued sentences that included the possibility of parole.

*“This approach imposes the USPC as a sort of re-sentencing’ court, usurping control over sentencing from the sentencing judge and substituting its own judgment about how much time a prisoner should serve for a particular offense before he or she can be released on parole.”*

*Philip Fornaci, Washington Lawyers’ Committee for Civil Rights and Urban Affairs  
March 16, 2018*

## Challenges and Concerns: Parole Supervision<sup>78</sup>

Another aspect of the Commission’s work—its record of revoking parole, and the unusual length of incarceration it imposes for violations—also has stirred criticism, in part because it is out of step with practices now used in many other jurisdictions. Of greatest concern is the USPC’s record of revocations for technical violations, or those that represent a non-criminal act, such as missing an appointment with a supervising officer or failing a drug test.

In 2018, a little more than five percent (68 people) of people on parole were revoked to incarceration.<sup>79</sup> This figure has been steadily dropping, with fewer people under parole supervision each year and a declining proportion being revoked. For people on supervised release, the story is a little different, with the proportion of people revoked growing over the last 10 years. In 2018, 16 percent of the people on supervised release, or 567 people, were revoked to incarceration. In addition, there has been an increase in the use of alleged violation reports in recent years. In 2014, 17 percent of people on parole and 34 percent of people on supervised release were the subject of at least one such report filed with the USPC.<sup>80</sup> Those figures increased to 23 percent and 39 percent, respectively, in 2018.<sup>81</sup>

Each year, hundreds of people on parole and supervised release in D.C. are returned to prison for violations, based on policy positions set by a federal panel currently comprised of two members, one from Maryland and one from Kentucky, who have no connection to the D.C. community or government and may be out-of-step with local priorities and national trends. In fact, JPI heard concerns from multiple sources that the new leadership at CSOSA has launched a more aggressive approach to dealing with violations of supervision. In some cases, parole and supervised release violations are connected to charges of a new criminal offense. But even when such charges are dismissed in court, the USPC often revokes parole or supervised release, leading to incarceration. In 2017, for example, a D.C. restaurant worker was acquitted for misdemeanor assault on a police officer but ordered back to prison by the USPC for 13 months. Such a sentence is routine for the USPC, which typically orders terms of between 12 and 16 months for technical

<sup>78</sup> This section was primarily drawn from conversations with attorneys, stakeholders in the District who work on parole supervision with the USPC and CSOSA, justice-involved individuals, and their families. In order to protect the privacy of the respondents, we are not using personal attributions in this section.

<sup>79</sup> CSOSA, Community Supervision Program, *Congressional Budget Justification and Performance Plan/Report Fiscal Year 2020*, March 18, 2019, p. 25.

<sup>80</sup> *Id.* at 27.

<sup>81</sup> *Id.* at 27.



violations. That contrasts with changes adopted in many states, where revocation caps substantially limit prison time for people who commit violations of parole.

JPI also heard concerns about the USPC not allowing for the termination of parole in a timely manner. The USPC is required to review each case after two years to determine if the individual under supervision has demonstrated conduct consistent with early termination of parole.<sup>82</sup> If parole supervision is not terminated at the initial review, there is a presumption of termination at five years barring any evidence of future criminal behavior.<sup>83</sup> Despite these rules, JPI heard examples of individuals remaining on supervision past five years despite no evidence of criminal conduct. In addition, there appears to be no system in place for the USPC to notify people of their right to pursue the early termination of parole. This has resulted in individuals staying on parole for extended periods of time.

### USPC Reauthorization

In 1984, Congress repealed the statutory provisions that governed the USPC, with the intended effect of ending the federal parole system.<sup>84</sup> The legislation to repeal the USPC stated that the provisions of the statute related to the USPC would remain in effect for five years after November 1, 1987. Since then, the effective period for the repealed provisions has been extended eight times, six of which occurred after the passage of the Revitalization Act—and therefore, after the point at which D.C. cases became the responsibility of USPC:

- **1990:** 5-year extension from 5 to 10 years<sup>85</sup>
- **1996:** 5-year extension from 10 to 15 years<sup>86</sup>
- **2002:** 3-year extension from 15 to 18 years<sup>87</sup>
- **2005:** 3-year extension from 18 to 21 years<sup>88</sup>
- **2008:** 3-year extension from 21 to 24 years<sup>89</sup>
- **2011:** 2-year extension from 24 to 26 years<sup>90</sup>
- **2013:** 5-year extension from 26 to 31 years<sup>91</sup>
- **2018:** 2-year extension from 31 to 33 years, extending the effective period of the USPC until November 2020<sup>92</sup>

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<sup>82</sup> Jessica Steinberg and Kathryn Ramsey, *Parole Practice Manual for the District of Columbia*, (2018).

<sup>83</sup> *Ibid.*

<sup>84</sup> H.J. Res 648, 98th Cong. § 216 (1984).

<sup>85</sup> Judicial Improvements Act of 1990, H.R. 5316, 101st Cong. § 316.

<sup>86</sup> Parole Commission Phaseout Act of 1996, S. 1507, 104th Cong.

<sup>87</sup> 21st Century Department of Justice Appropriations Authorization Act, H.R. 2215, 107th Cong. § 11017 (2002).

<sup>88</sup> United States Parole Commission Extension and Sentencing Commission Authority Act of 2005, S. 1368, 109th Cong.

<sup>89</sup> United States Parole Commission Extension Act of 2008, S. 3294, 110th Cong.

<sup>90</sup> United States Parole Commission Extension Act of 2011, H.R. 2944, 112th Cong.

<sup>91</sup> United States Parole Commission Extension Act of 2013, H.R. 3190, 113th Cong.

<sup>92</sup> United States Parole Commission Extension Act of 2018, H.R. 6896, 115th Cong.

Generally, each extension has passed without controversy, with all of the stand-alone extension bills winning approval by unanimous consent in the Senate. As such, there is little legislative history underlying these extensions. For the most part, comments from members of Congress focused on the repercussions of congressional failure to extend the effective period. In 2005, Republican Rep. Jim Sensenbrenner of Wisconsin stated that enacting the 2005 extension bill was “necessary in order for the [USPC] to continue to carry on [its] important functions,” which includes “responsibility for supervising offenders in the District of Columbia.”<sup>93</sup> In support of the 2011 extension bill, co-sponsor Rep. Bobby Scott, a Democrat from Virginia, stated:

“The Sentencing Reform Act requires that release dates be set for all remaining offenders eligible for parole prior to the expiration of the Parole Commission. The Department of Justice is concerned that if the Commission’s current authority is allowed to expire, Federal offenders who were sentenced for offenses committed prior to November 1, 1987, will begin to file motions for release under the Sentencing Reform Act, since the act requires such offenders to be given release dates three to six months prior to the expiration of the commission. We are now beyond that period at this point and no release dates have been set.

For this reason, it is important that we extend the U.S. Parole Commission’s authority as soon as possible.”<sup>94</sup>

Another co-sponsor of the 2011 bill, Republican Rep. Lamar Smith of Texas, noted the discrepancy between the declining number of people convicted in the federal system and falling under the USPC’s purview, compared to the steady number of people convicted under D.C. felony Code: “At some point in the future, no Federal offenders will remain under the Commission’s jurisdiction. At that time, Congress should assess the need to continue a Federal Parole Commission within the Justice Department.”<sup>95</sup>

In 1996, there were approximately 6,700 parole-eligible individuals in the federal system,<sup>96</sup> but as of March 2019, there are fewer than 500 individuals in the federal system under USPC’s jurisdiction, half in custody and half on supervised release.<sup>97</sup> On the other hand, as of March 2019, there are thousands of D.C. cases under USPC’s authority.<sup>98</sup> Thus, the work of the USPC has increasingly come to be dominated by managing people convicted under the D.C. felony Code.

In March 2019, with the extended expiration date for the authority of the USPC approaching in November 2020, outgoing USPC Commissioner Patricia Cushwa wrote a letter encouraging the

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<sup>93</sup> 151 Cong. Rec. H8171-02, at H8172 (2005).

<sup>94</sup> 157 Cong. Rec. H6243-03, at H6244 (2011).

<sup>95</sup> *Ibid.*

<sup>96</sup> H.R. Rep. 104-789, at 3 (1996).

<sup>97</sup> Cushwa, Patricia & Massarone, Charles, Memorandum, U.S. Parole Commission Transfer of Duties Plan, March 14, 2019.

<sup>98</sup> *Ibid.*

abolition of the USPC pursuant to Congress's intent. She outlined three steps to "sever" the federal duties and "resolve the lingering issue of federal parole cases:"

- Reassign non-federal cases to the originating agency
- Audit and reduce the existing federal caseload
- Execute a USPC shutdown plan<sup>99</sup>

Among this activity, the most relevant commentary is Cushwa's suggestion to reassign responsibility for non-federal cases and her corresponding recommendation that D.C. cases be transferred to D.C. Superior Court and CSOSA. Specifically, Cushwa proposed that the USPC create a division within the agency to assist with the transfer over a 12-month period.<sup>100</sup> After the transition, CSOSA would be responsible for "supervision duties including recommending conditions of release, performing administrative hearings, and recommending warrants and revocation."<sup>101</sup> D.C. Superior Court would review CSOSA's recommendations and make a final decision related to conditions for release, warrants, and revocation. Cushwa noted that transfer of D.C. cases to D.C. jurisdiction would require legislation similar to the legislative action in the Revitalization Act.<sup>102</sup>

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<sup>99</sup> Ibid.

<sup>100</sup> Id. at 3.

<sup>101</sup> Id. at 4.

<sup>102</sup> Ibid.

## Best Practices in Parole: Lessons from Other Jurisdictions

Washington, D.C., is one of 17 jurisdictions that operate a determinate sentencing system. Under this structure, the number of years a person must serve in prison prior to release is set at the time of sentence, and typically is governed by guidelines established by a sentencing commission. Under determinate sentencing, individuals can accumulate “earned time” to shorten their length of stay in prison. But both the length of the original sentence and the maximum amount of time an individual can earn to reduce that term are tightly prescribed by sentencing guidelines.

The majority of states—34—use an indeterminate sentencing system, under which legislatures assign broad sentencing ranges to offenses.<sup>103</sup> Such a system leads to more individualized penalties and grants judges and parole boards considerable discretion in determining how long an individual will remain in prison or on supervision. Sentences dispensed by judges under this structure feature a range of time that is set by statute and specify a minimum number of years to be served before an individual is eligible for parole. Sentences also include a maximum amount of prison time required before release to the community, absent any parole support or supervision. Compared to the standardized approach inherent in determinate sentencing, the indeterminate system gives judges and parole commissioners more flexibility in weighing circumstances unique to each person and crime. In addition, indeterminate sentencing encourages incarcerated people to participate in programs and also rewards progress—two factors not in play under determinate sentencing systems.

In the waning decades of the 20th century, a growing number of states began abolishing parole or restricting discretionary release and adopting determinate sentencing systems. Between 1980 and 2011, the proportion of individuals released from prison due to discretionary release declined from 55 percent to 26 percent.<sup>104</sup> This move, supported by people on both ends of the political spectrum, was fueled by concerns that sentences were resulting in widely disparate time served in prison, that parole boards were allowing people out of prison too soon to sufficiently punish and deter, and that discretionary release was producing racially disparate outcomes. Determinate sentencing was proposed as a fix that would increase fairness, certainty, consistency, and transparency in the sentencing process.

### Comparing the Systems

After state incarceration rates began to rise steeply in the 1990s, researchers sought to explain the increase and examine factors that drove growth. Because the shift toward more determinacy in sentencing coincided with the rapid rise in the use of incarceration, many theorized that the

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<sup>103</sup> *Parole Boards within Indeterminate and Determinate Sentencing Structures* (Minneapolis, MN: University of Minnesota, Robina Institute 2018), <https://robinainstitute.umn.edu/news-views/parole-boards-within-indeterminate-and-determinate-sentencing-structures>

<sup>104</sup> *Max Out: The rise in prison inmates released without supervision*, (Washington, DC: Pew Charitable Trusts, 2014), <https://www.pewtrusts.org/en/research-and-analysis/reports/2014/06/04/max-out>.

abolition of parole and move toward guidelines sentencing was driving the growth. However, research has shown that states with determinate sentencing systems and presumptive guidelines experienced lower rates of incarceration and less prison population growth than other states.<sup>105</sup> Such findings suggest that, for multiple reasons, discretionary release through parole has not functioned as a mechanism for moderating prison populations.<sup>106</sup> One possible explanation for this difference is that a determinate system coupled with sentencing guidelines addresses both sentence length at the front end and the length of time to be served at the back end. A parole board in an indeterminate system, on the other hand, has no influence on the sentence length and, thus, cannot control the flow and population size on its own.<sup>107</sup> The most likely explanation is that parole boards became increasingly risk averse during the “tough on crime” era of the 1980s and 1990s and adopted far more restrictive release policies.<sup>108</sup> Because they are typically made up of appointed members, parole boards tend to be susceptible to outside pressure, be it from a governor, advocates, or the media. As a recent report on parole by the University of Minnesota’s Robina Institute of Criminal Law and Criminal Justice noted: “As a group, states with discretionary release experienced faster prison growth during the high growth years of 1980–2009 than other states and remain today the category of states with the highest prison rates (American Law Institute 2011).”

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<sup>105</sup> Don Stemen, Andres Rengifo, and James Wilson, *Of Fragmentation and Ferment: The Impact of State Sentencing Policies on Incarceration Rates, 1975–2002*, (Washington, DC: U.S. Department of Justice, 2006), 11.

<sup>106</sup> American Law Institute, *Model Penal Code: Sentencing. Discussion Draft No. 2*, (April 8, 2009), 1–31.

<sup>107</sup> *Id.* at 29.

<sup>108</sup> *Id.* at 30.

## Recommendations for Release Decision-Making<sup>109</sup>

While many people misperceive parole as early release, it is, in fact, a mechanism built into sentences that allows some people to spend the final portion of their sentence under supervision in the community. People in prison become *eligible* for parole after serving a minimum number of years set by the sentencing court. But their *release on parole* depends on a finding of suitability determined by a parole board, which typically applies guidelines and other criteria in deciding whether to grant or deny parole. In recent years, a growing number of researchers have expressed support for a set of principles considered key to ensuring fairness in parole release decisions:

- There should be a presumption of release when a person in prison first becomes eligible for parole.
- Parole boards should not deny release because they believe an individual has not served sufficient time for a given crime.
- Parole denials should be based on a credible assessment of a person's risk of serious criminal conduct and preparation to reenter society.

JPI reviewed a number of published resources and spoke with technical assistance providers to identify best practices across the country in parole release decision-making. The recommendations below represent the most current thinking about how jurisdictions should most effectively manage their parole release systems.

### Recommendation 1: The parole board should use a structured decision-making approach that incorporates a validated risk and needs assessment tool.

#### Create guidelines to limit subjectivity

State paroling authorities exert considerable power over the liberty of hundreds of thousands of people each year. Parole board members decide who gets released from prison, and when; establish terms of release that people on parole must fulfill in the community; oversee compliance with those supervision conditions; and impose penalties, including reincarceration, for parole violations. Until relatively recently, parole boards made release decisions largely based on the personal predispositions and instincts of their members. They consider a wide range of factors, including:

- Current offense
- Criminal history
- Sentence length
- Risk score

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<sup>109</sup> The recommendations in this section were developed by JPI by synthesizing the research and conclusions of the work cited throughout the document. They largely mirror recommendations in other sources, but may have been modified slightly to fit the particular circumstances of the District.

- Input from victims
- Program participation
- Institutional conduct
- Reentry plans

Historically, the subjectivity of this approach to determining readiness led to parole rates that fluctuated with board turnover and raised troubling questions about fairness and consistency in decision-making. While one board member might have placed heavy weight on a person's record of program completion in prison, for instance, another might have based a decision largely on the nature of the person's offense. Differences in the personal methods used by board members to apply their discretion also varied widely, further exacerbating the lack of uniformity in the process.

This subjectivity is most acute when considering the circumstances of the underlying offense. For some parole board members, a hearing review is an opportunity to walk through the details of the crime. For those individuals who committed crimes that had particularly disturbing details or vulnerable victims (children, the elderly), the original offense often proves an insurmountable obstacle to release regardless of the person's in-prison conduct or suitability for release. The discretion left to parole board members and the lack of guidance about how to weigh various factors that bear on the release decision frequently results in decisions that lack consistency or predictability. This, in turn, frustrates those individuals who are looking for guidance from the board's prior rulings to make the most compelling case for release.

Over time, research has demonstrated the value of using a different approach to decision-making, one that is clear, structured, more professional, and reliant upon an evidence-based tool for gauging risk. The foundation of this approach is a set of policy-driven guidelines designed to increase objectivity, consistency, and transparency in the parole release process. Guidelines vary by state, but the most commonly used form is a decision-making matrix or grid that uses a combination of the severity of a person's offense, risk of reoffending, and time served. Another more recent variation is the use of a sequential decision tree model, which incorporates "specific factors to be considered in each case, and how these impact a 'guidelines recommendation' to grant or deny parole."<sup>110</sup>

If applied correctly, guidelines should ensure that case factors are consistently given the same weight by parole boards, leading to greater fairness and uniformity in parole grants and denials. Guidelines also should specify presumptive release dates at initial eligibility for low-risk people in prison, and for moderate- and high-risk people unless risk assessments or in-prison behavior dictate otherwise. This provides incarcerated people with greater certainty about when they will return to the community, creating incentive and hope. To ensure that paroling authorities are complying with guidelines, regular monitoring and evaluation of board decisions are essential. Deferring a person's presumptive parole date, for example, should require board findings related

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<sup>110</sup> Ebony L. Ruhland et al., *The Continuing Leverage of Releasing Authorities: Findings from a national survey* (Minneapolis, MN: University of Minnesota, 2016).

to statutory restrictions on specific crimes or an eligible person's misconduct or violent behavior in prison. Taking it a step further, Michigan requires that the parole board only depart from a recommendation of granting parole in the instance of 11 reasons that are spelled out in statute.<sup>111</sup> Any departure must be accompanied by a written explanation. Of the 34 states with parole boards, 20 of them rely on some form of parole guidelines, according to a 2019 study by the Robina Institute of Criminal Law and Criminal Justice.

#### Use a validated risk and needs assessment tool

To effectively govern parole decisions, guidelines must include the use of a validated risk and needs assessment tool. Research over the past 20 years has shown that such actuarially-based instruments can predict a person's risk of future criminal behavior far better than the clinical judgment of individual parole board members. In addition, data from a risk and needs assessment can provide some comfort to parole board members who would otherwise be unwilling to recommend release due to the perceived potential risk of reoffending.

To ensure confidence in risk assessments and their use in parole decisions, jurisdictions should make public the factors measured in such evaluations, how risk is calculated, and the risk scores. The National Institute of Justice recently released a report on the development and validation of its new risk and needs assessment tool mandated for all individuals in the BOP serving a federal sentence, as required by the First Step Act.<sup>112</sup> The report provided extensive discussion of the data used to develop the tool and the steps that were taken to ensure validity, address differences in risk and needs by gender, and control for the impact of race and ethnicity on risk measures. The tool also will be subject to a 45-day public study period during which additional feedback will be gathered before the tool is finalized. This is a model of transparency and inclusiveness that should be adopted by all jurisdictions that use risk and needs assessment tools.

Finally, risk and needs assessments should be used to identify individual characteristics that can be addressed through prison programs and other interventions, thereby improving the odds of a successful release to the community. The risk and needs assessment should be re-administered periodically in order to measure progress toward goals while in prison. This means that the tool must include static (fixed) and dynamic factors (subject to change over time). Typical risk tools rely on static factors such as age at first arrest, criminal history score, and whether violence was present in the current or prior offenses. These factors occurred in the past and, as such, cannot be changed. Risk tools that rely on static factors encourage parole boards to focus on the past, which typically means re-litigating the details of the crime. This practice discounts or outright ignores the work that an individual may have undertaken while in prison to transform his or her life and diminishes the likelihood that someone will be recommended for release.

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<sup>111</sup> Edward E. Rhine, Kelly Lyn Mitchell, and Kevin R. Reitz, *Levers of Change in Parole Release and Revocation* (Minneapolis, MN: University of Minnesota, 2019), 18.

<sup>112</sup> United States Department of Justice, Office of the Attorney General, *The First Step Act of 2018: Risk and Needs Assessment System*, (July 2019).



A risk and needs tool must include a range of dynamic factors that measure how an individual has changed during a period of incarceration. These include disciplinary infractions, program completion, educational and/or vocational training, and mentorship. These factors are forward-looking, unlike the static factors, and consider actions since entering prison that demonstrate personal transformation.

Researchers also advise that parole boards examine their risk assessments closely to identify any variables that may be influenced by race, and then determine how the removal of such variables would affect accuracy. The importance of this step was highlighted by a 2016 article in *ProPublica*, which documented the ways in which predictive algorithms that underlie risk assessment tools are biased against people of color.<sup>113</sup> The bias occurs because many of the static factors that go into a risk tool, such as criminal history or age at first arrest, are strongly correlated with race and ethnicity. Well-documented racial disparities in arrest, prosecution, and sentencing further disadvantage people of color when included in a risk assessment tool. Some have argued that including more dynamic factors in the instrument, such as program completion, will mitigate the biases present in static factors. However, it remains unclear whether those same biases are present when it comes to program participation and completion.

Some researchers have concluded that it simply is not possible to meet the goals of fairness and accuracy with a single tool, no matter the steps taken to account for biases at other points in the system.<sup>114</sup> This forces conversations about the goals of the risk assessment, which can help guide decision-makers about the trade-offs in accuracy and fairness. We strongly recommend that those conversations are held in a public and transparent fashion. This should include opportunities for input from experts in the field as well as the public. Risk assessment equations can easily be manipulated to add or reduce the weight of any given category, but that may come at the expense of accuracy. A conversation about goals and values that involves all interested stakeholders and impacted community members in a meaningful and transparent manner is essential.

Another important consideration is that risk assessment tools are one factor among many that a parole board should take into account when considering release. They are not singularly dispositive, but they do provide valuable information. In addition to thinking about the actual inputs in the tool, stakeholders may consider how the releasing authority uses the results of a risk tool. This could mean that a risk score is only considered in certain circumstances or for certain individuals.<sup>115</sup> For instance, risk might be weighed as a factor only in those cases where individuals have committed a violent offense, or for people whose offenses or behavior classifies them in a “high” risk category. As with the earlier discussion about inputs on the tool, this

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<sup>113</sup> Julia Angwin, Jeff Larson, Surya Mattu and Lauren Kirchner, “Machine Bias,” *ProPublica*, (May 23, 2016).

<sup>114</sup> Richard Berk, Hoda Heidari, Shahin Jabbari, Michael Kearns, and Aaron Roth, “Fairness in Criminal Justice Risk Assessments: The State of the Art,” *Sociological Methods & Research*, (2018).

<sup>115</sup> Sarah Picard, Matt Watkins, Michael Rempel, and Ashmini G. Kerodal, *Beyond the Algorithm: Pretrial Reform, Risk Assessment, and Racial Fairness* (New York, NY: Center for Court Innovation, 2019).

determination should be made following a public and transparent process that engages a broad range of stakeholders in the District.

Further discussion about increasing fairness in risk prediction is included in Recommendation 5.

In addition, risk assessments should be reviewed regularly, updated as needed, and validated on target prison populations to ensure the accuracy of risk prediction. Validations should be conducted separately on sub-populations that have statistically meaningful differences in reoffending patterns. More specifically, a risk and needs tool should not be developed for women using data that reflects male patterns in reoffending. The factors that contribute to reoffending and the needs of males and females are categorically different and the tools used to assess both should reflect that difference.

Studies show that the use of risk and needs assessment tools has been climbing steadily. In 1991, less than half of the states surveyed used a risk assessment instrument; by 2015, the most recent year of data collection, nine out of 10 responding states reported using an assessment tool of some type.<sup>116</sup> A national survey showed that the most popular instrument used in comprehensive offender risk assessments is the Level of Service Inventory-Revised (LSI-R), although a substantial number of states reported that they had developed their own prediction tool. Researchers caution that despite the increasing reliance upon risk assessments, not all instruments are created equal, so rigorous quality controls are essential. In addition, buy-in from parole board members—many of whom remain skeptical of such tools—is critical, as are rules that isolate certain low-risk cases for administrative processing without a vote of the parole board. (See Recommendation 2 for more detail on this measure.)

### State examples

Recognizing the increasing sophistication of tools useful in predicting risk and, thus, reducing recidivism, numerous states have adopted changes to their parole decision-making policies and practices. In January 2015, Idaho adopted new guidelines to bring greater structure to its parole review process. The change came with passage of legislation designed to improve parole outcomes and control prison population growth by increasing the “timely release” of people convicted of drug crimes and other non-violent offenses. Since adoption of the reforms, the number of people held beyond their parole eligibility date has declined by 36 percent, and the number of days people are held in prison after becoming eligible for parole also has decreased. In addition, data show that, with minor exceptions, the Parole Commission now typically grants parole in cases where it is recommended under the guidelines. “Since the Commission previously did not formally consider the criteria contained in the new guidelines, nor did it collect and report

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<sup>116</sup> Ebony L. Ruhland et al., *The Continuing Leverage of Releasing Authorities: Findings from a national survey*. (Minneapolis, MN: University of Minnesota, 2016).

such data, it is clear that Idaho’s parole guidelines have significantly increased transparency around parole decision-making.”<sup>117</sup>

Colorado has used its Parole Board Release Guideline Instrument to assess most parole eligible individuals since 2012.<sup>118</sup> The tool uses a grid system to determine a person’s risk and readiness for release and to guide board decisions. A review shows that in 2013 to 2014, the parole board’s decisions aligned with the instrument’s recommendations 68 percent of the time. When deferral of parole was recommended by the instrument, the board agreed about 92 percent of the time; in cases where parole grants were recommended, agreement dropped to about 43 percent. Thus, the board members appeared less likely to follow the instrument when it recommended release. Perhaps this is justified based on the specific circumstances of each applicant. Only deeper research into the reason for less agreement between the board and the tool will answer important questions about implementation and potential adjustments moving forward. However, by simply collecting and tracking these data, Colorado is well-positioned to begin that exploration. This underscores the importance of tracking metrics of parole board decision-making, which we cover later in this report.

Overall, researchers say that while the adoption of guidelines based on validated risk assessments has increased the professionalism and rationality of parole decision-making, additional steps are needed to fully realize the benefit of such changes. To increase accountability and transparency, parole boards should be required by law to disclose their reasoning when their decisions conflict with governing guidelines. “Second, they should produce regular reports detailing their use of parole guidelines and the rates of and reasons for departure,”<sup>119</sup> a report by the Robina Institute of Criminal Law and Criminal Justice stated.

**Recommendation 2: The parole board should operate under the presumption that the goals of punishment have been met at the time of initial parole eligibility, and parole release decision-making should be based solely on objective factors related to an individual’s future risk to the community.**

#### Focus decision-making on risk

In many states, parole boards use their discretion to essentially reexamine decisions of sentencing judges and determine whether further incarceration is needed to ensure what board members consider sufficient punishment for a given crime. Often, these decisions turn on the “too much crime” rule, meaning that the severity of the offense tends to overwhelm all other considerations. Numerous states use this backward-looking, retributive approach, which often is mandated by

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<sup>117</sup> Elizabeth Pelletier, Leigh Courtney, and Brian Elderbroom, *Justice Reinvestment Initiative: Assessing the impact of Idaho’s parole reforms* (Washington, DC: Urban Institute, 2018).

<sup>118</sup> Edward E. Rhine, Kelly Lyn Mitchell, and Kevin R. Reitz, *Levers of Change in Parole Release and Revocation* (Minneapolis, MN: University of Minnesota, 2019), 17.

<sup>119</sup> Edward E. Rhine, Kelly Lyn Mitchell, and Kevin R. Reitz, *Levers of Change in Parole Release and Revocation* (2019).

statute. In Alaska, Nebraska, and Tennessee, for example, state law requires parole boards to examine the presentencing investigation report or consider input from the sentencing court or prosecutor. In Utah, the Board of Pardons and Parole process takes a “particularly retributive perspective, considering multiple dimensions of the conviction offense including whether weapons were used in commission of the offense, whether the crime was committed for personal gain, and whether the individual was the lead organizer or simply a follower or minimal actor in commission of the crime.” While such evidence clearly was central to initial prosecutions years earlier, it should not be reexamined as a reliable source of information about a person’s risk level and readiness for parole in the present day.<sup>120</sup>

Overall, this approach not only invites subjectivity into the decision-making process but also erodes the authority of the sentencing court and leads to haphazard parole evaluations that are based on emotion, rather than objective factors related to risk. There should be a presumption of release at the initial hearing. Once a judge has imposed an indeterminate prison sentence, the parole board should be required to acknowledge that the first date of parole eligibility marks a sufficient amount of time to fulfill punishment purposes. In short, parole decisions should not reflect the feelings of board members who may believe a person *deserves* more time in prison. Or, as one 2015 report on improving parole put it, “The parole board should have no power to deny release based on its belief that a longer sentence is necessary or better on retributive grounds.”<sup>121</sup>

Instead, decisions to delay parole beyond the initial point of eligibility should be based only on a finding that a person represents an unacceptable risk of reoffending upon release. More specifically, such findings should be anchored in credible factors—such as risk assessments and in-prison conduct—that research has linked with readiness for release. People who receive parole denials should be reconsidered by the board within one year, and release should be granted when there is reasonable likelihood that a person can safely be supervised in the community.

### Administrative parole

For low-risk cases, a small handful of states have adopted policies allowing “administrative parole” to avoid the need for board hearings. Models vary, but typically, people in prison who comply with preestablished criteria in their parole case plans, and who refrain from any serious misconduct for a specified period of time, are certified as prepared for release by corrections officials and freed without an evaluation by the parole board. In some cases, people released under administrative parole agree to conditions of post-release supervision, and also may be required to prepare discharge plans that must be approved by parole boards. Under the administrative parole approach, parole discretion and government resources are prioritized for the most serious cases. The approach also brings more consistency and transparency to the parole release process.

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<sup>120</sup> Id. at 15.

<sup>121</sup> Edward E. Rhine, Joan Petersilia, and Kevin R. Reitz, “Improving Parole Release in America” *Federal Sentencing Report* 28, no. 2 (2015): 96–104.

According to a 2019 report by the Robina Institute on Criminal Law and Criminal Justice, at least three states—South Dakota, Maryland, and Mississippi—use an administrative parole mechanism for certain low-risk populations. In Mississippi, for example, people convicted of nonviolent crimes may qualify for administrative parole release by first serving 25 percent of their prison term. Maryland, too, sets the minimum incarceration point at one-quarter of the sentence, but limits this option to a smaller subset of people—those convicted of low-level drug and property offenses. In South Dakota, a presumptive parole date may be set as early as 25 percent into a person’s sentence, or as late as 75 percent, with the timing dependent upon conviction offense and prior history. In each state, eligible people who fail to comply with the requirements enumerated above instead appear before the parole board. If parole is denied, the case plan is updated with conditions that must be met by the next hearing, held annually from that point forward.

*“The parole board should have no power to deny release based on its belief that a longer sentence is necessary or better on retributive grounds.”*

*Improving Parole Release in America*

*Edward E. Rhine, Joan Petersilia, Kevin R. Reitz, Federal Sentencing Reporter, December 2015*

A few additional states lack statutorily established administrative parole but allow for presumptive parole once a person reaches the minimum eligibility date set by parole guidelines. In Hawaii, for instance, people who are assessed as low risk must be released at their earliest eligibility date unless good cause to deny it is shown. “Good cause not to release may be demonstrated where offenders are found to have an extensive criminal history record that indicates a likelihood of criminal behavior, despite the results of a risk assessment; institutional misconduct equivalent to a misdemeanor or felony within thirty-six months of the expiration of the minimum imprisonment term; pending felony charges in Hawaii; incarceration for sex offenses or child abuse; or, the absence of an approved parole plan (Haw. Rev. Stat. § 706-670).”<sup>122</sup>

Michigan also has adopted a form of administrative parole. At the end of 2018, the state adopted a law establishing clearer guidelines for evaluating release suitability for people who are low risk. Under the new approach, called “objective parole,” the board may grant release without an interview if the person has a “high probability” of being paroled. To depart from that rule, board members must cite one of 11 reasons and document their reasoning in writing. State officials estimate that the legislation (HB 5377) will help them reduce the prison population by as many as 2,400 beds and save \$40 million annually over five years.<sup>123</sup>

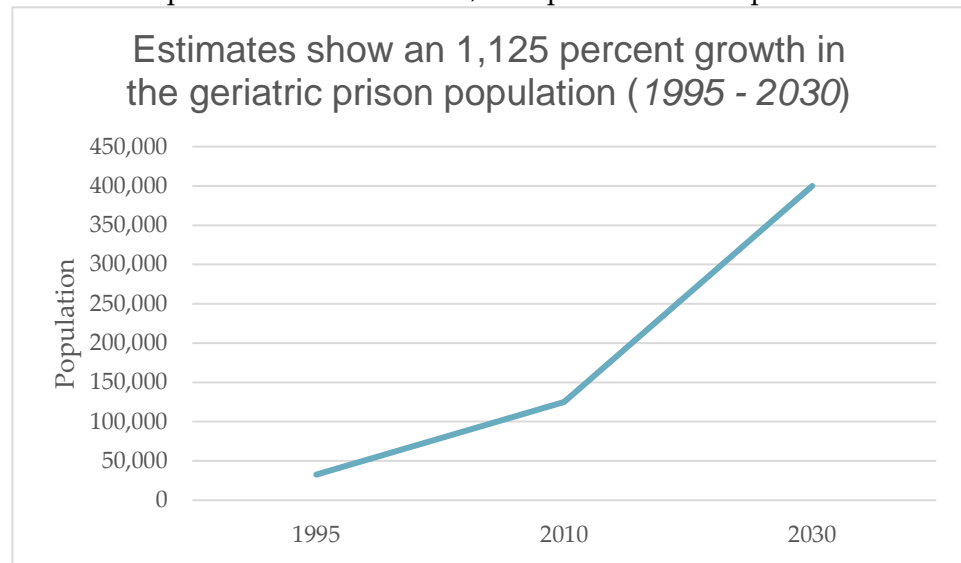
<sup>122</sup> Edward E. Rhine, Kelly Lyn Mitchell, and Kevin R. Reitz, *Levers of Change in Parole Release and Revocation* (2019), 17–18.

<sup>123</sup> *Id.* at 16.

## Compassionate release

The aging, or graying, of state prison populations in recent decades has placed enormous strain on prisons and state resources. Between 1993 and 2013, the proportion of people in state prisons aged 55 and older jumped 400 percent. Estimates predict that by 2030, one in every three incarcerated individuals will be 55 years of age or older. Like older people outside prison, the incarcerated elderly require more medical care than the young, with costs running as much as nine times higher than expenses for younger people in prison. In addition, as people age, their risk of reoffending drops. Data from one study showed that 13 percent of people who were aged 65 or older when released from prison were rearrested, compared with 65 percent of those

released prior to age 21. According to a 2018 report by Families Against Mandatory Minimums (FAMM), “As prisoners age or experience declining health, their threat to public safety lessens, as do some of the justifications for continuing to hold them behind bars.”<sup>124</sup>



Except for Iowa, every state and the District has a mechanism for the “compassionate release” of people with terminal illness or severe medical conditions, the FAMM report found. Some states call it geriatric or medical parole, while others refer to it as a suspension of sentence, medical furlough, or executive clemency on medical grounds. States also vary in the conditions that may qualify a person for release. Most mandate that an individual’s condition be so grave that he or she could pose no threat to public safety. In California, for instance, a person only qualifies by being permanently medically incapacitated and unable to perform activities of daily living. A handful of states offer compassionate release to people who reach a certain age and have served a specified portion of their sentence. Twelve states offer compassionate parole to people meeting all three descriptions: geriatric, terminal illness, and serious medical conditions. Those states are Colorado, Connecticut, Georgia, Louisiana, Missouri, Mississippi, Oklahoma, South Carolina, South Dakota, Texas, Utah, and Wyoming.

Despite the fact that such programs are common, only a small number of people are released through this mechanism annually. In Kansas, for example, seven people received compassionate release between 2009 and 2016, while New Jersey has granted medical parole no more than two

<sup>124</sup> Mary Price, *Everywhere and Nowhere: Compassionate release in the states* (Washington, DC: FAMM, 2018).

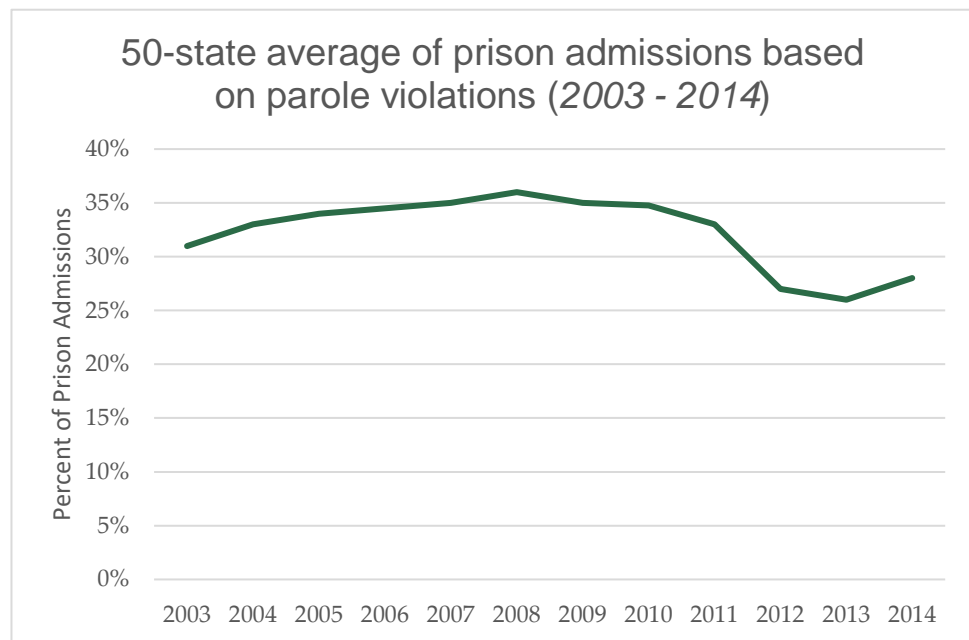
times a year since 2010.<sup>125</sup> Rhode Island adopted its medical parole law in 1991, and by 2015, only 66 applications had been forwarded to the parole board for consideration. Thirty-eight of them—or 1.8 per year—were approved.<sup>126</sup> In Texas, doctors have recommended thousands of older individuals for geriatric parole, but three out of four of those recommendations are denied.

FAMM’s extensive review of compassionate release included recommendations for best practices. These include eligibility criteria that allow all people in prison to qualify for consideration, regardless of their crime; clear timeframes that allow for expedited review in cases of terminal illness; the distribution of materials to raise awareness of compassionate release among the incarcerated; staff assistance with post-release planning, including applying for housing and benefits; the right to counsel and the right to appeal denials; and the public reporting of data describing approvals, denials, and revocations.

**Recommendation 3:** Supervision should be imposed selectively, with the length and conditions of supervision linked to risk. Conditions should be the least restrictive necessary to meet the goals of reentry and public safety, resources should be front-loaded, and people should have the opportunity to shorten their parole term through good behavior.

#### Length of supervision period

Although the trend received far less attention than the growth in prison populations, the number of people on probation and parole surged beginning in the late 1990s and stood at 4.5 million people in 2016—a 239 percent increase since 1980. That meant that one in 55 U.S. adults was under correctional control in the



<sup>125</sup> Ibid.

<sup>126</sup> Edward E. Rhine, Kelly Lyn Mitchell, and Kevin R. Reitz, *Levers of Change in Parole Release and Revocation* (2019), 21.



community.<sup>127</sup> That growth, in turn, has become a consistent driver of prison populations, with violations of parole and probation accounting for a large proportion of prison admissions in many states. Against this backdrop, research demonstrating effective evidence-based practices in parole supervision has led to a growing consensus about the appropriate length of supervision and the type and number of conditions that should be imposed on people on parole.

States vary significantly in the length of parole they require for people exiting prison. Some specify a distinct post-release term, but far more often the mandated length of supervision is equal to whatever time is left on the prison sentence at release. Increasingly, researchers recommend that the length of parole supervision should be disconnected from the incarceration term, and that supervision should be the least restrictive necessary to serve public safety goals and support a successful reentry.<sup>128</sup> Supervision also should be reserved primarily for people at higher risk of reoffending, along with those convicted of serious crimes. The American Law Institute, for example, recommends that for medium- and high-risk people, supervision should extend no longer than five years, and for low-risk people, parole should not exceed one year.

Individuals on community supervision also should have the opportunity to accumulate “earned time” credits to shorten the duration of parole. Historically, earned time and “good time,” has been most commonly used for correctional populations, incentivizing behavior by offering the opportunity for earlier release. A survey by the Robina Institute of Criminal Law and Criminal Justice found that 15 of 39 jurisdictions that responded used a similar system allowing people to shorten their parole supervision through earned time credits.<sup>129</sup> Researchers advocate expanding the practice, in part because such credits are an effective reward parole officers can use to help motivate individuals under their supervision.

### Early discharge

Early discharge from parole is another key incentive supported by research, both for low-risk people and for others who maintain compliance with supervision conditions or other established criteria for a sustained period of time. Research consistently demonstrates that when guided by evidence-based practices, early discharge from parole can promote good behavior while conserving government resources. A training document by the National Institute of Corrections, for example, called for “early discharge of moderate-risk individuals and called for paroling authorities to develop formal policy to structure fair and consistent early discharge procedures.”<sup>130</sup> Another report noted that creating a system allowing people to earn early discharge not only serves as an incentive but also “can help manage parole officer workloads by

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<sup>127</sup> Jake Horowitz, *1 in 55 U.S. adults is on probation or parole* (Washington, DC: Pew Charitable Trusts, 2018).

<sup>128</sup> Edward E. Rhine, Kelly Lyn Mitchell, and Kevin R. Reitz, *Levers of Change in Parole Release and Revocation* (2019).

<sup>129</sup> Ebony L. Ruhland et al., *The Continuing Leverage of Releasing Authorities: Findings from a national survey*, (2016).

<sup>130</sup> Catherine C. McVey, Edward E. Rhine, and Carl V. Reynolds, *Modernizing Parole Statutes: Guidance from Evidence-Based Practice* (Minneapolis, MN: University of Minnesota, 2018).



requiring community resources to be targeted to those supervisees who are most at risk of reoffending.”<sup>131</sup>

Nearly two-thirds of states responding to the Robina Institute parole survey reported that they have authority to grant early release in statute. But “a significant number of states have not enacted policies to encourage the practice of early discharge, and even those boards that have the authority to permit early discharge are often reluctant to do so because they fear that someone they discharge early will reoffend.”<sup>132</sup>

States that have adopted policies allowing for early termination of parole include:

#### **Georgia**<sup>133</sup>

- The parole board can relieve parolees of supervision requirements if it is “in the best interest of both the parolee and society.” Early termination requires a written application and is intended for parolees who have made a “satisfactory adjustment to society.”
- The board also can consider early termination of parole for people who have committed non-violent offenses after two years; for first-degree arson, firearms offenses, or trafficking offenses after three years; and for violent offenses after five years.

#### **Vermont**<sup>134</sup>

- The parole board may grant early termination following a hearing if there is sufficient good cause and a high probability of continued lawful behavior by the person on parole, as documented in the supervising parole officer’s request.
- As a general rule, the board may not allow hearings for early termination requests that are more than six months prior to a person’s maximum term of parole supervision.

#### **Kentucky**<sup>135</sup>

- People who have committed non-violent offenses and fulfill their parole obligations may be released from supervision by the parole board upon recommendation by a parole officer.
- Typically, the switch to “inactive supervision” is recommended only after a minimum parole term has been served.
- An individual can be placed on active supervision again if violations occur.

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<sup>131</sup> Ibid.

<sup>132</sup> Ibid.

<sup>133</sup> Alexis Lee Watts, Julia Barlow, and Kevin R. Reitz, *Profiles in Parole Release and Revocation: Examining the Legal Framework in the United States: Georgia* (Minneapolis, MN: University of Minnesota, 2018).

<sup>134</sup> Ibid.

<sup>135</sup> Ibid.

## Conditions of supervision

Once a decision to grant parole is made, parole boards determine the conditions a person must meet while on community supervision. Such conditions are intended to minimize a person's risk of reoffending and support his or her reintegration to society. Violations of such conditions can lead to a variety of consequences, with revocation of parole and reincarceration the most serious. While some conditions may be specified in state statutes, parole boards generally have great discretion in setting the rules under which people must live in the community. "Standard" conditions, which apply to all people on parole, typically include refraining from substance use, remaining within a certain geographic area, not possessing firearms, and reporting regularly to a parole officer. In addition, parole boards impose "special" conditions focused on a person's specific risk or needs. These rules might include mandatory participation in substance use disorder treatment or other programming, payment of restitution or fees, attending vocational training, and the prohibition of contact with victims.

Researchers generally agree that in recent years, the volume of conditions imposed on people on parole has become excessive, creating a minefield for individuals reentering society. Even low-risk people often are saddled with multiple conditions that do not reflect their criminogenic risk and needs and do little to enhance reentry success. Brian Fischer, former commissioner of the New York Department of Corrections and Community Supervision, put it this way: "Most of us could not live under the rules of parole because there are too many of them."<sup>136</sup> Increasingly, scholars who study parole are advising states to rethink their use of conditions to reflect the latest research and improve outcomes. "Many in the field agree that conditions of release should be realistic—few in number and attainable; relevant—tailored to individual risks and needs; and research-based—supported by evidence that they will change behavior and result in improved public safety and reintegration outcomes."<sup>137</sup>

Recommendations on best practices for setting conditions of parole include imposing as few as necessary; ensuring that special conditions reflect individual risk and needs, as identified by a validated assessment; placing minimal conditions, or possibly no conditions, on low-risk people; and frontloading conditions during the period immediately following release (i.e., the first six to 12 months), when the risk of violations and reoffending is highest. In addition, "authorities should allow parole field agents greater flexibility to modify certain conditions of release to incentivize people on parole to change behavior. Incentives should include modification of the conditions of supervision, forgiveness of fines and fees, and shortening of length of supervision."<sup>138</sup>

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<sup>136</sup> Marc Levin, "Ten Tips for Policymakers for Improving Parole," *Right on Crime*, (May 17, 2019).

<sup>137</sup> Edward E. Rhine, Joan Petersilia, and Kevin R. Reitz, "Improving Parole Release in America," (2015).

<sup>138</sup> *Ibid.*

Recommendation 4: The parole board should work closely with other criminal justice agencies, as well as support agencies, to ensure development of a parole release plan that supports a successful reentry.

Beyond their authority to decide a person’s readiness for release, parole boards can exert considerable influence over an individual’s success upon reentry. Planning for this critical transition should begin well before people reach their minimum parole eligibility date and should be guided by a carefully crafted parole plan coordinated between BOP officials and the parole board.

For example, research shows that participation in prison programs is linked with lower levels of reoffending. A RAND review of 58 studies, for example, found that people who participated in correctional programming had a 43 percent lower likelihood of recidivism. Given such evidence, parole boards should set priorities for individuals’ in-prison programming to ensure preparation for release begins early. Program assignments should be guided by a person’s criminogenic risk and needs, as well as by mental health and substance use assessments. Programs also should be evidence-based, aligned with research about what works, and focused on risk reduction.

Studies consistently support the use of a supervision approach that blends surveillance and treatment, rather than relying upon monitoring and control alone. As one team of reentry experts put it, “Cognitive-behavioral interventions, and certain community-based drug treatment, and education and job assistance programs have been proven to contribute to lower recidivism rates and should be considered in the development of supervision plans.” Such plans also should “incorporate offender goals, enhance individual motivation, and consider the input of stakeholders such as corrections officials, law enforcement, victims, family members, and community-based service organizations.”<sup>139</sup>

*“Many in the field agree that conditions of release should be realistic—few in number and attainable; relevant—tailored to individual risks and needs; and research-based—supported by evidence that they will change behavior and result in improved public safety and reintegration outcomes.”*

*Improving Parole Release in America*

*Edward E. Rhine, Joan Petersilia, Kevin R. Reitz, Federal Sentencing Reporter, December 2015*

To support a seamless and successful transition into the community, corrections and parole board officials should maintain partnerships with community agencies and organizations that offer relevant services and can provide support to individuals under supervision. These agencies include those that address mental health and substance use disorder treatment, housing, employment, education, and licensing. Through information sharing and other mechanisms, parole officials can verify the availability of programs and ensure continuity of care for those who need it.

<sup>139</sup> Various Authors, *Putting Public Safety First: 13 strategies for successful supervision and reentry* (Washington, DC: Urban Institute & Pew Charitable Trust, 2008).

In the Robina Institute's survey of releasing authorities, each of the responding parole board leaders agreed or strongly agreed that boards must coordinate policies and practices with corrections officials to smooth community transitions for people granted release. "They have a responsibility to mobilize interdisciplinary, collaborative leadership teams; engage in a rational planning process; integrate stages of offender processing through the corrections system; and involve non-correctional stakeholders in these efforts."<sup>140</sup>

**Recommendation 5: The parole board should employ transparency in parole release decision-making protocol and practices. The applicant and victim should be fully informed of the process and be allowed to participate actively.**

In eras past, parole hearings often were shrouded in mystery, with board operations, member deliberations, reasons underlying decisions to grant or deny parole, and even performance metrics cloaked in secrecy. Such secrecy often fueled perceptions that parole board decisions were arbitrary, and it made oversight difficult, if not impossible. In some jurisdictions, not much has changed. But some states have adopted reforms, and consensus has emerged on best practices to increase transparency and ensure greater accountability, fairness, and consistency.

Transparency should begin when a person enters prison. Individuals should be provided materials outlining expectations for their in-prison conduct and clearly detailing ways in which they can prepare themselves for release, thereby improving their chances of obtaining an earlier parole date. Applicants for parole also should be notified of their initial parole eligibility date and hearing date. As a hearing draws near, corrections or parole officials should automatically provide an individual with all documents related to his or her case file regardless of agency of origin. This should begin to address the problems in case preparation posed by a lack of effective communication between the paroling authority and the BOP. In addition, details about the process, including the factors used to determine readiness for parole, hearing protocols, and rules governing the submission of materials and victim participation should be provided to the applicant and/or counsel.

During the hearing, applicants should be provided the ability to present a case, including submitting written information and calling witnesses. They should be given the opportunity to challenge assertions by correctional officials about their program participation or institutional conduct, if necessary. They also should be permitted to challenge their risk score, which forms the foundation of release decision-making, and to obtain help from an attorney or other advocate in preparing and presenting a case before the board. For purposes of clarity and accountability, board members should be required to submit, in writing, their justification for decisions that depart from parole guidelines. The parole board also must have a clear, publicly available set of procedures governing "set-backs," or parole denials. The parole board should use the hearing as

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<sup>140</sup> Catherine C. McVey, Edward E. Rhine, and Carl V. Reynolds, *Modernizing Parole Statutes: Guidance from Evidence-Based Practice*, (2018).

an opportunity to either reward an individual for demonstrating transformative personal change or as a tool to motivate someone who needs to take additional action before being released. For those who are denied, any denial of release should be accompanied by an explicit set of actions that individual can take during the time between hearings in order to ensure suitability for release at a subsequent appearance before the board.

Policies should clearly define the role of victims in parole proceedings, taking into consideration victims' rights codified in statute. Before a hearing, victims should be notified that the board is conducting a "forward-looking assessment" of an individual's risk level and readiness for parole. Victims may offer an impact statement and appear at parole hearings, but the parole board should limit their consideration to an applicant's future risk potential and conditions governing release and should not use a victim's testimony to revisit the circumstances of the crime.<sup>141</sup>

Ohio is one state that recently reformed its parole board to increase transparency and better align its operation with best practices. The changes, initiated by Gov. Mike DeWine in May of 2019, were sparked by a board member who resigned and likened the panel to a secret society plagued by biased, racist, and arbitrary decision-making. Under the reforms, people seeking parole will be allowed to participate in hearings before the full board, and hearings will be livestreamed for the public. In addition, the Department of Corrections will create a program of volunteer "navigators" to assist people with the parole process.

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<sup>141</sup> Ideally, local justice system stakeholders should explore ways to incorporate restorative justice practices into their justice systems for those victims who are interested in pursuing this process. The goal is to ensure that there are available options for those who caused harm and people who have been harmed to engage in restorative and healing processes if they desire, particularly outside of the formal sentencing and parole processes.

## Recommendations for Parole Supervision<sup>142</sup>

Over the last decade, at least three dozen states have adopted bipartisan legislation to reform their criminal justice systems. Improving parole practices has been a centerpiece of many reforms, in part because parole revocations are a key—and costly—driver of prison populations.<sup>143</sup> In Michigan, for example, supervision violations accounted for nearly 60 percent of prison admissions, and other states have reported similar numbers.<sup>144</sup> Nationwide, about one in four state prison admissions result from technical violations of probation or parole, infractions as minor as missing an appointment with a parole officer or failing a drug test.<sup>145</sup> In addition to such concerns, a sizeable body of research has demonstrated the importance of categorizing people according to risk and need, and tailoring supervision and interventions accordingly. “Research has consistently shown that oversupervising low-risk individuals can do more harm than good by disrupting supportive elements of their lives, such as family, education, and employment, and mixing them in with people who are higher-risk. On the other hand, prioritizing resources and attention for high-risk individuals and those in need of treatment has been demonstrated to yield the greatest reductions in reoffending.”<sup>146</sup>

Underlying this movement is an effort to shift the way governments think about parole supervision—a reset of the principles that govern the way supervision works. At its core, this shift is driven by the premise that parole should be more about promoting success and less about continued punishment. It also reflects the reality that rather than serving as an alternative to incarceration or pathway to stability after prison, parole too often fuels imprisonment, exacting a toll on individuals and communities and doing little to restore victims. In 2017, the Harvard University Kennedy School of Government’s Executive Session on Community Corrections released a document outlining aspirations and actions needed for a paradigm shift: “Community corrections should be geared toward facilitating individuals’ success and effective integration into community life and helping them repair any harm caused to their fellow citizens. Doing so restores human agency and dignity, a sense of control over one’s destiny, and helps individuals promote the sustained well-being of their families and communities, over time and across generations.”<sup>147</sup> (See boxed sidebar for more details.)

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<sup>142</sup> The recommendations in this section were developed by JPI by synthesizing the research and conclusions of the work cited throughout the document. They largely mirror recommendations in other sources, but may have been modified slightly to fit the particular circumstances of the District.

<sup>143</sup> *Probation and Parole Systems Marked by High Stakes, Missed Opportunities*, (Washington, DC: Pew Charitable Trusts, 2018).

<sup>144</sup> Samantha Harvell et al., *Reforming Sentencing and Corrections Policy: The experience of justice reinvestment initiative states*, (Washington, DC: Urban Institute, 2016).

<sup>145</sup> Megan Quattlebum and Julienne James, “As candidates search for criminal justice talking points, parole and probation reform should top list,” *USA Today*, (July 3, 2019)

<sup>146</sup> *Probation and Parole Systems Marked by High Stakes, Missed Opportunities*, (2018).

<sup>147</sup> *Towards an Approach to Community Corrections for the 21<sup>st</sup> Century: Consensus documents of the executive session on community corrections* (Cambridge, MA: Harvard University: Kennedy School, 2017).

## A New Vision for Community Corrections

Over the past four decades, the practice of community corrections shapeshifted considerably as the U.S. passed through a “tough on crime” era that drove dramatic increases in prison and supervision populations and caused a cascade of devastating collateral consequences for families and communities. At one time, probation and parole were focused on supervising people in the community while helping them acquire the tools and treatment needed to enhance their odds of success. The more recent period, however, has been defined by a “trail ‘em, nail ‘em, and jail ‘em” mindset that “destabilizes communities, undermines the legitimacy of correctional agencies, erodes trust between communities and authorities, and increases recidivism among those under supervision.”

Increasingly, leading parole and probation officials, along with researchers, are calling for a new approach. They are pushing for a national shift away from a model of perpetual punishment toward one that emphasizes behavior change and promotes success through incentives and other evidence-based strategies. While calls for a new direction have come from many quarters, a key set of principles and recommendations emerged from an Executive Session on Community Corrections coordinated by Harvard University’s Kennedy School of Government. After three years of research and discussion, members of the session released a 2017 consensus document summarizing their work and vision for community corrections going forward.

Recommendations include:

- Shift from punishment model to one that promotes success and rewards progress.
- Roll back mass supervision.
- Shorten supervision periods and focus on achieving goals and positive outcomes rather than mere rule compliance.
- Use rational, proportional guidelines and a “swift and certain” approach to govern sanctions and rewards.
- Develop a system that is more responsive to the needs of the victim.
- Include family members in the development of case plans and social integration.
- Develop an integrated approach that engages other organizations and community members in supporting people under supervision, and make probation and parole practice more visible.

**Recommendation 6:** A continuum of graduated sanctions should be used by the parole board to address infractions committed by people on supervision. Revocation to prison should be used as a last resort, and only for individuals who cannot be safely supervised and supported in the community.

While holistic reform on the scale recommended by the Harvard session remains a work in progress, many states are taking incremental steps in the right direction. Researchers recommend

that in determining how best to manage parole violations, states should develop policy-driven, evidence-informed responses that incorporate considerations of risk, criminogenic need, and severity; assure proportional treatment of people who commit violations; and utilize resources wisely. The most common change initiated by states that have adopted reforms is the establishment of a continuum of progressive sanctions authorities use in response to parole violations. The goal is to hold individuals accountable for their conduct but avoid the high costs—both fiscal and human—of a parole revocation and return to prison. “This approach is consistent with research on effectively promoting prosocial behavioral change and shifts the goal of supervision from surveillance, monitoring, and control to behavioral change and recidivism reduction.”<sup>148</sup>

On the light end of the sanctions spectrum, a response to a violation might be a verbal reprimand, increased contact with a supervising officer, a curfew, or a requirement to participate in an Alcoholics Anonymous or Narcotics Anonymous program or other classes addressing behavior linked to a person’s violation or past criminal behavior. More serious infractions might lead to electronic monitoring, mandatory appearances at a day reporting center, or a short, swiftly imposed jail stay, sometimes called “flash incarceration.” One national survey of releasing authorities found that 78 percent used a sanctions grid or guidelines to respond to violations.<sup>149</sup> This is part of a broader movement to develop administrative responses to parole violations that do not require the supervising officer to go before the court or undertake a formal revocation hearing. For example, if the violation is related to a documented need, such as failing a drug screen, the officer should have the flexibility to seek community-based options rather than pursuing a more formal hearing and placement. Pennsylvania and Texas established community centers, like day reporting facilities, that have support, programming, and treatment.<sup>150</sup> These are viable options that address the cause of the violation without returning that person to prison. An evaluation of South Carolina’s administrative response policies adopted in 2010 found declines in recidivism, even when controlling for relevant factors such as type of crime.<sup>151</sup>

As a companion to that approach, many states also use a structured decision-making matrix that provides parole officers with guidelines that identify which sanctions are appropriate for which type of conduct. Twenty-six states reported using such a matrix to guide the selection of violation responses. Utah, for example, uses a matrix that defines whether an intervention will come from a parole officer, an officer acting with the approval of a supervisor, or the parole board. Whatever the case, authorities use a Response Magnitude Form to determine the proper sanction. This decision is based on the severity of the violation, the person’s risk and needs, and the violation’s relationship to the individual’s risk. The penalty imposed can range from a verbal warning to a 180-day term of incarceration. While the six-month custody stay applies only to a third or

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<sup>148</sup> Catherine C. McVey, Edward E. Rhine, and Carl V. Reynolds, *Modernizing Parole Statutes: Guidance from Evidence-Based Practice*, (Minneapolis, MN: University of Minnesota, Robina Institute 2018), 14.

<sup>149</sup> Robina Institute, *National Parole Survey Report*, 43

<sup>150</sup> *To safely cut incarceration, states rethink responses to supervision violations*, (Washington, DC: The Pew Charitable Trusts, 2019).

<sup>151</sup> Elizabeth Pelletier, Bryce Peterson, and Ryan King, *Assessing the Impact of South Carolina’s Parole and Probation Reforms*, (Washington DC: Urban Institute, April 2017).



successive parole violation, more than three violations in Utah may result in revocation and imprisonment up to the maximum term of the sentence.

**Recommendation 7: The parole board should respond to repeated violations with swift, certain, and proportional sanctions that reflect the seriousness of the infractions.**

Along with using a matrix to determine the appropriate, proportional sanctions for rules violations, experts recommend that responses be imposed swiftly and certainly to have the maximum deterrent effect. Community supervision practice has typically been defined by officers using their immense discretion to employ a range of sanctions in response to violations of parole.<sup>152</sup> The deployment of sanctions can vary widely from violation to violation and person to person. This leads to unpredictability for the individual under supervision and, research has shown, undermines the deterrent goals of the conditions of supervision. By deploying a seemingly random set of sanctions, often temporally removed from the infraction by weeks or months, there is no clear set of rules of conduct for an individual under supervision to follow. Moreover, in the event that the series of graduated, community-based sanctions fail, the officer then will typically move to initiate a revocation hearing that may result in a person returning to prison. This is the most severe violation response that an officer can deploy and may feel disproportionate to an individual who has been receiving modest sanctions for prior conduct. For the person under supervision, sanctions are frequently slow to take effect, uncertain (in terms of what conduct leads to what sanction), and severe (jumping quickly from graduated sanctions to incarceration).

New research supports a strategy that focuses on swift and certain sanctions without relying on the most severe response of using revocations to prison. Hawaii's HOPE (Hawaii Opportunity Probation with Enforcement) program relied on immediate, short stays in jail (typically a weekend) for violations of supervision.<sup>153</sup> The program was found to reduce rearrests, positive drug tests, revocations to prison, and overall bed days in prison. These results provide encouraging support for a swift, certain, and fair strategy to supervision. There are currently similar pilot programs testing this approach in 40 jurisdictions across 18 states.<sup>154</sup> An evaluation of Washington State's swift and certain policy found results comparable to Hawaii's among a more varied and higher risk population.<sup>155</sup> These outcomes included fewer felony convictions, fewer revocations to prison, and greater program participation.

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<sup>152</sup> Zachary Hamilton et al., *Evaluation of Washington State Department of Corrections (WADOC) Swift and Certain (SAC) Policy Process, Outcome and Cost-Benefit Evaluation*, (Pullman, WA: Washington State University, 2015), 15.

<sup>153</sup> A. Hawken, "Behavioral Triage: A New Model for Identifying and Treating Substance-Abusing Offenders," *Journal of Drug Policy Analysis* 3, no.1 (2010); see also, A. Hawken, and M. A. R. Kleiman, *Managing Drug Involved Probationers with Swift and Certain Sanctions: Evaluating Hawaii's HOPE*, (Washington DC: National Institute of Justice, 2005).

<sup>154</sup> Zachary Hamilton et al., *Evaluation of Washington State Department of Corrections (WADOC) Swift and Certain (SAC) Policy Process, Outcome and Cost-Benefit Evaluation*, (2015), 52.

<sup>155</sup> *Ibid.*

Recommendation 8: Preparations for reentry should begin while individuals are in prison, and community support services should be strengthened to improve the prospects for post-incarceration success.

While the research is mixed, there is some evidence that individuals on community supervision after incarceration are less likely to reoffend than people who “max out,” or spend their entire sentence in prison. Reflecting such findings, states like Kentucky have begun to require community supervision to ensure oversight during the critical transition from prison. “Kentucky requires that people who are not paroled [max out] either be released to supervision six months before the end of their sentence or serve an additional year of post-release supervision, depending on the nature of their crime and other factors.”<sup>156</sup> An analysis of the policy by the Pew Charitable Trusts found that it reduced recidivism and generated significant cost savings. In Nebraska, legislation mandated post-release supervision and recommended at least nine months of parole supervision for people convicted of the most serious felonies.<sup>157</sup>

*“Research has consistently shown that oversupervising low-risk individuals can do more harm than good by disrupting supportive elements of their lives, such as family, education, and employment, and mixing them in with people who are higher-risk. On the other hand, prioritizing resources and attention for high-risk individuals and those in need of treatment has been demonstrated to yield the greatest reductions in reoffending.”*

*The Pew Charitable Trusts  
September 25, 2018*

Recommendation 9: The parole board should be required to use risk and needs assessments and should adjust supervision and services accordingly.

As with parole release decisions, there is a strong consensus backing the use of validated risk and needs assessments to set the intensity of supervision levels and the range of services and programs people on parole receive. In addition, by discerning which people merit higher levels of supervision and which need less oversight, assessment tools can prioritize the use of government resources. The lowest risk individuals, for example, might be placed on administrative supervision, which typically requires a minimal amount of contact with authorities. Kentucky is one state in which people who have completed case plan requirements, and who have committed low-level offenses, can qualify for presumptive administrative supervision.<sup>158</sup>

<sup>156</sup> Samantha Harvell et al., *Reforming Sentencing and Corrections Policy: The experience of justice reinvestment initiative states* (Washington, DC: Urban Institute, 2016), 49.

<sup>157</sup> *Probation and Parole Systems Marked by High Stakes, Missed Opportunities* (Washington, DC: Pew Charitable Trusts, 2018),

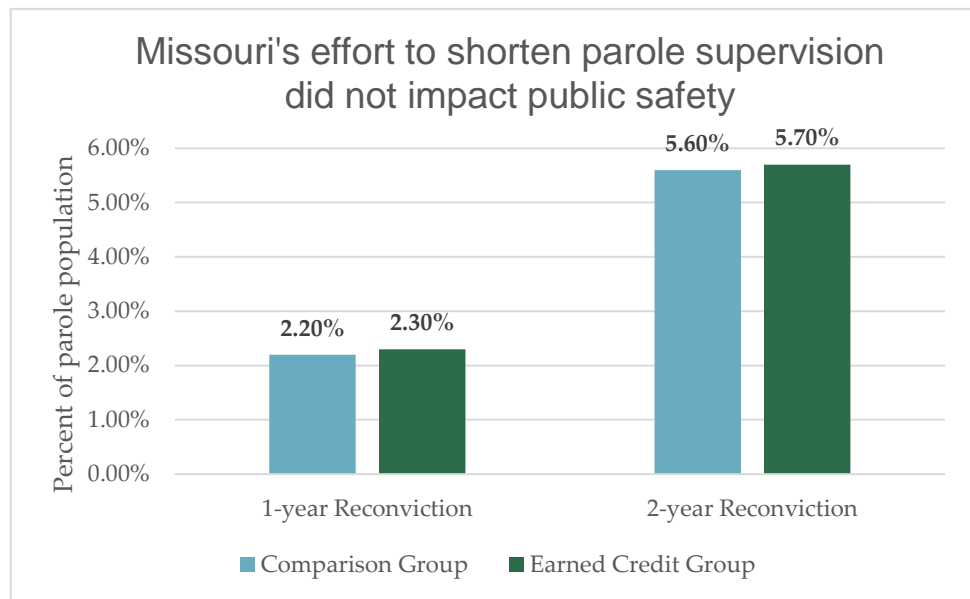
<sup>158</sup> Various Authors, *Putting Public Safety First: 13 strategies for successful supervision and reentry*, (Washington, DC: Urban Institute & Pew Charitable Trust, 2008), 2.

**Recommendation 10:** Supervision intensity and support resources should be front-loaded to decrease an individual’s risk of reoffending or committing violations that result in a return to prison.

Studies have consistently shown that people are at greatest risk of reoffending or violating parole rules during the first weeks and months after their release.<sup>159</sup> This timeframe also is when individuals are most in need of substance abuse treatment, mental health care, and help with housing, employment, and other issues related to reintegration. Given such dynamics, best practices for supervision require concentrating support in the earliest days and weeks following release, as well as during the final period of incarceration.<sup>160</sup>

**Recommendation 11:** The parole board should adopt policies allowing for earned discharge from supervision.

At least 18 states allow individuals to earn time off of their parole term by participating in programs and/or complying with the terms of their supervision. This approach provides an incentive for people on parole to engage with programs that may be helpful to their success, and also encourages



compliance with rules.<sup>161</sup> States that have used this mechanism include Georgia, where a Performance Incentive Credits Program allows people to earn up to 12 months of credit by completing education or vocational programs. In Oregon, the adoption of legislation known as HB 3194 enabled people on probation to reduce their period of supervision by half through compliance with specified conditions and by participating in programming. Other states granting earned time to people complying with specific requirements include Mississippi, Arkansas, and Missouri. A 2016 study found that more than 36,000 people on community supervision in

<sup>159</sup> *Parole, Desistance from Crime, and Community Integration*, (The National Academies Press, Washington, DC, 2008).

<sup>160</sup> *Ibid.*

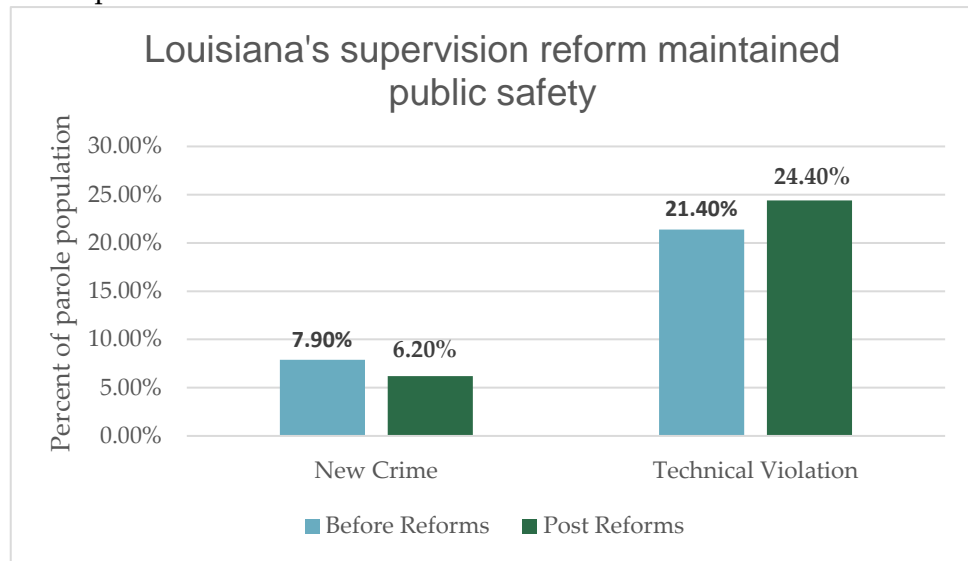
<sup>161</sup> Samantha Harvell et al., *Reforming Sentencing and Corrections Policy: The experience of justice reinvestment initiative states*, (2016).

Missouri reduced their probation or parole terms by an average of 14 months in the first three years the program was offered. There was no negative effect on public safety.<sup>162</sup>

**Recommendation 12: The parole board should cap the amount of time that must be served in prison for parole revocations.**

For individuals who are returned to prison after a revocation, states increasingly are adopting caps that limit the amount of time that must be served for a violation. The goals of this policy include prioritizing costly prison beds for people who commit more serious offenses and using more effective violation responses that cause less damage to a person’s community reintegration, employment, or development of positive family relationships. Such caps are particularly appropriate for violations stemming from behavior that would be legal if a person was not on parole.

In 2014, Mississippi passed legislation establishing a 90-day incarceration cap for the first technical revocation, a 120-day limit for the second, and a 180-day limit for the third.<sup>163</sup> Similar caps were adopted in Idaho, Oklahoma, and Alaska, with the latter state setting the shortest limit—three days for the first technical revocation, five days for the next, and ten days for a third technical revocation. Louisiana adopted legislation establishing a 90-day incarceration cap for people whose probation or parole was revoked for first-time rule violations. An evaluation of the policy, adopted in 2007, found that it had shortened the average length of incarceration for first-time technical revocations by nine months; maintained public safety; and saved taxpayers an average of \$17.6 million in annual corrections costs.<sup>164</sup>



Another important reform targets some states’ practice of mandating that people forfeit all of their time served on the parole in the event of a revocation. Instead, researchers recommend that

<sup>162</sup> *To Safely Cut Incarceration, States Rethink Responses to Supervision Violations*, (Pew Charitable Trusts, Washington, DC, 2019).

<sup>163</sup> *Ibid.*

<sup>164</sup> *Ibid.*

individuals should lose only the amount of time served on supervision for the period between the time of the violation—or warrant, in the case of a new crime—and the revocation decision.

**Recommendation 13: To improve outcomes, individuals on parole should be actively engaged in their own supervision process.**

Research indicates that outcomes improve when individuals are actively engaged as participants in the development and ongoing review of their parole case plan. While risk and needs assessments should highlight major elements of the plan, allowing and encouraging individuals under supervision to have input is valuable, enhancing feelings of accountability and resulting in improved public safety. Under this approach, parole officers adjust case plans in consultation with people on parole, help them with goal setting, and maintain an open dialogue about conditions of supervision.<sup>165</sup>

**Recommendation 14: The District should expand and improve community-based treatment and services to support successful reentry.**

Formerly incarcerated people face an obstacle course of challenges as they attempt to reintegrate into society, from limited access to housing and employment to challenges related to substance use and mental health disorders. As part of comprehensive criminal justice reform packages adopted in recent years, many states have increased funding of community-based treatment and services to better support people transitioning through reentry.<sup>166</sup> This approach recognizes that continuing to invest dollars in criminal justice agencies and programs, even those proven to effectively save money and protect public safety, is only part of the solution. Individuals who have been affected by mass incarceration and the expansion of supervision, along with their families, friends, and neighbors, should play a central role in reimagining public safety strategies. This community investment approach empowers impacted communities by redirecting resources to the programs and supports that help prevent crime, heal the trauma of crime victims, and repair past harm through a racial justice framework.

Some examples of community investment strategies include:

- Colorado WAGEES (Work and Gain Education and Employment Skills): Reinvests money from parole into grants for community-based reentry organizations to support employment and successful integration.<sup>167</sup>

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<sup>165</sup> *Putting Public Safety First: 13 strategies for successful supervision and reentry* (2008), 4.

<sup>166</sup> Leah Sakala, Samantha Harvell, and Chelsea Thomson, *Public Investment in Community-Driven Safety Initiatives*, (Washington, DC: Urban Institute, 2018).

<sup>167</sup> Chelsea Thomson, Leah Sakala, Ryan King, and Samantha Harvell, *Investing Justice Resources to Address Community Needs: Lessons Learned from Colorado's Work and Gain Education and Employment Skills (WAGEES) Program*, (Washington, DC: Urban Institute, 2018).

- Colorado Transforming Safety: Reinvests savings from parole reform into two communities that have identified locally-derived public safety strategies through an in-depth planning process.<sup>168</sup>
- Oakland, California, Measure Y and Measure Z: Uses taxes and parking fees to fund community-based organizations that prevent violence.<sup>169</sup>
- Washington, DC, Credible Messengers: Reinvests savings from a reduction in out-of-home placements for youth to support mentors with criminal justice system experience for at-risk youth.<sup>170</sup>

**Recommendation 15: Fines and fees imposed on justice-involved people should be reduced or eliminated.**

The growth of both the incarcerated and supervision populations in the U.S. has been accompanied by astonishing increases in costs. To help finance their vast and expanding criminal justice operations, states have imposed a variety of new fines, fees, and other financial obligations on justice-involved people, increased the amounts of such costs, and become more aggressive about collecting payment.<sup>171</sup> California is a compelling case in point. Through 16 statutes, the state specifies 269 separate court fees, fines, forfeitures, and other financial costs that may be collected.<sup>172</sup> In Texas, 15 standard fees combine with 18 discretionary costs, such as fees for being admitted to or released from jail, and Florida has added 20 new categories of financial assessments since 1997.<sup>173</sup> Overall, “more than 85 percent of people on probation and parole are now required to pay supervision fees, fines, court costs, or restitution to victims to remain free from further sanctions.”<sup>174</sup> The financial impact of this increase in financial punitiveness is that roughly 10 million people owe more than \$50 billion because of their contact with the criminal justice system.

Criminal justice debt can create a web of damaging consequences for people recently released from prison, exacerbating the challenges of reentry in multiple ways. People carrying legal debt have more trouble obtaining driver’s licenses; securing housing, transportation, and employment; and even paying child support. Most significantly, failure to pay fines and fees can lead to reincarceration, either through willful refusal to pay or when missed payments lead to a parole revocation. When fees and fines seem excessive and are administered unfairly or

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<sup>168</sup> Leah Sakala, Samantha Harvell, and Chelsea Thomson, *Public Investment in Community-Driven Safety Initiatives*, (2018).

<sup>169</sup> Ibid.

<sup>170</sup> Ibid.

<sup>171</sup> Karin D. Martin, Sandra Susan Smith, and Wendy Still, *Shackled to Debt: Criminal Justice Financial Obligations and the Barriers to Re-Entry They Create*, Executive Session on Community Corrections, Harvard Kennedy School of Government, (2017).

<sup>172</sup> Ibid.

<sup>173</sup> Ibid.

<sup>174</sup> Jeremy Travis and Joan Petersilia, “Reentry reconsidered: A new look at an old question,” *Crime and delinquency* 47, (2001): 291–313.

disproportionately, the practice undermines trust in the system and can be demoralizing, both for formerly incarcerated people and officers put in the position of serving as debt collectors.

Researchers have identified a handful of reforms to minimize the damage such financial penalties can cause. They include:

- Adjusting the number of fines and fees according to a person's ability to pay, an approach used in parts of Europe.
- Establishing safeguards to prevent financial costs—such as delinquent charges and fees to apply for payment plans—that penalize low-income individuals for not having the financial resources others have.
- Offering community service or other alternatives for people unable to afford fees.
- Considering amnesty for those who already hold debt.
- Reserving any fees collected in a trust account to be used only for direct rehabilitation services for the supervised population.
- Creating an independent commission to determine the causes and consequences of increasing fines, fees, and other criminal justice assessments.
- Ensuring parole officers focus on public safety issues, not debt collection.



## Operational Considerations

### Professionalizing Parole

The parole board is housed in the executive branch in almost every state, with more than half reporting that the board is either independent or independent with an administrative attachment to the department of corrections.<sup>175</sup> States vary widely in terms of the structure of their parole boards (e.g., how many members), the means of appointment (typically by the governor), the length of terms, and the qualifications required of members. In some cases, little beyond the need to be “of good character and temperament” is required in terms of member qualifications. As a result, some parole boards have been plagued by accusations of cronyism and release decision-making that is guided by politics, not research and evidence. Poor training and lack of appropriate qualifications also have been blamed for low grant rates.

In recent years, some states have pushed back on the practices that led to an unqualified parole board, seeking to professionalize operations by targeting board make-up and member qualifications. Changes have included the addition of educational requirements, relevant employment history (corrections, behavioral health, social work, etc.), annual training, and continuous certification on the best practices for releasing authorities. The improvements have also come in the form of policy and practice reform to standardize how the parole board functions. Because boards have enormous discretion, it is important to maintain a balance in eligibility standards, appointments, removals, transparency, and accountability, as well as the function of appeal.

Recommendations from field research are included below.

#### Recommendation 16: Reasons for denial of parole must be made public, documented in writing, and appealable.

Only 24 states require a written rationale for a parole denial to be shared with the individual, while 23 states make public information concerning the denial.<sup>176</sup> Only 18 states require in statute a written statement concerning denial, while others require it by agency policy or informally. To ensure such notification occurs, jurisdictions should codify the requirement in statute.

A written explanation of parole denial is critical to ensure that individuals understand the shortcomings identified by the parole board and, ideally, will be able to work with prison officials to develop a case plan that addresses those issues. In addition, a written rationale facilitates an appeal process for applicants who believe their denial was based on an incorrect understanding of facts or an incorrect application of rules. Eleven states do not permit any appeal of a denial of

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<sup>175</sup> Ebony L. Ruhland et al., *The Continuing Leverage of Releasing Authorities: Findings from a national survey* (2016), 17.

<sup>176</sup> Ebony L. Ruhland et al., *The Continuing Leverage of Releasing Authorities*, 33.



parole.<sup>177</sup> The others permit some type of appeal, although only eight of those states include that protection in statute. The remainder permit appeal by administrative rule or agency policy.

**Recommendation 17: An applicant should have access to counsel and be provided all materials that the parole board will use to make its decision in advance of the hearing.**

Despite the powerful implications of a parole hearing, the right to counsel during the parole process is not protected by the U.S. Constitution. Many states (24) permit counsel to be present and speak on behalf of the applicant during the hearing, but only 10 states guarantee counsel if the individual is indigent.<sup>178</sup> Four states permit counsel to be present and observe, but not to speak. Nine states prohibit the presence of counsel at the hearing in any capacity.<sup>179</sup>

Allowing meaningful legal representation at initial hearings and appeal hearings increases transparency and helps legitimize the outcome in the eyes of the applicant and the community.<sup>180</sup> An applicant and counsel should have access well in advance of the hearing to all of the materials the parole board will use to make its decision. This allows for an applicant to contest information such as risk score, program participation outcomes, or disciplinary record, and assist with calling potential witnesses.<sup>181</sup>

**Recommendation 18: Establish standards for parole board member eligibility, including education and work/life experience.**

States should establish educational and work/life experience requirements that ensure a qualified, well-trained, diverse, and representative parole board membership. For example, Kentucky has changed practice to strengthen the background of its parole board and insulate it from partisanship. Members must have at least five years of experience in the field of penology, corrections, law enforcement, sociology, law, education, or some combination. Additionally, no more than six of the nine board members may be from the same political party. For continuing guidance on best practices, members must complete 40 hours of annual training and education.<sup>182</sup>

Members of a paroling authority should have a college degree in criminology, corrections, sociology, related sciences (developmental psychology or behavioral psychology), or law.<sup>183</sup> They also should possess at least five years of work in the field of corrections or reentry, have a record as a strong community leader in areas most impacted by the criminal justice system, and/or have

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<sup>177</sup> Ibid.

<sup>178</sup> Id. at 29.

<sup>179</sup> Ibid.

<sup>180</sup> Catherine C. McVey, Edward E. Rhine, and Carl V. Reynolds, *Modernizing Parole Statutes: Guidance from Evidence-Based Practice* (2018), 9.

<sup>181</sup> Ibid.

<sup>182</sup> Alexis Lee Watts, Julia Barlow, and Kevin R. Reitz, *Profiles in Parole Release and Revocation: Examining the Legal Framework in the United States: Kentucky*, (Minneapolis, MN: University of Minnesota, 2018).

<sup>183</sup> Edward E. Rhine et al., *The Future of Parole Release*, (2017), 285–289; see also, Edward E. Rhine, Joan Petersilia, and Kevin R. Reitz, “Improving Parole Release in America,” (2015).

been personally impacted by the criminal justice system. Guidelines should be flexible enough to ensure that a qualified candidate who meets service criteria in one category but is short in another, such as educational requirements, would still be eligible for appointment if they possess a unique set of work or life experiences. Ohio’s governor recently appointed three new members—a defense attorney, a prosecutor, and a lawmaker—in order to diversify the board membership.<sup>184</sup> This is an important goal of any modern, successful parole board.

**Recommendation 19: A panel of experts should review parole board nominations and submit recommendations to the executive for review.**

Most systems rely on direct political appointees for their board member composition. A survey showed that in most states, the governor appoints members (37), the legislative body approves (31), and the chairperson is selected by the governor (31).

By contrast, best practice suggests that an independent panel of experts should review parole board nominations and submit recommendations to the executive for review. This creates an element of oversight beyond a direct appointment by the executive. The panel should be sensitive to the current makeup of the parole board and ensure membership is representative of different branches of government, different elements of the criminal justice system, impacted communities, and political ideology. In Utah for example, the Commission on Criminal and Juvenile Justice considers all applicants and recommends them to the governor with the Senate’s consent.<sup>185</sup>

**Recommendation 20: Parole board members should serve terms of between four and six years, staggered by the term of the executive, and the D.C. Council should establish rules for removal in statute.**

Nationally, board members typically serve terms of between four and six years, with six years being the most common tenure provided in a recent national survey.<sup>186</sup> Most states report staggering the term of the governor with parole board members to create some insulation from partisanship. Every state permits a member to apply for reappointment, while a few report term limits.

The process of removing an individual from the parole board should follow protocols that are established by law. The removal should be depoliticized by creating an independent panel authority under the executive branch. Most states have some mechanism for removal for malfeasance (23), criminal conduct (18), ethical violations (15), or other reasons—including electing a new governor (7). In Pennsylvania, removal of a parole board member is difficult; it not

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<sup>184</sup> Laura A. Bischoff, “Gov. DeWine Calls for Reform of Ohio Parole Board After DDN Story,” *Dayton Daily News*, (May 1, 2019).

<sup>185</sup> Alexis Lee Watts, Julia Barlow, and Kevin R. Reitz, *Profiles in Parole Release and Revocation: Examining the Legal Framework in the United States: Utah*, (Minneapolis, MN: University of Minnesota, 2018).

<sup>186</sup> Ebony L. Ruhland et al., *The Continuing Leverage of Releasing Authorities: Findings from a national survey* (2016), 19.

only requires gubernatorial action, but consent of two-thirds of the Senate. In Georgia, the Board of Pardons and Paroles is comprised of five members, appointed to seven-year terms by the governor with the confirmation of the Senate.<sup>187</sup> A board member can only be removed “for cause by the concurrent action of the Governor, Lieutenant Governor, and Attorney General.”<sup>188</sup>

**Recommendation 21: The parole board must have transparent rules and procedures that reflect the input of all interested parties.**

An effective parole board is staffed by qualified and trained professionals with relevant educational backgrounds that are informed by a diverse set of work and life experiences. Appointing and training the right individuals, however, does not equate to true accountability. Real accountability in a parole board can only be achieved by putting in place transparent rules and procedures that reflect the input of all interested parties (the parole board, the applicant, victims, the public). These rules and procedures should guide all elements of parole board staffing, operation, management, release decision-making, and supervision practices. There should be a periodic review of these rules and procedures and a process in place for revisions and amendments.

**Recommendation 22: The parole board should adopt a robust set of performance measures that are publicly reported on a regular basis.**

An effective parole board must adopt a set of robust performance measures in order to assess compliance with all of its rules and procedures. Typically, parole boards publicly report grant rates and little else. True parole board accountability demands a set of context-specific measures that account for the unique circumstances of each application. For example, rather than merely reporting grant rates, a parole board should capture grant rates disaggregated by factors that describe the applicant pool. These include:<sup>189</sup>

- Risk level
- Underlying offense
- Sentence length
- Time served
- Program participation
- Race/ethnicity
- Gender
- Age

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<sup>187</sup> Rules and Regulations of the State of Georgia, Chapter 475-1-.01.

<sup>188</sup> Ibid.

<sup>189</sup> Edward E. Rhine, Kelly Lyn Mitchell, and Kevin R. Reitz, *Levers of Change in Parole Release and Revocation*, (2018).

Regular reporting of these measures informs future decision-making and allows for deeper insight into the population applying for and receiving parole grants. States also should report rates of compliance with the structured decision-making instrument. This includes collecting written reasons why the board departed from the recommendation of the tool and reporting overall rates of departure and reasons for departure.<sup>190</sup> The parole board also should appear before an oversight board or legislative committee to discuss implications of these performance measures on their operation. This helps the parole board stay on track with continuous improvement. The parole board should review these performance measures along with their agency-level goals and objectives on an annual basis.

The National Parole Resource Center provides guidance on strengthening internal management policy and external performance measures to ensure a forward-thinking parole process. While establishing appointment requirements and performance measures is helpful to maintain a committed board, the board's fairness and effectiveness is dependent on the practice. It is crucial that the board is familiar with the populations it serves. For example, understanding the behavioral health needs of the District's justice-involved population through the framework of the Risk Needs Responsivity Model (RNR Model) can promote fair and effective alternatives.<sup>191</sup> The framework helps guide decision-making toward targeting institutional and community treatment options that allow those with medium- or higher-risk profiles to be served in the community. The RNR framework provides insight into existing programs and policies and how to improve their output depending on the profile of the current population. Embracing a foundation like the RNR model commits the parole board to becoming a learning organization, rather than one that relies on older, stale practices.<sup>192</sup>

## Staffing and Budgeting

Parole agency budgeting and staffing protocols vary widely among the states, typically reflecting different approaches each jurisdiction takes to managing parole. In most states, parole costs are not itemized, and instead are included in total corrections budgets. Such accounting creates challenges in determining and comparing levels of state spending on parole release and supervision, and also obscures staffing and other institutional priorities.

To collect data on staffing and budgeting, JPI examined available public documents covering the past three years of operations.<sup>193</sup> The analysis focused on eight states that were identified by some

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<sup>190</sup> Id. at 9.

<sup>191</sup> Center for Advancing Correctional Excellence, "Risk-Needs-Responsivity (RNR) Simulation Tool," George Mason University, [www.gmuace.org/research\\_rnr.html](http://www.gmuace.org/research_rnr.html)

<sup>192</sup> National Parole Resource Center, "The Ten Practice Targets for Paroling Authorities," <https://nationalparoleresourcecenter.org/resource-package-mental-illness-substance-abuse-disorders/ten-practice-targets.htm>

<sup>193</sup> Office of Planning and Budget, *The Governor's Budget Report*, (Atlanta, GA, 2019); Office of State Budget Director, 2018 – 2020, *Budget of the Commonwealth*, (Frankfort, KY, 2018); Pennsylvania Board of Probation and Parole, *Annual Statistical Report*, (Harrisburg, PA 2016); Office of the Governor, Budget Division and the Legislative Budget Board, *Operating Budget for the Fiscal Year 2018*, (Austin, TX, 2017); Office of the Governor,

technical assistance experts as systems that were employing some of the best practices highlighted in this document: Georgia, Idaho, Kentucky, Pennsylvania, Texas, Utah, Vermont, and Wyoming. These states also provide diversity in terms of their supervised population size, types of practices, and geography. Materials examined by JPI included expenditures on the parole board (release decision-making), expenditures on parole supervision, parole board staffing levels, parole board case review levels, parole supervision staffing levels, and parole supervision caseload.

Of the states examined by JPI, only Texas itemized its parole board and community supervision operating budgets, while others only shared their total expenditures. This lack of transparency is surprising given results from a national survey revealing that 65 percent of the respondent parole systems have an independent budget.

State	Budget Year	Parole Board Expenditure	Parole Board Members	Community Supervision Expenditure
Washington, D.C.	2018–2019	\$12,672,000	3	\$177,247,000
Georgia	2017–2018	\$17,604,724	5	\$31,844,763
Idaho	2020–2021	\$3,497,400	6	\$36,933,900
Kentucky	2019–2020	\$1,202,500	9	\$51,894,541
Pennsylvania	2018–2019	\$12,325,000	9	\$148,259,000
Texas	2017–2018	\$ 4,671,471	6	\$ 118,363,620
Utah	2018–2019	\$5,493,000	5	--
Vermont	2018–2019	\$340,081	5	\$27,238,508
Wyoming	2018–2019	\$1,649,689	7	--

The total expenditure creates challenges in understanding the budget breakdown for six of the states reviewed. But, while every state's parole system differs, the budget figures from Texas provide some meaningful insights. One key takeaway is that salaries for the parole system, a category that includes the paroling authority and community supervision, account for about 80 percent of annual expenditures.

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*Budget Recommendations*, (Salt Lake City, UT, 2019); Vermont Department of Corrections, *FY 2019 Budget Presentation*, (Montpelier, VT, 2019); Wyoming Board of Parole, *Annual Report*, Cheyenne, WY, 2017).

<b>2018 Parole Operating Budget: Texas</b>		
	<b>Board of Parole and Pardons</b>	<b>Parole System</b>
<b>Salaries</b>	\$3,796,464	\$88,267,428
<b>Other Personnel Costs</b>	\$184,989	\$2,703,010
<b>Professional Fees and Services</b>	\$5,017	\$282,071
<b>Consumable Supplies</b>	\$15,331	\$751,474
<b>Utilities</b>	\$37,160	\$6,543,640
<b>Travel</b>	\$57,346	\$51,220
<b>Rent–Building</b>	\$252,442	\$8,804,805
<b>Rent–Machine and others</b>	\$39,708	\$382,365
<b>Other Operating Expenses</b>	\$198,552	\$9,478,843
<b>Capital Expenditures</b>	\$84,430	--
<b>Client Services</b>	--	\$1,098
<b>Total Budget</b>	\$4,671,471	\$118,363,620

The USPC currently functions with 56 employees and a budget of roughly \$13 million, which is rather large compared to states with a similar population make-up.<sup>194</sup> For example, Idaho conducted 4,893 parole hearings and an additional 1,154 revocation hearings in 2018.<sup>195</sup> That represents nearly three times as many parole hearings and a similar number of revocation hearings as the District. Idaho maintains a fully staffed Commission of 40 employees, including the six parole commissioners, with a budget of \$3,497,400. In Alaska, the parole board conducted 953 release hearings and 920 revocation hearings in 2018. These are slightly lower numbers than the District likely would see, but Alaska handled that caseload with 11 office positions and five parole board members, for an annual budget of roughly \$2 million.<sup>196</sup> Based on these and other figures, JPI anticipates that the annual budget of a District parole board would be no more than \$4 million, far less than the \$13 million spent by the USPC. Additional start-up costs would be incurred for the hiring of staff, office space, and other needs.

<sup>194</sup> U.S. Parole Commission, *FY 2019 Budget Request*, (Washington, DC: 2019).

<sup>195</sup> “Statistical Information,” *Idaho Commission of Pardons and Parole*, <https://parole.idaho.gov/statistics.html>; see also, “Budget and Payroll Management, *Idaho Department of Corrections – Legislative Fiscal Report*, [https://www.idoc.idaho.gov/content/management\\_services/budget\\_management](https://www.idoc.idaho.gov/content/management_services/budget_management).

<sup>196</sup> “Parole Board,” *Alaska Department of Corrections*, <http://www.correct.state.ak.us/parole-board>.

## A “Second Look” Approach

The Office of Victim Services and Justice Grants requested that JPI “assess the legal and structural framework required for the reestablishment of local control over the District of Columbia Parole Board.”<sup>197</sup> As such, JPI began its exploration into best practices in release decision-making and supervision with a narrow focus on empowering the District with the most current information on parole. However, while reviewing documents and speaking with technical assistance experts and local stakeholders, the possibility of assigning release decision-making to the courts through a “second look” provision began to emerge. Practically, it makes sense due to the declining number of parole-eligible cases remaining in the BOP. Secondly, the District is already operating a similar system of judicial review for people who committed their crimes as juveniles (under 18 years of age) and have served at least 15 years in prison. Finally, the current chairperson of the USPC, Patricia Cushwa, has called for a court-centered review process in place of the USPC in a memo issued in March 2019.<sup>198</sup> For these reasons, JPI decided to explore the strengths and weaknesses of a second look provision in the District.

### The Rationale for a Second Look

Support for the general principle of a second look provision has been growing nationally among sentencing experts, fueled in part by the proliferation of extremely long criminal sentences during the U.S. incarceration boom. One study estimated that the number of people serving life sentences in the U.S. increased from 34,000 in 1984 to 140,610 in 2008.<sup>199</sup> “The fact that American prison rates remain high after nearly two decades of falling crime rates is due in part to the nation’s exceptional use of long confinement terms that make no allowance for changes in the crime policy environment,”<sup>200</sup> the study explained. Many researchers believe the country’s use of lengthy sentences—sentences that are much longer than those in other Western democracies—merits the creation of a mechanism for their review by a court at some point in time.

The American Law Institute (ALI),<sup>201</sup> as part of a nearly 10-year-long review of sentencing to revise the Model Penal Code, noted that, “[w]henver a legal system imposes the heaviest of incarcerative penalties, it ought to be the most wary of its own powers and alert to opportunities for the correction of errors and injustices.”<sup>202</sup> The ALI was particularly focused on determinate sentencing systems, where no relief from long prison terms is available. While someone sentenced to 50 years in an indeterminate system may have the option to apply for release from a parole

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<sup>197</sup> Government of the District of Columbia, Executive Office of the Mayor, Office of Victim Services and Justice Grants, *DC Parole Board Local Control Study Request for Applications (RFA)*, (November 2018).

<sup>198</sup> Cushwa, Patricia & Massarone, Charles, Memorandum, U.S. Parole Commission Transfer of Duties Plan, March 14, 2019.

<sup>199</sup> American Law Institute, *Model Penal Code: Sentencing, Proposed Final Draft*, (April 2017), 15.

<sup>200</sup> *Id.* at 568.

<sup>201</sup> The American Law Institute, founded in 1923, is a membership organization comprised of practicing attorneys, judges, and law professors. Among other responsibilities, the American Law Institute issues models of law intended to guide policy and practice.

<sup>202</sup> American Law Institute, *Model Penal Code: Sentencing, Proposed Final Draft*, (April 2017), 569.



board decades in advance of serving a full term, an individual in a determinate system typically can earn no more than 15 percent off of the full sentence and has no other option to apply for meaningful review of that sentence. This can lead to prison terms that are egregiously disproportionate to the underlying conduct and a system that is powerless to provide any relief. The lack of any potential early review of sentences also removed any incentive for an individual to participate in programming or comply with the rules of the institution because any hope to earn early release was absent. A growing frustration with the lack of any meaningful review for people serving long prison terms in a determinate system triggered an exploration into a second look provision. A second look mechanism, the ALI said, is intended to ensure that long sentences “remain intelligible and justifiable at a point in time far distant from their original imposition.”<sup>203</sup>

Before exploring the second look provision, it makes sense to review the ALI’s discussion about parole release decision-making. The ALI comes down in support of a determinate system, which is a departure from its historic support of indeterminate sentencing. There are a few key factors that shaped their decision:<sup>204</sup>

- Determinate systems are more “visible, regulated, and accountable forums for the exercise of sentencing discretion.”
- The length of a prison term should be determined by the judge at the time of sentencing with only modest opportunities to earn time off.
- Parole boards have historically been of “low quality.”

Parole boards have proven to be risk-averse and amenable to political pressure, which contributes to why states with indeterminate sentencing have higher rates of incarceration.<sup>205</sup> They also lack transparency, leaving their internal decision-making protocol a mystery to applicants as well as policymakers and the general public.<sup>206</sup> The ALI also believes that parole boards have not been effective at accurately identifying risk of reoffending at release, erring by being too restrictive or too liberal. They are similarly poorly positioned to determine whether the goals of rehabilitation have been met. Some of this is a function of the *pro forma* way in which parole hearings are held. The formal rules and procedures of a courtroom are seen as a desirable alternative. There are also poor protections in place for an applicant at a parole hearing—lack of counsel, lack of appeal process, lack of clear rules of evidence—which would be much stronger in a courtroom setting.

The ALI also points to concerns about staffing, appointment processes, lack of training, and an absence of true neutrality in parole boards.<sup>207</sup> All of these factors have contributed to a lack of confidence in the parole process in many states, which, in turn, encourages a more risk averse parole board. It should be noted that much of this document has been focused on best practices

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<sup>203</sup> Id. at 568.

<sup>204</sup> American Law Institute, *Model Penal Code: Sentencing, Tentative Draft #2*, (March 2011), 122–123.

<sup>205</sup> Id. at 128.

<sup>206</sup> For more on the problems with current practice in parole, see Beth Schwartzapfel, “Life Without Parole: Inside the Secretive World of Parole Boards, Where Your Freedoms May Depend on Politics and Whim,” *The Marshall Project*, (July 10, 2015).

<sup>207</sup> American Law Institute, *Model Penal Code: Sentencing, Tentative Draft #2*, (March 2011), 140–141.



in parole release decision-making and parole supervision that have been put forth to restore confidence and establish transparency. Many of the policies and practices JPI recommends are an acknowledgment of past weaknesses in parole practice and an effort to safeguard against those historic problems. However, the ALI states that past efforts to improve parole have failed and the success of future efforts is dubious.<sup>208</sup>

For these reasons and others, the ALI adopted a strong preference for a determinate sentencing system that relies upon a second look provision for people serving the longest prison terms. The ALI's recommendation includes:<sup>209</sup>

- A judicial decision-maker or judicial panel will rule upon applications for a sentence modification from any individual who has served a minimum of 15 years in prison. These 15 years can be the result of time served for a single sentence or consecutive sentences.
- This sentence modification is “analogous to a resentencing in light of present circumstances.”
- The judicial decision-maker or judicial panel should have the authority to modify any element of the original sentence, regardless of whether a mandatory minimum was part of the original sentence.
- Sentences cannot be modified to make the term of imprisonment longer.
- The sentencing commission is instructed to develop guidelines for considering release and should also explore the process of implementing retroactive application of this provision.
- Appointed counsel can be provided for those in need.
- The original victim impact statement can be considered and victims should be afforded the opportunity to submit testimony reflecting anything that has changed since sentencing.

These are “principles for legislation” that were developed over the course of a nearly decade-long consensus-based process comprised of feedback from legal scholars, judges, prosecutors, defense attorneys, and others. They do not reflect specific statutory language, but offer a blueprint for how a jurisdiction might adopt a second look provision. Importantly, the ALI sees determinate systems as preferable to indeterminate sentencing that relies on a parole board, as discussed above. However, the second look provision is not merely a judicial alternative to parole. It moves beyond considering rehabilitation of the applicant to also account for changes in how society thinks about certain crimes and punishment.<sup>210</sup> The ALI correctly notes that this country's rates of incarceration have remained stubbornly high despite two decades of declining crime rates because of long prison terms and systems that “make no allowance for changes in the crime policy environment.”<sup>211</sup>

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<sup>208</sup> Id. at 123.

<sup>209</sup> American Law Institute, *Model Penal Code: Sentencing, Proposed Final Draft*, (2017), 565–566.

<sup>210</sup> Id. at 568.

<sup>211</sup> Ibid.

Excerpt from:

**American Law Institute: Model Penal Code**

The passage of many years can call forward every dimension of a criminal sentence for possible reevaluation. On proportionality grounds, societal assessments of offense gravity and offender blameworthiness sometimes shift over the course of a generation or comparable periods. In recent decades, for example, there has been flux in community attitudes toward many drug offenses, homosexual acts as criminal offenses, and even crime categories as grave as homicide, such as when a battered spouse kills an abusive husband, or cases of euthanasia and assisted suicide. Looking more deeply into the American past, witchcraft, heresy, adultery, the sale and consumption of alcohol, and the rendering of aid to fugitive slaves were all at one time thought to be serious offenses. It would be an error of arrogance and ahistoricism to believe that the criminal codes and sentencing laws of our era have been perfected to reflect only timeless values. The prospect of evolving norms, which might render a proportionate prison sentence of one time period disproportionate in the next, is a small worry for prison terms of two, three, or five years, but is of great concern when much longer confinement sentences are at issue.

Judicial sentence modification also raises potential practical challenges. First, there may be problems with administrative capacity, as already over-burdened courts process sentence modification motions and hearings. The drafters of the Model Penal Code's ("MPC") second look provision acknowledge such "substantial costs" due in part to increased state expenditures on prosecutors and appointed defense counsel.<sup>212</sup> The D.C. Superior Court is currently down 11 judges and has faced budget pressure in recent years that has led to a cut in staffing and services. The challenges of getting judges appointed to the D.C. Superior Court due to political obstacles in Congress also adds to the pressure that would be exacerbated by a second look provision. There are also physical resource limitations, as the D.C. Superior Court lacks the necessary courtroom and office space to accommodate second look hearings and the accompanying staff necessary to handle the caseload.

Second, it is unclear that the case-by-case judicial modification mechanism will adequately address the prison cost and overcrowding concerns that partially motivate interest in early release. This is especially true because individuals will be entitled to representation at their sentence modification hearings, and those counsel will likely be court-appointed. Moreover, moving these cases into a court setting will necessarily warrant the involvement of the United States Attorney's Office of the District of Columbia (USAODC). The USAODC has opposed nearly every Incarceration Reduction Amendment Act (IRAA) petition and it can be assumed

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<sup>212</sup> Model Penal Code: Sentencing, § 305.6 cmt. a (Proposed Final Draft, 2017)

they will do the same for any second look resentencing hearings. The adversarial nature of a court-centered review will result in a longer process and consume significantly more resources.

Additionally, it is up for debate as to whether judges are best positioned to consider motions for sentence modification. The ALI commentary acknowledges the political pressures that may be placed upon the judicial decision-maker, as “[d]ecisions to release prisoners short of their maximum available confinement terms are often unpopular, and even one instance of serious reoffending by a releasee can focus overwhelming negative attention upon the releasing authority.”<sup>213</sup> Moreover, it is unlikely that the same judge who sentenced an individual will consider the motion for sentence modification. In fact, judges in the D.C Superior Court rotate through five different divisions. This will impact continuity on cases and poses an obstacle to judges obtaining the appropriate expertise in making release decisions. And it is unclear whether judges are sufficiently familiar with correctional treatment programs and disciplinary infractions to reach an informed conclusion about whether a particular person’s sentence should be modified.

Finally, judicial sentence modification could exacerbate disparities between applicants. For example, some judges may be more willing to modify sentences than others. This could lead to inequitable outcomes between similarly situated applicants.<sup>214</sup>

### Second Look in the District

Establishing a new, fully staffed and trained parole board to handle the District’s needs would be a costly and complicated endeavor. And, as noted above, the number of people whose sentences make them eligible for parole is small and finite. As such, a new D.C. parole board would have a limited number of cases—slightly less than 900—over which it has release decision-making authority. Many of these individuals are eligible for resentencing by a court because their crimes were committed as juveniles. Under the District’s IRAA, people who were sentenced before age 18 and who have served 15 years or more in prison are eligible for resentencing. The IRAA was enacted to ensure District compliance with the U.S. Supreme Court ruling outlawing juvenile life without parole. As of September 2019, 21 people have been released under the Act, and many more likely will be freed via resentencing by the court.

Given the small and shrinking number of parole-eligible people from the District—many of whom likely will seek release under the IRAA—the prospect of creating a fully-staffed and funded parole board with a temporary, finite mission may seem ill-advised, and unnecessarily costly.<sup>215</sup> However, the new parole board would also presumably assume the supervision

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<sup>213</sup> Ibid.

<sup>214</sup> For further discussion of the constitutional and practical challenges, see Cecelia Klingele, “Changing the Sentence without Hiding the Truth: Judicial Sentence Modification as a Promising Method of Early Release,” *William and Mary Law Review* 52, no. 465, (2010): 521–536.

<sup>215</sup> As of September 30, 2019, the D.C. Council is currently considering expanding IRAA to all individuals whose crimes occurred prior to their 25th birthday. Should this Second Look Act be passed, we believe the majority of parole-eligible individuals remaining in the BOP will be eligible to apply. The second look provision outlined here

authority of the USPC, which includes people in the community on supervised release. This caseload, while declining in recent years, is still significant and would comprise the majority of the parole board's workload in the future.

There are multiple reasons, in addition to those outlined by the ALI, to favor a court-based system for release decisions. First among these is the fact that the parole board approach is bifurcated, involving a hearing examiner who conducts the case review and a decision-maker—the parole commissioner—who issues grants or denials. That separation can create gaps in understanding about a person's readiness for release and risk and needs profile, potentially influencing decisions. Perhaps more importantly, judges are trained to understand the intricacies of sentencing statutes and are equipped to make potentially controversial decisions, including those involving people in prison whose history includes serious, violent crimes. Judges also are accustomed to weathering criticism for sentences they impose and are better insulated from consequences if a serious crime is committed by someone who has been released. In addition, given the greater transparency of court processes, community members are likely to have more trust in the second look approach than in the often mysterious processes of parole boards.

Other relevant and no less important concerns include the fact that logistically, adopting a second look provision is much easier and more affordable than creating a parole board, finding space for its staff, and determining which agency should house it. Second look hearings likely would be handled by judges on the D.C. Superior Court, which is funded by the federal government, and the USPC's \$12 million annual budget could be allocated to pay for additional judges as needed. This approach also eliminates a potentially daunting legal challenge—the District-operated parole board occupying a position of authority over a federal agency, CSOSA.

### Release Decision-Making

If the District adopts a second look provision to handle parole release decision-making, it may choose an approach that supplements the IRAA review system already in place. As mentioned earlier in this section, people who were sentenced before age 18 and who have served 15 years or more in prison qualify for resentencing under the IRAA. The option of judicial resentencing provided by IRAA exists in parallel with the USPC review process. In other words, those individuals who are denied release by a judicial decision-maker are still eligible to apply for parole through the traditional USPC process.

A second look provision can build upon the success of the IRAA by simply removing the age restriction that limits eligibility to those who were under 18 at the time of the crime. Instead, all individuals would be eligible to apply for a resentencing hearing after having served 15 years. Because of the volume of cases, JPI would expect that the court and either the District of Columbia Sentencing Commission or the D.C. Council would adopt a screening process and

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would simply remove the age limit and make resentencing an option for all individuals serving an indeterminate sentence. However, we believe it will add minimal additional burden should the Second Look Act be passed.

criteria to guide court staff assigned to review paper applications. Only those individuals who meet these criteria, which would likely include time served, clean disciplinary record, and program completion, would actually be granted a hearing before a judge or judicial panel.

Under the second look model, the decision-making authority—a judge or panel of judges—would conduct a hearing to consider an application for sentence modification from qualifying individuals who have served a minimum of 15 years in prison. Hearings would involve a reevaluation of the sentence applying current standards of review and would evaluate whether the purposes of the sentence could be better met with a modification. Reconsiderations could not lead to a lengthening of sentence, but could modify it in other ways, including an order that an individual be released with time served. Decisions would be shaped by guidelines designed to ensure fairness, proportionality, consistency, and transparency in the evaluation process.

Specifically, the second look panel should be required to base decisions regarding sentence modifications on an individual's likelihood to pose a risk to the community if released. That finding, in turn, should be shaped by results of recent, validated risk and needs assessments. If an individual is not approved for sentence modification at an initial second look hearing, the timeframe before a second reconsideration should be no longer than 10 years, and ideally between one and two years, depending on the reasons underlying the decision. The time between second look hearings assumes that the District also will establish a local parole board to function alongside the Superior Court's review in the same way that IRAA offers the option to petition the Superior Court while also reserving the option to apply for parole. Should the District choose not to establish a local parole board and rely solely on judicial review, the time between second look reviews should be closer to one to two years that is consistent with best practices in parole review.

We believe that any solution that the District adopts should include some element of judicial review of sentences for one key practical reason. Currently the District has a truth-in-sentencing system that requires individuals to spend a minimum of 85 percent of their sentence in prison before eligibility for release. This is precisely the type of sentencing system for which the ALI recommends a second look provision. Rather than carve out two separate release mechanisms, it is most sensible for the District to extend that second look option for all individuals. The outstanding question for the District is whether it wishes also to develop a parole board for those people whose arrest occurred on or before August 4, 2000, to function in parallel to the court review as with the IRAA.

### Supervision and Revocations

As noted above, the USPC handles release decision-making for those individuals whose crimes occurred August 4, 2000, or prior. It also handles revocation hearings for all individuals currently on community supervision, regardless of whether they are on parole or supervised release. In the absence of the USPC, another entity will need to take control of revocation hearings. Were the District to choose to restore local control of its parole board function and establish a new Board of Parole, revocation hearings would naturally become one of the agency's core functions.

However, if the District were to choose a court-centered process, the revocation hearings would need to be assigned to the Superior Court. Under this model, releases would be governed by guidelines, supervision would be handled by CSOSA, and revocations would be managed by judges in Washington, D.C. Superior Court. This would apply to both those people on parole and those on supervised release. A hybrid model that retains parole review for those individuals whose arrest occurred on or before August 4, 2000, in addition to a second look provision, can assign the process of parole revocations to the newly constituted parole board.

Currently, the Washington, D.C. Superior Court handles revocation hearings for persons serving probation. The requirements and protections of probation revocation hearings are nearly identical to those of parole, so judges should already be familiar with the relevant rules and procedures and would require minimal new training.

One concern is the additional burden to the caseload of Superior Court justices. There were 6,337 people on probation and supervised by CSOSA in 2018.<sup>216</sup> An additional 950 people were on parole and 2,382 were on supervised release. Both the parole and supervised release figures reflect sharp declines over the last two years. There were more than 20 percent fewer persons on parole and supervised release in 2018 versus 2016.<sup>217</sup> This shrinking population may result from declining rates of crime and fewer revocations. Fewer than 2 percent of people under CSOSA supervision (includes probation) were arrested for a serious crime of violence in 2017.<sup>218</sup>

The USPC estimates that about 1,500 warrants will be issued in 2020, and that approximately 1,400 parole hearings and 1,330 revocation hearings will be held.<sup>219</sup> The latter would be the domain of the Superior Court should it take over revocation proceedings from the USPC. The Superior Court does not publish data on the number of annual probation revocation hearings it handles, but other data sources provide some potential insight into the current flow of probation cases. The Bureau of Justice Statistics reports that 4,284 people exited probation supervision in 2016 (the most recent year for which there are published data) in the District of Columbia.<sup>220</sup> Of those individuals, 3,345 terminated their supervision successfully. Another 725 were terminated and revoked to a term of incarceration.<sup>221</sup> This number is consistent with CSOSA figures showing that approximately 830 people were revoked to incarceration in 2016.<sup>222</sup> It also represents the minimum number of probation revocation hearings that the Superior Court handles in a given fiscal year, given that there is an unknown number of additional cases before the Court that do not result in a revocation to incarceration.

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<sup>216</sup> CSOSA, Community Supervision Program, *Congressional Budget Justification and Performance Plan/Report Fiscal Year 2020*, (March 18, 2019), 50.

<sup>217</sup> *Ibid.*

<sup>218</sup> *Id.* at 2.

<sup>219</sup> United States Department of Justice, United States Parole Commission, *FY 2020 Performance Budget Congressional Submission*, (February 2019), 12.

<sup>220</sup> Danielle Kaebler, *Probation and Parole in the United States, 2016*, United States Department of Justice, Bureau of Justice Statistics, 15.

<sup>221</sup> *Ibid.*

<sup>222</sup> *Congressional Budget Justification and Performance Plan/Report Fiscal Year 2020*, (2019), 25.

As such, we estimate that the Superior Court handles approximately 1,000 probation revocation hearings per fiscal year. Delegating parole and supervised revocation hearings to the Superior Court would add an additional 1,330 cases to its docket. This is a significant addition to the Court's responsibilities and would require an expansion of judicial staff to handle the increased workload.

In addition, judges are not experts in parole supervision and, as such, would need significant training to meet the standards of best practices outlined above. Any court-managed parole supervision would demand coordination between the Superior Court and CSOSA to ensure that standards of supervision are being met, appropriate graduated sanctions are being used to keep people safely in the community, and best practices as discussed above are being met so as to limit the need for court-based revocation hearings.

## The Path Forward: A Hybrid System of Release Decision-Making and Supervision

There are three policy options that we considered for re-establishing release decision-making functions within the District government:

- Single D.C. parole system with jurisdiction over both determinate and indeterminate populations
- Putting release decision-making authority under the control of the D.C. courts (i.e., second look provision)
- Hybrid system with separate bodies responsible for decisions regarding determinate and indeterminate sentences

We discuss three options below and highlight the necessary legal steps to return release decision-making to local control. Regardless of which approach is considered, it will be subject to certain limitations imposed by the D.C. Home Rule Act and the Revitalization Act.

### *D.C. Home Rule Act*

Through the D.C. Home Rule Act, Congress delegated certain legislative powers to the government of the District.<sup>223</sup> Specifically, Section 302 of the Act extended the legislative power of the District to all rightful subjects of legislation within the District consistent with the Constitution of the United States.<sup>224</sup> However, this extension of legislative power is limited by Sections 601, 602, and 603, concerning the reservation of Congressional authority. These authorities and limitations of the D.C. Home Rule Act set the overall legal framework within which to consider any new parole system for the District.

#### **Section 601**

Section 601 of the D.C. Home Rule Act provides that the “Congress of the United States reserves the right, at any time, to exercise its constitutional authority as legislature for the District, by enacting legislation for the District on any subject, whether within or without the scope of legislative power granted to the D.C. Council, including legislation to amend or repeal any law in force in the District prior to or after the enactment of the Act and any act passed by the D.C. Council.”<sup>225</sup> As a result of this broad reservation of power, Congress maintains authority to legislate on matters relating to parole in the District of Columbia.

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<sup>223</sup> See generally Pub. Law 93-198, 87 Stat. 774.

<sup>224</sup> Id. § 302.

<sup>225</sup> Id. § 601.



### Section 602

Section 602(a) of the D.C. Home Rule Act limits the authority of the D.C. Council to pass any act contrary to the provisions of the D.C. Home Rule Act except as specifically provided in the Act, or to do any of the following:

- (3) Enact any act, or enact any act to amend or repeal any Act of Congress, which concerns the functions or property of the United States or which is not restricted in its application exclusively in or to the District[.]<sup>226</sup>

As a result, the D.C. Council cannot legislate on matters contrary to the D.C. Home Rule Act except as specifically provided for in Section 602(c). Further, the D.C. Council is not authorized to “enact any act, or enact any act to amend or repeal any Act of Congress” concerning the “functions or property” of the United States or which is not restricted in its application “exclusively in . . . the District.” Certain enactments by the D.C. Council regarding parole could potentially trigger this provision on federal government functions or property, as discussed further below.

One special mechanism in the D.C. Home Rule Act for ensuring Congress has an opportunity to review and block District enactments is in Section 602(c)(2) of the Act. Section 602(c)(2) provides that “[i]n the case of any . . . act transmitted by the Chairman of the D.C. Council with respect to any act codified in Title 22, 23, or 24 of the D.C. Code [relating to crimes, criminal procedure, and treatment of prisoners], such act shall take effect at the end of the 60-day period beginning on the day such act is transmitted by the Chairman to the Speaker of the House of Representatives and the President of the Senate unless, during such 60-day period, there has been enacted into law a joint resolution.”<sup>227</sup> Therefore, any Member of Congress may introduce a joint resolution disapproving a law of the D.C. Council relating to crimes, criminal procedure, and treatment of prisoners at any time after the law has been submitted to Congress and before the expiration of the 60-day layover period.

### Section 603

Section 603 requires the D.C. Council to enact a balanced budget for inclusion in the budget the president submits to the Congress. In order to meet this provision, the mayor and the D.C. Council will need to fund new D.C. parole reforms either by raising revenue or reallocating funds from other programs.

While Sections 302 and 602(c)(2) of the D.C. Home Rule Act permit the D.C. Council to legislate on certain matters relating to crimes, criminal procedure, and treatment of people in prison, Section 602(a)(3) provides that the D.C. Council does not have authority to enact any act to amend or repeal any Act of Congress that concerns the “functions or property” of the United States or is not restricted in its application “exclusively in . . . the District.” Because the USPC is not

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<sup>226</sup> Id. § 602(a)(3).

<sup>227</sup> Id. § 602(c)(2).

“exclusively in . . . the District,” changes to the jurisdiction of the USPC will necessarily involve predicate action by the U.S. Congress.

Moreover, even to the extent that the D.C. Council properly enacts legislation under Titles 22, 23, and 24 of the D.C. Code, under Section 602(c)(2) the U.S. Congress retains authority to reverse the action of the D.C. Council through joint resolution within 60 days of the D.C. law’s submission to Congress. Section 601 of the D.C. Home Rule Act further broadly preserves the power of the U.S. Congress to enact legislation for the District of Columbia “on any subject, whether within or without the scope of legislative power granted to the D.C. Council . . . .” As a result, meaningful and enduring reform of the D.C. parole system arguably will require the involvement of the U.S. Congress. Congressional action would require the amendment of the Revitalization Act, the details of which are described below.

Restoring local control of release decision-making also is limited by the provisions in the D.C. Revitalization Act and the D.C. Code that require concurrence of the U.S. Attorney General for changes to the law concerning parole. As part of the Revitalization Act, Congress included an additional mechanism for control over parole for the District by prohibiting the D.C. government from changing its own laws concerning parole without the “concurrence of the U.S. Attorney General.” Section 11231(c) of the D.C. Revitalization Act states:

The Parole Commission shall exercise the authority vested in it by this section pursuant to the parole laws and regulations of the District of Columbia, except that the Council of the District of Columbia and the Board of Parole of the District of Columbia may not revise any such laws or regulations (as in effect on the date of the enactment of this Act) without concurrence of the Attorney General.

It is unclear whether this requirement prohibiting the D.C. government from changing its own laws concerning parole without the “concurrence of the U.S. Attorney General” is applied in practice. Our research indicates that it is rarely applied and has been applied only once in recent years.<sup>228</sup> In addition, this section of the Revitalization Act raises constitutional questions as discussed below. Even though this concurrence provision does not seem to be applied in practice, it provides an additional reason to enact federal legislation to restore local authority over parole to the District.

### Legislative Enactment Recommendations

The sections that follow discuss the portions of the U.S. and D.C. codes that would require amendment in order to restore local release decision-making to the District. We have discussed the strengths and weaknesses of each approach in the prior sections of this report. The District requested a report to help guide a process of restoring local control of parole. However, during

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<sup>228</sup> Equitable Street Time Credit Amendment Act of 2008, D.C. Law 17-389. Former Attorney General Mukasey concurred in the legislation, and the Mayor of the District of Columbia signed the legislation in January 2009.

our research and after hours of conversations with local and national experts, it became clear that simply reconstituting the Washington, D.C. Board of Parole would be insufficient to meet the needs of the District's correctional population.

First, as of August 5, 2000, the District is operating a determinate sentencing system. Those individuals are not subject to the discretionary release of a parole board. They must serve a minimum of 85 percent of their sentence in prison and a local parole board would not have the authority to provide relief for those persons serving long prison terms. The ALI developed a second look provision precisely for jurisdictions that have determinate sentencing systems like the District. This provides strong justification for a judicial review of cases for the purposes of determining release.

However, simply establishing a court-centered process for release decision-making ignores the potential burden on the courts to handle revocation hearings for persons on parole and supervised release. While we believe the Superior Court has the capacity to handle release decision-making for both parole-eligible individuals as well as those persons who have served more than 15 years under the current determinate system, the daily responsibilities of managing parole supervision and revocation hearings will create staffing, budgeting, and physical space challenges. This provides support for the reestablishment of a local parole board, at least to handle supervision.

We acknowledge that parole boards have drawn widespread criticism across the country for a lack of transparency and consistency in decision-making as well as being too risk-averse and focusing on the circumstances of the original crime. In fact, as we have documented extensively in this report, there is substantial criticism of the USPC that has led some to call for a court-based release decision-making process as a preferable alternative. The last thing we would like to see is the District replacing the USPC with a local parole board and simply replicating the failings described in this report.

While parole has proven problematic in other jurisdictions, we believe there is an evolution of best practices in the field, which we have outlined in our recommendations in this report. There are no jurisdictions that reflect all of these principles of best practice, but there are lessons to be learned from other states. In addition, we believe that the District is unique due to the extensive commitment to progressive justice practices in the executive, legislative, and judicial branches. Thus, there is reason for optimism that the District will adopt and implement the recommendations outlined in this report with appropriate fidelity. The oversight of leadership and the engagement of stakeholders and the broader public are necessary ingredients to keep the District on track.

Thus, JPI recommends that the District adopt a hybrid system with separate and coordinated bodies responsible for decisions regarding those sentenced under the current determinate system and the "old law" indeterminate system.

Ultimately, it is up to District leadership in the Executive Office of the Mayor and the D.C. Council in conjunction with stakeholders and the public to engage in dialogue to consider each option in order to determine what makes the most sense for the community. This public conversation needs to begin immediately in light of the fact that the USPC's authorization is set to expire on October 31, 2020. With the amount of work that needs to be accomplished no matter the option selected, it appears inevitable that the USPC will need to be authorized for some additional period of time in order to facilitate an orderly transfer of responsibilities to local control, similar to the period that occurred when the parole functions were transferred from the District to the USPC. This would allow for a phased transfer where the District takes on local control of certain elements of parole in stages until full capacity can be established.

The District may also consider accessing technical assistance beginning as soon as possible to manage the process of building and implementing a system of local control of parole. This would include managing the development of a structured decision-making tool, adopting a risk and needs instrument that incorporates the feedback of stakeholders and the public, and helping establish and train practitioners on release, supervision, and revocation practices.

One final note concerning the recommendations for release decision-making and community supervision outlined above: While these principles and practices are drawn from experiences in states that have operating parole boards, they are equally applicable regardless of what policy option is selected. The standards of release can be applied by a newly constituted D.C. Parole Board or incorporated into the standards that guide a second look review by a judicial decision-maker. In addition, the best practices that apply to parole supervision should be formalized by the District in order to guide the practices of CSOSA. As with release decision-making, these recommendations apply regardless of the authority in charge of handling parole supervision and revocation practices.

### Hybrid System with Separate Bodies Responsible for Decisions Regarding Determinate and Indeterminate Sentences

Our recommendation is the adoption of a hybrid system with different bodies responsible for release and revocation decisions for populations with determinate and indeterminate sentences. For example, in order to avoid potential constitutional concerns for people with indeterminate sentences whose sentences are modified by the courts, people subject to indeterminate sentences would have their parole release decided by an independent parole board, while people subject to determinate sentences could have their parole decided by a judge. All individuals, regardless of when their crime occurred, would also have the option to apply for a second look judicial review after serving 15 years in prison. The parole board would take over the responsibilities of the USPC with regard to parole supervision oversight, setting of standards of practice for CSOSA for community supervision, and revocation hearings.

Whether more than one body of a local D.C. parole system is responsible for the administration of parole and release decisions for each population is a policy decision that generally does not

change the legal analysis, except to the extent that the reform is limited by Sections 602(a)(3) or 602(a)(4) of the Home Rule Act. Because the hybrid system would likely involve changing the jurisdiction of the USPC or the jurisdiction of the D.C. courts, these changes would need to occur through an act by the U.S. Congress.

## District of Columbia Board of Parole

The USPC currently has parole authority over people convicted under the D.C. Code and serving either an indeterminate sentence (i.e., sentenced before August 5, 2000, and eligible for parole) or determinate sentence (i.e., sentenced after August 4, 2000, and eligible for supervised release after serving at least 85 percent of their sentence). In this section, we consider transferring parole authority to a local board of parole, similar to the USPC's current scope of authority.

### *U.S. Code*

The D.C. Council may make changes to Title 24 of the D.C. Code regarding the treatment of people in prison under the procedures set forth in Section 602(c)(2) of the Home Rule Act. Absent a joint resolution of disapproval from Congress, any law impacting Title 24 would take effect at the end of a 60-day period.<sup>229</sup> However, Section 602(a)(3) of the Home Rule Act limits the ability of the D.C. Council to unilaterally revoke the USPC's jurisdiction over the District of Columbia. As a result, creating a new, local D.C. parole board with authority over both determinate and indeterminate populations through Title 24 will have limited effectiveness without predicate congressional action revoking the USPC's jurisdiction over the District.

Further, Congress's power to reject the D.C. Council's revisions or enact superseding legislation necessitates congressional action to ensure that any changes enacted by the D.C. Council endure.<sup>230</sup> Finally, to the extent that reform involves changes in the obligations or jurisdiction of the D.C. Court system, the D.C. Council is specifically prohibited by Section 602(a)(4) from legislating on Title 11 of the D.C. Code, concerning matters relating to the courts' organization and jurisdiction.

The specific changes to consider for federal legislation will depend on the particular policy option selected for restoring local control over parole to the District. That said, in broad terms, new federal legislation should include the following:

- Amend Section 11231(a) of the Revitalization Act, which required the USPC to "assume the jurisdiction and authority" of the D.C. Board of Parole.<sup>231</sup>

<sup>229</sup> Equitable Street Time Credit Amendment Act of 2008, D.C. Law 17-389. Former Attorney General Mukasey concurred in the legislation, and the Mayor of the District of Columbia signed the legislation in January 2009.

<sup>230</sup> D.C. Home Rule Act § 602(a).

<sup>231</sup> Pub. L. 105-33, § 11231, 111 Stat. 745 (1997). Section 11231(b) abolished the D.C. Board of Parole. However, because the creation of a new board of parole can be done regardless of the Revitalization Act's abolishment language, we do not think any amendments to this provision are necessary at this time.

- Amend Section 11233 of the Revitalization Act, which established CSOSA, to remove reference to the USPC, and likely replace it with references to the new governing body.

In addition, Congress could amend Section 11231(c), which requires that the Attorney General concur in any changes to D.C. laws or regulations concerning parole. But, as discussed below, the Attorney General concurrence is rarely used, is subject to constitutional concerns, and is likely not a necessity in order to enact a transfer of parole authority to a new body.

Congress also would need to repeal or amend two federal regulations to revoke USPC's jurisdiction, Sections 2.200 and 2.70 of Title 28 of the Code of Federal Regulations.<sup>232</sup>

### *D.C. Code*

Assuming that Congress revokes the USPC's jurisdiction over the District of Columbia, the logical place for the legal creation of a new stand-alone D.C. Board of Parole is in Title 24 of the D.C. Code, a section entitled "Prisoners and Their Treatment." As explained above, Title 24 contained the authorizing statute for D.C.'s pre-Revitalization Act parole board.<sup>233</sup> In this sense, making changes to Title 24 pursuant to the procedures in Section 602(c)(2) of the Home Rule Act would be a vehicle for the D.C. Council to change the parole system, but only to the extent that the U.S. Congress revokes the jurisdiction of the USPC over D.C. and does not otherwise object to the changes through joint resolution.

Currently, D.C. Code § 24-131 places the parole adjudication function under the USPC and gives the D.C. Superior Court parole adjudication authority for misdemeanors. New legislation could amend Title 24 to create a D.C. Board of Parole to exist as an independent agency within the D.C. government. The legislation could set out qualifications for membership as outlined above and identify the powers and responsibilities of the new board. The legislation should specify the scope of the board's authority (e.g., whether the board would adjudicate parole issues for felonies, misdemeanors, or both). Sections 24-133, 24-404, and 24-406 of the D.C. Code also would require amending to replace references to the USPC with references to the new Board of Parole.

The legislation also could expressly require the Board of Parole, once instituted, to adopt guidelines within a certain time by which to determine parole eligibility. This directive would be consistent with pre-Revitalization Act D.C. Code § 24-201.2, which authorized the D.C. Board of Parole to determine the timing and conditions of parole release.<sup>234</sup> It would also avoid the

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<sup>232</sup> 28 C.F.R. §§ 2.70, 2.200.

<sup>233</sup> Part II, *supra*. Our initial review leads us to believe that it would not be necessary to amend D.C. Code titles other than Title 24. If, however, changes to the powers and responsibilities of the D.C. Council and Mayor were necessary, the relevant sections of the D.C. Code would be Sections 1-204.04 and 1-204.22, respectively.

<sup>234</sup> Specifically, D.C. Code § 24-201.2 stated that the Board "shall . . . determine the terms and conditions of parole or conditional release." (emphasis added). As explained above, the Mayor was authorized to "promulgate proposed rules" to implement the provisions related to the D.C. Board of Parole, subject to lack of disapproval by the D.C. Council. See D.C. Code § 24-201.3. Additionally, the D.C. Council was authorized to "promulgate rules and

possibility that the new board would adopt the parole guidelines of the USPC. Any new guidelines created by the parole board would have to be no more restrictive than those that existed at the time of sentencing.<sup>235</sup>

Additionally, going forward, the D.C. Mayor would need to allocate funds in the District's annual budget for the new D.C. Board of Parole. All budget considerations must be taken in light of Section 603 of the D.C. Home Rule Act, which requires the District to enact a "balanced budget" (i.e., a budget which would result in expenditures greater than available resources). The budget must identify any tax increases required to balance the budget as submitted.

### Superior Court and the Second Look Provision

For those individuals sentenced under the determinate system, consideration should be given to adopting a second look provision. In a second look system, a judicial decision-maker is empowered to review a case after a set period of incarceration and impose a reduced sentence or release. The Superior Courts' power to modify sentences is expressly authorized by statute.<sup>236</sup> However, utilizing a second look framework to allow D.C. Superior Court judges to review sentences of certain individuals could implicate some constitutional issues. With appropriate consideration of these issues, however, we do not anticipate they will cause significant barriers to implementing a second look system.

### *U.S. Code*

As discussed above, any changes to Title 24 of the D.C. Code would be subject to Section 602(a)(3) of the Home Rule Act, which limits the ability of the D.C. Council to unilaterally revoke the USPC's jurisdiction over the District.<sup>237</sup> Congress would need to pass legislation to remove USPC's jurisdiction by amending Sections 11231 and 11233 of the Revitalization Act and Sections 2.200 and 2.70 of Title 28 of the Code of Federal Regulations, as discussed above.<sup>238</sup>

We believe that adopting a second look provision can be done entirely through Title 24. However, to the extent that this policy pathway requires changes to Title 11 of the D.C. Code, related to the organization and jurisdiction of the courts, Congressional action would be necessary. Section 602(a)(4) of the D.C. Home Rule Act specifically provides that the D.C. Council shall have no authority to "enact any act, resolution, or rule with respect to any provision of title 11 of the District of Columbia [Official] Code (relating to organization and jurisdiction of the District of Columbia courts)."<sup>239</sup>

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regulations under which the Board of Parole, in its discretion, may discharge a parolee from supervision prior to the expiration of the maximum term or terms for which he was sentenced." See D.C. Code § 24-204.

<sup>235</sup> *Sellmon v. Reilly*, 561 F. Supp. 2d 46 (2008).

<sup>236</sup> D.C. Home Rule Act § 602(a).

<sup>237</sup> *Ibid.*

<sup>238</sup> Pub. L. 105-33, § 11231, 111 Stat. 745 (1997); 28 C.F.R. §§ 2.200, 2.70.

<sup>239</sup> D.C. Home Rule Act § 602(a)(4).

## D.C. Code

As discussed above, Section 24-131 of Title 24 of the D.C. Code defines the parole jurisdiction for people convicted under D.C. law. The language of Section 24-131 empowers the D.C. Superior Court “to grant, deny, and revoke parole, and to impose and modify conditions of parole, with respect to misdemeanants.”<sup>240</sup> This section could be amended to remove reference to the USPC and add language related to people in the group over which D.C. Superior Court has authority. Further amendment to Title 24, as detailed above, could help to implement a process for establishing parole guidelines and remove references to the USPC.

Although the jurisdiction of the D.C. Superior Court is defined in Title 11, that title only discusses the D.C. Superior Court’s jurisdiction over civil and criminal trials.<sup>241</sup> It does not reference parole in any capacity, in contrast to the language in Title 24, which grants the D.C. Superior Court parole authority over misdemeanants. As a result, there is a credible argument to be made that shifting parole grant and revocation authority could be accomplished through Title 24, without amendment of Title 11.

## Legal Considerations for Judicial Resentencing

First, the Fifth and Sixth Amendment rights to due process and trial by jury could be implicated by a second look system. The Supreme Court has explained that “a jury must find beyond a reasonable doubt every fact which the law makes essential to a punishment that a judge might later to seek to impose,” such that “a finding of fact [that] alters the legally prescribed punishment so as to aggravate it . . . must be made by a jury.”<sup>242</sup> Under this precedent, if a judge found new facts during a second look proceeding that resulted in an increase of the defendant’s sentence, the defendant would have a strong claim under the Fifth and Sixth Amendments.

Second, a second look provision could arguably implicate the Fifth Amendment’s guarantee against double jeopardy or the Constitution’s *Ex Post Facto* Clause’s prohibition against the retroactive application of a new or different penalty. Under current case law, a change to parole regulations, guidelines, or policy applied retroactively “may violate the *Ex Post Facto* Clause if there is ‘a significant risk’ of ‘a longer period of incarceration than under the earlier rule.’”<sup>243</sup> In *Sellmon v. Reilly*, Judge Huvelle explained that “plaintiffs must demonstrate that as applied to their individual cases, the ‘practical effect’ of the application of the [new parole standards is] a ‘substantial risk’ of lengthier incarceration.”<sup>244</sup>

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<sup>240</sup> D.C. Code § 24-131.

<sup>241</sup> D.C. Code §§ 11-921 et seq.

<sup>242</sup> *United States v. Haymond*, 139 S. Ct. 2369, 2376, 2378 (2019) (plurality opinion) (internal quotations omitted).

<sup>243</sup> *Sellmon v. Reilly*, 551 F. Supp. 2d 66, 84 (2008) [citing *Garner v. Jones*, 529 U.S. 244, 255 (2000)]; see also *Peugh v. United States*, 569 U.S. 530 (2013).

<sup>244</sup> *Ibid.*



We think it is unlikely that a second look regime would implicate the double jeopardy or *Ex Post Facto* prohibitions, because the second look would not necessarily put the individual in jeopardy a second time or involve applying new law retroactively to prior acts. However, to mitigate the concerns that these constitutional issues could raise, the second look system must be drafted to include statutory language that requires any sentence modification to result in a sentence that is *no more onerous or lengthy* than the current sentence.

Finally, allowing courts to modify an already-imposed sentence could be characterized as an impermissible intrusion on the executive powers of pardon and commutation, thus implicating the separation of powers doctrine. But we think such an argument is unlikely to succeed, as the Supreme Court addressed this question in the context of sentence modification more generally in *United States v. Benz*.<sup>245</sup> In *Benz*, the defendant was sentenced to a term of imprisonment for 10 months, but he filed a petition requesting that the sentence be modified while he was serving his sentence and before the term of the federal court ended. The court then granted the motion and reduced the defendant's sentence to six months.<sup>246</sup> The Supreme Court rejected the contention that reducing the sentence "was a usurpation of the pardoning power of the executive," stating: "To cut short a sentence by an act of clemency is an exercise of executive power which abridges the enforcement of the judgment, but does not alter it qua judgment. To reduce a sentence by amendment alters the terms of the judgment itself, and is a judicial act as much as the imposition of the sentence in the first instance."<sup>247</sup>

Additionally, D.C. courts are not Article III courts, but are instead Article I courts (i.e., they are created by Congress).<sup>248</sup> As a result, they are permitted to handle some issues and tasks that might be beyond the competence of an Article III court. This feature further mitigates the risk of a constitutional limit to D.C. courts' authority to follow a second look regime.

## Other Considerations

### CSOSA

As explained above, CSOSA is a federal agency responsible for direct supervision of people on probation and parole, as well as individuals serving periods of supervised release under D.C. law. In addition to the conditions of release imposed by the Superior Court for the District of

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<sup>245</sup> 282 U.S. 304 (1931).

<sup>246</sup> 282 U.S. 306. (1931).

<sup>247</sup> 282 U.S. 311 (1931); see also 18 U.S.C. § 2582(c) (permitting judicial revision of sentences in certain defined circumstances). However, although "[s]tate courts . . . have ordinarily rejected separation of powers claims on similar grounds," there has been at least one state court that "found a separation of powers violation when a trial court held in abeyance a motion for sentence modification, failing to rule on it within a reasonable amount of time following the prescribed 120-day limit." See Cecelia Klingele, "Changing the Sentence without Hiding the Truth: Judicial Sentence Modification as a Promising Method of Early Release," *William and Mary Law Review* 52, no. 465, (2010): 525.

<sup>248</sup> D.C. Code § 11-101 (stating that the District of Columbia Court of Appeals and Superior Court of the District of Columbia are established pursuant to article I of the Constitution).

Columbia (for individuals on probation) or the USPC (for individuals on parole or supervised release), CSOSA develops an individualized supervision plan for each person entering supervision and engages in “contact and surveillance” throughout the release period.<sup>249</sup> CSOSA also carries out registration functions in the District for people convicted of a sex offense.<sup>250</sup>

Even if there is a framework for restoring local control of release decision-making in which CSOSA maintains its supervisory function, at least partial amendment to the CSOSA authorizing provision is required. Under current law, although CSOSA supervises people on supervised release, they remain subject to the authority of the USPC until completion of the term of supervised release.<sup>251</sup> This provision would need to be updated to reflect the transition of parole authority away from the USPC.

We do not see any legal issues with Congress passing legislation allowing the D.C. Council, D.C. Sentencing Commission, or congressionally created D.C. Board of Parole to provide rules or regulations to CSOSA in connection with parole supervision. Under the Constitution, Congress has broad authority over the District of Columbia and Congress has the power to delegate that authority to the D.C. Council and shape it as Congress sees fit. Additionally, Congress has previously given control to the D.C. government to administer and oversee certain past federal operations, and there thus have been other governmental functions with divided and overlapping responsibilities between D.C. and federal agencies. Specifically, the Lorton Reformatory was a prison constructed by the federal government on federal land administered in part by the D.C. government. The D.C. Circuit in *Cannon v. United States*<sup>252</sup> upheld the D.C. government’s administration of the prison.

### United States Attorney General Concurrence

As explained above, as part of the Revitalization Act, Congress inserted a provision that forbids the D.C. Council from revising any parole laws or regulations without first obtaining “the concurrence of the Attorney General.”<sup>253</sup> This section of the Revitalization Act allows the U.S. Attorney General to veto any D.C. Council legislation that seeks to alter District parole laws or regulations. The Revitalization Act imposes no standards on the Attorney General and gives the Attorney General unfettered discretion in choosing whether or not to allow a new law or regulation.

An argument can be made that this is an unconstitutional delegation of a purely legislative function to the Executive. “The fundamental precept of the delegation doctrine is that the lawmaking function belongs to Congress, U.S. Const., Art. I, § 1, and may not be conveyed to

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<sup>249</sup> CSOSA, “What We Do: Community Supervision,” <https://www.csosa.gov/community-supervision/>.

<sup>250</sup> D.C. Code § 24-133; see also D.C. Metropolitan Police Department, Sex Offender Registration FAQ, <https://mpdc.dc.gov/service/sex-offender-registration-faq>.

<sup>251</sup> D.C. Code § 24-133.

<sup>252</sup> 645 F.2d 1128 (D.C. Cir. 1981).

<sup>253</sup> DC Revitalization Act § 11231(c).

another branch or entity.”<sup>254</sup> It is permissible for Congress to delegate some authority so long as Congress first legislates intelligible principles that guide the delegated duty. Thus, Congress can grant the Executive some discretion in how it executes the legislation, so long as that discretion is guided by discernable standards.<sup>255</sup>

The delegation to the Attorney General in the Revitalization Act, however, seems to lack applicable standards. The statute states simply that the D.C. Council may not revise its parole laws or regulations “without the concurrence of the Attorney General.”<sup>256</sup> The statute is therefore silent with respect to what intelligible principle the Attorney General is to use in deciding whether to concur in the revision. The Act’s plain language appears to allow the Attorney General to reject (or accept) a revision for any reason whatsoever. Such boundless legislative discretion arguably cannot be delegated.<sup>257</sup>

Aside from its lack of any intelligible standard to guide the Attorney General, there exists an additional potential fault in the Revitalization Act’s delegation. The statute purports to delegate to the Attorney General power that Congress could not exercise acting alone. Just as Congress cannot veto D.C. Council legislation via a one-house resolution, a persuasive argument can be made that Congress cannot do an end-run around the Constitution’s presentment and bicameralism requirements by delegating veto power to the Attorney General.

A strong argument can therefore be made that the Revitalization Act’s provision requiring consent from the U.S. Attorney General before the D.C. Council may revise District parole laws is unconstitutional because it “provide[s] literally no guidance for the exercise of discretion.”<sup>258</sup> Moreover, the provision seeks to delegate power that Congress does not unilaterally possess – the power to veto D.C. Council legislation without satisfying the bicameralism and presentment procedures of Article I. To deal with these concerns, Congress could repeal or amend the Attorney General clause language of the D.C. Revitalization Act in connection with its enactments restoring local control of parole to the District.

### Impact if USPC is Not Reauthorized

There is no clear precedent for what would happen should Congress fail to reauthorize the USPC. If the repeal of the USPC were allowed to go forward, there would no longer be a body to make parole-related determinations for people sentenced under federal or D.C. law. Because many individuals in prison still have the right to periodic parole hearings, those who are denied access to parole determinations presumably would bring legal action through the court system to

<sup>254</sup> *Loving v. United States*, 517 U.S. 748, 758 (1996).

<sup>255</sup> *Loving v. United States*, 517 U.S. 748, 758 (1996), see also; *J.W. Hampton, Jr., & Co. v. United States*, 276 U.S. 394, 409, (1928) (holding that when Congress delegates authority, it must “lay down by legislative act an intelligible principle to which the person or body authorized to [act] is directed to conform”).

<sup>256</sup> D.C. Code § 24-131(c).

<sup>257</sup> See *Panama Refining Co. v. Ryan*, 293 U.S. 388, 415-19 (1935) (holding delegation unconstitutional because Congress failed to articulate any standard that would curtail the Executive’s discretion).

<sup>258</sup> *Whitman v. Am. Trucking Ass’n*, 531 U.S. 447, 474 (2001).

enforce their right to a hearing. This may have the effect of clogging court systems, extending incarceration time for those deserving of parole, and ultimately allowing for the release of individuals regardless of their suitability or readiness. Moreover, this could have the additional effect of denying the government the ability to revoke parole or supervised release in cases where it would be prudent to do so. There is thus a strong need to enact some legislation to address parole for the District going forward, whatever policy approach is selected. Merely allowing the authority of the USPC to lapse seems untenable.

## Conclusion

The justification for the USPC maintaining release decision-making authority for people convicted under the D.C criminal code has eroded in recent years. The District is on much firmer financial standing today and there is a robust “home rule” movement in the community that is eager to restore local control to core government functions. The USPC is comprised of staff and commissioners that do not necessarily reside in the District. They are not directly accountable to local leadership or the residents of the District. And their historical patterns of release decision-making and revocations of supervision are increasingly out-of-step with the goals and objectives of District leadership and the broader community. In short, the practice of the USPC handling parole and supervised release decisions for the District is antiquated and the time has come for change.

We recommend establishing a local parole board to handle release decision-making for all persons sentenced under the “old law” indeterminate system. In addition, this local parole board also will set standards of community supervision practice for CSOSA and handle revocation hearings for individuals, regardless of whether they were sentenced under the determinate or indeterminate system. Finally, we recommend the adoption of a second look provision for those people sentenced under the determinate system who have served a minimum of 15 years in prison.

The recommendations outlined in this report should guide the development and staffing of the parole board, the criteria for release decision-making, and how individuals are supervised in the community. If the District follows this plan, we believe it has the opportunity to serve as a model jurisdiction for other states.

# **Private Security Camera Incentive Program Fiscal Year 2019 Annual Report**



The Private Security Camera Incentive Program,<sup>1</sup> administered by the Office of Victim Services and Justice Grants, encourages residents, businesses, non-profits and religious institutions to install security camera systems on their property and register them with the Metropolitan Police Department (MPD). This program is intended to help deter crime and assist law enforcement with investigations.

There are two ways to participate:

1. The **Private Security Camera Rebate Program** creates a rebate for residents, businesses, nonprofits, and religious institutions to purchase and install security camera systems on their property and register them with the Metropolitan Police Department (MPD). The program provides a rebate of up to \$200 per camera, with a maximum rebate of up to \$500 per residential address (e.g., home offices, condo buildings, and apartments) and \$750 for all other eligible addresses. The rebate is exclusively for the cost of the camera(s) including any applicable tax.
2. The **Private Security Camera Voucher Program** provides a private security camera system to eligible residents free of charge. District residents—either owners or tenants—who receive public assistance may be eligible to have a camera system installed at their home.

This report details program activity between October 1, 2018 and September 30, 2019.

In FY 19, **2,033** rebate and voucher applications were approved and **4,321** cameras were funded.

PSA	Rebates/ Vouchers Issued	PSA	Rebates/ Vouchers Issued	PSA	Rebates/ Vouchers Issued	PSA	Rebates/ Vouchers Issued
101	0	208	14	405	57	603	33
102	1	209	0	406	40	604	72
103	16	301	24	407	102	605	24
104	77	302	49	408	31	606	23
105	33	303	17	409	51	607	21
106	58	304	18	501	35	608	25
107	83	305	24	502	58	701	26
108	103	306	34	503	69	702	18
201	44	307	17	504	37	703	10
202	49	308	44	505	15	704	21
203	22	401	44	506	44	705	17
204	40	402	29	507	69	706	6
205	61	403	59	601	21	707	15
206	40	404	50	602	30	708	9
207	4						

Rebates and vouchers issued in each police service area (PSA)

<sup>1</sup> Established by the Neighborhood Engagement Achieves Results Amendment Act of 2016, enacted on March 26, 2016 (D.C. Act 21-356; 63 DCR 4659).

**Rebates and vouchers issued in each priority area identified<sup>2</sup>**

Priority PSA	Rebates/ Vouchers Issued	Priority PSA	Rebates/ Vouchers Issued	Priority PSA	Rebates/ Vouchers Issued	Priority PSA	Rebates/ Vouchers Issued
103	16	305	24	502	58	701	26
104	77	307	17	503	69	702	37
105	33	308	44	504	37	703	42
106	58	402	29	505	15	704	77
107	83	403	59	506	44	705	49
108	103	404	50	507	69	706	17
202	49	405	57	602	30	707	35
207	4	406	40	603	33	708	43
208	14	407	102	604	72		
302	49	409	51	607	21		
303	17	501	35	608	25		

**Rebates issued to residents, businesses, nonprofit and religious institutions**

Property Type	Rebates
Resident	1,988
Business	32
Non-Profit	6
Religious Institution	4

**Number of times MPD requested footage from a Program recipient, and whether the request was granted or denied by the Program recipient.**

In FY 19, there were 28 documented requests for footage by MPD from program recipients that were successfully extracted. MPD detectives may also be in direct contact with a program recipient without that information being specifically tracked.

**Number of times that footage from a private security camera contributed to a successful arrest by MPD, including a breakdown by offense.**

In FY 19, there were six arrests made in which video footage was extracted from a program participant. There were five arrests made in homicide cases and one arrest in an attempted homicide case. MPD detectives may have viewed footage that was obtained directly from the program participants without that information being specifically tracked.

**Analysis of the Program's implementation and plans for future expansion, if any.**

Since inception, **7,002** rebates and vouchers have been approved and **16,519** cameras have been funded. There are ongoing efforts to promote the program with special emphasis placed on outreach to businesses and residents in under-represented community. There are no plans for future expansion.

<sup>2</sup> As of August 1, 2016, all PSAs are eligible to apply for rebates. Prior to August 1, 2016 rebate applications from PSAs 101, 102, 201, 203, 204, 205, 206,301, 304, 306, 401, 408, 601, 605, and 606 were ineligible. Until September 1, 2017, voucher applications from PSAs 101, 102, 201, 203, 204, 205, 206,301, 304, 306, 401, 408, 601, 605, 606 and 607 are ineligible.



**Juvenile Justice Advisory Group (JJAG)  
Meeting**  
Tuesday, December 4, 2018  
4:30pm- 6:00pm  
CJCC Office 441 4<sup>th</sup> Street NW, Suite 715N

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussions ( <i>Michon Moon, Interim JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• CJJ membership renewal discussion</li> <li>• New JJ Specialist hiring</li> </ul>	5 mins
Quality of DC's Juvenile Defense	National Juvenile Defender Center Assessment of Access to Counsel and Quality of Juvenile Defense Counsel ( <i>Tim Curry, Legal Director, NJDC</i> )  Mr. Curry will present NJDC's assessment of juvenile defense in the District. Report available: <a href="http://njdc.info/district-of-columbia-assessment/">http://njdc.info/district-of-columbia-assessment/</a> . JJAG members will have time for Q&A.	30 mins
Priorities for 2019	Discussion of Priorities for 2019 ( <i>Laura Furr, Chair</i> ) <ul style="list-style-type: none"> <li>• Review recommendations from summer working groups</li> <li>• Select priorities for continued focus and learning</li> <li>• Task: Know/Need to Know/Think chart</li> </ul>	45 mins
Other Business	Updates and announcements <ul style="list-style-type: none"> <li>• No JJAG meeting in January – Happy New Year!</li> <li>• February meeting – youth engagement focus</li> </ul>	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**  
Tuesday, December 4, 2018  
4:30pm- 6:00pm  
CJCC Office 441 4<sup>th</sup> Street NW, Suite 715N

Member attendance:

	<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1.	<b>Ballard, James</b>	X		
2.	<b>Bedlion, Duncan</b>			
3.	<b>Burton, Dominique</b>	X		
4.	<b>Burton, Lisette</b>			
5.	<b>Cairns, Hilary</b>	X		
6.	<b>Campbell, Detrick</b>			
7.	<b>Clark, Dillon</b>			
8.	<b>Dalton, Carol</b>			
9.	<b>Furr, Laura</b>	X		
10.	<b>Glass, Nancy</b>	X		
11.	<b>Gregory, Shyra</b>	X		
12.	<b>Harris, Shae</b>			
13.	<b>Hawkins, Braylin</b>			
14.	<b>Holtz, Jamal</b>			
15.	<b>Iwobi, Ifeanyi</b>			
16.	<b>Johns, Miracle</b>			
17.	<b>Lewis, Mariya</b>			
18.	<b>Matthews, Arkeem</b>			
19.	<b>Odom, Terri</b>			
20.	<b>Patterson, Jenise</b>			
21.	<b>Rosenthal, David</b>	X		
22.	<b>Spain, Penelope</b>	X		
23.	<b>Weinstein, Mara</b>	X		
24.	<b>Wieser, Liz</b>			
25.	<b>Wright, Andre</b>			
26.	<b>Wright, Bruce</b>	X		
	Shelia Clark (Advisory member)	X		
	Audrey Elsman (Advisory member)	X		
Staff Present	Keith Towery (CJCC), Kristy Love ( CJCC)			
Guests Present	Tim Curry (Legal Director, National Juvenile Defender Center), Melissa Milchman (DYRS)			
Prepared by	Mara Weinstein (public member)			
Approved on				

Welcome	<b>Welcome and Introductions</b> ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	<b>JJAG Business Update and Discussions</b> ( <i>Michon Moon, Interim JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• <b>CJJ membership renewal discussion</b> <ul style="list-style-type: none"> <li>○ Will put this to a vote for calendar year 2019 (look out for voting via electronic means in the near future)</li> </ul> </li> <li>• <b>New JJ Specialist hiring</b> <ul style="list-style-type: none"> <li>○ Welcome Melissa Milchman! Will join us as the new OVSJG JJ Specialist – coming from DYRS (effective January 7, 2019)</li> </ul> </li> </ul>	5 mins
Quality of DC’s Juvenile Defense	<b>National Juvenile Defender Center Assessment of Access to Counsel and Quality of Juvenile Defense Counsel</b> ( <i>Tim Curry, Legal Director, NJDC</i> ) <p><b>Mr. Curry will present NJDC’s assessment of juvenile defense in the District. Report available: <a href="http://njdc.info/district-of-columbia-assessment/">http://njdc.info/district-of-columbia-assessment/</a>. JJAG members will have time for Q&amp;A.</b></p> <ul style="list-style-type: none"> <li>• To date, NJDC has provided technical assistance and assessment in 24 states (including DC) focusing on different aspects of access and quality of juvenile defense</li> <li>• Mr. Curry shared some findings from NJDC’s assessment of DC that took place in March 2017. From a systemic barrier perspective, Mr. Curry shared the following: <ul style="list-style-type: none"> <li>○ Shackling - there is a court order in DC that says that youth are not supposed to be shackled in JJ proceedings. A judge may order shackling if there is a safety risk posed. NJDC observed 24 cases (out of about 70 total) where youth were brought into the courtroom in shackles and no stakeholders in the room posed a question to the judge regarding the appropriateness of the shackles. There were a number of responses from various parties (Court Marshals, Defense Attorneys, Prosecutors, Judges, etc.) as to why this didn’t happen.</li> <li>○ DYRS “at-risk” room vs. Court Marshal cell block: currently, Marshals are not trained in any way to handle youth nor are they allowed to respond to youth complaints/concerns during holding unless it is an emergency. DYRS has to respond to those needs.</li> <li>○ Because DC Superior Court is part of the federal system, FOIA requests to not apply in regards to data requests. Things like race data aren’t available and many agencies/systems don’t have good data or couldn’t/wouldn’t share it, except for DYRS.</li> <li>○ Quality of defense: public defender system appears to have very high-quality defense and more problematic issues were observed in the private system (CJA attorneys – solo practitioners who take a portion of their work in juvenile court, they do not get formal systemic training on juvenile issues). <ul style="list-style-type: none"> <li>▪ No one systematically collects data on the distribution of the defense assignments (anecdotally, PDS handles about 1/3 of the cases and CJA handles the rest). So, issues in the CJA panel system affect the majority of cases.</li> </ul> </li> </ul> </li> </ul>	45 mins

	<ul style="list-style-type: none"> <li>○ Recommendations made in the report are: <ul style="list-style-type: none"> <li>▪ Court order currently in place needs to be followed</li> <li>▪ On some level, there needs to be more support for CJA attorneys (whether that is administrative like dealing with the voucher system or additional training opportunities or mentorship network)</li> </ul> </li> </ul>	
Priorities for 2019	<p><b>Discussion of Priorities for 2019</b> (<i>Laura Furr, Chair</i>)</p> <ul style="list-style-type: none"> <li>• <b>Review recommendations from summer working groups</b></li> <li>• <b>Select priorities for continued focus and learning</b> <ul style="list-style-type: none"> <li>○ To be a continued conversation, but based on NJDC's presentation given earlier in the meeting the group is interested in exploring any low-hanging fruit related to shackling and addressing youth being held by US Marshals.</li> <li>○ Continue to focus on DMC <ul style="list-style-type: none"> <li>▪ Review what DC is currently funding in regards to DMC and the Byrne report recommendations from a few years ago</li> </ul> </li> <li>○ Draft legislation for the council to consider removing status offenses/PINS cases from the judicial system altogether</li> </ul> </li> <li>• <b>Task: Know/Need to Know/Think chart</b></li> </ul>	30 mins
Other Business	<p><b>Updates and announcements</b></p> <ul style="list-style-type: none"> <li>• <b>No JJAG meeting in January – Happy New Year!</b></li> <li>• <b>February meeting – youth engagement focus</b> <ul style="list-style-type: none"> <li>○ If we will have more youth joining us, then the meeting will take place at the Achievement Center</li> <li>○ Look out for e-mails for the next meeting!</li> </ul> </li> </ul>	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, February 5, 2019

4:30pm- 6:00pm

CJCC Office 441 4<sup>th</sup> Street NW, Suite 715N

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> ) <ul style="list-style-type: none"> <li>• Welcome Trina Anderson, DBH agency representative</li> <li>• Recommitments</li> </ul>	5 mins
JJAG Business Update	JJAG Business Update and Discussions ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• Ongoing youth engagement discussions with MOTA</li> <li>• CJJ membership renewal discussion</li> <li>• Title II Application (Update on the 3 Year Plan/Priority Funding Areas)</li> </ul>	5 mins
Quality of DC's Juvenile Defense	Update on Status Offenses and Implications for Policy Considerations ( <i>Rebecca Burney, Equal Justice Works Fellow, Rights4Girls</i> )  Ms. Burney will present about status offenses and the impact of current DC policies on youth, especially female-identifying youth. JJAG members will have time for Q&A.	30 mins
PINS Priority Action Planning	Action Steps on a PINS Focus for 2019 <ul style="list-style-type: none"> <li>• Develop narrowly tailored data questions for any requests beyond publicly available data</li> <li>• Retreat to identify goals, legislative/policy options, and further action steps</li> </ul>	45 mins
Other Business	Updates and announcements	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, February 5, 2019

4:30pm- 6:00pm

CJCC Office 441 4<sup>th</sup> Street NW, Suite 715N

Member attendance:

	<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1.	<b>Anderson, Patrina</b>	X		
2.	<b>Burton, Dominique</b>			
3.	<b>Burton, Lisette</b>			
4.	<b>Cairns, Hilary</b>	X		
5.	<b>Campbell, Detrick</b>			
6.	<b>Clark, Dillon</b>			
7.	<b>Dalton, Carol</b>	X		Peter Krauthamer
8.	<b>Furr, Laura</b>	X		
9.	<b>Glass, Nancy</b>			
10.	<b>Gregory, Shyra</b>	X		
11.	<b>Harris, Shae</b>			
12.	<b>Hawkins, Braylin</b>			
13.	<b>Holtz, Jamal</b>			
14.	<b>Iwobi, Ifeanyi</b>			
15.	<b>Johns, Miracle</b>			
16.	<b>Kyle, Ramey</b>	X		
17.	<b>Lewis, Mariya</b>			
18.	<b>Mobley, Brittany</b>	X		
19.	<b>Matthews, Arkeem</b>			
20.	<b>Odom, Terri</b>			
21.	<b>Patterson, Jenise</b>			
22.	<b>Rosenthal, David</b>			
23.	<b>Spain, Penelope</b>	X		
24.	<b>Weinstein, Mara</b>	X		
25.	<b>Wieser, Liz</b>	X		
26.	<b>Wright, Bruce</b>	X		
	Audrey Eisemann (Advisory member)	X		
Staff Present	Keith Towery (CJCC), Melissa Milchman (OVSJG JJ Specialist), Michelle Garcia (OVSJG Director), Kristi Love (CJCC)			
Guests Present	Rebecca Burney (Rights4Girls), Isha Choski (Rights4Girls), LaShelle Richmond (Sasha Bruce Youthwork Inc.)			
Prepared by	Mara Weinstein (public member)			
Approved on				

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> ) <ul style="list-style-type: none"> <li>Welcome Trina Anderson, DBH agency representative</li> </ul>	5 mins
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	<ul style="list-style-type: none"> <li>• Recommitments</li> </ul>	
JJAG Business Update	<p><b>JJAG Business Update and Discussions (<i>Melissa Milchman, JJ Specialist</i>)</b></p> <ul style="list-style-type: none"> <li>• <b>Ongoing youth engagement discussions with MOTA</b> <ul style="list-style-type: none"> <li>○ OJJDP is aware about the challenges with youth membership across the country. We do not have authority at this time to change the way that youth members are added/removed from the group</li> <li>○ We have a new MOTA staff member overseeing our board</li> <li>○ Melissa is continuing to investigate this</li> </ul> </li> <li>• <b>CJJ membership renewal discussion</b> <ul style="list-style-type: none"> <li>○ Member Spain motions to renew our membership. Member Mobley Seconds the motion. The motion was put to vote and all voting members voted “yay.”</li> <li>○ Motion passed.</li> <li>○ Chair Furr will let CJJ leadership know we would like to renew.</li> <li>○ If JJAG members would like to register for the annual CJJ conference, early bird registration ends February 9<sup>th</sup>. Please register and submit receipt to Melissa Milchman if you would like to attend – she can assist with the registration process if necessary as well.</li> </ul> </li> <li>• <b>Title II Application (Update on the 3 Year Plan/Priority Funding Areas)</b> <ul style="list-style-type: none"> <li>○ Melissa Milchman reviewed the previous plan and outlined the existing priority areas and goals. The primary focus is “delinquency prevention” which covers a broad scope of work – in addition to compliance monitoring and disproportionate minority contact. We are not going to change our plan.</li> <li>○ For FY18 \$280,000 were allocated to delinquency prevention community programs and \$20,000 was allocated to the JJAG</li> <li>○ JJAG has historically underspent on this budget – there is about \$36,000 available to JJAG right now that could be reallocated.</li> <li>○ Chair Furr put forth a motion to approve OVSJG reallocating some of our existing funding to go towards community programs in FY19</li> <li>○ Vote passed</li> </ul> </li> </ul>	5 mins
Quality of DC’s Juvenile Defense	<p><b>Update on Status Offenses and Implications for Policy Considerations (<i>Rebecca Burney, Equal Justice Works Fellow, Rights4Girls</i>)</b></p> <p><b>Ms. Burney will present about status offenses and the impact of current DC policies on youth, especially female-identifying youth. JJAG members will have time for Q&amp;A.</b></p> <ul style="list-style-type: none"> <li>○ Rights4Girls plans on writing another DC-focused report similar to Beyond the Walls. Partnering with Georgetown’s Juvenile Justice Initiative to collect data. This report will highlight national trends and DC-specific recommendations.</li> <li>○ Nationally, running away/PINS is by far the most common offense for why girls are arrested followed by other status offenses</li> <li>○ 86% of girls arrested in DC are arrested for nonviolent offenses</li> </ul>	30 mins

	<ul style="list-style-type: none"> <li>○ 97% of justice involved girls in DC are black</li> <li>○ Dr. Nadine Burke Harris studies adverse childhood experiences (ACEs). Her research has found that children are being misdiagnosed with ADHD and defiance disorders when they are truly suffering from consequences of traumas.</li> </ul>	
PINS Priority Action Planning	<p><b>Action Steps on a PINS Focus for 2019</b></p> <ul style="list-style-type: none"> <li>● <b>Develop narrowly tailored data questions for any requests beyond publicly available data</b></li> <li>● <b>Retreat to identify goals, legislative/policy options, and further action steps</b></li> <li>○ Action step #1 – clearly define our question(s) that JJAG wants to answer and what the exact data ask(s) of CJCC are. CJCC can then discuss with OAG and share what data they are allowed <ul style="list-style-type: none"> <li>○ We need data from after CYJA implementation</li> <li>○ How many kids are being arrested for a status offense (by charge/offense not just a grouping)? How many of these are by probable cause or a pre-existing custody order? Location where incident/arrest occurred? Zip code/Ward of youth's home?</li> </ul> </li> <li>○ Action step #2 – participate in a full JJAG retreat to dedicate more focused time to this topic/issue and rally behind a common message <ul style="list-style-type: none"> <li>○ Potential opportunity to present and idea or an update at the summer leg. session/forum</li> </ul> </li> </ul>	45 mins
Other Business	Updates and announcements	5 mins
Adjourn		



**Juvenile Justice Advisory Group (JJAG)  
Meeting**  
Tuesday, March 5, 2019  
4:30pm- 6:00pm  
CJCC Office 441 4<sup>th</sup> Street NW, Suite 715N

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussions ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• OJJDP Site Visits</li> </ul>	5 mins
Recapping DMC Information	Reach shared understanding of opportunities to reduce racial and ethnic disparities in arrests and other law enforcement actions in the District ( <i>Laura Furr, Chair and Keith Towery, DMC Coordinator</i> ) <i>See DMC Data Calendar Years 2016 and 2017; DMC 4.2.2018;MPD Arrest Trends Presentation 110717.</i>  <i>Proposed Discussion Questions</i> <ul style="list-style-type: none"> <li>• Increasing diversion and reducing disparities at arrests identified across the board as keys to reducing RED in the District. How do we focus diversion on African-American youth to actually drive down disparities?</li> <li>• How can we apply lessons from the JJAG's success furthering ACE's development to this situation?</li> <li>• Given the JJAG's limited access to current data, how can we best support the relevant agencies to make meaningful and measurable progress reducing disparities?</li> </ul>	30 mins
DMC Priority Action Planning	Action Steps on a DMC Focus for 2019	45 mins
Other Business	Updates and announcements	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**  
Tuesday, March 5, 2019  
4:30pm- 6:00pm  
CJCC Office 441 4<sup>th</sup> Street NW, Suite 715N

Member attendance:

Name	Present	Absent	Proxy
1. <b>Anderson, Patrina</b>	X		
2. <b>Burton, Dominique</b>	X		
3. <b>Burton, Lisette</b>	X		
4. <b>Cairns, Hilary</b>	X		Sheila Clark
5. <b>Campbell, Detrick</b>			
6. <b>Clark, Dillon</b>			
7. <b>Dalton, Carol</b>	X		Peter Krauthamer / Judge DeToro
8. <b>Furr, Laura</b>	X		
9. <b>Glass, Nancy</b>	X		Claire
10. <b>Gregory, Shyra</b>	X		
11. <b>Harris, Shae</b>			
12. <b>Hawkins, Braylin</b>			
13. <b>Holtz, Jamal</b>			
14. <b>Iwobi, Ifeanyi</b>			
15. <b>Johns, Miracle</b>			
16. <b>Kyle, Ramey</b>	X		
17. <b>Lewis, Mariya</b>			
18. <b>Mobley, Brittany</b>			
19. <b>Matthews, Arkeem</b>			
20. <b>Odom, Terri</b>			
21. <b>Patterson, Jenise</b>			
22. <b>Rosenthal, David</b>	X		
23. <b>Spain, Penelope</b>	X		
24. <b>Weinstein, Mara</b>	X		
25. <b>Wieser, Liz</b>	X		
26. <b>Wright, Bruce</b>	X		
Audrey Eisemann (Advisory member)	X		
LaShelle Richmond (Advisory member)	X		
Staff Present	Keith Towery (CJCC), Melissa Milchman (OVSJG JJ Specialist), Michelle Garcia (OVSJG Director), Kristi Love (CJCC), Margarita (CJCC)		
Guests Present	Rebecca Burney (Rights4Girls), Isha Choski (Rights4Girls)		
Prepared by	Lisette Burton (public member)		
Approved on			

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> ) <ul style="list-style-type: none"> <li>• Meeting brought to order at 4:35 pm</li> <li>• Roundtable introductions</li> </ul>	5 mins
JJAG Business Update	JJAG Business Update and Discussions ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• OJJDP Site Visits             <ul style="list-style-type: none"> <li>○ Programmatic visit two weeks ago, financial audit last week</li> <li>○ Met new federal grants manager – Keisha Keirse - she will hopefully attend one of our future meetings</li> <li>○ Reviewed files, met Title II grantee, met with CJCC to learn about how our compliance monitoring and DMC work went in the past</li> <li>○ Themes throughout all meetings were a request for additional federal guidance and increase in funds (funding stream stagnate for last several years)</li> </ul> </li> <li>• Youth Engagement Committee Update             <ul style="list-style-type: none"> <li>○ Plan for approval to JJAG Committee: Examples from each agency of existing youth advisory committees. Propose having each agency appoint a staff member and a youth member. Youth member would be an agency member for purposes of MOTA. We would still stipend all youth/family members through JJAG funds. Would request that agency staff member help support youth/family member’s participation. Youth membership would stay the same, but this is a suggested change in how to recruit the youth.</li> <li>○ DISCUSSION:                 <ul style="list-style-type: none"> <li>▪ Q: Time commitment of youth? – A: 2 year appointment, with a flexible proxy structure.</li> <li>▪ Q: Age group? – 16-24 y.o., starting in 2020 can be up to age 28 y.o. Peer advocates employed by the agency who are of referenced age</li> <li>▪ Q: Is location a barrier? A: Achievement Center in Chinatown was discussed as a past location. One positive of current location is that it is neutral. Current location is metro accessible, but we may need a larger space. Would also need to alert security for current location if youth does not have ID.</li> <li>▪ Q: Are we including current youth? A: The law does</li> <li>▪ A: Do not flag which youth members are justice-involved (to avoid privacy concerns)</li> </ul> </li> <li>○ No objection from committee. NEXT STEPS: Will reach out to MOTA and then update committee on response.</li> </ul> </li> </ul>	5 mins

<p>Recapping DMC Information (NEW JJDP LANGUAGE: Reducing racial and ethnic disparities)</p>	<p>After summer working groups, JJAG settled on two issues that overlap priorities, including DMC. Reviewed updated data to reach shared understanding of opportunities to reduce racial and ethnic disparities in arrests and other law enforcement actions in the District (<i>Laura Furr, Chair and Keith Towery, DMC Coordinator</i>)  <i>See DMC Data Calendar Years 2016 and 2017; DMC 4.2.2018;MPD Arrest Trends Presentation 110717.</i></p> <p>DATA Presentation</p> <ul style="list-style-type: none"> <li>• Report includes nine categories of effort – new federal regulations only require five categories of reporting related to reducing racial and ethnic disparities</li> <li>• Cases diverted pre-arrest are not counted in the juvenile arrest numbers (currently and in 2018) – there is no system entry, just a handwritten notation</li> <li>• Difficult to compare year over year data, because not all data entered in previous years. Proportion of contacts may not have changed, but numbers have decreased across the board (juvenile arrests, delinquent findings, etc.)</li> <li>• MPD, DYRS, Court Social Service all provide data</li> <li>• “Cases transferred to adult court” – “transferred” is a term of art in DC. Technically, no children were “transferred” in 2017, all 21 cases began as adult cases (Title 16) as decided by USAO (youth 16 and older)</li> <li>• We use a modified scale to determine</li> <li>• Goals to address for 2019: <ul style="list-style-type: none"> <li>○ Identify by Ward what is happening (top charges, racial background, etc.) to determine if there is a geographic way to target efforts, even down to the neighborhood level. The data is based on where juvenile lives, not where incident happened. Can line up data with PSAs.</li> <li>○ Most common arrest charge is release violation/fugitive (not a new charge – custody order) – that knowledge can target response/solutions <ul style="list-style-type: none"> <li>▪ Ex. Runaway from court-ordered placement, failure to appear in court</li> </ul> </li> </ul> </li> </ul> <p>DISCUSSION:</p> <ul style="list-style-type: none"> <li>• Increasing diversion and reducing disparities at arrests identified across the board as keys to reducing RED in the District. How do we focus diversion on African-American youth to actually drive down disparities? <ul style="list-style-type: none"> <li>○ Disparity is difficult to measure because we are a majority-minority jurisdiction</li> <li>○ Perhaps look at socio-economic data to determine if there are different responses in economically-disadvantaged communities versus middle-class/wealthy communities. Pull the economics from the PSA (match up with Ward/neighborhood data). Should be in conjunction with a community engagement approach that includes</li> </ul> </li> </ul>	<p>30 mins</p>
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	<p>community input and solution.</p> <ul style="list-style-type: none"> <li>○ Diversion works best when tailored to reason for arrest/offense.</li> <li>○ Citation in lieu of arrest is a strategy that has worked in other communities</li> <li>○ Non-emergency line to respond to youth concerns – educate community to call 311 instead of 911</li> <li>○ Some communities are dispatching non-police teams – ex. Massachusetts “The Hub” teams to address “at-risk” populations, do a door knock for identified families to try to engage</li> </ul> <ul style="list-style-type: none"> <li>● How can we apply lessons from the JJAG’s success furthering ACE’s development to this situation? TABLED</li> <li>● Given the JJAG’s limited access to current data, how can we best support the relevant agencies to make meaningful and measurable progress reducing disparities?</li> </ul>	
DMC Priority Action Planning	<p>Action Steps on a DMC Focus for 2019</p> <ul style="list-style-type: none"> <li>○ NEXT STEP: Revive the DMC Committee with volunteers from the summer working group to spearhead answers to additional questions: Keith, Dave, Laura, Melissa. Others who want to volunteer, please let Laura know.</li> </ul>	45 mins
Other Business	<p>Updates and announcements</p> <ul style="list-style-type: none"> <li>○ Spring JJ related grants will be posted in mid-April with a due date at the end of May; review period will probably be mid-June to mid-July – JJAG members should apply to be a peer reviewer to select grantees. If you are not a current agency member, you can get paid to be a reviewer: \$100 per application (10 applications on average) <ul style="list-style-type: none"> <li>○ There is a webinar to train reviewers, and reviewers will attend a meeting to review scorecards, etc.</li> </ul> </li> <li>○ OJJDP is looking for members of the education and law enforcement community who may be willing to join a national School Safety Working Group. Nominations due March 15<sup>th</sup> (bio documenting applicant’s experience).</li> </ul>	5 mins
Adjourn	Meeting adjourned at 5:59 pm	

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, April 2, 2019

4:30pm- 6:00pm

441 4<sup>th</sup> Street NW

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussions ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• Swearing in of new members</li> <li>• Announcement of grants</li> <li>• Update on ongoing conversations with MOTA</li> <li>• May meeting</li> </ul>	15 mins
Review of JJAG Operations	Shared practices and commitments as JJAG members ( <i>Laura Furr, Chair</i> )	10 mins
PINS Vision	Real: What does the District's current response to PINS youth look like? How is it working/not working?  Ideal: What is the JJAG's collective vision for youth who skip school, leave home, stay out late at night, etc?	30 mins
PINS Retreat Planning	When: Tentative April 24, 2019; time TBD Where: Who (participants and speakers/guests):	25 mins
Other Business	Updates and announcements	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**  
Tuesday, April 2, 2019  
4:30pm- 6:00pm  
441 4<sup>th</sup> Street NW, Conference Room 1117

**Member attendance**

Name	Present	Absent	Proxy
1. <b>Anderson, Patrina</b>			
2. <b>Burton, Dominique</b>	x		
3. <b>Burton, Lisette</b>	x		
4. <b>Cairns, Hilary</b>	x		Sheila Clark
5. <b>Campbell, Detrick</b>			
6. <b>Clark, Dillon</b>			
7. <b>Dalton, Carol</b>	x		Peter Krauthamer / Judge DeToro
8. <b>Furr, Laura</b>	x		
9. <b>Glass, Nancy</b>	x		
10. <b>Gregory, Shyra</b>	x		
11. <b>Harris, Shae</b>			
12. <b>Hawkins, Braylin</b>			
13. <b>Holtz, Jamal</b>			
14. <b>Iwobi, Ifeanyi</b>			
15. <b>Johns, Miracle</b>	x		
16. <b>Kyle, Ramey</b>	x		
17. <b>Lewis, Mariya</b>			
18. <b>Mobley, Brittany</b>			
19. <b>Matthews, Arkeem</b>			
20. <b>Odom, Terri</b>	x		
21. <b>Patterson, Jenise</b>	x		
22. <b>Rosenthal, David</b>	x		
23. <b>Spain, Penelope</b>			
24. <b>Weinstein, Mara</b>			
25. <b>Wieser, Liz</b>	x		
26. <b>Wright, Bruce</b>			
Audrey Eisemann (Advisory member)	x		
LaShelle Richmond (Advisory member)	x		
Staff Present	Melissa Milchman (OVSJG JJ Specialist), Kristy Love (CJCC), Keith Towery (CJCC)		
Guests Present	N/A		
Prepared by	Lisette Burton, Melissa Milchman		
Approved on			

Welcome	<p>Welcome and Introductions (<i>Laura Furr, Chair</i>)</p> <ul style="list-style-type: none"> <li>○ Kristy Love, Judge Krauthamer and Dave Rosenthal gave a recap of the CYJAA forum hosted by CJCC last month.</li> <li>○ Focus areas of the forum included: <ul style="list-style-type: none"> <li>❖ Challenges and gaps that remain for addressing the program and service gaps for PINS youth. Under the CYJAA, DC is no longer detaining PINS youth, but concerns remain that there are still no local programs or homes that are in place to meet their needs while they remain in community.</li> <li>❖ Title 16 Youth transition – youth charged as adults were removed from Department of Corrections Central Treatment Facility to the DYRS New Beginnings Youth Development Center. The CYJAA was not specific in addressing what should happen when youth turn 18 (whether they should remain at DYRS or be returned to DOC). The US Attorney’s Office has adopted a practice of filing a motion with the court to have youth moved back to DOC upon turning 18.</li> <li>❖ Additionally, the Bureau of Prisons (BOP) has begun to consistently move youth from New Beginnings to BOP - contracted prisons upon sentencing.</li> </ul> </li> </ul>	5 mins
JJAG Business Update	<p>JJAG Business Update and Discussions (<i>Melissa Milchman, JJ Specialist</i>)</p> <ul style="list-style-type: none"> <li>● Swearing in of new members <ul style="list-style-type: none"> <li>○ Audrey Eisman and Lashelle Richmond were sworn in by MOTA before the meeting started and are officially members of the JJAG.</li> </ul> </li> <li>● Announcement of grants <ul style="list-style-type: none"> <li>○ OVSJG announced funding for the remainder of FY 19 related to providing education and support for youth offenders and victims of crime related to the Youth Rehabilitation Amendment Act of 2017. Additionally, the FY 20 solicitation announcements for Victim Services and Truancy Prevention are also available on the OVSJG website. The announcement for justice grants (delinquency prevention and community corrections will be announced in the coming weeks as well). More information can be found at <a href="http://ovsjg.dc.gov">ovsjg.dc.gov</a></li> <li>○ Peer reviewer applications can still be submitted. Please make sure you are at a computer where you have access to your resume, since a resume is required in the application process.</li> </ul> </li> <li>● Update on ongoing conversations with MOTA <ul style="list-style-type: none"> <li>○ MOTA representative William Paige was present at the meeting and will continue to work with Melissa and Laura on membership changes and youth recruitment and retention.</li> </ul> </li> <li>● May meeting <ul style="list-style-type: none"> <li>○ The May meeting will be moved to May 14, 2019, instead of May 7, 2019</li> </ul> </li> </ul>	



Review of JJAG Operations	<p>Shared practices and commitments as JJAG members (<i>Laura Furr, Chair</i>)</p> <ul style="list-style-type: none"> <li>• Especially in consideration of new members and diversity of membership, at meetings we should consider: <ul style="list-style-type: none"> <li>○ Defining new terms, explaining acronyms (spelling them out)</li> <li>○ Encourage all members to bring their knowledge and experience to the table (all voices and contributions are valued)</li> <li>○ Contact the Chair in case of anticipated absence (rule is 3 missed meetings, request a resignation letter)</li> <li>○ Create process for onboarding for new JJAG members (Laura will check on SAG listserv for existing material we can use to educate each new member as they join; Dave and others can repeat system overview training for larger groups of new members periodically)</li> </ul> </li> </ul>	10 mins
PINS Vision	<p>Real: What does the District's current response to PINS youth look like? How is it working/not working?</p> <ul style="list-style-type: none"> <li>○ We don't lock kids up, but we do utilize out-of-home placements such as group homes/shelter homes</li> <li>○ Families often seek support and can't access what they need</li> <li>○ Funding for services/interventions is a challenge</li> <li>○ Criminal Justice Coordinating Council (CJCC) has a specific working group to collaborate on common youth who are engaged across Court Social Services, DCPS, DYRS, CFSA</li> <li>○ There is a lag in getting services between the court room to home – missing a “hot hand off”</li> <li>○ We intervene, we don't prevent</li> <li>○ We arrest and divert</li> <li>○ Requirements of truancy law – 30 unexcused absences lead to ‘F’ makes it difficult to keep students engaged to the end of the year</li> <li>○ Inconsistent response to truancy – mechanisms, such as Student Support Team (SST) meetings, don't always take place</li> <li>○ Students get lost in large groups or when multiple systems/organizations involved</li> <li>○ “Attend” mediation program addresses truancy on justice side and CFSA approaches truancy as educational neglect – Who is addressing the child's needs best? Sometimes they work at cross purposes</li> <li>○ Overlap without coordination</li> <li>○ Substance use in children (not addressed as core issue)</li> </ul> <p>Ideal: What is the JJAG's collective vision for youth who skip/are absent from school, leave home, stay out late at night, etc?</p> <ul style="list-style-type: none"> <li>○ Create a strong family system</li> <li>○ Build our capacity to truly prevent system entry</li> <li>○ There is a role for MPD that should be supportive of families</li> <li>○ Need to use community-based services to address the core issues of truancy with coordinated, effective, individualized plans – addressing both youth and family individual needs</li> </ul>	30 mins

	<ul style="list-style-type: none"> <li>○ Need small community-based respite homes for children to go to when they can't go home – where youth want to be and feel safe</li> <li>○ More easily accessible short-term, local residential interventions (children presenting with acute symptoms) <ul style="list-style-type: none"> <li>▪ Need acute medical model for psychiatric care</li> <li>▪ Need social models in community</li> </ul> </li> <li>○ More clinicians in the schools</li> <li>○ Trauma-informed and behavior management training in schools</li> <li>○ Crisis support teams</li> <li>○ Need continuum that allows children/families to move from crisis to ongoing supportive services</li> <li>○ Need consistent action from schools in response to student absence (both excused and unexcused)</li> <li>○ Increase educational supports</li> <li>○ Examine policies to ensure that they support youth success and don't set students up for failure</li> <li>○ Strategies to address repeat missing persons</li> <li>○ Make collaboration a safe and desirable thing</li> <li>○ Every Day Counts Task Force exists to focus on many of these issues – cross collaborate or matrix ideas and priorities across relevant working groups and tasks forces who may see the issues through a different lens</li> <li>○ Police are not the response</li> <li>○ Celebrate success when students make progress – individual and collective</li> </ul> <p>*This conversation will be the foundation for the PINS retreat</p>	
PINS Retreat Planning	<p>When: Tentative April 24, 2019; time TBD (full day? half day?)</p> <p>Where: TBD</p> <p>Who (suggested participants and speakers/guests): CFSA; Kenyon McDuffie's office; Head of CSEC youth initiative; Shelly Reed; Behavior Health programs reps; community-based and residential providers; someone from a jurisdiction that is supporting families without, or prior to, system involvement; Lisa Pilnik</p>	25 mins
Other Business	Updates and announcements	5 mins
Adjourn	Meeting adjourned at 6:04 pm	

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, May 14, 2019

4:30pm- 6:00pm

441 4<sup>th</sup> Street NW, Room 1117 South

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussions ( <i>Melissa Milchman, JJ Specialist and Keith Towery, Compliance Monitor</i> ) <ul style="list-style-type: none"> <li>• OJJDP Compliance Monitoring Audit Report</li> </ul>	10 mins
PINS Local Context: Everyday Counts	Everyday Counts Update and Discussion – <i>Aurora Steinle, Everyday Counts, Office of the Deputy Mayor of Education</i>	20 mins
PINS Short-term Action Items	PINS Short-term Action Items <ul style="list-style-type: none"> <li>• ACE/DHS Current Capacity, Costs and Structure – <i>Hilary Cairns</i></li> <li>• Research into Family Keys – <i>Nancy Glass</i></li> <li>• Opportunities to align with CJCC – <i>Kristy Love</i></li> <li>• Discussion ahead of a vote: Engage consultant to conduct local mapping and cost-benefits analysis - <i>Melissa Milchman</i></li> <li>• Discussion ahead of a vote: Placing within existing committee or create new temporary working group? – <i>Laura Furr</i></li> <li>• Identify committee or working group tasked with developing work plan – <i>OAG representative, Sheila Clark</i></li> </ul>	30 mins
PINS Medium-term Action Items	PINS Medium-term Action Items <ul style="list-style-type: none"> <li>• Work plan – <i>Committee or working group</i></li> <li>• Preparation for a potential LegFest proposal – <i>Committee or working group</i></li> <li>• Youth and family engagement – <i>Penelope Spain, Lisette Burton, Jo Patterson</i></li> <li>• Research existing model interventions with evidence of success – <i>LaShelle Richmond</i></li> </ul>	20 mins
Other Business	Updates and announcements <ul style="list-style-type: none"> <li>• Summer meeting schedule</li> </ul>	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**  
Tuesday, May 14, 2019  
4:30pm- 6:00pm  
441 4<sup>th</sup> Street NW, Room 1117 South

**Member attendance**

	<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1.	<b>Anderson, Patrina</b>	x		
2.	<b>Burton, Dominique</b>		x	
3.	<b>Burton, Lisette</b>		x	
4.	<b>Clark, Sheila</b>	x		
5.	<b>Campbell, Detrick</b>		x	
6.	<b>Clark, Dillon</b>		x	
7.	<b>Eismann, Audrey</b>		x	
8.	<b>Furr, Laura</b>	x		
9.	<b>Glass, Nancy</b>	x		Proxy Brittany Mobley Present
10.	<b>Gregory, Shyra</b>	x		
11.	<b>Hawkins, Braylin</b>		x	
12.	<b>Holtz, Jamal</b>		x	
13.	<b>Iwobi, Ifeanyi</b>		x	
14.	<b>Johns, Miracle</b>	x		
15.	<b>Krauthamer, Peter</b>	x		
16.	<b>Kyle, Ramey</b>	x		
17.	<b>Lewis, Mariya</b>		x	
18.	<b>Matthews, Arkeem</b>		x	
19.	<b>Odom, Terri</b>		x	
20.	<b>Patterson, Jenise</b>	x		
21.	<b>Richmond, LaShelle</b>	x		Proxy George Johnson Present
22.	<b>Rosenthal, David</b>		x	
23.	<b>Spain, Penelope</b>	x		
24.	<b>Weinstein, Mara</b>		x	
25.	<b>Wieser, Liz</b>	x		
26.	<b>Wright, Bruce</b>	x		Proxy Jose Dearteaga Present
Staff Present	Melissa Milchman (OVSJG JJ Specialist), Keith Towery and Kristy Love (CJCC)			
Guests Present	<i>Aurora Steinle, Everyday Counts, Office of the Deputy Mayor of Education, Shae Harris, DMPSJ; and Kevin Whitfield – Councilmember Allen’s Office</i>			
Prepared by	Melissa Milchman			
Approved on				

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	<p>JJAG Business Update and Discussions (<i>Melissa Milchman, JJ Specialist and Keith Towery, Compliance Monitor</i>)</p> <ul style="list-style-type: none"> <li>• OJJDP Compliance Monitoring Audit Report</li> <li>• There were 9 findings and 4 recommendations provided by OJJDP</li> <li>• CJCC will develop updated policies and procedures to make the requisite changes and implement the recommendations provided for compliance to the District's Compliance Manual</li> <li>• CJCC is also updating data verification procedures to ensure a smoother process and improve data accuracy</li> </ul>	10 mins
PINS Local Context: Everyday Counts	<p>Everyday Counts Update and Discussion – <i>Aurora Steinle, Everyday Counts, Office of the Deputy Mayor of Education</i></p> <ul style="list-style-type: none"> <li>• See Handouts</li> <li>• Challenges: supporting youth returning from suspension or detention; staff knowing when it is appropriate to call police and the level of youth arrests in schools; and balancing prevention efforts with responsive processes in place</li> </ul>	20 mins
PINS Short-term Action Items	<p>PINS Short-term Action Items</p> <ul style="list-style-type: none"> <li>• ACE/DHS Current Capacity, Costs and Structure – <i>Hilary Cairns</i> <ul style="list-style-type: none"> <li>- ACE is a 6 month program and there are 90 youth in each cohort</li> <li>- Discussion on ability to scale program in mirror of ACE (6 manager, a supervisor and a goal of 180 youth)</li> <li>- Potential cost approximately \$1 million</li> </ul> </li> <li>• Research into Family Keys – <i>Nancy Glass</i> <ul style="list-style-type: none"> <li>- <i>New York Program that set out to decrease number of youth in placement in the child welfare system through evidence based programming (FFT in home services) having very high success rate.</i></li> </ul> </li> <li>• Discussion ahead of a vote: Engage consultant to conduct local mapping and cost-benefits analysis - <i>Melissa Milchman</i></li> <li>• Discussion ahead of a vote: Placing within existing committee or create new temporary working group? – <i>Laura Furr</i> <ul style="list-style-type: none"> <li>- Should we develop working groups or committees? Yes</li> </ul> </li> <li>• Identify committee or working group tasked with developing work plan – <i>OAG representative, Sheila Clark</i></li> </ul>	30 mins
PINS Medium-term Action Items	<p>PINS Medium-term Action Items</p> <ul style="list-style-type: none"> <li>• Work plan – <i>Committee or working group</i></li> <li>• Preparation for a potential LegFest proposal – <i>Committee or working group</i></li> <li>• Youth and family engagement – <i>Penelope Spain, Lisette Burton, Jo Patterson</i></li> <li>• Research existing model interventions with evidence of success – <i>LaShelle Richmond</i></li> </ul>	20 mins

Other Business	Updates and announcements <ul style="list-style-type: none"><li>• Summer meeting schedule</li></ul>	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, June 4, 2019

4:30pm- 6:00pm

441 4<sup>th</sup> Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussions ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• Grants update</li> <li>• Membership</li> </ul>	10 mins
CJCC Update	CJCC Activities Update and Upcoming Events ( <i>Keith Towery and Kristy Love, CJCC</i> ) <ul style="list-style-type: none"> <li>• SRO Event</li> <li>• Update on Status Offense Working Group</li> </ul>	10 mins
PINS Models	Philadelphia and Calcasieu Parish Examples ( <i>Laura Furr, Chair</i> )	15 mins
PINS Workplan	Develop Workplan for PINS Reform ( <i>Laura Furr, Chair</i> )	45 mins
Other Business	Updates and announcements	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, June 4, 2019

4:30pm- 6:00pm

441 4<sup>th</sup> Street NW, Room 1117

**Member attendance**

	<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1.	<b>Anderson, Patrina</b>	X		
2.	<b>Burton, Dominique</b>	X		
3.	<b>Burton, Lisette</b>		X	
4.	<b>Clark, Sheila</b>	X		
5.	<b>Eismann, Audrey</b>	X		
6.	<b>Furr, Laura</b>	X		
7.	<b>Glass, Nancy</b>	X		Proxy Clare Kruger
8.	<b>Gregory, Shyra</b>		X	
9.	<b>Harris, Shae</b>		X	
10.	<b>Johns, Miracle</b>		X	
11.	<b>Krauthamer, Peter</b>	X		
12.	<b>Kyle, Ramey</b>	X		
13.	<b>Odom, Terri</b>		X	
14.	<b>Patterson, Jenise</b>		X	
15.	<b>Richmond, LaShelle</b>	X		
16.	<b>Rosenthal, David</b>	X		
17.	<b>Spain, Penelope</b>	X		
18.	<b>Weinstein, Mara</b>		X	
19.	<b>Whitfield, Kevin</b> (Council Member Allen)		X	
20.	<b>Wieser, Liz</b>	X		
21.	<b>Wright, Bruce</b>	x		
Staff Present	Melissa Milchman (OVSJG JJ Specialist), Keith Towery (CJCC)			
Guests Present	Tryone Hall – Prospective Youth Member			
Prepared by	Melissa Milchman			
Approved on				

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
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JJAG Business Update	<p>JJAG Business Update and Discussions (<i>Melissa Milchman, JJ Specialist</i>)</p> <ul style="list-style-type: none"> <li>• Grants update <ul style="list-style-type: none"> <li>- Thanks to JJAG members involved in the Peer Review Process</li> <li>- Grants decisions will be made at the end of the summer and final award decisions are scheduled to be made in August/September</li> </ul> </li> <li>• Membership <ul style="list-style-type: none"> <li>- Working with MOTA to update members</li> <li>- If you are currently an advisory member that wishes to submit an application, work with Melissa and Laura</li> <li>- We are seeking additional youth - guest Tyrone Hall is a prospective youth member</li> </ul> </li> </ul>	10 mins
CJCC Update	<p>CJCC Activities Update and Upcoming Events (<i>Keith Towery and Kristy Love, CJCC</i>)</p> <ul style="list-style-type: none"> <li>• SRO Event <ul style="list-style-type: none"> <li>- On June 12, 2019, the CJCC convened a juvenile Justice technical Assistance session at One Judiciary Square to explore the theme “Engaging Police to Address Student Conduct Issues in Schools: Current Protocols, Challenges, and Solutions.” The session invited local educational and law enforcement partners to weigh in on the presence and protocols surrounding law enforcement involvement in the educational setting. A portion of the discussion focused on strategies and other efforts that SROs and school officials could implement to decrease the arrest rates of minority youth. Those strategies were recorded and will be used to help develop the FY20 DMC plan for the District. There was a total of 82 people in attendance</li> </ul> </li> <li>• Update on Status Offense Working Group <ul style="list-style-type: none"> <li>- Concerned with overlap with the PINS work, but the body shares data and wishes to continue for the data collection purposes</li> </ul> </li> </ul>	10 mins
PINS Models	<p>Philadelphia and Calcasieu Parish Examples (<i>Laura Furr, Chair</i>)</p> <ul style="list-style-type: none"> <li>- <i>See Handouts on Service Center Models and What other jurisdictions are doing to support PINS youth outside of the JJ System</i></li> <li>- <i>Philadelphia, PA – reduced JJ involvement by making it a policy to NOT arrest youth at school and instead make a case management referral, which resulted in 50% reduction in arrest, and a specifically significant decrease in recidivism among young women in the first year (29% to 8%)</i></li> <li>- <i>Camden, NJ – reduced JJ involvement by making it a policy to NOT arrest youth at school – school do not have officers, rather special internal security staff only</i></li> <li>- <i>Calcasieu Parish, LA – instead of taking young people to juvenile booking, officers take them to service centers staffed by clinicians. These centers are also available for walk-in by youth or caregivers</i></li> </ul>	15 mins

	<i>and schools can refer youth to the centers</i>	
PINS Workplan	<p>Develop Workplan for PINS Reform (<i>Laura Furr, Chair</i>)</p> <p><i>-Handout distributed and collectively filled out work plan details on activities, engagement of stakeholders, creating and sustaining a collaborative group, revising law/policy, and developing a robust continuum of services</i></p> <p><i>- additional content is needed around financial analysis, implementation and evaluation</i></p> <p><i>- Comments from members:</i></p> <p><i>(a) there needs to be a holistic change in response, not just a new way to refer people to the same core service agencies already used</i></p> <p><i>(b) we need a budget analysis or cost-benefit analysis</i></p> <p><i>(c) preference for a full city-wide rollout – not just a pilot or grant funded program – sustainability concerns</i></p> <p><i>(d) seeking more opportunities for youth recreation and employment year round (not just SYEP in summer or rec programs over breaks)</i></p> <p><i>(e) need council support (Grosso, Allen, McDuffy, White) and Deputy Mayor Support (DMPSJ, HHS, Education)</i></p>	45 mins
Other Business	Updates and announcements	5 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)****Monthly Meeting**

Tuesday, July 2, 2019

4:30pm- 6:00pm

441 4th Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussion ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• Update on contract with Lisa Pilnik</li> <li>• VOTE: Authorize request for no-cost extension</li> <li>• Grants review</li> </ul>	10 mins
PINS Working Group Update	Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.  Potential Model Update ( <i>Sheila Clark, PINS Working Group</i> ) <ul style="list-style-type: none"> <li>• Family Keys</li> <li>• Family First Centers</li> <li>• Other?</li> </ul> Family and Youth Engagement Update ( <i>LaShelle, Lisette and Jo, PINS Working Group</i> ) <ul style="list-style-type: none"> <li>• Develop questions for the community listening sessions</li> <li>• Identify opportunities for youth and families to remain engaged</li> <li>• Target schedule for youth and community engagement</li> </ul>	30 mins
PINS Working Group Next Steps	Discussion: Refine the target population ( <i>Laura LaShelle</i> )  Develop Research Working Team <ul style="list-style-type: none"> <li>• Develop Charge for the Team</li> <li>• Timeline for updates</li> </ul> Develop Elected Engagement Working Team <ul style="list-style-type: none"> <li>• Develop Charge for the Team</li> <li>• Timeline for updates</li> </ul> Review action steps from updated work plan	30 mins
Updates and Announcements	September meeting date  Other updates and announcements?	15 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting Minutes**

Tuesday, July 2, 2019

4:30pm- 6:00pm

441 4th Street NW, Room 1117

**Member attendance**

	<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1.	<b>Anderson, Patrina</b>	X		
2.	<b>Burton, Dominique</b>	x		
3.	<b>Burton, Lisette</b>	x		
4.	<b>Clark, Sheila</b>	x		
5.	<b>Eismann, Audrey</b>	x		
6.	<b>Furr, Laura</b>	x		
7.	<b>Glass, Nancy</b>	x		
8.	<b>Gregory, Shyra</b>			
9.	<b>Harris, Shae</b>			
10.	<b>Johns, Miracle</b>	x		
11.	<b>Krauthamer, Peter</b>			
12.	<b>Kyle, Ramey</b>	x		
13.	<b>Mobley, Brittany</b>			
14.	<b>Odom, Terri</b>			
15.	<b>Patterson, Jenise</b>	x		
16.	<b>Richmond, LaShelle</b>	x		
17.	<b>Rosenthal, David</b>	x		
18.	<b>Spain, Penelope</b>	x		Proxy Natasha Baker
19.	<b>Weinstein, Mara</b>			
20.	<b>Whitfield, Kevin</b> (Council Member Allen)	x		
21.	<b>Wieser, Liz</b>	x		
22.	<b>Wright, Bruce</b>			
Staff Present	Melissa Milchman (OVSJG JJ Specialist), Tholyn Twyman (Deputy Director, OVSJG), Kristy Love (CJCC)			
Guests Present	Tyrone Hall (prospective youth member)			
Prepared by	Melissa Milchman			
Approved on				

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	<p>JJAG Business Update and Discussion (<i>Melissa Milchman, JJ Specialist</i>)</p> <ul style="list-style-type: none"> <li>● Update on contract with Lisa Pilnik <ul style="list-style-type: none"> <li>- Lisa's rate is \$120/hr which requires justification and approval from OJJDP</li> <li>- Melissa notified our federal grants manager of our Title II dollars (funding source for JJAG) and OJJDP noted that this could take up to 2 months to approve or deny the request</li> </ul> </li> <li>● Do we want to request the rate exception? <ul style="list-style-type: none"> <li>- VOTE Motion presented and seconded – 15 voting members present – Vote Results - All Yes – Unanimous</li> <li>- Authorize request for no-cost Extension – if it takes two months to approve, it would limit the time available to do the work to September 30</li> <li>Do we want to request an NCE?</li> <li>- VOTE Motion presented and seconded - 15 voting members present – VOTE results - All yes – Unanimous</li> </ul> </li> <li>● Grants review <ul style="list-style-type: none"> <li>- Approximately 30 applications were submitted to the JG Consolidated grants</li> <li>- Thanks to everyone reviewing</li> <li>- Reviews are due July 12</li> </ul> </li> </ul>	
PINS Working Group Update	<p>Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.</p> <p>Potential Model Update (<i>Sheila Clark, PINS Working Group</i>)</p> <ul style="list-style-type: none"> <li>- <i>We want youth and families to be involved in creating the system to make sure it will work for them</i></li> <li>- <i>BEST PRACTICES</i></li> <li>● Family Keys <ul style="list-style-type: none"> <li>- Nancy Glass connected with NY group, and they are able and interested in coming to train us in DC</li> <li>- This program was a response to foster care system challenges where PINS youth were being petitioned to go into foster care at high rates</li> <li>- FKs gets referrals from lots of sources</li> </ul> </li> </ul>	30 mins

	<p>(including schools and teachers)</p> <ul style="list-style-type: none"> <li>- Main characteristics – voluntary, in-home services (24/48/72 contact benchmarks)</li> <li>- They focus on front end prevention efforts (with the goal to avoid out of home placement).</li> <li>- They provide MST and FFT</li> <li>- They have had success – since 2010 – the foster care system placements have been cut in ½ (from about 16,000 to 8,000 youth in placement).</li> <li>- They believe that fidelity to evidence-based practices is the key to the work and that this can be replicated</li> <li>- They have a 60/40 split of Local dollars and Medicaid dollars to fund it</li> <li>- NOTE: DC currently has two providers that do MST – contracted through DBH</li> <li>- The model used at Family Keys is also very similar to SUSO – Show Up Stand Out – OVSJG program that already exists in DC – in-home family services can be provided and the providers have to use an evidence-based approach – could we consider expanding SUSO as an option to our response or recommendation (to minimize cost)? – DC is also not specific in its requirements in that FFT or MST does not need to be the intervention provided through SUSO</li> <li>- JJAG interested in exploring engagement rates from SUSO currently and learn more about the model – Family Keys has a 90% involvement rate – what are they doing to get participation rate so high?</li> <li>- Examples evidence based practices from SUSO – Can we ask SUSO for these?</li> <li>- Does the SUSO grantees also crossover with DBH school mental health expansion applicants? – OVSJG website has a list of grantees and the Everyday Counts data committee report has engagement rates for each provider.</li> <li>● Family First Centers <ul style="list-style-type: none"> <li>- CFSA is going to develop family success centers ( a model from New Jersey)</li> <li>- Focus on upstream interventions for young people and families using a trauma-informed approach</li> <li>- Family First and Prevention Services Act –</li> </ul> </li> </ul>	
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	<p>Federal Act expanding Title IV E dollars for in-home and community based services. There will be centers<sup>10</sup> in DC in Wards 7 &amp; 8. There are connected schools specifically targeted (Ballou, Anacostia, etc.)</p> <ul style="list-style-type: none"> <li>- Data Point to explore – heat map the services offered and what does utilization look like?</li> <li>- JJAG interested in learning more about Family First Centers and talking to CFSA and DMHHS about the process and building the plan for them, which included hearing from parent organizations and community based organizations about challenges and concerns that they had about the current system and the proposed changes.</li> <li>- How are the Family First Centers going to be funded (Title IV-E?)</li> <li>- When will the centers open? They are currently hiring and we believe that the target opening is for 2020.</li> <li>- Is there a program design available?</li> <li>● Other?</li> <li>- There is a strong desire to involve community based providers in the dialogue as well</li> <li>- Sheila Clark – we should also consider collaboration with homeless youth systems in the District</li> </ul> <p>Family and Youth Engagement Update (<i>LaShelle, Lisette and Jo, PINS Working Group</i>)</p> <ul style="list-style-type: none"> <li>- <i>Planning for sessions in the fall over the summer – want to do outreach and planning over July and August</i></li> <li>● Develop questions for the community listening sessions</li> <li>- Want parents to help craft or review the questions to make sure they are relevant and applicable to our audience</li> <li>● Identify opportunities for youth and families to remain engaged</li> <li>- Want youth and families to co-facilitate sessions</li> <li>- We should consider that different geographic areas may have different views and not agree on interventions</li> <li>● Target schedule for youth and community engagement</li> <li>- September/October (part of back to school)-</li> </ul>	
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	when youth and parents are more likely engaged	
PINS Working Group Next Steps	<p>Discussion: Refine the target population (<i>Laura LaShelle</i>)</p> <ul style="list-style-type: none"> <li>- Need to define target population to best target our research and proposals</li> <li>- How broad is the group? Those that would be referred to OAG? Those that get diverted to ACE? Those who are seeking to self-refer (seek support prior to system involvement)?</li> <li>- Data consideration: data from start of school year to third quarter of the school year in FY2019</li> <li>- 2780 eligible referrals for educational neglect to CFSA (ages 5-12)</li> <li>- 900 eligible youth from DCPS referrals for truancy (ages 12-18)</li> <li>- -papered FY 18 non-trauncy PINS cases – how many were there? (runaways)</li> <li>- Do we want to recommend removing curfew violations from status offense in the law – youth under 17 are not supposed to be out after 11 – OAG does not charge anyone for this.</li> <li>- We have to balance this with understanding what interventions and supports already exist</li> <li>- Sheila – we need to look at most severe cases of young people – there are other systems in place that we do not need to take over but be a partner to those systems to improve the continuum of care.</li> </ul> <p>Develop Research Working Team</p> <ul style="list-style-type: none"> <li>● Develop Charge for the Team</li> <li>- Bruce Wright, Sheila Clark, Lisette Burton</li> <li>● Timeline for updates</li> </ul> <p>Develop Elected Engagement Working Team</p> <ul style="list-style-type: none"> <li>● Develop Charge for the Team</li> <li>- Kevin Whitfield, Lisette Burton</li> <li>● Timeline for updates</li> </ul> <ul style="list-style-type: none"> <li>- Working groups will provide updates every three weeks on status</li> </ul> <p>Review action steps from updated workplan</p>	30 mins



Updates and Announcements	September meeting date - Move to September 10 <sup>th</sup> instead of the 3 <sup>rd</sup> (don't want to back onto Labor Day holiday)  Other updates and announcements?	15 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, September 10, 2019

4:30pm- 6:00pm

441 4th Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussion ( <i>Melissa Milchman, JJ Specialist and Jo Patterson, Vice Chair</i> ) <ul style="list-style-type: none"> <li>● SRAD Conference</li> <li>● State Plan Updates</li> <li>● Contract with Lisa Pilnik</li> <li>● Election: JJAG Secretary</li> </ul>	15 mins
PINS Working Group Update	Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.  Working Group Update ( <i>PINS Working Group</i> ) <ul style="list-style-type: none"> <li>● Youth and Family Team</li> <li>● Legislative Strategy Team</li> <li>● Research Team</li> </ul> Next Steps ( <i>PINS Working Group and Laura Furr</i> ) <ul style="list-style-type: none"> <li>● Review and update PINS Work Plan</li> </ul>	30 mins
Asset Mapping 2.0	Refine and update Needs and Asset Map for PINS ( <i>Laura Furr, Chair</i> )	30 mins
Updates and Announcements		10 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting Minutes  
Prepared by Melissa Milchman (JJ Specialist)  
Tuesday, September 10, 2019  
4:30pm- 6:00pm  
441 4th Street NW, Room 1117**

**Member attendance**

Name	Present	Absent	Proxy
1. <b>Anderson, Patrina</b>	x		
2. <b>Burton, Dominique</b>		x	
3. <b>Burton, Lisette</b>		x	
4. <b>Clark, Sheila</b>	x		
5. <b>Eismann, Audrey</b>	x		
6. <b>Furr, Laura</b>	x		
7. <b>Glass, Nancy</b>	x		
8. <b>Gregory, Shyra</b>	x		
9. <b>Harris, Shae</b>	x		
10. <b>Johns, Miracle</b>	x		
11. <b>Krauthamer, Peter</b>	x		
12. <b>Kyle, Ramey</b>	x		
13. <b>Mobley, Brittany</b>	x		
14. <b>Odom, Terri</b>		x	
15. <b>Patterson, Jenise</b>	x		
16. <b>Richmond, LaShelle</b>	x		
17. <b>Rosenthal, David</b>	x		
18. <b>Spain, Penelope</b>	x		
19. <b>Whitfield, Kevin</b> (Council Member Allen)	x		
20. <b>Wieser, Liz</b>	x		Jullian Brevard
21. <b>Wright, Bruce</b>	x		Jose Dearteaga
Staff Present	Melissa Milchman (OVSJG JJ Specialist), Kristy Love (CJCC), Keith Towery (CJCC)		
Guests Present	Erin Cullen (OAG), Veena (OCA EJW Fellow), Aurora Steinle (DMEd), Courtney Allen (DMEd), Hilary Cairns (DHS), Sakina Thompson (DMPSJ), and Tarek Massarani (School Talk)		
Prepared by	Lisette Burton, Melissa Milchman		

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )
JJAG Business Update	<p>JJAG Business Update and Discussion (<i>Melissa Milchman, JJ Specialist and Jo Patterson, Vice Chair</i>)</p> <ul style="list-style-type: none"> <li>● SRAD Conference Melissa Milchman (JJ Specialist), Keith Hasan-Towery and Kristy Love (Compliance Monitoring and RED Coordination staff) are attending the OJJDP State Relations Assistance Division Annual Conference from September 24-26 in Kansas City, MO – D.C. was asked to participate in/present at conference sessions around Using Title II Funds to Promote Systems Change, A Focused Discussion on Restorative Justice, and Unique Challenges for non-states and territories in complying with and reporting on Title II funding related requirements. Request to JJAG Members: If anyone has information or content they would like to contribute to Melissa to share at these conference sessions/discussions, please email Melissa.</li> <li>● State Plan Updates We are in year 2 of a state plan, but year three plans must be amended according to new requirements of the JJRA. Melissa will be reaching out to stakeholders to support the required updates, and please feel free to contribute information to Melissa if you have relevant programmatic, policy or approved content to provide. <ul style="list-style-type: none"> <li>- DYRS/ CSSD/CJCC/OAG/CFSA/OSSE/OVSJG were identified as agencies that could support the drafting, but ALL JJAG members are invited to contribute if they have relevant programmatic or policy information to share that would contribute to the state plan updates.</li> <li>- Once completed, JJAG will vote to approve the state plan updates.</li> </ul> </li> <li>● Contract with Lisa Pilnik One GAN was approved by OJJDP (no cost extension past September 30, 2019), but we are waiting on the approval of the contractor GAN and should hear by the end of next week whether we can move forward.</li> <li>● Election: JJAG Secretary Jo Patterson will act as interim but we will continue our search <ul style="list-style-type: none"> <li>• CJJ Membership Renewal - October Agenda/vote to renew</li> <li>• We are actively recruiting for the youth committee – we provide \$50 stipends and work with MOTA to fast track appointments.</li> <li>- Sheila, Jo, LaShelle and Bruce may have some nominees for youth committee – please email those names to Laura and Melissa</li> </ul> </li> </ul>

<p>PINS Working Group Update</p>	<p>Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.</p> <ul style="list-style-type: none"> <li>✓ Recommending alternatives to system involvement via a continuum of community supports</li> </ul> <p>Working Group Update (<i>PINS Working Group</i>)</p> <ul style="list-style-type: none"> <li>● Youth and Family Team – Coordinate listening sessions – access existing parent and youth convening groups (DYRS, DHS, Boystown groups, etc.) – want to focus on those with experience with PINS issues and ask them what worked well for you, what helped you, what are some of the challenges of the current system, and what are the gaps? <ul style="list-style-type: none"> <li>- We also reached out to other community providers to gain feedback from them</li> <li>- next Monday will be a listening session with DYRS Anchored in Strength Family Engagement and Support Group</li> <li>- Show Up Stand Out (Truancy Prevention Initiative) is participating in a community event at the end of the month –the Youth and Family Committee will attend, as it is an opportunity to have a table and engage with community members and gain feedback from those experiencing and engaging with existing prevention and intervention programming.</li> <li>- Existing Parent Groups are also interested in participating and want to discuss experiences and challenges with PINS behaviors even if they do not have formal system involvement</li> </ul> </li> <li>● Legislative Strategy Team –this group decided that reaching out to council members at this stage may be premature since we do not have a concrete product yet to share HOWEVER – we communicated with Councilmember White to let him know that this PINS work and conversations are happening as he will be the chair of the committee that potential legislation would go through (Committee on Youth Affairs). <ul style="list-style-type: none"> <li>- We reviewed Title 16 Law and identified wherever there are references to PINS, CHINS, FINS or related status offense mentions. The purpose is to flag where potential legislative amending may be needed.</li> <li>- JJAG Members to join - OAG will join this group moving forward (Dave Rosenthal would like to be included in future legislative strategy meetings)</li> </ul> </li> <li>● Research Team – this group set out to determine what are existing strategies or programs that are having success working with and helping young people that experience chronic truancy or running away. This task is difficult because support/needs/challenges can be highly individualized, so the research group is compiling a drop box where program details</li> </ul>
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and strategies can be compiled – resources, research and information about effective programming locally, nationally or internationally (i.e. Family Keys in NY, the Front Porch in Savannah).

- DM of Ed can contribute what they collected about national best practices and local best practice information related to Truancy or recreation programming to share – Melissa will connect with DM Ed staff
- OAG suggested doing a deeper dive into case data for PINS to identify underlying needs of this population in our city.
- The data request would be to the Superior Court and would include: number of PINS cases currently active and aggregate numbers of PINS cases over the last few fiscal years, recent referral rate and average length of stay (how long the cases remain open)
- Judge Krauthamer recommended that we determine how many years of data we would like to review and then create our data request to the SMD of the Superior Court.
- OAG Support – Can we obtain the information on open PINS jackets and provide it to OAG (Erin Cullen), who will compare with OAG Neglect Jackets – determine where there is overlap (not HOPE Court – non-runaways – specifically neglect and PINS) to support the root cause analysis.
- Additionally, JJAG should seek Every Day Counts (EDC) data on what referrals vs. actual numbers on who was eligible for referral – currently we know there are dramatic under referrals – we should identify the data of who is eligible under the law for referrals.
- EDC has barriers (root cause) data from a survey already and DCPS has data from SST meetings (meetings that occur after a youth has 5 unexcused absences) that could be contributed to this data collection and analysis as well.
- Community based organizations and providers can also share barriers and root causes on why kids are experiencing or engaging in truancy/runaway/PINS behavior – LaShelle – Sasha Bruce will look into this for her organization.
- Questions about root cause are also being asked in the listening sessions planned for youth and families

*Next Steps (PINS Working Group and Laura Furr)*

- Member Request: Please review and provide feedback on the PINS Work Plan
- Members are invited to review the plan, comment on current work and provide recommendations for additional or missing items. Please provide suggestions on how to finance the

	<p>proposed changes, provide options for alternative models or strategies to the current model.</p> <ul style="list-style-type: none"> <li>- Send the plan document around throughout your agency or organization to obtain feedback</li> <li>- Send your feedback to Laura before the October JJAG Meeting</li> </ul> <ul style="list-style-type: none"> <li>● There was a question as to whether the end result is going to be that we are recommending what a new structured system for support status offenders would look like or a survey of the current system. If the former, what is the model we are proposing? See the Handout on vision of system that was started at the April PINS retreat, which directly addresses the components of this (the model of community-based support services). In the end, we would like to ensure it ultimately includes who is currently responsible for the PINS work, and a recommendation on who will be responsible for the recommended model (i.e. agencies, providers, schools, etc.)</li> <li>● There was a question/suggestion that we send final product and recommendation to CJJ for feedback</li> </ul>
Asset Mapping 2.0	Refine and update Needs and Asset Map for PINS ( <i>Laura Furr, Chair</i> ) <i>Expand categories on list – grantees, collaboratives, resources and referrals for where young people are currently being referred for Truancy or Runaway prevention and interventions</i>
Updates and Announcements	<ul style="list-style-type: none"> <li>• Trainings <ul style="list-style-type: none"> <li>- JJAG members attended the OVSJG Trauma Training Institute on September 9<sup>th</sup> and 10<sup>th</sup></li> <li>- Commander Kyle is getting approval to attend the 2019 Law Enforcement and Juvenile Justice Institute on Philadelphia in November.</li> </ul> </li> </ul> <p><i>Updates and Announcements :</i></p> <ul style="list-style-type: none"> <li>• <i>UDC started a Juvenile Justice track in their curriculum and is looking for opportunities to have students participate in local JJ work like JJAG - Laura will connect with Bruce Wright about this</i></li> <li>• Look out for Doodle Polls about upcoming JJAG meeting dates (attempting to work around Jewish High Holy Days in October and Election Day in November)</li> </ul>
Adjourn	

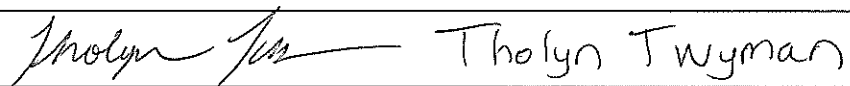
**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, October 1, 2019

4:30pm- 6:00pm

441 4th Street NW, Room 1117

**Member attendance**

	<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1.	<b>Anderson, Patrina</b>	✓		
2.	<b>Burton, Dominique</b>			
3.	<b>Burton, Lisette</b>	✓		
4.	<b>Clark, Sheila</b>	✓		
5.	<b>Eismann, Audrey</b>	✓		
6.	<b>Furr, Laura</b>	✓		
7.	<b>Glass, Nancy</b>			Brittany Mobley
8.	<b>Gregory, Shyra</b>	✓		
9.	<b>Harris, Shae</b>			
10.	<b>Johns, Miracle</b>	✓		
11.	<b>Krauthamer, Peter</b>	✓		Jen DiToro ✓ Present
12.	<b>Kyle, Ramey</b>	✓		
13.	<b>Odom, Terri</b>			
14.	<b>Patterson, Jenise (Jo)</b>	✓		
15.	<b>Richmond, LaShelle</b>	✓		
16.	<b>Rosenthal, David</b>			
17.	<b>Spain, Penelope</b>	<del>XXXX</del>		Veena Subramanian ✓ Present
18.	<b>Whitfield, Kevin (Council Member Allen)</b>			
19.	<b>Wieser, Liz</b>			Jullian Brevard/Erin Cullen
20.	<b>Wright, Bruce</b>	✓		
<b>Staff Present</b>				
	Tholyn Twyman, Keith Towery (CJCC)			
<b>Guests Present</b>				
	Eduardo Ferrer (Georgetown) Clare Kruger (PDS) Monique Coles (Sasha Bruce) Shyra Dowling (DCPS) Jullian Brevard (OAG)			
<b>Prepared by</b>				
	 Tholyn Twyman			



**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, October 1, 2019  
4:30pm - 6:00pm  
441 4th Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussion ( <i>Tholyn Twyman, OVSJG and Laura Furr, Chair</i> ) <ul style="list-style-type: none"> <li>• Contract with Lisa Pilnik</li> <li>• Accepting Nominations: JJAG Secretary</li> </ul>	5 mins
SRAD Debrief	OJJDP State Relations and Assistance Division (SRAD) Conference Debrief ( <i>Keith Towery and Kristy Love, CJCC</i> )	10 mins
PINS Working Group Update	Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.  Debrief Youth and Family Engagement ( <i>LaShelle Richmond and Youth and Family Engagement Team</i> )  Update on What Works ( <i>Research Team</i> )  Debrief Asset Mapping Exercise ( <i>PINS Working Group</i> )  Application of knowledge to Draft Model PINS System ( <i>Laura Furr</i> )	60 mins
Updates and Announcements		10 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting Minutes**

Tuesday, October 1, 2019

4:30pm - 6:00pm

441 4th Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> ) <ul style="list-style-type: none"> <li>• Quorum is present</li> </ul>	5 mins
JJAG Business Update	JJAG Business Update and Discussion ( <i>Tholyn Twyman, OVSJG and Laura Furr, Chair</i> ) <ul style="list-style-type: none"> <li>• Contract with Lisa Pilnik <ul style="list-style-type: none"> <li>○ No work as of yet</li> <li>○ No feedback or concerns on the contract</li> </ul> </li> <li>• We have not received the final list of grantees for FY20 yet</li> <li>• Project Safe Neighborhoods RFA is still open (deadline extended twice) – we have not yet had any applications <ul style="list-style-type: none"> <li>○ Question about whether funding alerts are still going out widely?</li> </ul> </li> <li>• Accepting Nominations: JJAG Secretary <ul style="list-style-type: none"> <li>○ Lisette Burton volunteered</li> <li>○ Laura Furr made a motion to vote; motion was seconded</li> <li>○ Unanimously affirmed</li> </ul> </li> </ul>	5 mins
SRAD Debrief	OJJDP State Relations and Assistance Division (SRAD) Conference Debrief ( <i>Keith Towery and Kristy Love, CJCC</i> ) <ul style="list-style-type: none"> <li>• Session regarding non-participating states (Melissa attended)</li> <li>• Session regarding non-state/tribal participants (Melissa &amp; Keith attended)</li> <li>• We had JJAG members on panels</li> <li>• Discussion about strategies for braided funding</li> <li>• GAO auditing OJJDP and thus SAGs – anticipate potential audit</li> <li>• Keep an eye out for grants related to restorative justice</li> </ul> Possible JJ Summit for Next Year? What topics? <ul style="list-style-type: none"> <li>○ Please email ideas to Keith</li> <li>○ Youth development partnerships</li> <li>○ Youth and mental health</li> <li>○ ACEs/Trauma</li> <li>○ Being Family-driven</li> </ul>	10 mins

<p>PINS Working Group Update</p>	<p>Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.</p> <p>Debrief Youth and Family Engagement (<i>LaShelle Richmond and Youth and Family Engagement Team</i>) – parent and youth feedback to four key questions; participants were candid and enthusiastic to give input</p> <ul style="list-style-type: none"> <li>• What is working? <ul style="list-style-type: none"> <li>○ Being received with love</li> <li>○ Structured environment that allowed youth to focus</li> <li>○ Building and developing relationships</li> <li>○ Connection with others, including worker</li> <li>○ Aftercare support and ongoing support through transitions</li> </ul> </li> <li>• Suggestions for improvement? <ul style="list-style-type: none"> <li>○ Dissemination of information – more info about what is available to youth and families in the community</li> <li>○ Notification/communication to parents throughout the process so parents can be part of the solution</li> <li>○ More prevention and services available at onset of issues, before youth get in trouble</li> <li>○ More supports for children disconnected from school and returning back to school after suspension, etc.</li> <li>○ Ask for consumer feedback and get (and use) input about service delivery</li> <li>○ City officials should help build community harmony and solve neighborhoods beefs</li> <li>○ Prompt services – not having to wait for call backs, long intake process, etc.</li> <li>○ Peer-to-peer model – youth as resources</li> <li>○ Increase parent/youth choice in service planning</li> <li>○ Clear partnerships and validation of parent partners</li> <li>○ Address housing gaps created by youth placement outside the home and loss in stipend/supplemental in-</li> </ul> </li> </ul>	<p>60 mins</p>
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	<ul style="list-style-type: none"> <li>○ come</li> <li>○ Create parent council</li> <li>● Next steps: continue to reach out to community partners and other agencies to continue to get feedback <ul style="list-style-type: none"> <li>○ DHS standing meeting Oct. 10<sup>th</sup></li> <li>○ Boys Town SUSO families – Date TBD</li> <li>○ Parents have a desire to share with city leaders, judges, JJAG leadership, agency leaders</li> </ul> </li> </ul> <p>Update on What Works (<i>Research Team</i>)</p> <ul style="list-style-type: none"> <li>● Drop Box available to entire JJAG where members can add in research and programs that work</li> <li>● Please add summary information to grid and supporting research to folders</li> <li>● Goal is review community input, best practice research,</li> <li>● Biggest gap of knowledge is for children who are running away/missing repeatedly</li> <li>● What are other knowledge gaps? Focus research on addressing the symptoms and root causes</li> <li>● Add in research regarding use of technology, communication strategies, and best practice youth/parent policy advisory structures</li> </ul> <p>Debrief Asset Mapping Exercise (<i>PINS Working Group</i>)</p> <ul style="list-style-type: none"> <li>● All JJAG members should contribute</li> </ul> <p>Application of knowledge to Draft Model PINS System (<i>Laura Furr</i>)</p> <ul style="list-style-type: none"> <li>● Shift in framing to advocate/partnership frame – youth and family led</li> <li>● Accountability</li> <li>● Mobile-response team</li> <li>● Respite Center <ul style="list-style-type: none"> <li>○ Learn from past efforts – questions about custodial responsibility, hours of availability/response, challenges with operationalizing, etc.</li> </ul> </li> <li>● Hub for family services – drop-off (separate entrance for police) and walk-in center (for community) <ul style="list-style-type: none"> <li>○ Use of school buildings as hubs – model in Montgomery County</li> </ul> </li> </ul>	
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	<ul style="list-style-type: none"><li>Continuum of care – righth service array to meet needs, including shared data, consistent funding, capacity building to meet community demand, positive youth development focus</li></ul>	
Updates and Announcements		10 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, November 5, 2019

4:30pm - 6:00pm

441 4th Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussion ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>● Contract with Lisa Pilnik</li> <li>● Title II Update</li> </ul>	5 mins
SRAD Debrief	OJJDP State Relations and Assistance Division (SRAD) Conference Debrief ( <i>Melissa Milchman and Kristy Love, CJCC</i> )	10 mins
PINS Working Group Update	Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.  Debrief Youth and Family Engagement ( <i>LaShelle Richmond and Youth and Family Engagement Team</i> )  Funding Mini-Retreat Report Out ( <i>Laura Furr and other mini-retreat participants</i> )  Review of updates and discussion of Draft Model PINS System ( <i>Laura Furr</i> )	60 mins
Updates and Announcements		10 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, November 5, 2019

4:30pm - 6:00pm

441 4th Street NW, Room 1117

**Member attendance**

	<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1.	<b>Anderson, Patrina</b>	x		
2.	<b>Burton, Dominique</b>	x		
3.	<b>Burton, Lisette</b>			
4.	<b>Clark, Sheila</b>	x		
5.	<b>Eismann, Audrey</b>	x		
6.	<b>Furr, Laura</b>	x		
7.	<b>Glass, Nancy</b>	x		Proxy <b>Brittany Mobley</b>
8.	<b>Goodman, Jonah</b>	x		
9.	<b>Gregory, Shyra</b>	x		
10.	<b>Harris, Shae</b>	x		
11.	<b>Johns, Miracle</b>			
12.	<b>Krauthamer, Peter</b>	x		Proxy <b>Jen DiToro</b>
13.	<b>Kyle, Ramey</b>			<b>x-Lt. Herbenack</b>
14.	<b>Odom, Terri</b>			
15.	<b>Patterson, Jenise (Jo)</b>			
16.	<b>Richmond, LaShelle</b>			
17.	<b>Rosenthal, David</b>	x		
18.	<b>Spain, Penelope</b>	x		
19.	<b>Whitfield, Kevin</b> (Council Member Allen)	x		
20.	<b>Wieser, Liz</b>	x		Proxy- <b>Jullian Brevard</b>
21.	<b>Wright, Bruce</b>	x		
Staff Present		Melissa Milchman, Tholyn Twyman, Keith Towery, Kristy Love		
Guests Present		Jose DeArteaga, Veronica Holmes, Sakina Thompson, Eduardo Ferrer, Veena Subramanian, Courtney Allen		
Notes Prepared by		Melissa Milchman		

## **AGENDA**

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )
JJAG Business Update	<p>JJAG Business Update and Discussion (<i>Melissa Milchman, JJ Specialist</i>)</p> <ul style="list-style-type: none"> <li>● Contract with Lisa Pilnik <ul style="list-style-type: none"> <li>- Approved by OJJDP – we have the green light and are currently processing grant agreement paperwork – expected to start this month.</li> </ul> </li> <li>● Title II Update <ul style="list-style-type: none"> <li>- State Plan Update will be required based on JJRA requirements in the upcoming Title II Application – Update requirements were discussed at September JJAG Meeting</li> <li>- Agencies and organizations that are being asked to support the content or state updates received an email with their assigned questions- Due date for responses is November 26.</li> </ul> </li> </ul>
SRAD Debrief	<p>OJJDP State Relations and Assistance Division (SRAD) Conference Debrief (<i>Melissa Milchman and Kristy Love, CJCC</i>)</p> <ul style="list-style-type: none"> <li>- Sessions debrief – Non-state and Territory challenges - OJJDP hosted a special session – GAO sat in. Discussions about compliance reporting and data challenges (RRI reporting) were conducted and OJJDP discussed the expectations and path forward for submitting and reporting compliance plans and data and how they plan to use the data in the future (not to be used in a punitive way).</li> <li>- SAG Sessions and Youth Recruitment and Retention – Melissa would like to explore youth orientation and youth recruitment and retention TA from CCAS. It is still an area where we need to improve on for JJAG.</li> </ul>
PINS Working Group Update	<p>Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.</p> <p>Debrief Youth and Family Engagement (<i>LaShelle Richmond and Youth and Family Engagement Team</i>)</p> <ul style="list-style-type: none"> <li>- Sheila debriefed the feedback and notes from the session – see handout</li> <li>- <i>Historically Feedback from youth and families demonstrated that schools are not appealing or welcoming to youth – need more arts, music, after school rec programs or sports, vocational programming, etc. that keep students interested and wanting to be at the school.</i></li> </ul> <p>Funding Mini-Retreat Report Out (<i>Laura Furr and other mini-retreat participants</i>)</p> <ul style="list-style-type: none"> <li>- Laura debriefed discussion from mini-retreat in October – see handouts (Mini-retreat notes, proposed system chart, court data on PINS)</li> <li>- Feedback and Questions related to the discussion included:</li> <li>- Data Inquiry – have we compared ACE and PASS data to the court data related to # of PINS youth enrolled.</li> <li>- Every Day Counts Data reflect 5-6 thousand youth reported truant but of</li> </ul>



	<p>those, 2-3 thousand are eligible for truancy filings by OAG, and the other cases would be CFSA referrals for Educational Neglect.</p> <ul style="list-style-type: none"> <li>- Funding explorations need more research around DGS buildings (legal issue around charter schools having first right of refusal), we would like to include content in the Medicaid State Plan that supports using waiver dollars for these purposes, seeking additional creative ideas on how to repurpose dollars that are already budgeted in the relevant cluster (Justice, HHS, Ed).</li> </ul> <p>Review of updates and discussion of Draft Model PINS System (<i>Laura Furr</i>)</p> <ul style="list-style-type: none"> <li>- <i>Feedback:</i></li> <li>- Bifurcated system (OSSE and DHS) tracks for school-based and community based tracks with no wrong door</li> <li>- Bifurcated system encourages accountability</li> <li>- System must be strengths based and needs based (balanced)</li> <li>- We cannot create a system that just replicates a core service- agency anchored approach –avoid just moving what we are already doing upstream.</li> <li>- We need more creative approaches to be integrated (less core-service focused, more connected to meeting families and youth where they are and focusing on thier strengths whether in schools or in community settings).</li> </ul>
<p>Updates and Announcements</p>	<p>JJAG Meeting Dates for FY20 shared with the group</p>
<p>Adjourn</p>	

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, December 3, 2019  
4:30pm - 6:00pm  
441 4th Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussion ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>• Introducing Lisa Pilnik</li> <li>• MOTA Swearing In</li> </ul>	15 mins
IACP Training	IACP Training Report Out ( <i>Commander Kyle, MPD</i> )	10 mins
PINS Working Group Update	Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.  Collection of Programs and Services ( <i>Laura Furr, Chair and Lisa Pilnik, Consultant</i> )  Review of updates and discussion of Draft Model PINS System ( <i>Laura Furr, Chair</i> )  Vote to approve moving forward toward recommendation to the Mayor	60 mins
Updates and Announcements		10 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG) Meeting**

Tuesday, December 3, 2019 4:30pm -

6:00pm

441 4th Street NW, Room 1117

**Member attendance**

	<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1.	<b>Anderson</b> , Patrina	x		
2.	<b>Burton</b> , Dominique		x	
3.	<b>Burton</b> , Lisette	x		
4.	<b>Clark</b> , Sheila	x		
5.	<b>Eismann</b> , Audrey		x	
6.	<b>Furr</b> , Laura	x		
7.	<b>Goodman</b> , Jonah	x		
8.	<b>Gregory-Dowling</b> , Shyra	x		
9.	<b>Harris</b> , Shae		x	
10.	<b>Johns</b> , Miracle		x	
11.	<b>Krauthamer</b> , Peter	x		
12.	<b>Kyle</b> , Ramey	x		
13.	<b>Mobley</b> , Brittany	x		
14.	<b>Odom</b> , Terri	x		
15.	<b>Patterson</b> , Jenise (Jo)	x		
16.	<b>Richmond</b> , LaShelle	x		
17.	<b>Rosenthal</b> , David	x		
18.	<b>Spain</b> , Penelope	x		
19.	<b>Whitfield</b> , Kevin	x		
20.	<b>Wright</b> , Bruce	x		
Staff Present	Melissa Milchman, Keith Towery			
Guests Present	Jose DeArteaga-DYRS, Veena Subramanian- OCA Fellow, Adanna and Booker from MOTA, Jullian Brevard-OAG, Leise Gergely-Fair Girls, Aaron White – Youth Guest-YAB, Courtney Allen – Deputy Mayor of Ed, William Patterson - Global Transcendence, Veronica Holmes – Councilmember White, and Dominic Henry – Community Provider – guest, Paul Winestock – Community Provider - guest			
Notes Prepared by	Lisette Burton			

**AGENDA**

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )
JJAG Business Update	JJAG Business Update and Discussion ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>● Introducing Lisa Pilnik – Consultant on PINS (facilitated April 2019 PINS discussion/retreat)</li> <li>● MOTA Swearing In completed</li> </ul>
IACP Training	IACP (Association of the Chief of Police) Training Report Out ( <i>Commander Kyle, MPD</i> ) <ul style="list-style-type: none"> <li>● Law Enforcement Juvenile Justice Institute Convention, Philadelphia, PA             <ul style="list-style-type: none"> <li>○ Presenters focused on juvenile justice reform</li> <li>○ Former DC Chief of Police Ramsey was a keynote speaker – spoke to his personal journey from broken windows to restorative practices</li> <li>○ Judge Steve Teske – keynote speaker from Clayton, County, Georgia; focused on reducing the school-to-prison pipeline</li> <li>○ DC appears to be ahead of the curve</li> </ul> </li> </ul>

PINS  
Working  
Group  
Update

Brief overview of background that led to goal of PINS decriminalization  
(*Laura Furr*)

- Currently truancy, running away, ungovernability, etc. are status offenses that bring young people into the justice system

Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system...and proactively provide alternative access to services so families and youth can access what they need without entering the juvenile justice system

Collection of Programs and Services – Assets and Gaps (*Laura Furr, Chair and Lisa Pilnik, Consultant*)

- Spreadsheet – all JJAG members took 5 minutes to add in recommended contacts by program and other programs that may help fill the gap; members can email additional recommendations to Lisa
  - Lisa will conduct phone interviews and contact via email all recommended contacts to help inform future decision-making by the JJAG regarding existing landscape and possible new programs/services

Review of updates and discussion of Draft Model PINS System (*Laura Furr, Chair*)

- Goal for this meeting is to vote on the “what” in term of what change we would like to see – group reviewed Draft Recommendations for PINS Reform
- Questions/Suggestions/Discussion:
  - Suggested need for conforming amendments including the Attendance Accountability Act
  - Include mention of trauma in introduction and trauma-responsive service provision
  - Technical note to point out that ‘running away’ itself is not actually a charge, it is a form of ungovernability
  - Discussed including cultural humility both as a value statement in the introduction and as an example of training needed for staff at agencies and service providers
- Discussion regarding things to consider for final proposal
  - Be creative – we need to come up with things that youth are actually interested in and will utilize
  - Ensure we are changing practice not just language
  - Design our system around strengths and not just needs
  - Flexibility in funding streams is a challenge
  - Need for a master calendar and searchable resource of programs and services
  - Include well-resourced organizations including universities, professional sports teams, artistic institutions, etc. in ultimate planning of the “how”

Vote to approve the introduction and recommendations as generally stated moving forward toward a formal report and recommendations to the Mayor

- Laura read the amended introduction and 6 recommendations including edits suggested by the group
- Motion to approve – Lisette
- Motion seconded – Dave
- 3 abstentions – Commander Kyle, Teri Odom, Judge Krauthamer
- Vote – approved unanimously by those voting (12 yes votes, 3 abstentions – 15 voting members present)

Adjourn	
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**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, January 7, 2020  
4:30pm - 6:00pm  
441 4th Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
JJAG Business Update	JJAG Business Update and Discussion ( <i>Melissa Milchman, JJ Specialist</i> ) <ul style="list-style-type: none"> <li>● Update on JJAG funds expenditure</li> <li>● CJJ Conference membership and registration</li> <li>● Membership check-in</li> </ul>	15 mins
PINS Working Group Update	Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.  Updates from the working groups: <ul style="list-style-type: none"> <li>● Youth and Family Engagement (<i>Sheila Clark and LaShelle Richmond</i>)</li> <li>● Legislative Strategy (<i>Lisette Burton and Laura Furr</i>)</li> </ul>	10 mins
PINS Reform Consultant Report-out	Update from Lisa Pilnik	20 mins
PINS Next Steps	Discussion of next steps to finalize the JJAG's recommendation to the mayor by February's meeting ( <i>Laura Furr</i> ) <ul style="list-style-type: none"> <li>● New language</li> <li>● Planning Hub discussion - key questions? missing stakeholders to engage?</li> <li>● Additional collaborative bodies to engage?</li> <li>● Open questions? Other "must-includes" for the recommendation to the mayor?</li> </ul>	30 mins
Updates and Announcements		10 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)  
Meeting Minutes**

Tuesday, January 7, 2020

4:30pm - 6:00pm

441 4th Street NW, Room 1117

**Member attendance**

<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1. <b>Anderson, Patrina</b>		x	
2. <b>Burton, Dominique</b>		x	
3. <b>Burton, Lisette</b>	x		
4. <b>Clark, Sheila</b>	x		
5. <b>Eismann, Audrey</b>		x	
6. <b>Furr, Laura</b>	x		
7. <b>Goodman, Jonah</b>		x	
8. <b>Gregory-Dowling, Shyra</b>		x	
9. <b>Harris, Shae</b>	x		
10. <b>Johns, Miracle</b>		x	
11. <b>Krauthamer, Peter</b>	x		
12. <b>Kyle, Ramey</b>	x		
13. <b>Mobley, Brittany</b>	x		Clare Kruger Proxy
14. <b>Odom, Terri</b>		x	
15. <b>Patterson, Jenise (Jo)</b>		x	
16. <b>Richmond, LaShelle</b>		x	
17. <b>Rosenthal, David</b>	x		
18. <b>Spain, Penelope</b>	x		
19. <b>Whitfield, Kevin</b>	x		
20. <b>Wright, Bruce</b>	x		
Staff Present	Melissa Milchman and Keith Towery		
Guests Present	Desiree Parker - JustUs – Howard University Student Organization Liz Weiser - OAG Lisa Pilnik – JJAG Consultant Sakina Thompson - DMHHS Courtney Allen - DMed Dominic Henry – Community Member Paul Winestock – Community Member		
Notes Prepared by	Melissa Milchman		



Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )
JJAG Business Update	<p>JJAG Business Update and Discussion (<i>Melissa Milchman, JJ Specialist</i>)</p> <ul style="list-style-type: none"> <li>● Update on JJAG funds expenditure _ OVSJG will be publishing FY 20 award information on our website soon for public review – Melissa will share when posted</li> <li>● CJJ Conference membership and registration – CJJ FY20 Conference is in June 2020 – Melissa sent out details. Members should let her know if you want to attend. We can use JJAG dollars to support conference registrations for SAG members.</li> <li>● We needed to vote on CJJ membership renewal for 2020 – an email vote occurred on 1/8/20 (motion by Penelope Spain, seconded by Bruce Wright – 16 members voted – all yes votes – CJJ membership renewal passes)</li> <li>● Laura Furr is seeking feedback on submitting a workshop proposal to present at the CJJ conference on our system reform work around PINS/Status Offenders</li> <li>● Membership check-in – JJAG is still recruiting for additional members. Specifically, we are seeking a person with expertise in Restorative Justice, 2 more youth members, and a victim advocate for CSEC youth – Leise from HOPE Court/Fair Girls is in the pipeline for that role currently.</li> </ul>
PINS Working Group Update	<p>Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.</p> <p>Updates from the working groups:</p> <ul style="list-style-type: none"> <li>● Youth and Family Engagement (<i>Sheila Clark and LaShelle Richmond</i>) <ul style="list-style-type: none"> <li>○ Working to put together a youth panel – Chloe House and Bruce House from Sasha Bruce will support this. Additionally, Sheila is working with PASS participants to garner feedback.</li> <li>○ The goal is to hold all sessions by the end of January</li> <li>○ Lisa Pilnik suggested connecting with the YouthBuild Public Charter School to get more perspectives from youth experiencing truancy.</li> <li>○ Lisette offered Boystown youth participation as well to provide feedback in an after dinner session</li> </ul> </li> <li>● Legislative Strategy (<i>Lisette Burton and Laura Furr</i>) <ul style="list-style-type: none"> <li>○ Lisette – Agency impact was discussed, as well as considerations that are important to finance the recommendations – We plan to steer clear of cost shifting and position change recommendations, and rather, will center messaging on accountability, cost sharing, collaborative approaches, efficiency, etc. We also want to get more data and information together about the on return on investment in order to better quantify or justify the suggested reforms. Recommendations will also suggest areas to INVEST</li> </ul> </li> </ul>

PINS Reform Consultant Report-out	<p>Update from Lisa Pilnik – See Handout</p> <ul style="list-style-type: none"> <li>○ Assets missing highlights – PRFT – no inpatient place in DC and not as much creative/out of the box options (art therapy, community gardens, easy access to flexible funding)</li> <li>○ Gaps Highlights</li> <li>○ Systemic Challenges identified: housing resources and behavioral health services</li> <li>○ Issue for group decision making: How do we want to address the systemic/pervasive issues, like lack of affordable or stable housing, in our report? Approach it broadly or narrow the focus to the kids that we are seeking to support (status offenders). <ul style="list-style-type: none"> <li>- Question from Dave Rosenthal: Is there a respite care bed resource repository? Can we share that with JJAG members?</li> </ul> </li> <li>○ Host homes can serve as respite care, but interviews with stakeholders garnered that these options are underutilized based on logistical challenges.</li> <li>○ One specific need/gap identified by providers included that there is no way to text providers (more immediate form of communication and more relevant to our consumer-youth). Rights now, the only option for immediate shelter needs is calling a hotline. And Sasha Bruce is the only provider for youth under 18.</li> <li>○ No drop in centers for minors (under 18)</li> <li>○ Flex Funds – not enough and not accessible to meet youth rapid needs.</li> <li>○ Part of recommendation might include recommendations on changes to the District’s Medicaid State plan</li> <li>○ Systemic Challenges identified for Truancy: Currently district does not have streamlined or consist approach to responses (different schools respond and report differently – particularly charter schools). Enforcement issues related to the the District’s Attendance Accountability Act are a contributing factor here.</li> <li>○ Youth and Parent Feedback on Challenges or Barriers Highlights: Consumers have system-involvement fear (youth and families) – dont want child welfare involved so are not reporting challenges (CFSA challenges and stigmas were reported)</li> <li>○ Additional decision-making point for group: Hubs – mutiple locations sited district wide or neutral and centrally located single location?</li> </ul>
PINS Next Steps	<p>Discussion of next steps to finalize the JJAG’s recommendation to the mayor by February’s meeting (<i>Laura Furr</i>)</p> <ul style="list-style-type: none"> <li>- New language – If no more PINS charge, then what will we refer to these young people as or the behaviors associated with PINS charges as - new name?</li> <li>- Planning Hub discussion - key questions? Are we missing stakeholders to engage? Where should hub or hubs be located? How will the hubs operate? What does our ideal center have/do?</li> <li>- Additional collaborative bodies to engage?</li> <li>- Children’s Law Center?</li> <li>- Human Trafficking Task force?</li> </ul>

- Open questions? Other “must-includes” for the recommendation to the mayor? Really need to talk about savings and benefits? What else?
- Trafficking – how is that addressed and more from Fair Girls
- Curfew and ungovernability – should these be in the recommendations report? Conversations with ICH revealed yes! This should still be in the report.
- How will our report address other efforts in the works? Family Success Centers, Connected Schools, Show Up Stand Out, Committee on Youth in Care of DC, etc.
- Do we want to consider supporting young parents – are they considered in our plan?

#### Creating the report and voting on it – The process

- Overview: Laura and Lisa will create document that will be circulated to JJAG and then voted on by the body.
- Next Steps:
- Laura and Lisa will put the existing documents that we have together (Lisa’s report, Dave’s Historical report from Fenty Administration, and the recommendations document that was completed and voted on in the December meeting).
- Laura WILL strive to give everyone a one-week notice to review the updated report/recommendations document before the February meeting.
- The report/recommendation will be shared electronically (e.g. google docs) so that members can review in a singular place, make COMMENTS (not changes), and provide feedback before the February meeting.
- February JJAG meeting will be a working meeting on the document, where we will go through the comments and feedback and resolve outstanding questions, issues, suggestions, etc. At the conclusion of this meeting, we will need the committee to present a motion to have an electronic vote on the final document (after the final edits are incorporated).
- After that meeting/vote, a small committee will complete the clean-up of the document. Feel free to reach out to Laura to be on that small committee for finalizing.
- Then an electronic vote will occur 1-2 weeks after the meeting (once the editing process is complete and the document has been shared with members).

#### Feedback from members:

- Do we need a longer meeting in February? *Yes, and if we do, starting earlier (4PM) is preferred.*
- How long are we going to make this document? What level of detail do we need? *Shorter is better 10- 12 pages –*
- Should we create a system map of what the new system would look like? *This will be part of the follow up committee conversation about hubs*

Updates and Announcements	Job Announcement from YouthBuild Public Charter School – Restorative Justice Coordinator, and IT education opportunity for youth
Adjourn	

CJJ Electronic Voting – 1/8/20 (Email Attachment supporting the motion and electronic votes – dated 1/8/19)

Penelope Spain Moved to vote on CJJ membership renewal  
Bruce Wright Seconded the Motion

Yes Votes: Penelope Spain, Judge Peter Krauthamer, Jonah Goodman, Audrey Eismann, Dave Rosenthal, Bruce Wright, Brittany Mobley, Dominique Burton, Lisette Burton, Ramey Kyle, Shyra Dowling, Laura Furr, LaShelle Richmond, Jo Patterson, Terri Odom and Sheila Clark

**Juvenile Justice Advisory Group (JJAG)  
Meeting**

Tuesday, February 4, 2020

4:00pm - 6:00pm

441 4th Street NW, Room 1117

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )	5 mins
PINS Working Group Update	<p>Reminder draft goal: Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.</p> <p>Updates from the working groups:</p> <ul style="list-style-type: none"> <li>● Youth and Family Engagement (<i>Sheila Clark and LaShelle Richmond</i>)</li> </ul>	10 mins
PINS Reform Recommendation Review	Review and reach consensus on each segment of the PINS Recommendation to Mayor Bowser	1 h 20 mins
PINS Next Steps	<p>Reminder of next steps to finalize the JJAG's recommendation (<i>Laura Furr</i>)</p> <ul style="list-style-type: none"> <li>● Close edit working group</li> <li>● Pre-submission heads up?</li> <li>● Online vote!</li> </ul>	15 mins
Updates and Announcements		10 mins
Adjourn		

**Juvenile Justice Advisory Group (JJAG)****Meeting Minutes**

Tuesday, February 4, 2020

4:00pm - 6:00pm

441 4th Street NW, Room 1117

**Member attendance**

<b>Name</b>	<b>Present</b>	<b>Absent</b>	<b>Proxy</b>
1. <b>Anderson, Patrina</b>	x		
2. <b>Burton, Dominique</b>			
3. <b>Burton, Lisette</b>	x		
4. <b>Clark, Sheila</b>	x		
5. <b>Eismann, Audrey</b>	x		
6. <b>Furr, Laura</b>	x		
7. <b>Goodman, Jonah</b>	x		
8. <b>Gregory-Dowling, Shyra</b>	x		
9. <b>Harris, Shae</b>	x		
10. <b>Johns, Miracle</b>			
11. <b>Krauthamer, Peter</b>	x		
12. <b>Kyle, Ramey</b>	x		Proxy Sherelle Williams
13. <b>Mobley, Brittany</b>	x		
14. <b>Odom, Terri</b>	x		
15. <b>Patterson, Jenise (Jo)</b>	x		
16. <b>Richmond, LaShelle</b>	x		
17. <b>Rosenthal, David</b>	x		
18. <b>Spain, Penelope</b>	x		Proxy Veena Subramanian
19. <b>Whitfield, Kevin</b>	x		
20. <b>Wright, Bruce</b>	x		
<b>Staff Present</b>	Melissa Milchman , Tholyn Twyman, Keith Towery, Kristy Love		
<b>Guests Present</b>	Genard Buttler (OAG) Aaron White, Advisory Youth Eduardo Ferrer, Advisory Community Member Lisa Pilnik, JJAG Consultant Kyla Woods, Advisory Youth Member Jamal Holtz, Advisory Youth Member Anwar Walker (DYRS) Cherelle Jones, Amari Anthony, Aaliyah Williams (Guests, JustUs Howard Univ. Student Organization) Jose DeArteaga (DYRS) Paul Winestock (Guest Community Member) Dominic Henry (Guest Community Member)		
<b>Notes Prepared by</b>	Melissa Milchman		

Welcome	Welcome and Introductions ( <i>Laura Furr, Chair</i> )
PINS Working Group Update	<p>Updates from the working groups:</p> <ul style="list-style-type: none"> <li>• Youth and Family Engagement (<i>Sheila Clark and LaShelle Richmond</i>)</li> <li>• Focus groups were held at Chloe and Bruce House – youth feedback and quotes are included in our report. Youth were excited to participate and engaged. They wished to provide their vision for a better system of care for young people and were excited to provide their input. They are seeking better opportunities, trust and better consistency.</li> </ul> <p>- From these focus groups, one youth has applied to be a youth member of the JJAG.</p> <p>Reminder of the Project Goal: Responsibly decriminalize PINS. Remove all youth charged with PINS from the juvenile justice system.</p>
PINS Reform Recommendation Review	<p>Review and reach consensus on each segment of the PINS Recommendation to Mayor Bowser</p> <p>Process: JJAG Members comments will be reviewed first, then additional comments from advisors and guests will be addressed after.</p> <p>Laura will go through the entire document and members are welcome to provide questions, comments, feedback and engage in discussion to resolve.</p> <p>The document is being live edited in Google docs and the link has been shared with all members if they wish to follow along.</p> <p>Highlights of language changes or comments:</p> <ol style="list-style-type: none"> <li>(1) Use the term justice-involved (instead of court involved).</li> <li>(2) Invest and Realign</li> <li>(3) Add a Footnote to the intro section referencing the Butts PYJ model and the 8 domains in order to adequately address health and mental health, family/relationships, opportunities to be creative, etc. in the introduction</li> <li>(4) Ensure that the document overall expresses that we are seeking to addresses both youth and family needs for support in our recommendation</li> <li>(5) Chart on Page 2 -PINS offenses (needs wordsmithing) – suggestion to change to agencies responsible for serving or supporting – add DHS and DYRS</li> <li>(6) Curfew language – referred to STEP ONLY if reported as missing</li> <li>(7) Other initiatives – DYRS AC extended hours should be added – related to reduction in curfew violations; CSAT and CHAMPS should be added.</li> <li>(8) Explain our “why” for not extending this reform to educational neglect, abscondence, and alcohol and drug use in the Footnotes.</li> <li>(9) Abscond is not a word – need to decide how to handle than in the document</li> <li>(10) Future distribution – what is our plan, can it include both sharing the reform as well as educational tools for what parents can do access report? Yes, this will be determined after the report goes to the Mayor but the goal is to be able to share this with partners, youth, families, etc.</li> <li>(11) Shelter bed vs. respite bed nuances</li> <li>(12) Remove the word turn-away and replace with redirect when referencing respite care</li> </ol>

- (13) New Program at DHS called PCAST – PASS Crisis and Stabilization Team – other initiatives (little known and small program) served up to 40 families per year 6 months at a time – used as a GAP filler to get connected to core service agencies – it’s an in-house supplement to ACE and PASS and should be added to the initiatives section at the end. The same is true for DBH CHAMPS – mobile crisis and stabilization teams –follow up with Trina for a blurb to add to the document
- (14) The Document should more explicitly reflect ideological movement to address opportunity gaps and our support for more affirmative access to effective supports and programs (the arts, cultural learning, entrepreneurship exposure, etc.)
- (15) Add language that is clearer about the system shifting to more strength-based as a key tenant of the continuum of care, as well as protective factor development
- (16) Can we also better capture the relationship shift – its more than services or programs, its relationships with young people!
- (17) Referencing Family First Centers – where does this go? Currently, there is a reference in the initiatives section, but should it go earlier in the Hubs conversation?
- Potential for Cross collaboration for tier two of Family First Initiative
- (18) What is our Plan for marketing so youth will know to how to access this? This will be determined after we submit to the Deputy Mayor.
- (19) Hub staff need to be trained well (and be knowledgeable of systems and supports that exist)
- (20) Can we review with an eye for whether the document flows and think through the order more?

Next Steps:

Close edit team: Lisette, Dave, Kevin, Laura, Lisa, Melissa

Agency reps: Run final by agency heads before voting!

Initial Distribution: DMPSJ then OCA

\*\*Ask CFSA to read before final submission

Council: Do not need to send yet but an FYI after or CC that it is coming is ok.

Online vote will occur once final edits are in: Look out for that from Melissa

We will continue to have a PINS committee but we will start moving on after (LaShelle, Dave, Kyla, Kevin and Lisette)